

Sir Wilfred Grenfell College Review

Report by Consultants

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Sir Wilfred Grenfell College Review

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PREFACE

In undertaking this Contract with the Ministry of Education in the Government of Newfoundland & Labrador, we were aware that for some time there had been ongoing discussions on the relationship between the campuses of Memorial University in St John's and the Sir Wilfred Grenfell College in Corner Brook, and that on the specific subject of this Contract, it was deeply divided. We were asked to analyse the situation, identify and give our views on the options that could be taken, and report to the Minister for Education who would decide on the action, if any, to be recommended for adoption by the Government of Newfoundland & Labrador.

From the great many formal documents and emails which we received, as well as from the meetings and interviews held in both St John's and Corner Brook, it quickly became clear to us that the senior administrative and academic personnel of Memorial University, based in St John's, together with its Board of Regents, were of the opinion that no major change in the status or corporate governance in Grenfell College was required, that Grenfell College was well catered for within the university, and that the existing academic structures, with one or two minor changes, were the appropriate and effective ones for the continuing development of that institution within the overall structure of Memorial University. Conversely it was made equally clear to us that the senior personnel in Grenfell College, along with the commercial and political communities in Corner Brook, felt exactly the opposite and wished for a radical restructuring of the College's academic management links with Memorial in St John's, giving it greater administrative independence and academic autonomy. It was noted too, that at the academic levels below these senior groups in both campuses, the views were less stringent and definite, and a number of the professors in Grenfell College expressed the fear that a complete break with Memorial in St John's, specifically in relation to the academic services which are supplied from St John's, would not be a good idea at all, and indeed could be quite disastrous for the future academic activity in the Grenfell institution. However it must be said that at all levels, the great majority in Grenfell College were less than happy with the current arrangements with St John's and wished for change.

In looking for the perfect academic structure for Grenfell College and its future ideal relationship with Memorial University in St John's, it should be appreciated that, as enunciated so eloquently by Dr Evan Simpson in his report contained in the Board of Regents "Discussion Paper", and reproduced here in the appendices, that "Almost any governance structure can be made to work...". In support of this statement to which we fully subscribe, it can be noted that every possible variation in academic management structures linking universities in a federated or other alliances, can be found in the universities of Canada, and indeed throughout the world, and for the most part, they all work quite well. It is important therefore to emphasise that because one particular structure works well in L'Universite du Quebec or in the National University of Ireland, but that the one currently in the University of Berlin or in the University of New Brunswick is having difficulties, is all very interesting, but neither can be taken or rejected as a paradigm for the Grenfell College situation.

Thus whilst any one of a number of management structures can be made to work in any one university situation, successful academic management depends much more on the creation in the faculty and students of pride in, and ownership of, their institution, and on their enthusiastic support for its leadership, than on the actual structures within which they operate. However, complete perfection in academic management is rarely, if ever, achieved, and in almost every university in the world, there are tensions and difficulties with no shortage of splinter groups, eloquent in their criticism of their university management. The “herding of cats” analogy for the management of university academics is not too far off the truth, and in some ways, it reflects the excitement of working in a university.

The situation in the Grenfell College / St John’s relationship is however more than a splinter group issue and it must be acknowledged that, despite Memorial University’s standing as one of the leading universities in the Canadian and international academic domains, which reflects great credit on its recent and current leadership, clearly the current structural relationship between the two campuses is not working very well and it must be fixed. Furthermore, this difficult ambience has to be damaging to the normal operation and the future development of that institution and of the region of Western Newfoundland which it principally serves. So whilst we cannot fail to note that both sides in this dispute, as dispute it surely is, have taken up firm and opposing positions on what is the correct future strategy for Grenfell College, it is our earnest hope that when the decision is taken, that all the sectors in Memorial University, in St John’s and Corner Brook, and the communities which they serve, will row fully in behind the Government and its Ministry for Education, inject their good will and enthusiasm into the establishment and smooth operation of the new structures and thereby assist the further development of higher education in Newfoundland & Labrador to even greater heights in the provincial, federal and international worlds of academe.

Finally, we wish to express our thanks to the Ministry for inviting us to undertake this challenging and interesting assignment, to the President of Memorial, Dr Axel Meisen, and the Principal of Grenfell College, Dr John Ashton, and their colleagues for their unflinching courtesy and assistance, to the colleagues at Grant Thornton for their excellent assistance on matters financial, and to the large number of colleagues inside and outside the two campuses, and across Canada and Europe, who provided us with so much informed comment and perspectives. We hope that this Report will be a helpful contribution to the development of higher education in Newfoundland and Labrador. We wish both Memorial University and Grenfell College every success in the realisation of whichever path for development is selected by the Government of Newfoundland and Labrador.

Professor John Davies

Professor John Kelly

25 September, 2006

Chapter 1

TERMS OF REFERENCE OF PROJECT

This is the Report on the Contract made on December 20, 2005 between

- *“The Department of Education in the Province of Newfoundland & Labrador (the Department) and*
- *Professor John L. Davies, Dean of the Graduate School at Anglia Ruskin University in the United Kingdom and Professor John Kelly, Professor Emeritus and Registrar, University College Dublin, Ireland and currently Executive Director of the Ireland Canada University Foundation, (the Consultants)*

WHEREAS the Department enters into an agreement with the Consultants to conduct a review of the various degrees of autonomy for Sir Wilfred Grenfell College (SWGFC) up to and including full university status, (hereinafter called “the Review”) and report their findings to government so that it can make an informed decision on the future of the College with the aim of increasing Grenfell’s autonomy.”

The Terms of Reference of the Review are given in full in **Appendix 1** to this Report. It provides for a review phase in December 2005 and January 2006, meetings and consultations in January and February, and the write up phase in March, with the scheduled report submission date of March 31, and with the possibility of extension by mutual agreement to the end of April. The Contract also provides for the commissioning of technical reports which the consultants decide, and the Department agrees, are required for this study. In particular, the need for a financial analysis of the separate administrative and academic support systems which may be required for Grenfell College is referred to. The firm of Grant Thornton in St John’s was commissioned to carry out this analysis and its report is reproduced in **Appendix 9** to this Report.

The review phase was carried out as scheduled and the consultants visited Newfoundland and Labrador, January 21 through 28 when they had an extensive schedule of meetings and consultations in St John’s and Corner Brook. This schedule is reproduced in **Appendix 2** to this Report. A second visit to Newfoundland and Labrador, tentatively scheduled for the end of February, was considered unnecessary and did not take place. During February and March, the consultants have continued their discussions by email, and occasionally by telephone, with the principal stakeholders of Grenfell College, in the Government, in Memorial University in both St John’s and Corner Brook, and with representatives of the business and political communities across Newfoundland and Labrador. The Consultants met for one day in London to finalise their arrangements and contents of the Report.

The list of reports and documents submitted to the Consultants is given in **Appendix 4** to this Report. The Consultants are bound by the confidentiality clause in the Contract which specifies that:

“The report and any information gathered in the course of the study will be the property of the Department of Education. The consultants will be bound to confidentiality on this issue unless permission is provided from the Minister of Education to release or utilize the information for another purpose.”

Chapter 2

Executive Summary

Within the overall context of reviewing the various degrees of autonomy for the Sir Wilfred Grenfell College, hereinafter referred to as Grenfell College, this report has three main sections:

- The background and context of Grenfell College in the local, provincial, and national arenas are presented and discussed in **Chapter 3**. Memorial University's history is summarised and its high standing in Canadian University rankings is discussed. It is noted that the Government of Newfoundland & Labrador's White Paper of 2005 on Public Post-Secondary Education presents an insightful analysis and indication of the future priorities in the development of Grenfell College. The many reports over the years on the status of Grenfell College and its sometimes difficult relationship with Memorial University in St John's are summarised. Looking at the national scene, it is noted that almost half of Canadian universities started out life as small Colleges and are now thriving, so that the transition of Grenfell College to University status would be in keeping with the traditional custom and practice in Canada.
- The specific characteristics and possible future trajectories of Grenfell College, as the key provider of higher education in the Corner Brook region, as well as its interactions with the local community are discussed in **Chapter 4**. In particular, its potential as a centre of innovation within the local region, and as a key partner with the local industry and other stakeholders in the development of the region's economy, is presented and analysed. The Consultants affirm the importance of a high quality higher education provision at Corner Brook at both under-graduate and graduate levels and also in the life-long learning context. The ethos of Grenfell College as a highly effective educational provider and as an engine of regional development is seen as entirely compatible and mutually reinforcing.

The difficulties with the current structures linking Grenfell College and Memorial University in St John's are discussed and a report on the views of the local business communities in Corner Brook in support of a change in these structures is summarised. Whilst Grenfell College has a number of academic programs and research institutes in association with the local environment, the needs for the development of an entrepreneurial culture in the College, and the greater involvement of the local stakeholders in the management of the College are highlighted. Whilst the Consultants are aware of the current review of the administration of nursing education in Newfoundland and Labrador, the progressive integration of the Western Regional School of Nursing within Grenfell College is endorsed, as are the moves to collaborate more actively with the local College of North Atlantic encouraged. The challenge to Grenfell College, whatever its new designation, to enlarge its student enrolment and develop further its research and graduate programmes is acknowledged and specific

disciplinary areas are suggested as consistent with its current strengths and the local environment, and likely future growth in regional, national, and international domains.

- The final central section of the Report, covered in **Chapter 5**, looks at the various options for change in the corporate governance structures of Grenfell College and by inference, Memorial University. Key decisions have to be taken in regard to six main areas below:

Regarding Grenfell College:

1. Overall status, whether it should remain a College or be granted University status; the latter is suggested to be timely and appropriate.
2. The new institution's relationship with Memorial University, whether it should remain part of the Memorial University system, or become a totally independent university; the balance of argument in favour of the former is given. Whilst within the Memorial University system, views on whether there should be a one or two university structure are presented and discussed; a two university structure is considered appropriate.
3. The Board of Regents, whether it should remain under the aegis of the one Board of Regents in Memorial University, or have two separate Boards of Regents; the former is considered the correct strategy.
4. The Senate, whether it should have its own Senate, separate and independent from Memorial University in St. John's; it is reasoned that it should have its own Senate.
5. Budget, whether it should have its own budget, or remain with the one budget for Memorial University; it is considered that it should have its own independent budget.
6. Campus leadership. The important question as to whether the senior person on each campus, St John's and Corner Brook, should be at the vice-President level, reporting to one overall executive President for the University in a one university structure, or whether each campus should have its own President, reporting directly to the Board of Regents in a two university structure; each having its own President is advised.

Recommendation: Following detailed consideration of the above issues, the Consultants recommend that there be two universities in the Memorial University system, Memorial University (St. John's) and Memorial University (Corner Brook), or such other titles as may be preferred, each having its own President, Budget and Senate, and with one Board of Regents for the overall Memorial University system. This structure is summarised as Option 1(a) in Table 2.1 at the end of this chapter, and is described in more detail on pages 37 and 38 of this Report.

It should be noted that the Consultants have refrained from incorporating into the text of this Report, the very many detailed submissions made to them from academic and administrative staff, from students, from stakeholders and from others with whom they made contact and sought advice. These submissions were given their full attention and have been incorporated thematically as appropriate in the various Chapters. A listing of those who submitted is given in **Appendix 10**.

Table 2.1 Sir Wilfred Grenfell Review: Five Options

Option	Status & Relationship to Memorial	Governance	Programming	Finance	Executive Management	Advantages and Disadvantages
1. Separate Senate Structure						
A	two universities within Memorial University	one Board of Regents	two Senates	budgets by each President to the Board with Board presenting one budget with two parts to government	<ul style="list-style-type: none"> each with a President reporting to Board of Regents and having Vice-Chancellor (VC) responsibilities at alternating intervals, such as every two years each would have V-P (Academic), V-P (Finance and Admin) and others as for research, student affairs, as appropriate university-wide V-Ps, as decided by Board of Regents, for corporate non-campus responsibilities <p>Note: Vice-Chancellor responsibilities would be nominal rather than executive</p>	<p>Advantages:</p> <ul style="list-style-type: none"> increases Grenfell's academic and administrative autonomy remains within Memorial system provides status as a university institution <p>Disadvantages:</p> <ul style="list-style-type: none"> potential fragmentation of academic authority and divergence in academic standards and practice limited academic programme range for university status substantial additional costs
B	two university-status campuses within Memorial University	one Board of Regents	two Senates	as above	<ul style="list-style-type: none"> one overall President/Vice-Chancellor as CEO with responsibility to Board of Regents each campus with a Vice-President as chief operating officer (COO) reporting to the President each campus with Associate V-Ps for academic, finance&admin, research, student affairs and others as appropriate university-wide V-Ps, as decided by Board of Regents, for corporate non-campus responsibilities <p>Variation: V-Ps as CEOs while duties of President/Vice-Chancellor would be at higher executive level</p>	<p>Advantages:</p> <ul style="list-style-type: none"> as noted in above for Option 1(a) although with lesser academic autonomy <p>Disadvantages:</p> <ul style="list-style-type: none"> as noted in above for Option 1(a) three "Presidents" for small university system potential overlapping responsibilities for President with Vice-Presidents
2. Common Senate Structure						
A	two universities within Memorial University	one Board of Regents	one Senate	as above in Options 1(a) and 1(b)	<ul style="list-style-type: none"> two Presidents and V-P structure as in 1(a) 	<p>Advantages:</p> <ul style="list-style-type: none"> common Senate addresses concerns about quality assurance <p>Disadvantages:</p> <ul style="list-style-type: none"> common Senate reduces Grenfell's academic autonomy and development potential little change from current unsatisfactory situation
B	two university-status campuses within Memorial University	one Board of Regents	one Senate	as above	<ul style="list-style-type: none"> one President and two V-Ps with Associate V-P structure as in 1(b) 	<p>Advantages:</p> <ul style="list-style-type: none"> as noted for Option 2(a). <p>Disadvantages:</p> <ul style="list-style-type: none"> as noted for Option 2(a)
3. Independent University Structure						
	two separate independent universities	two Boards of Regents	two Senates	independent budgets	<ul style="list-style-type: none"> two independent Presidents and independent V-P structure 	<p>Advantages:</p> <ul style="list-style-type: none"> total academic and administrative autonomy <p>Disadvantages:</p> <ul style="list-style-type: none"> Grenfell's reputation limited in an increasingly competitive global market Major survival challenge in increasingly competitive academic world potential challenges to enrolment in Western NL

Notes: Cost – Options 1 and 2 have high level estimated costs of 1.4M to 3.4M. Option 3 costs have not been determined.

Chapter 3

BACKGROUND AND CONTEXT

3.1 The history of the evolution of Sir Wilfred Grenfell College is well known, and the details do not need extensive repetition here. Suffice it to say that it was established in 1975 as a feeder college to the Memorial University of Newfoundland at the first and second year levels for programmes already provided at St. John's. A Fine Arts capability (Visual and Theatre) was introduced in 1988, and subsequent degree programmes in arts and sciences were added. It has a student population overall of 1,385 full- and part-time students, and currently offers:

- BA Fine Arts degree programs in Theatre and Visual Arts;
- BA Arts Programs in English, Environmental Studies, Historical Studies, Humanities, Psychology and Social/Cultural Studies;
- BA (Hons) in Psychology;
- Fast Track Primary/Elementary Bachelor of Education;
- BSc and BSc (Hons) in Environmental Science, General Science and Psychology; and the
- courses that support the nursing degree program offered by the Western Regional School of Nursing.

The College has adopted a more evident research role, and now has a fully functioning research office, an Associate vice-Principal (Research), and houses several federal and provincial institutes and research laboratories largely in the broad area of environmental sciences. Several community services and programmes are offered, covering a range of sport, cultural and social events. It is one of the largest single employers in the Western region, and clearly is of substantial importance in the local and regional economy.

3.2 Memorial University was founded in 1925 as Memorial University College and was granted university status in 1949. It is now Atlantic Canada's premier comprehensive university and one of the region's most important research facilities. It is the largest university in the region with 17,803 full and part-time students at undergraduate and graduate levels. It employs 966 full time faculty/instructors, 842 contractual faculty/instructors, (of which 38% are clinical faculty and 19% are adjuncts), 2,403 administrative and support staff, plus 2,424 students in part-time employment. Bachelors, Masters and Doctorate programs, as well as diploma and certificate courses, are offered through the Faculties of Arts, Business, Education, Engineering, Medicine and Science, and the Schools of Music, Nursing, Pharmacy, Physical Education and Social Work.

It is recognised as one of the leading comprehensive universities in North America and throughout the international world of higher education. A summary of its rankings by the Canadian journal Maclean's is given in **Appendix 11**.

3.3 In relation to the Western Newfoundland region, it is noted that:

- The traditional industries of the region based on fish, minerals, forestry and agriculture are in difficult trading times for a variety of reasons including resource depletion, world market conditions, transportation issues, etc.
- The region would seem to need an infusion of knowledge based economic development to supplement the natural resource based industries which has clear implications for Grenfell College.
- The demographic profile in terms of future high school graduates is not overly promising, and consequently attention to new student markets, in terms of geographic origins, student types and delivery would seem to necessitate innovative approaches to educational provision on the part of Grenfell College.

3.4 Higher Education is clearly a matter of great public interest in Newfoundland and Labrador. In 2005, the Government of Newfoundland and Labrador produced its White Paper on Public Post-Secondary Education, entitled "Foundation for Success", which the consultants found to be an insightful analysis and indication of future priorities. The White Paper provides a context into which the discussion on the future positioning of Grenfell College must be located, such as the following:

- Expanding the role of Grenfell College.
- Reviewing the administration of health-care education.
- Reviewing the delivery of distance education.
- Fostering a culture of adult learning and related themes.
- Enhancing collaboration between the higher education institutes (HEIs) and local communities and industries.
- Strengthening the link between education and social and economic growth.

It is recognised that other development agendas of Government, such as the Innovation Strategy and The Comprehensive Regional Diversification Strategy, may provide important contextual considerations.

3.5 The above policy elements will be developed as appropriate to the question of the future governance and positioning of Grenfell College, especially in Chapter 4 of this Report. It is evident that references to Grenfell College in the White Paper are

generally subsumed into considerations on Memorial University, though more explicit sections are devoted to the College of the North Atlantic (CNA). It should not be overlooked that there is an outflow of students in the Western Newfoundland region to other HEIs in the nearby Maritime provinces. It is assumed by the consultants that the “**expanding the role of Grenfell College**”, together with the concomitant strengthening of its governance mechanisms, would not only stabilise this position, but hopefully create a countervailing student flow.

3.6 The consultants have been struck with the number and frequency of the inquiries, and reports on the relationship between Grenfell College and Memorial University over the last two decades, both in terms of the nature of the academic offering and the governance mechanisms. It is worth briefly reflecting on these and on the issues arising as follows:

- 1989 Report on the Phasing in of the Four Year Degree Programmes at Grenfell College asserted the virtues of a relatively small HEI; the necessity of high quality programmes only; and differentiation of profile from St. John’s especially in a liberal arts/science context.
- 1989 Report of Presidential Committee on the Future Development of Grenfell College (Staveley) recommended an expansion to 1500 students, development of four year degree programmes, a divisional organisation of subjects in relation to future growth patterns, leadership responsibility being vested in a Vice Principal and Academic Dean, each reporting to the Principal amongst other items.
- 1992 Report on Reporting Relationships of Grenfell College and Relationships with Memorial University in St. Johns (Condon) recommended that the University devise arrangements which reflect the two campus nature of the university , and
 - that organisation at Grenfell College should combine authority and responsibility locally; that the university should differentiate between officers with twin campus overarching roles, and those whose purview is limited to St. Johns;
 - that the Corner Brook Campus be provided with its own purpose built structures and processes in terms of a Principal/CEO reporting to the President; a Faculty Council, a Senate Committee, a Director of Administration, separate budgets and budget procedures;
 - that research, scholarship and graduate studies be instituted and advanced at Grenfell College;

- that its name should be changed from Sir Wilfred Grenfell College to Memorial University (Corner Brook), and that the Principal should have the title of vice-President.
- 1992 Report Concerning Relationships between Grenfell College and the University (Sibley) simply recommended a clarification of organisational relationships with a direct line reporting from Principal to President.
- 2004 Report Review of Adequacy of Funding for Grenfell College (Strawbridge) reflected on the issues relating to continuing budget overspend at SWGC (2001 – 3), and recommended a significant budget increase from Government, the development of a detailed business plan, more organised budget discussions and submissions and a possible name change for Grenfell College.
- 2005 Report on Review of Reporting Structure for Grenfell College (Ivany) contained eleven recommendations, including
 - naming the Grenfell College Principal as a Regional vice-President of Memorial University, reporting to the vice-President (Academic) of the university; and thence through to a new committee of senior administrators, University Executive Committee on Corner Brook Affairs, and primarily to the Board of Regents
 - a Corner Brook Committee of Senate should replace the College Academic Council
 - a Grenfell College budget bifurcation into an academic component and non-academic component, each separately allocated by two of Memorial University's Vice Presidents
 - a rejection of the idea of the relatively autonomous budget at Grenfell College
 - an increase in Grenfell College's base budget
 - a review of personnel classifications, compensations to respond to the local needs, and an administrative staffing increase at Grenfell College
 - a new title for Grenfell College as a university level institution, suggesting Memorial University of Newfoundland at Corner Brook.

3.7 These above are the principal official reports to date on the difficult question of the relationships between Memorial University at St. John's and Grenfell College, though there has also been a recent Discussion Paper circulated by the Board of Regents (March 2006), reproduced here in the **Appendix 3**. It is evident from a perusal of the above and from the many discussions with members of both institutions and external

stakeholders that any suggestion of options for reform needs to recognise and address a number of difficult issues, which are briefly analysed below and the implications of which will be followed up in surrounding chapters.

- The difficulties between the two campuses have clearly been rumbling for two decades. This is not unusual in an evolving situation, but merely marginal change is unlikely to provide a solid base for future concerted development and it is to the future health of higher education in Newfoundland and Labrador – and its component parts – at which this Report looks.
- Over the period of the above reports, it is acknowledged that Grenfell College has grown substantially in maturity and expectations. This should be welcomed, as long as the necessary support mechanisms, resources and quality safeguards are built in. Grenfell College has graduated beyond the status of a feeder college to Memorial University in St John's, and governance mechanisms need to be sensitive to this.
- Nonetheless, differences in the cultures can be detected in the two institutions. St. John's is a well established research based campus with a comprehensive range of disciplines and a vertical spectrum of provision set in a relatively conventional academic collegium and professional bureaucracy. Grenfell College is a more recent institution, with a more limited academic profile to date, but certainly developing, and with an emerging entrepreneurial and community oriented culture. Whilst its emphasis has been on undergraduate teaching courses, it has a developing research ethos relating, inter alia, to the local environment. The corollaries of this situation are:
 - the need to facilitate differentiated but equally supported growth and development;
 - the imperative of improving trust, respect and understanding between the campuses, which places considerable pressure on communication processes at all levels – senior management, deans, administrators and faculty members. There is clearly a major communication and understanding deficit at present, which needs urgent attention. Conceivably, the Ministry and Board of Regents have a part to play in ensuring a resolution of this difficult situation.

Whatever new structural option is settled on, these remain a major ongoing challenge. There is a limit to what structural change can do to put this right.

3.8 The debates in recent years seem to have revolved around a number of critical areas, which may be summarised as:

- The degree of academic, financial or personnel devolution or separatism which is required for a distant, evolving campus with a different academic profile.

- The recognition that the Western Region of Newfoundland and its stakeholders have very distinct and articulated ambitions for Grenfell College which are believed to require specialist, differentiated and purpose-built solutions.
- The relationships and reporting arrangements between the Principal of Grenfell College and the President of Memorial University, which involves not only questions of status, but of managerial pragmatism and efficiency.
- The desirability of recognising Memorial University as an united whole with integrated processes and decision-making, and with policies appropriate to its developmental trajectory, albeit within a broad consensual strategic framework. This applies to the functions of personnel policy, notably appointments and job specifications, appraisal criteria, programme development, and student recruitment and marketing.
- Whilst there are some over-arching quality assurance (QA) processes at institutional level which apply to Grenfell College, QA has emerged in discussions as an issue for further clarity in the context of organizational change.
- The budget shortfall at Grenfell College – its causes and origins, and how it should be addressed. This involves factors like: whether all earned income reverts to Grenfell College, the nature and extent of Memorial University's top-slicing, payment for services, scope for writing-off the current Grenfell College deficit, a budget turnaround strategy relying on new forms of income.
- The budget process for Grenfell College – the proposal from Memorial University for a bifurcated budget did not get a great reception at Grenfell College, and would run counter to the integrated processes alluded to above. Issues here include whether the budget should be provided direct from Government, as a separate budget negotiated through the Board of Regents, or on a ring fenced formulae transmitted through Memorial University.
- The adequacy of liaison and communications strategy between the two campuses.
- The feeling widely held in Grenfell College of being heavily outnumbered in university councils whenever Corner Brook matters are being considered. This, of course, relates closely to the issue of devolved spheres of decision-making.
- The nature of the strategic business planning process for Grenfell College. A certain lack of transparency and robustness can be detected at the present time, in terms of structure, its fit with the overarching Memorial University plan, the priorities for expansion and synchronisation with resource and budget processes, and finally, the reporting mechanisms.

These issues are not put in any order of priority. Each will need to be addressed in any proposed change in the status of Grenfell College.

3.9 The consultants, however, would certainly wish to make the point that the above issues should be placed in the perspective that:

- Many academics feel that close working relationships with counterparts on the other campus need to continue for reasons of personal satisfaction, international academic integrity, joint projects and research, interdisciplinary activity, the prevention of unnecessary duplication or competition and that Memorial University has a good external reputation which is of mutual benefit. The discussions with, and submissions from, a considerable number of academics in each campus bore testimony to the imperative of the above, and therefore of the importance of sustaining this engagement within the umbrella of Memorial University.
- The students on the Corner Brook campus with whom the Consultants held discussions were all exceedingly proud of Grenfell College and satisfied with its standards and ethos. They were generally of the opinion that a Memorial degree was likely to have considerably more prestige in the marketplace than one from Grenfell College for the foreseeable future. Furthermore it was commented that whilst the student support facilities at St. John's were excellent, those at Grenfell were not as good.
- There is considerable mutual goodwill and good working relationships between administrators in both campuses across a wide range of functions, and an appreciation in Grenfell College of the value and efficacy of services provided, notwithstanding the structural and process impediments. The difficulties in this dispute are not inter-personal, they are largely structural.

In short, the connection between the two campuses is valued, and the important question is whether suitable academic and administrative sharing and liaison processes can be developed to ensure that whichever option is agreed, sensible and productive relationships can continue and improve.

3.10 The final contextual point of importance is the question of the recognition of universities and the criteria and processes for university designation in Canada. This is clearly significant since institutional status has implications for governance and autonomy. According to information provided to the consultants by the Association of Universities and Colleges in Canada (AUCC), the position at present in Canada as follows:

- There are no federal regulations regarding the recognition of universities, the accreditation of degrees, or the use of the title "**University**". Provincial regulation in Newfoundland & Labrador is provided for in the Memorial

University Act 2004 and likewise in similar Acts in other Provinces. In Canada, education, including higher education, is constitutionally a provincial responsibility. Public universities, which until recently made up the vast majority of Canadian institutions, are established via provincial legislation. A province may have omnibus legislation governing the institutions in the province, may have a general higher education or postsecondary education act and individual acts for each of its institutions, or may have only individual acts for the institutions in its jurisdiction. Thus it is that the accreditation and granting of university status in Canada is entirely a matter for the Governments of each Province.

- Over the years and decades, many such institutions like Acadia University in Nova Scotia, or St Mary's University in New Brunswick, and of course Memorial University, all formerly colleges, have become successful universities with good national and international reputations. Canada is unique in being a nation of many small universities and some 50% of the 67 universities in Canada started out life as Colleges and by their own decision or that of the Provincial Government, changed their status to that of a university. Many of these are small institutions with student populations of less than 5000, and they appear to be very successful and have had substantial growths in their student enrolments over this past decade. The Table 3.2 in the following page lists those universities which were once Colleges, so that a proposal to raise Grenfell College to university status would be seem to be completely in keeping with the custom and practice in Canadian higher education.

Table 3.2: Universities in Canada which originated as Colleges, with their current (2004-05) fulltime student numbers.

<u>University Title</u>	<u>Original College title</u>	<u>Student numbers</u>
Acadia University	Acadia College	3 679
Bishop's University	Bishop's College	2 191
Brandon University	Brandon College	2299
Carleton University	Carleton College	18 720
Concordia University	Loyola College	19 024
University of Guelph	Ont. Vet. College	16 653
University King's College	King's College	888
Lakehead University	Lakehead College	6 123
McGill University	McGill College	25 552
University de Moncton	College Sainte-Joseph	5 116
Mt. Allison University	Mt Allison Wesleyan College	2 082
Memorial University	Memorial University College	14 275
Mt. St. Vincent University	Mt. St. Vincent College	2 384
University New Brunswick	King's College	10 609
Nipissing University	North Bay College	3 071
Okanagan University	Okanagan College	7 900
University of Ottawa	College of Ottawa	24 975
University P.E.I.	Prince of Wales College	3 454
University at Regina	Regina College	7 833
Ryerson University	Ryerson Institute	14 265
Universite Sainte-Anne	College Sainte-Anne	314
St. F.X. University	St. F.X. College	4 281
St. Jerome University	St Jerome College	1 019
St. Mary's University	St. Mary's College	6 251
St. Paul University	College of Bytown	900
University of Sudbury	College du Sacre Coeur	5 939
University of Toronto	King's College at York	59 870
Trinity Western University	Trinity Western College	2 800
University of Victoria BC	Victoria College	12 476
Victoria University ON	Victoria College	3 065
University of Waterloo	Waterloo College Ass. Faculties	23 185
Wilfred Laurier University	Waterloo College of Arts	10 864
University of Windsor	Assumption College	13 215
University of Winnipeg	United College	4 305
Cape Breton University	College of Cape Breton	2 588
NSCAD University	NS College of Art & Design	950
Queen's University	Queen's College	16 743

(Sources: AUCC Directory of Canadian Universities, and Maclean's University Rankings '05)

Moreover, these smaller universities have been very aggressive in attracting students from both outside their Province and internationally, as the Table below, from Maclean's University Ranking '05, demonstrates.

Table 3.3: Out of Province and International Students

<u>University</u>	<u>Province</u>	<u>% ex Province</u>	<u>% International</u>
Bishop's	Quebec	54.1	9.4
Mount Allison	New Brunswick	52.9	7.3
Acadia	Nova Scotia	37.8	17.6
St. Mary's	Nova Scotia	32.1	18.0
St Francis Xavier	Nova Scotia	31.6	3.6
Memorial	NL	14.0	6.1

(Source: Maclean's University Rankings '05)

In 2003/04, a record of 70,000 students from outside Canada enrolled at Canadian universities, up 16.8% on the previous year, and 70% of whom were from Asia.

Since 9/11, the international students from the Middle and Far East have switched their interest from the USA universities to Europe and Canadian ones, and the smaller universities in Canada in particular have adjusted their recruitment strategies accordingly with great success as demonstrated by the above data.

The view has been put to the consultants that it is substantially more difficult to recruit foreign students to a "**College**" rather than to a "**University**", however good the College, and this is undoubtedly true. Those world famous universities which do not carry the title of university such as the MIT, the Californian Institute of Technology, Imperial College London, the London School of Economics, and others, have been around for a long time and have developed their reputations over many generations of international students in a period when the growth of universities was stagnant as compared to the hectic and competitive ethos of modern times.

It is also worthy of note that the numbers of students enrolled in Canadian universities in 2003/04 at 990,400 was 20.4% higher than in 1997/98. The Table on the next page gives the increases in enrolment by Province over these years.

Table 3.4:

University enrolment by province					
	1997/98	2002/03	2003/04	1997/98 to 2003/04	2002/03 to 2003/04
				% change ¹	
Canada²	822,800	933,900	990,400	20.4	6.1
Newfoundland and Labrador	15,800	16,900	17,600	11.1	3.8
Prince Edward Island	2,900	3,600	3,900	31.5	8.3
Nova Scotia	37,100	41,900	44,800	20.7	6.9
New Brunswick	22,700	24,700	25,600	12.7	3.7
Quebec	232,100	250,800	260,100	12.0	3.7
Ontario	303,400	360,300	394,700	30.1	9.6
Manitoba	30,800	35,200	38,000	23.4	8.2
Saskatchewan	31,200	34,300	34,600	10.7	0.9
Alberta	71,400	83,400	86,300	20.8	3.4
British Columbia	75,300	82,900	85,000	12.9	2.5

Source: Statistics Canada, "The Daily" 11 October 2005

1 Percentages are based on actual non-rounded figures

2 Enrolment figures may not add up due to rounding

3.11 The Newfoundland Degree Granting Act (1983, amended 2004) sets out the conditions whereby an institution may grant degrees (section 3), notes the actions an institutions may not do unless it is designated in section 3, and in section 5, sets out that

“the Lieutenant Governor in Council may, by regulation, designate a degree-granting institution for the purposes of the Act and may attach the terms and conditions which the Lieutenant-Governor in Council considers appropriate”.

The Memorial University Act (1990, latest amendment 2004) sets out the entire structure of the University, together with the responsibilities and authority of its principal officers in complete detail, and the compositions and Terms of References of its various bodies. It further restricts any other agency or institution from using the term “**university**”, or even “**varsity**” (Section 65), so that if any one of the options presented in this Report is implemented by the Government, both these Acts will have to be reviewed.

3.12 Whilst designation of university status is, as discussed above, clearly a matter for the Government of Newfoundland and Labrador, it may be helpful to indicate briefly the criteria which are applied in other systems as follows:

- Ability to govern and manage affairs independently.
- Appropriate size, scale and range of higher education provision.
- Cultural ethos and staff quality to sustain university status.
- Robust QA and standards regime.
- Research profile and strategy.
- Ability to contribute to regional development.

These criteria are not without significance in the current debate, since a further recognition or affirmation of the status of Grenfell College as a university level institution may be needed if particular options indicated in Chapter 5 are pursued. A further strengthening of some of the above elements is likely to be necessary in this case, if consideration is given to international experience in this area.

Chapter 4

HIGHER EDUCATION AT CORNER BROOK

- 4.1** The previous chapter has indicated a range of contextual factors which need to be borne in mind as the future of Grenfell College's status is considered. It is evident to the Consultants that the issue is not simply an academic assessment of a liberal arts and sciences College to determine if it should be upgraded to university status. Whilst it is certainly that, it is moreover a question of the social and economic development of the region of Western Newfoundland and the vital role which Grenfell College could play in that development. Throughout the world universities have come in recent years to be judged, not only by their academic performance, but also by their involvement with their local communities in helping them to identify, analyze and solve their most urgent problems created by a rapidly changing and culturally diverse environment dominated by computerized technologies. The small local university is now seen as a centre of innovation within a region and as a key partner with local industry and other stakeholders in the development of the region's economy. The issue therefore is what form of governance is appropriate for the optimal development of Grenfell College as a robust, innovative and relevant provider of higher education services for this region of Newfoundland and Labrador, as well as providing an active focus for the economic and cultural ethos of the region. This most certainly does not imply that higher education provision is in any way subservient to the regional development mission. Studies across higher education systems have demonstrated that high quality undergraduate and graduate education and professional training, together with research, are fundamental to any successful regional development program. This is manifest in terms of high quality relevant programs of study which not only provide particular specialisations which may have specific regional relevance, but also a general level of intellectual flexibility and attainment, and a range of generic and transferable skills which are critical in subsequent graduate job mobility within and outside the region. The Government's commitment to life-long learning, which was emphasised in its White Paper on Public Post-Secondary Education, 2005, is a key driver in this regard.

In subsequent discussions in this Report, the Consultants strongly advocate the strengthening and extension of mechanisms for flexible and inter-disciplinary learning, and for effective quality assurance of academic programmes in Grenfell College. These views were strongly reinforced in the meetings which the Consultants had with students, academic staff and the external stakeholders in Corner Brook.

The Consultants thus feel it is important to draw together various threads which have emerged from the evidence in terms of the likely strategic trajectory of Grenfell College, since these will condition the form of governance needed.

- 4.2** The overwhelming consensus conveyed to the Consultants in their many meetings with all sectors of society in the Corner Brook area was that there has to be change in

the status of Grenfell College so that it has greater autonomy in directing its growth as a university level institution of genuine academic excellence, with not only regional, but national and international standing in its chosen fields, which are likely to be selection and niche oriented. Higher education is now a global enterprise for universities, large and small, so that whilst traditional values may be retained, curricula and student profiles must change if they are to survive and thrive in the increasingly competitive academic world. As such, Grenfell College's traditional identity as a so-called "Liberal Arts College" needs modification and re-branding to make it more appropriate for the sort of discipline mix and activity profile alluded to later in this Chapter.

A redefinition of mission and vision seems inescapable, but so also does a continuing close association with Memorial University at St. John's appear to be sensible for various reasons. These include academic stimulation, intellectual and interdisciplinary synergy, avoidance of wasteful duplication of effort and resource inefficiencies, and the enhancement of the overall standing of Newfoundland and Labrador's higher education nationally and internationally. Thus whilst the campuses in St John's and in Corner Brook may have high degrees of autonomy, their structures should encourage and enable co-operation in all possible areas of academic effort. The form of the "continuing close association" of course, is open to various permutations and is the key subject of this Report.

Given its location and setting, it is axiomatic that Grenfell College's potential as a regional, powerhouse should be further conceptualised, facilitated and exploited. The evidence here is strong, and arises from

- The report by Dr. Don Downer reproduced in the **Appendix 7**, which encapsulates depositions from business communities in Corner Brook, including the Greater Corner Brook Board of Trade, City of Corner Brook, Humber Economic Development Board, Corner Brook Economic Development Corporation, and Downtown Business Association.
- The memorandum to the Consultants from Vice-Principal Dr. Holly Pike on the academic difficulties of the current system incorporating the views of her colleagues on the future academic strategy for SWGC. This memorandum is reproduced in the **Appendix 6**.
- Individual discussions the consultants held with stakeholders in Corner Brook and St John's and with local and provincial public representatives.
- The White Paper on Public Post-Secondary Education 2005, which has a number of clear pointers towards a role of regional support.
- The plethora of international studies undertaken on the role of HEIs as drivers of regional and national innovation, by UNESCO, OECD, the European University Association, and various national governments.

- Specific studies undertaken by particular institutions to analyse regional economic impact, for example, the report by Goodbody Economic Consultants, “***The Economic Impact of a University of the South-East***” in support of the change in status from Institute to University of the Waterford Institute of Technology in Ireland.

4.3 All the above emphasise a series of consistent themes, which thus may be conveniently taken as international benchmarks for developments in Newfoundland and Labrador. These include the following five principal domains of regional engagement:

- Regional human resource development, strong basic undergraduate study, lifelong learning, economy relevant specific postgraduate study, in-house training, etc.
- Regional economic R and D, knowledge transfer, academic consultancy, role of the HEI in inward investment.
- Regional economic impact demand for housing, services, local spending, etc.
- Regional cultural development, invigoration of regional arts, literature, music, theatre, artefacts, traditions, sport and literature.
- Regional communications development, IT networks for R and D, etc. between HEIs and subscribing companies.

In typical universities systems, there are usually recognisable, flexible and purpose built interface activities and structures representative of the regional stakeholders’ interests, such as

- Governing bodies or advisory councils, comprising regional stakeholders,
- Regular policy fora on key regional issues, so-called Policy Circles,
- Knowledge transfer organisations such as incubators; science/business parks; continuing education centres; joint business venture companies, etc..

The Consultants recognise that there are already strong manifestations of the above in place in terms of the Biodiversity and Ecosystems Services (IBES); Institute for the Canadian Forestry Service (CFS); Centre for Environmental Excellence (CEE); West Newfoundland Model Forest (WNMF); Atlantic Coastal Action Programme (ACAP); and Aquatic Centre for Research and Education (ACRE); all of which are strong interface organisations with regional industry and interests. In St John’s, of course, an example is the Advisory Council to the Fisheries and Marine Institute, as provided for in the Memorial University Act.

There is the imperative for the HEI to be outward looking, and responsive to local needs, which demands

- Swift on-the-spot responses;
- Flexible personnel and financial policies and operations, notably budgetary flexibility;
- An entrepreneurial culture.

The logic of the above is clearly that whatever governance structures are determined, they need to be such as to give the new Grenfell College the flexible and operating authority and the freedoms to support the regional role in the ways defined above.

4.4 The Consultants are very conscious of the fact that a regional role does require a strong measure of lateral integration to serve the region to best effect. In the particular context of Corner Brook and this part of Newfoundland and Labrador, the positioning of the Western Regional School of Nursing needs consideration. The Consultants understand that there is a review taking place on the question of the future development of the administration of nursing education in the Province. However, considering this question in terms of the future development of higher education and professional training, the following points are made:

- The Consultants would strongly endorse the proposal to progressively integrate the Western School of Nursing more fully within Grenfell College, since:
 - This merely reflects a consistent international trend for nursing education, where over this past decade in particular, nursing has become an integral part of university curricula.
 - It would provide a stronger intellectual impetus to the development of nursing as a graduate profession in the region.
 - It would extend the profile of Grenfell College into the health and para-medical sciences, and open the door to articulations with other related health professions.
 - It would not compromise the good collaborative arrangements which already exist with nursing schools across Newfoundland and Labrador.

Similarly, the Consultants suggest that consideration be given to closer links between Grenfell College and the College of the North Atlantic, CNA, which has nearby campuses in Corner Brook and Stephenville, as well as in many other localities across Newfoundland and Labrador.

As may be noted in many similar settings in other national higher education systems, for example in Ireland and in Finland, a strong case can be made for increasing the engagement of CNA with Grenfell College. There is, of course, a wide spectrum of possibilities from total integration on the one hand, to co-operation in specific joint projects in the middle, to arrangements which simply facilitate student mobility and progression between the two systems, as well as ad hoc staff co-operation.

4.5 The above paragraphs address the possible evolution of Grenfell College's horizons from a regional to a provincial and national perspective. However, it is quite apparent that these discussions have consequences and implications for the size and scope of Grenfell College. There seems to be general agreement that its present size and scope is too small, c. 1,350 students largely at first degree level, in terms of

- Long term viability and sustainability;
- Critical mass in particular subject areas;
- Critical mass to support economies of scale in key administrative and support functions;
- Conventional wisdom internationally regarding the size of a university level institution though interestingly, as noted in the previous chapter, this does seem to be less of an issue in Canada than elsewhere;
- Contributing a comprehensive support service to the region.

The Consultants note the data on the high school drop-out rate as follows:

- The drop-out rate in the Western Region was not very different from the Central and Eastern Regions, where all ranged between 7.0% to 7.4% in 2003/04.

A follow-up study of June 2001 high school graduates found that at 74.6%, the highest percentage to pursue post-secondary education studies, were from the Cormack Trail School District followed by both the Avalon East and Corner Brook/Deer Lake/St. Barbe Districts at 72.6%. While geographic boundaries of school districts have changed since these data were gathered, the Western Region includes the former Cormack Trail and Corner Brook/Deer Lake/St. Barbe districts.

These statistics demonstrate an encouraging state of affairs by international standards. However the Consultants recognise that the need to expand Grenfell College is within a general setting of a small local student marketplace, in which there may not be much headroom for the future expansion of participation rates, and where the high school drop-out rate is quite respectable already.

The immediate priority of 1,500 students rising to 2,500 – 3,000 in ten years seems very appropriate, but it is appreciated that it is easier said than done.

It is noted in the Letter to the Consultants from the Senior Executive Committee of Memorial University, chaired by the President Dr. Axel Meisen, and reproduced here in the **Appendix 5**, that from the applications to date for entry to Grenfell College, that it is confident that its student enrolment will reach 1,500 in this coming Fall.

4.6 The strategic question, therefore, is how is Grenfell College to enhance its size, student population, profile, critical mass and sustainability? It is of course critically important in deciding on a new status and structure for Grenfell College, that the academic road ahead of it is clearly identified and regarded with some confidence. The Consultants believe that there are real opportunities for the expansion and growth of the academic programmes in Grenfell College and student enrolment, but also recognise that all such developments will require further marketing research and course development. The following disciplines would seem to be appropriate areas for further developments in research and graduate programmes, being consistent with current strengths and, with proper marketing, attractive to out-of-Province and international students:

- Nursing and related para medical subjects
- Petroleum exploration and geology
- Tourism/Heritage
- Rural Development
- National Resources, including Forestry, Oil and Gas, Geospatial research, Eco-Systems, Biodiversity
- Journalism and Media
- Health Sciences, with particular niche specialisms (e.g. gerontology)
- Creative and Performing Arts
- Business and Management studies in the above areas.

The academic strategies below should be incorporated into Grenfell College's development plan:

- An extension of the vertical spectrum into Masters and doctoral areas but only in terms of strong specialisation, and sub degree and feeder programmes (College of the North Atlantic, CNA).
- Selective provision of distance based programmes for Newfoundland and Labrador, picking up the White Paper priorities in this regard.

- Making Grenfell College a much more research supported HEI, where
 - The foci alluded to above are fully exploited for the recruitment of Ph.D.'s, the generation of contract R and D income, and the accession of federal research money,
 - Research increasingly becomes an activity of all faculty members,
 - Research support organisations are strengthened,
 - Joint research centres with industry – Forestry, Petroleum, etc. become the pinnacles of effort.

4.7 The above implies a student catchment area which becomes increasingly way beyond the immediate region of Grenfell College – certainly provincial, but also national and international. Across Canada, online courses are growing in recent years, so that in adult education and training programs, a recent survey indicated that about 500,000 students, from a population of 6 million, were doing part of their coursework through various distance learning mechanisms. Also of interest in this argument is that in Canadian universities, 31% of undergraduate students are over 24 years old. The curves in all these data are upwards, so that the Consultants are of the firm opinion that the long term sustainability of Grenfell College is only likely if it expands its vision beyond the region, and this implies:

- Recognisable national and international excellence,
- Institutional alliances in other countries and regions,
- The expansion of its on-line courses,
- An enhanced student and research marketing function.

4.8 The question is to identify the management structure and the components in a reformed system of governance which will allow for the above to be achieved. In broad terms, the following are suggested:

- A clear mechanism whereby regional stakeholders have a governmental arena within which they may influence Grenfell College's vision, its mission and strategy so as to ensure its relevance; and to play a full and purposive role in its financing, probity and accountability.
- Enhanced autonomy in the academic, human resource and financial domains, encompassing the ability of Grenfell College, whether at Board or management level, to undertake responsive decisions of relevance to the regional community

where needed, but within a clear framework of accountability, probity and strategy.

- A relatively autonomous budgetary and financial process, encompassing a rolling three – five year budget strategy for costs and income, aimed at institutional growth, and the possibility of moving funds between headings and between financial years. Zero based budgeting for the first year of the new cycle would have many merits in addressing the apparent budgetary shortfall.
- A strengthened steering core to exercise appropriate strategic management functions based on independent resources.
- A responsive organisational structure for near-market, specialised, innovative and entrepreneurial endeavours.
- Strengthened central administrative support capacity for key functions – quality assurances, marketing, and research.

Such an institutional profile as has been outlined above needs these items of governance and management, which the Consultants feel are of prime importance in the evolution of Grenfell College within the setting presented and analysed.

4.9 Finally, four things are increasingly evident

- The above imperatives are capable of being achieved in a variety of options within Memorial University, independently of Memorial University and also in a close relationship with the University.
- Whatever option is selected, there is a constructive dialogue to be gone through in terms of the details and timings of the reform.
- The Consultants fully appreciate that the granting of more autonomy from Memorial University in St. John's does not necessarily mean that locally taken decisions at Grenfell College would necessarily lead to implemented actions, since resource availability from whatever source will always be an issue. Whilst a separate budget will not provide unlimited funds for every initiative, however well costed and worthy, the importance of locally determined priorities in the budget preparation is considered paramount in any new structure.
- It is important too, that if and when the Government decides on a new corporate structure for Grenfell College, that the appropriate resources to see it through the transition period and beyond, as may be reliably estimated, are guaranteed.

Chapter 5

OPTIONS FOR THE DEVELOPMENT OF GRENFELL COLLEGE

5.1 The preceding chapters have presented the contextual analysis of the evolution of Grenfell College's relationship with Memorial University, identifying the major issues to be confronted, and discussing the nature of the institution which Grenfell College might reasonably become to serve Western Newfoundland, the province and the nation. The analysis concluded with a series of propositions regarding the evolving nature of the relationship and it was indicated that there was likely to be a variety of governance options which could meet these desiderata in different ways and to different degrees. These are indicated briefly in the following paragraph:

5.2 The options for Grenfell College fall into two main categories:

Remaining as:

- (a) part of the Memorial University system, or
- (b) having a stand-alone independent status.

Considering the options for each of these in turn:

(a) As part of the Memorial University system, Grenfell College may:

- retain its current designation as a College, with or without its own Senate and Budget, and having its CEO entitled Principal or vice-President

OR

- become a constituent university of Memorial University, with or without its own Board of Regents, Senate, and Budget, and having its COO/CEO entitled vice-President or President

(b) With stand-alone independent status, Grenfell College could:

- Retain its current designation as a College,

OR

- Be granted independent university status

In both these cases, it would have its own Board of Regents, separate Senate, and an independent Budget, and have its CEO entitled Principal, vice-President or President.

5.3 Before presenting these options for the corporate governance of Grenfell College, it is appropriate to consider the key structural and process issues and variables which are likely to arise in each of the options considered below, as follows:

- Overall status: College or University?
- Relationship to Memorial University
- Board of Regents
- Academic Senate
- Budget
- Leadership

5.4 Overall Status: College or University?

The case for granting Grenfell College university status is considered to be compelling. It was recommended by the Condon Report in 1992 and more recently in the Ivany Report of 2005, and it is believed that it would be generally accepted, though the precise status might be open to different views. Accordingly, the option of retaining the status of a “College” is not considered further. University status is not simply having the title and official recognition as a university; rather it proclaims to the outside world the maintenance of internationally accepted academic standards in all its degree programs. Whilst the case for Grenfell College stands primarily on its current academic programme, it is acknowledged that its student enrolment is small, its graduate programmes almost non-existent and the demographics of the region do not look good for future local student enrolment. It is believed however, that having university status, and with political will, capable institutional management and resource infrastructure, these challenges can be vigorously and successfully confronted and the situation would undoubtedly change. The research output from the staff of the College is good and the development of graduate programmes would be an immediate and high priority, if and when granted university status. Furthermore, this change to university status, is supported by the many arguments in the international academic press relating to the contribution which a university can make to the regional development of Western Newfoundland, and to the negative effect which the designation of “**College**” has had, and would continue to have, on its academic marketing, particularly on the recruitment of good students nationally and internationally, and also of attracting top class academics to its staff.

It is noted earlier in this Report that a great many universities in Canada, including Memorial, started out life as a College before changing their status to a university, so that this proposed change for Grenfell College would be completely in keeping with the custom and practice in Canadian higher education.

5.5 Relationship to Memorial University

The views of the business and commerce communities in the Corner Brook region on the future structure of Grenfell College were solicited and reported on by Dr. Don Downer, and this report is reproduced in the **Appendix 7**. Whilst these views were

unanimously and very strongly in favour of much greater independence and autonomy for Grenfell College from Memorial University in St John's, there was not unanimity on whether it should be a complete split leading to an independent university, or should remain within the Memorial University system.

It is proposed here that the case for the Grenfell College remaining within the Memorial University system is also a compelling one, and where conversely, it is recognised that the difficulties for a newly created stand-alone university surviving in the increasingly highly competitive global university world are considered to be great. The challenge to Grenfell College in whatever new structure it is given, is unquestionably going to be a difficult one, particularly so with the negative demographics of western Newfoundland, but it is believed that it will have the best chance possible when it has the Memorial University title coupled with the freedom of action deriving from a high degree of administrative independence and academic autonomy. Thus whilst the new institution may, with appropriate checks and balances, be given its academic freedom, it makes strategic sense that it remains as part of the long established and highly reputable Memorial University.

Memorial University, incorporating as it does at present the academic programmes of Grenfell College, is one of the leading universities in North America with a reputation for academic excellence and highest standards across the world. Whilst Grenfell College rightfully shares in this academic achievement, its reputation outside Maritime Canada is limited in comparison with that of Memorial University.

It is believed therefore that the newly named institution should not only remain as part of Memorial University, but it should take its name as the Memorial University (Corner Brook, Western Newfoundland or Grenfell). In the discussion below, Memorial University (St. John's) is taken to include the Marine Institute, and Memorial University (Corner Brook) is taken to represent the new designation of Grenfell College, possibly including the Western Regional School of Nursing whose status is currently under separate review. This designation would be of vital assistance in the immediate development strategy of the new university at Corner Brook, in all its academic areas, but in particular, in

- national and international student recruitment,
- the attracting of highly qualified academic staff,
- the development of graduate programs, and
- the securing of greater federal research funding and corporate support.

The case too for the retention of the academic and administrative support systems currently provided to Grenfell College from the Memorial in St John's campus, in particular the library services, is a strong one, and whilst these services may perhaps, but not necessarily, be weaned off one by one in due course as the systems grow in the new status Grenfell, they should certainly be retained for the immediate future.

5.6 Board of Regents

The Board of Regents is the supreme body which has the overall high level responsibility for overseeing the academic and administrative well-being of a university and is accountable in that responsibility to the Government of the Province. It is generally the sole forum where the various strands of the university are regularly analysed and brought together to develop common management and development strategic policies. It is also the vital forum where the various stakeholders of the university, that is the representatives of government, commerce, regular citizens and taxpayers, as well as university personnel including the staff and students, as provided for in the university legislation, exercise their judgements in overseeing the university system.

In the situation where Grenfell College becomes an independent university outside Memorial University, it would have to have its own Board of Regents. Alternately, where it remains within Memorial University, whether as a university, or as a university status institution, it makes sense that there should be only one Board of Regents for the overall Memorial University system. The Consultants believe that the reasons for this are self evident and need no further argument.

Nevertheless the Consultants believe that consideration should be given to the establishment of a statutory Council or Board in the new Grenfell College structure, with membership representative of the local business, social and political groupings in the western Newfoundland region, which would have the mission of assisting in the management and development of the College. This body could be given powers as a Board of Directors for the college which would be spelt out in the new legislation, or alternately, it could be an advisory body, not dissimilar to that which is provided for the Fisheries & Marine Institute in the Memorial University Act. It is suggested that with the new designation of Grenfell College, whatever the precise governance structure that is finally established, that such a body could play a vital part in helping the College succeed in what will undoubtedly be challenging years ahead. This arrangement works well in other federal multi-university systems, where each campus has such a managing Board, each reporting to the university's Board of Regents.

5.7 Academic Senate

It is universally accepted that an institution with university status must have its own academic Senate which has the responsibility for all matters relating to the ongoing management and quality assurance of its academic courses, the development of its research and post graduate programs, and its overall academic ethos and strategy. The Senate is the academic heart of a university institution so that having its own Senate provides for the development of the ownership of its academic programs, the authority in charting its academic future, and generates an institutional pride in its achievements. Without this ownership and pride, a university institution has little chance of developing its own momentum in the national or global academic world.

Without this authority, where as now, every important academic decision for Grenfell College is ultimately taken, modified or rejected elsewhere, an institution is in practice equivalent to a department or faculty of the larger institution. This may be an excellent and entirely appropriate arrangement when the institution is in fact merely of faculty status, and this served Grenfell College well in its earlier days when it was essentially a feeder college for the St John's campus, but it is argued and generally acknowledged that this is no longer the case. It is clear that there are now two separate academic communities in Memorial University, in Corner Brook and in St John's, the latter including the Marine Institute, and the academic governance structures should reflect this. In the current academic governance situation, it is understandable that it would have been inappropriate, heretofore, for Grenfell College, as with any other faculty of Memorial University, to develop its own independent strategic development plan, as this is surely the responsibility of the Board of Regents for all its Faculties and for the University as a whole. Whilst ideally, such a plan should have been an important ingredient in this analysis of the different options for Grenfell College, and also for the eventual decision of the Government, this has not been possible in the time frame available. However the path ahead for a Grenfell College university level institution in Corner Brook, if established, is very clear and no great exercise will be required to get it down on paper and agreed by its academic community and importantly by the local communities in Corner Brook, who must be its partners on this path. The benefits to Grenfell College, to its future students, and to the community of Western Newfoundland, of having its own Senate, empowered to take its own academic decisions and develop its academic strategy for growth are presented very forcibly and persuasively by Dr Pike in her memorandum to the Consultants, reproduced in **Appendix 6**. In their many meetings with the academic staff in Grenfell College, a great many similar views to those of Dr Pike were presented to the Consultants, describing the multiple difficulties of having the detailed management of all their academic activities located in a campus some 700 km away, despite the generally excellent interpersonal relationships with all involved.

Arguments for the maintenance of the common Senate system are articulated in the report entitled "***Discussion Paper for (sic) the Joint Committee of the Board of Regents Regarding Governance of Sir Wilfred Grenfell College***", reproduced in the **Appendix 3**, where it speaks of the need for:

- ***Common standards for admission, continuance and graduation of students as well as for program and course control,***
- ***System-wide recognition and transferability of courses,***
- ***New initiatives to be co-ordinated in order to ensure maintenance of common standards,***

and notes that a separate Senate could give rise to "***fragmentation of academic authority***" and the "***high risk that academic standards and practices diverge***", along with a number of other administrative problems which would arise. Furthermore, it notes that with such a development, the "***Authority of Memorial in St John's would be restricted to degree programs at the St John's campus and the Marine***

Institute". It further speaks of the advantages of the current system whereby ***"...academic proposals are evaluated by one person (which) allows for a consistency of approach"***.

The Consultants fully acknowledge that the above concerns of the Board of Regents are indeed valid in the situation where Grenfell College has in effect the equivalent status of a Department or Faculty of the University, where central management control of all academic programs and the overall academic ethos of the University is absolutely essential. Without such central control, academic chaos would result and the entire ethos of the University would certainly suffer. As discussed above, that situation has long passed and Grenfell College has acquired its own special academic character and virtual independence, and is therefore worthy of being granted university status, separate from the St John's campus. With such status, it must surely be empowered to manage and develop its own academic programs and for that, it must have its own Senate, with the understanding that it encompasses a thorough, comprehensive and systematic quality assurance regime in all its academic programs.

It is perhaps inevitable that the academic priorities for the Memorial University as a whole are seen to be different from those of Grenfell College, so far removed from the main campus, no matter how benign and considerate the St John's based Senate, and that tensions and disagreements are generated, as indeed they have been. Human nature being what it is, this is not an uncommon occurrence in the greater university world between the main and satellite campuses, and it makes special demands on the human resource management procedures and good will of the personnel in both camps. In such situations, it is generally good management practice to empower the institution to take those decisions which it will have the responsibility to implement. In the situation where Grenfell College is granted university status and its own Senate, it will, of course, at all times still be fully accountable to its Board of Regents and through it to the Department of Education. The Consultants do recognise that there will be a need for lateral co-ordination of academic effort for the benefit of both campuses in such areas as:

- overall university research policy,
- compatible QA and academic credit arrangements,
- international student recruitment,

and perhaps others. In these cases, there are ample examples of good practice elsewhere, which could easily be achieved by the joint action of the respective senior academic officers, joint ad-hoc or standing committees of both Senates, liaison groups, etc..

New, or modified existing legislation will have to provide for the composition of the Senates for each campus, and whilst this should generally follow the model given in the Memorial University Act, Section 54, a smaller membership will be needed for the Corner Brook campus. Each Senate should be chaired by the appropriate university President. The academic structure in the Memorial University (Corner Brook) campus

will have to be changed with the appointment of Deans of Faculties and Department Heads who would make up the principal membership of its Senate.

5.8 Budget.

In the governance structure where Grenfell College remains as part of Memorial University in whatever guise, the question arises whether the new Grenfell will have a separate budget, distinct from that of the St John's campus. The proposed arrangement would see the university having two budgets – St. John's and Corner brook – presented by each President to the Board of Regents, with the Board presenting to government one budget consisting of two parts with priorities determined by the Board of Regents. Each institution would have to live within its agreed budget and would carry over any surpluses or deficits it may incur in accordance with normal financial management practice, all overseen by the Board of Regents. The Consultants advise that in keeping with the intention to grant more independence and academic autonomy to the new Grenfell College, that within the options where it remains as part of the Memorial University system, that it should have its own budget as outlined above. If it is granted independence outside the Memorial University system, then it also would have to have its own budget, negotiated directly with the Department of Education through its Board of Regents.

5.9 Leadership.

A key decision to be taken in the options where Grenfell College is granted university status within the Memorial University system is the precise authority and title to be given to the senior person on its campus, and how this relates to the status of each campus. Two broad possibilities exist, where that person is designated as a President in a two university system or as a Vice-President in a one university system.

- In the case of having a President as the senior person on the new status Grenfell College or Corner Brook campus, and where there would also be a President on the St John's campus, the structure would resemble that of the many other multi-university structures, as in London University, or the National University of Ireland, where each President presides over his/her university and is in effect the CEO of the institution. In this arrangement, there would be two universities, Memorial University (St. John's), and Memorial University (Corner Brook), largely but not totally independent, within the overall Memorial University system. In a two Senate, two President system (Option 1(a) below) each President would be the Chairman of the Senate for their campus. It is usually arranged that one of the Presidents is designated, in rotation with the other president(s), the title of Vice-Chancellor of the University, with extra responsibilities at a non executive higher level, such as representing the University at national and international fora, chairing the Alumni organisation, and such like.
- In the case where the senior person on the campus in both St John's and in Corner Brook, is designated vice-President, then the vice-President is the Chief

Operating Officer, the COO on the campus. The overall executive responsibility for the University belongs to the University President, the CEO of the overall university system, and the person to whom the two vice-Presidents report. With this arrangement, there is one single university, Memorial University, with two separate university campuses, again largely but not totally independent of each other. In the two Senate, one President structure, (Option 1(b) below) the President would be the Chairman of the Senate on each campus, with the vice-President as deputy Chairman, and generally in such structures, the President often leaves the chairing of the routine Senate meetings to the vice-Presidents, except perhaps when very important issues have to be decided. The specific responsibilities of each of two vice-Presidents and the President will need to be spelt out very clearly so that there is no room for confusion or the generation of friction based on overlapping responsibilities. This is a common arrangement in Canadian universities and it is the structure in the University of New Brunswick, the University of British Columbia, and elsewhere. Clearly, as is the case in other university systems, it would be normal to have a Standing Committee of the Board of Regents of the institutional heads and vice-Presidents to ensure the smooth operation of the overall university system, as is the case with the Universities of London, and of Wales.

- In each of the options presented below in this Report, it is suggested that there are no overall university vice-Presidents, specifically vice-Presidents (Academic), or (Administration), or such other title, where such positions convey executive authority for the operations on both campuses. This follows from the conviction of the Consultants that the new Grenfell College, whatever its designation, should have both academic and administrative independence, responsible to its Senate and the Board of Regents respectively. However it may make sense for the effective corporate management of the University to have a high level appointment for say, "Finance & Development", where the appointee, possibly entitled vice-President or Director, stays at the corporate level, doesn't interfere with the campus operations and deals with governments and other outside agencies for such matters as corporate investments and banking, pension fund management, fund-raising and corporate budget planning. The orientation of such appointments would need to be on a corporate strategic level, perhaps part of the vice-Chancellor's office and reporting to the Board of Regents.

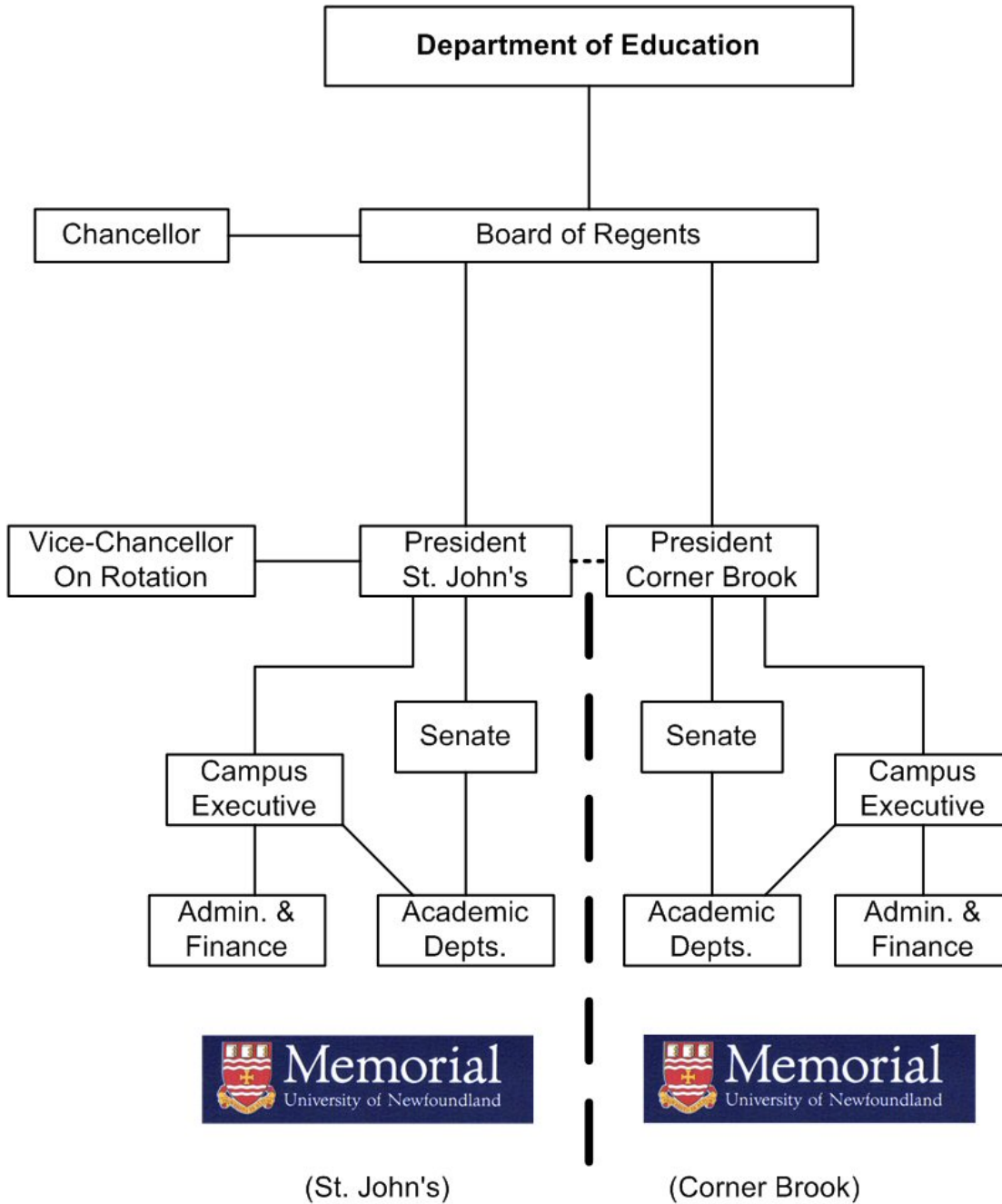
**Option 1 (a) Two universities in the Memorial University system with:
One Board of Regents
Two Senates
Two Presidents/one vice-Chancellor,
Campus VP(Academic), VP(Finance & Administration) and others as
required. University VPs with corporate, non-campus responsibilities.**

This structure proposes that there be two universities in the Memorial University system, Memorial University (St John's) and Memorial University (Corner Brook), each having its own President and Senate, and with one Board of Regents for the overall Memorial University system. The university system would have two budgets – St. John's and Corner Brook – presented to and approved by the Board of Regents with the Board presenting to government one budget consisting of two parts. The Board of Regents, as in the current Memorial University system, would have the overall responsibility for the administrative and financial management of Memorial University system. It would be essential in this structure, despite the difference in sizes of the two universities, that the composition of the Board of Regents is appropriately representative of both regions and of course, the Province as a whole. Whilst the roles and responsibilities of both the Chancellor and Vice-Chancellor would need a detailed analysis beyond the scope of this Report, the following is suggested as a possible arrangement. The position of Vice-Chancellor would rotate between the two Presidents at say, two yearly intervals. The Presidents would be the CEOs of their university, reporting to the Board of Regents, and chairing the Senate of their university. Their rotating role in the position of Vice-Chancellor would be titular rather than executive, representing the Memorial University at Provincial, national and international levels. The function of the Chancellor would be essentially ceremonial, performing in formal robes at Commencements, as the Chairman of Convocation and at other such university ceremonies. Each university would have its vice-President (Academic), vice-President (Finance & Administration) and such others as for research, students' affairs, as may be decided, and this group would constitute the Campus Executive Committee on each campus, chaired by its President. University vice-Presidents, if appointed as discussed on the previous page, would have responsibilities as decided by the Board of Regents for non-executive functions relating to the overall policies and functions of the University, and not the separate campuses. This structure with some minor variations is common in many universities throughout the world such as London University, the National University of Ireland, and the L'Universite du Quebec, where the campus CEO is termed Recteur.

Whilst the five main options with comments are presented in these following pages, it is the opinion of the Consultants that this Option 1 (a) as outlined above and presented diagrammatically on the next page, is the most appropriate future structure for Grenfell College, and accordingly it is recommended for adoption by the Ministry of Education and by the Government of Newfoundland and Labrador.

Table 5.1:

**Option 1 (a) Two universities in the Memorial University system with:
 One Board of Regents
 Two Senates
 Two Presidents, one vice-Chancellor
 Campus VP(Academic), VP(Finance & Administration) and others as
 required. University VPs with corporate, non-campus responsibilities.**



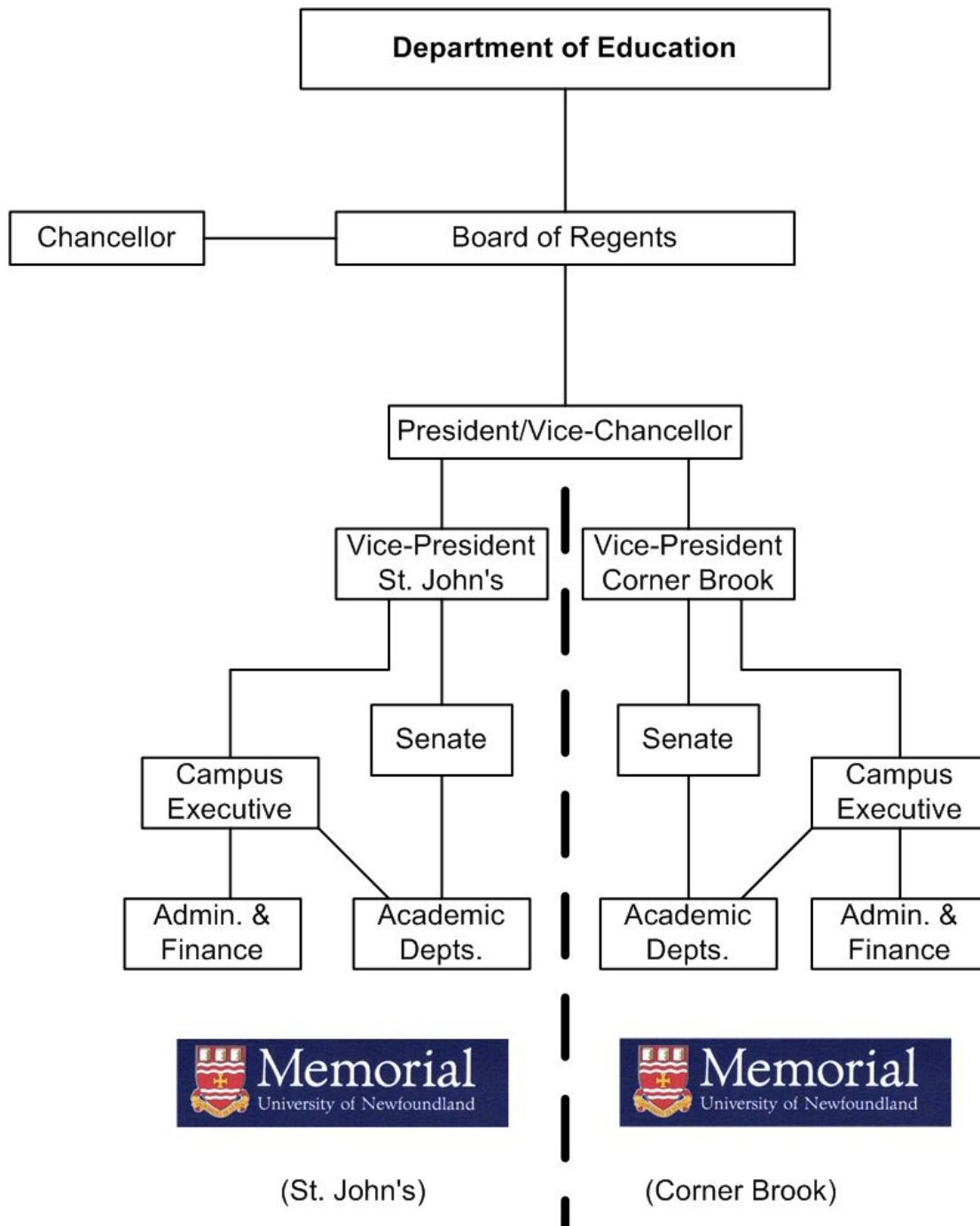
**Option 1 (b) Two campuses within one Memorial University system with:
One Board of Regents
Two Senates
Two Campus VPs as campus COOs, one President/Vice-Chancellor
Associate Campus VPs as required, University VPs with corporate non-
campus responsibilities.**

This structure proposes that there be one university, Memorial University with two separate campuses. It differs from 1 (a) in having a vice-President instead of a President as the chief operating officer, the COO, in each of the constituent university campuses, Memorial University (St. John's) and Memorial University (Corner Brook). Each vice-President reports to the President who has the responsibility, acting as Chief Executive Officer, the CEO for the overall management of Memorial University. It differs fundamentally from 1 (a) above in that in this structure, there is clearly just the one university with two campuses each having university status, and where the President/vice-Chancellor is clearly the CEO of the overall university system. The President is the Chairman of each Senate and the vice-Presidents act as the Deputy Chairmen. Other than these two vice-Presidents as the COOs on each campus, there would be no other university vice-Presidents, except as may be appointed by the Board of Regents for overall corporate responsibilities as discussed in Option 1(a) above. Associate Campus vice-Presidents for Academic Affairs, Research, Student Affairs, Finance & Administration and such other responsibilities as appropriate would be appointed on each campus and these would constitute the Campus Executive Committee, chaired by the Campus Vice-President. Furthermore, there would be no overall University Executive Committee, although as in 1(a) above, the Board of Regents may establish such standing committees, or make such appointments, as it considers appropriate to its overall governance responsibilities.

A variation on the above model which should be considered is where there is a shift in the areas of responsibilities so that the vice-Presidents are clearly designated in law as the CEOs of their campus, responsible for its administrative, academic and financial affairs, whilst the specific duties of the President/vice-Chancellor would be on higher non-executive ground, with responsibility exclusively for external matters, alumni development, fund-raising, government relations and such like, and who would not normally be involved with the day-to-day management of the two campuses. In this case, the corporate budget for the President would be small compared to those of the vice-Presidents. This arrangement could be liable to difficulties with overlapping responsibilities so that these would have to be spelt out precisely in the legislation establishing their respective roles.

Table 5.2:

Option 1(b) Two campuses within one Memorial University system with:
One Board of Regents
Two Senates
Two Campus VPs as campus COOs, One President/Vice-Chancellor
Associate Campus VPs as required, University VPs with corporate non-campus responsibilities.



Options 2 (a) and (b)

Two campuses within Memorial University with:

One Board of Regents

One Senate

2(a) Two Presidents, one vice-Chancellor

Campus VP(Academic), VP(Finance & Administration), and others as required. University VPs with corporate non-campus responsibilities.

2(b) Two- VPs as campus COOs, one President/vice-Chancellor

Associate VPs as required, University VPs with corporate non-campus responsibilities.

These two options correspond to Options 1 (a) and 1 (b) above with the very significant difference being that the two university campuses of Memorial have one common Senate rather than one each, thus allocating the responsibility for the development and management of the academic programmes in both campuses to this common body. This structure is similar to the current structure in Memorial University, excepting that Grenfell College would be a designated university 2(a) or having university status 2(b), in both cases entitled Memorial University (Corner Brook) with its own President 2(a) or vice-President 2(b).

The arguments for and against the new status Grenfell College having its own Senate have been given on pages 32 et seq. above, where references were made to the submissions made to the Consultants by Dr. Holly Pike (for separate Senate) and the Board of Regents (for one Senate). Having considered these and the many other submissions made on this issue, and with due respect to all concerned, the Consultants are in favour of separate Senates, as was argued above. However, it is appreciated that the single Senate structure, as favoured by the Board of Regents, is indeed a viable option, that similar academic structures operate very well in other university systems, and is one therefore that must be considered by the Minister for Education and the Government before deciding on the specific option for Grenfell College. As was stated earlier in this Report, with good will and strong academic management, almost any management structure will work. The Consultants however recognise that, with due respect to the Board of Regents, they must give their opinion that the single Senate options presented in this Report, 2(a) and 2(b), are not the optimum ones for the future of Grenfell College.

Table 5.4:

**Option 2(a): Memorial University with:
One Board of Regents
One Senate
Two Campuses, St John's & Corner Brook
Two Presidents, One vice-Chancellor**

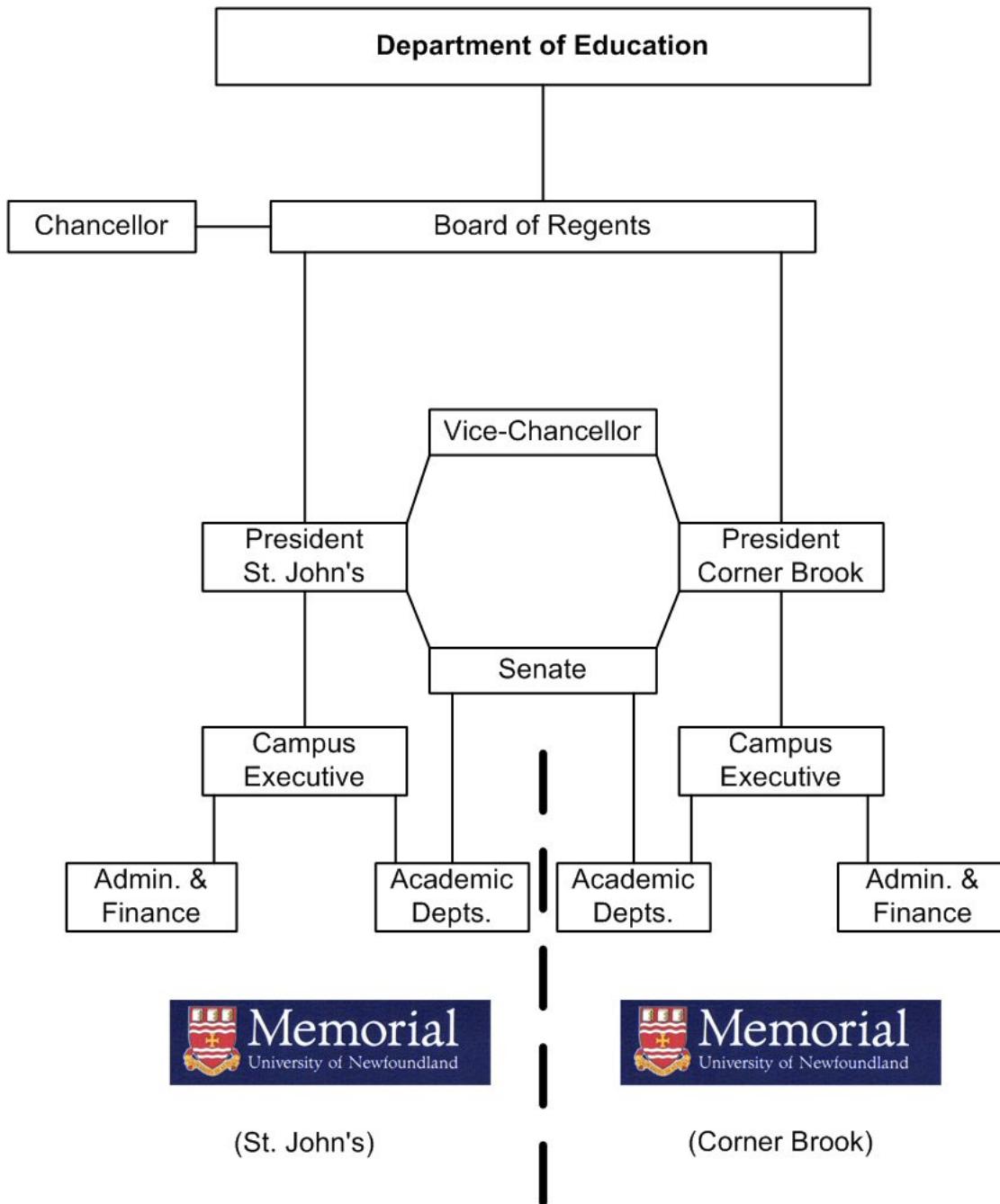
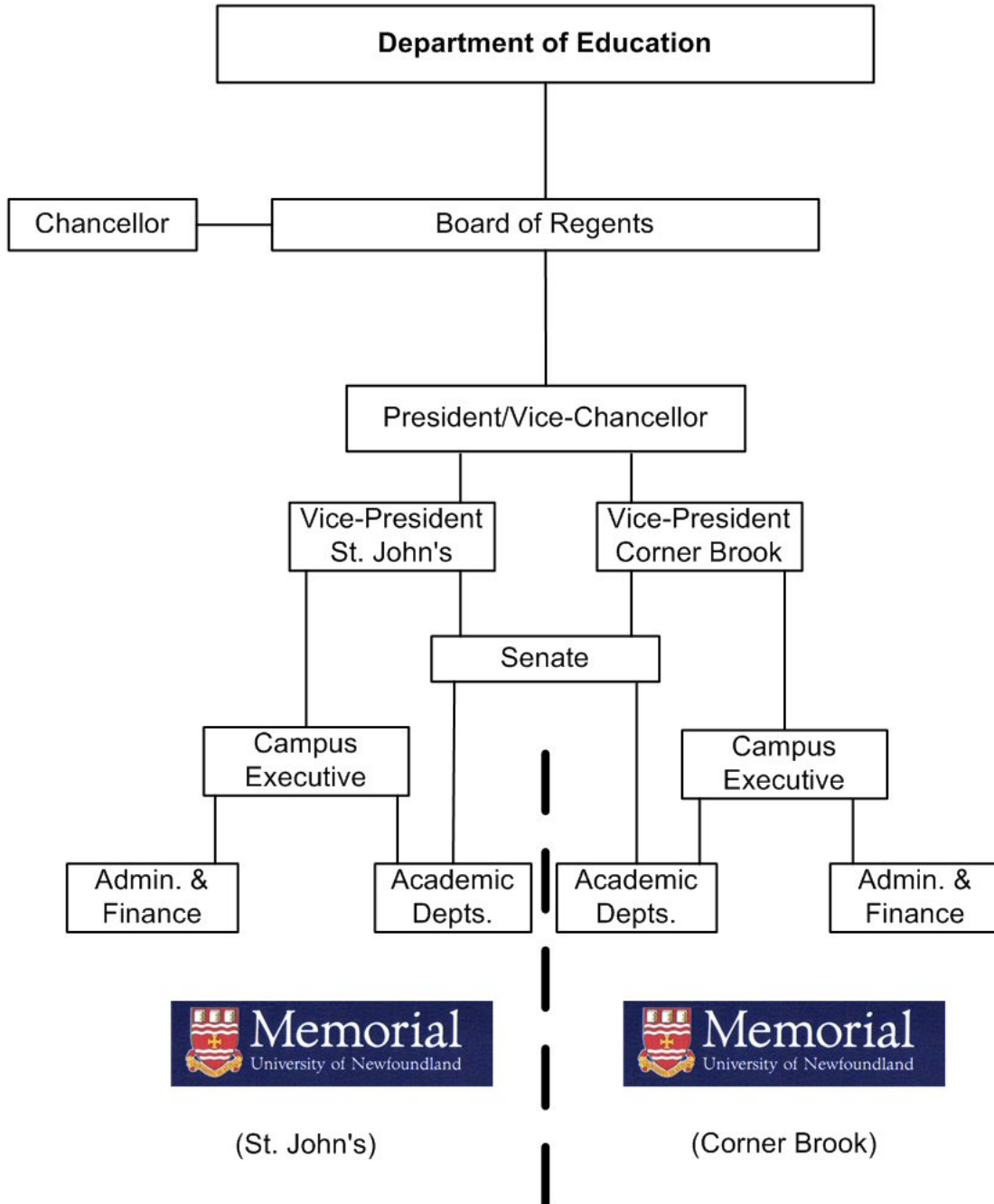


Table 5.5:

**Option 2(b): Memorial University with:
One Board of Regents
One Senate
Two Campuses, St John's & Corner Brook
Two vice-Presidents, One President/vice-Chancellor**

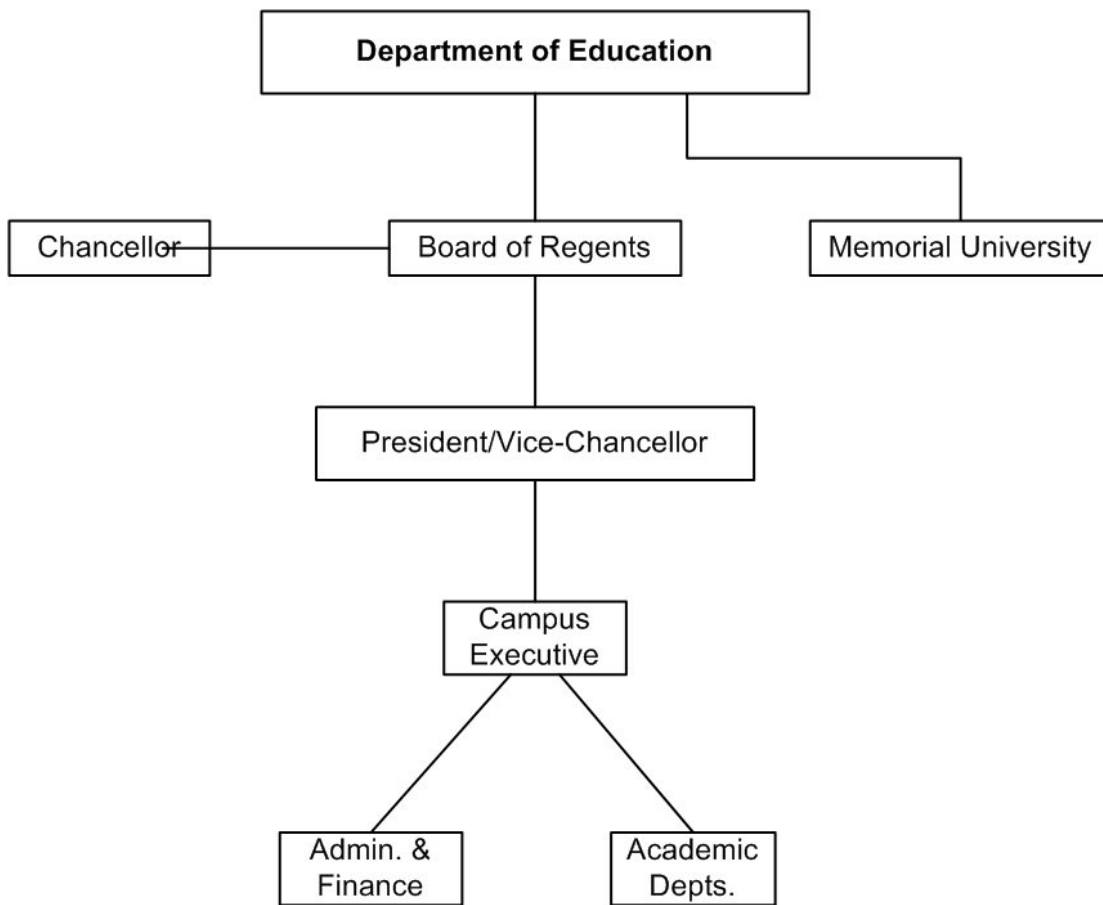


Option 3

This option is for a separate university from Memorial University, having some new name such as the University of Corner Brook or of Western Newfoundland. It would have its own President, Senate and Board of Regents, and its only link with Memorial would be through the Department of Education, to which both are ultimately responsible. As discussed earlier in this Report, this option is not considered advisable by the Consultants and is included here for completeness and in the knowledge that not everyone agrees with this opinion.

Table 5.6:

Option 3: Separate institution outside Memorial University with its own Board of Regents and Senate



Option 3: University of Corner Brook

5.10 The consultants wish to acknowledge two detailed representations made to the Consultants on the issue of these options, the first by Dr Tom Condon, vice-President Emeritus of the University of New Brunswick, (**Appendix 8**) and the second from the Senior Executive Committee of Memorial University under the chairmanship of the University's President, Dr Axel Meisen (**Appendix 5**).

- The five options from this Chapter were sent to Dr Condon as he was the author of the Condon Report of 1992, in which inter alia, he recommended that Grenfell College be designated the Memorial University of Newfoundland, (Corner Brook), and its Principal given the status of vice-President. Dr Condon was invited to give his comments by the Consultants because he has a background in high level university administration, his knowledge of Memorial University and the Grenfell College situation, and is, of course, of high academic and distinguished standing in the university world across Canada, and they are very grateful for his comments. This short commentary by Dr Condon needs no summary here except to note that he recommends Option 1 (b) above, with vice-Presidents as the senior operating officer on the Grenfell and the St. John's Campuses, reporting to the President of Memorial University. Noting that this structure resembles that of the University of New Brunswick with its two campuses, he suggests that it makes more sense "**...to refer to the structure as two campuses within one university rather than as two universities**". This is in fact the structure proposed in Option 1(b).
- The memorandum from the Senior Executive Committee of Memorial University likewise can speak for itself, except to note here that it strongly recommends that Grenfell College remain within Memorial University, so that there remains only one university in the Province. It speaks of

"..the enormous advantage in having just one university in this province since this ensures direct and effective government-university relations and a high level of coordination of university level offerings in the province".

5.11 Following detailed consideration of the above issues, the Consultants recommend that there be two universities in the Memorial University system, Memorial University (St. John's) and Memorial University (Corner Brook), or such other titles as may be preferred, each having its own President, Budget and Senate, and with one Board of Regents for the overall Memorial University system. This structure is summarised as Option 1(a), as described on pages 37 and 38 of this Report.

Chapter 6

Financial implications of the Options

The Contract provided for the commissioning of technical reports to complete this study, as the Consultants may require. Accordingly, the accountancy firm of Grant Thornton was commissioned to evaluate the financial implications of the various options which were under consideration. As this work progressed, it became clear that such an analysis would necessarily entail detailed discussions and agreements between the administrations of Grenfell College and Memorial University, and possibly involving the Ministry of Education and that such discussions would not be possible in the given time frame. The brief was therefore modified whereby the financial analysis was carried out in two parts.

In **Part 1**, cost estimates were made of the situation where Grenfell College was granted university status with minimal changes in its academic programs or administrative structures with the following arrangements:

- Grenfell College would have a separate budget negotiated in association with the Board of Regents and the Department of Education.
- There would be no immediate change in academic programs, staff and student numbers, and course offerings.
- The continuation of major administrative and academic services provided by St John's such as library, student registration, and computer services.
- No immediate change to the current association with Western Memorial School of Nursing, etc.
- No major capital projects.

And noting that some extra costs would arise in the following areas:

- Vice-President/President and other senior management positions
- Establishment of a graduate program office
- Recruitment program for international students
- Establishment of an Alumni program and office
- Funding of additional resources for building maintenance.
- Senate related expenses

In considering this Part 1 scenario whereby Grenfell College is raised to university status along the general lines of Options 1(a) and 1(b) as presented in the preceding Chapter, the Grant Thornton data may be summarised in the following table:

Table 6.1 Summary of Grant Thornton data for Part 1

	Current	Projected	
	\$	Low \$	High \$
Annual Expenditures	17,514,200	19,100,000	20,930,000
Less student fees	2,448,000	2,448,000	2,448,000
Less external income	2,000,000	2,000,000	2,000,000
Net Expenditure	13,066,200	14,652,000	16,482,000
Cost per student	10,889	12,210	13,745

From these data, it is noted that the estimated additional annual cost for the change of status of Grenfell College to university status, as defined by the Part 1 scenario above, will range from \$1,585,800 to \$3,415,800. However, acknowledging that Grant Thornton refer to these as “high level estimates”, it may be commented that the student fees calculation is based on eight courses per year, so that if this was changed to ten courses per year, which is not unusual, and the additional compulsory student fees included, the nett expenditures would be reduced by over \$1 million and the cost per student by about \$1,000. It may be noted also that in the Maclean’s University Ranking ’05, the highest cost per student in the Comprehensive university category is Simon Fraser University at \$10,044 and in the “primarily undergraduate” category is Mount Alison University at \$11,976.

It is appreciated too that these additional costs are in part start-up costs, so that it would be expected that the Research Office and the Alumni Office would soon be making substantial contributions towards their operating expenses, and that the fees from overseas students would likewise contribute to the “International Student Office” expenses. It should therefore be expected that the nett expenditures and the costs per student should improve once these offices are established and functioning.

The costs estimated in this Part 1 scenario may be considered to refer to the four options in which Grenfell College remains as within Memorial University, that is 1 (a) and (b), and 2 (a) and (b).

In **Part 2**, Grant Thornton were asked to consider the financial implications of future developments likely for Grenfell College in its new status, in particular the following were identified:

- Increased faculty & student numbers
- New capital projects

- Incorporation of the Western Memorial School of Nursing
- Registrar's Office
- Bursar's Office & Financial Services
- Student Services
- Library
- Computing Services
- Community Education & University Relations
- Building Maintenance
- Research & Graduate programs

Each of these and other such developments will have to be individually justified academically and costed in precise detail for approval by the Board of Regents and the Department of Education in the future budgeting arrangements before they will be permitted to proceed. Accordingly, it was not possible for Grant Thornton to produce any estimates, notional or otherwise, for these developments.

The full Report from Grant Thornton is reproduced in the **Appendix 9**.

Chapter 7

Concluding Comments

- 7.1 As was indicated in the briefing received from the Ministry, our task was to provide an analysis of the relevant options regarding the future positioning of Grenfell College in the higher education system of Newfoundland and Labrador. This we have done to the best of our ability within the time and information available, and without hesitation, we make our recommendation in favour of Option 1(a).

It is important to record however, that the opinions received, and submissions made, ranged right across the territory from “**no change**” for Grenfell College and its relationship with Memorial University, to “**complete separation**” from Memorial University. The clear and unambiguous majority opinions received from the Corner Brook region, both academic and corporate, were for substantially greater academic and administrative independence from the St. John’s campus, but not for complete separation from Memorial University. The message from the St John’s campus, specifically from the Board of Regents and the Senior Executive Committee, was that no such radical restructuring was necessary and that the single Senate structure, with some small adjustments, was all that was required.

The international academic marketplace is a tough and turbulent terrain and if Grenfell College in its new designation is to survive and thrive, we believe that it must sever its apron strings from St John’s and be given its head with administrative independence and academic autonomy. In its new role as a university, having its own budget and Senate, it will be enabled to make a much greater contribution to the economic and cultural development of the Corner Brook and Western Newfoundland territory and indeed of the entire Province than heretofore. It is for these reasons that we are recommending that the Government adopt Option 1(a) granting Grenfell College independent university status, whilst maintaining the Memorial University name and academic linkages.

In arriving at our recommendation in favour of Option 1(a), it is important to record that this recommendation was arrived at after due consideration of the following issues:

- our analyses and evaluation of the views received,
- our judgement on what would be best for the students and population of the Corner Brook area and of the Province of Newfoundland & Labrador, as well as on
- our knowledge, however imperfect, of the international world of higher education and
- the future desirable trajectory of growth and development for Grenfell College and the Corner Brook region.

Therefore, we hope it is understood that our analysis and final opinions expressed here in this Report are not merely a numerical synthesis of the many opinions we received, but rather represent our considered professional opinion on the questions put to us in this Contract.

7.2 As provided for in the Contract, the financial analysis prepared by Grant Thornton **Appendix 9**, was subcontracted, at the request of the Ministry. We would certainly acknowledge, indeed emphasise, that further financial analysis will be needed, in the event that this recommendation is adopted, since there will be significant cyclical and annual budgetary ramifications for the Ministry, Memorial University at St. John's and Grenfell College itself. We have thus also found it prudent to conceive of the financial analysis in two parts

- Part A based on the existing situation and current profile of activities.
- Part B based on an expansion trajectory of Grenfell College's profile towards a more mature and comprehensive HEI consistent with the needs of the region and other factors. This, however, is indicative, and is no substitute for a fully costed strategic plan. This was, of course, beyond our remit.

7.3 We appreciate that the Grenfell ~ Memorial University relationship, within the context of the apparently most favoured Option 1 (a) would be an evolving one, but to evolve systematically, there seem to us to be a number of imperatives or corollaries, including

- A robust five year rolling strategic plan for each campus within a general framework for higher education developed by the Board of Regents and Ministry focusing very much on the priorities of the White Paper.
- Strong continuing cooperation between Memorial University in St. John's and in Corner Brook in order to
 - achieve the requisite reforms, which will involve a significant task group activity
 - avoid unnecessary competition, duplication and waste of resources
 - realise the potential synergy of both campuses working to the common good in areas such as those briefly alluded to in this Report
 - put Newfoundland and Labrador's higher education even more firmly on the national and international higher education radar screens, in education, research and associate outreach activities.
- An understanding that there should be evolution within the framework of the recommended Option 1(a). A dynamic for change and development should certainly be accelerated, and in this the future performance of Grenfell College

is clearly the critical factor – otherwise, there is no real long term basis for the reform. To facilitate this, we would strongly argue for :

- a system of performance agreements between each of the campuses and the Ministry, as agreed by the board of regents,
- the definition of performance criteria for the growth and development of Memorial University (Corner Brook) as part of the on-going strategic planning process, with earmarking of the funding required,
- An enhanced quality assurance system.

In short, we do not conceive that the new situation, whatever it is agreed to be will be static – even though it needs to be fairly stable.

- Necessary cultural shifts in the Grenfell College campus itself, towards relevant elements of
 - an entrepreneurial culture
 - an international culture
 - a research culture
 - a quality assurance culture

All of these are essential preconditions of the realisation of the future trajectory of Grenfell College. It is not within the brief of this Review to go further on this dimension, but the consultants would be happy to make available evidence of international good practice on the above, if this would be helpful.

7.4 It is apparent that, should the recommendation for Option 1(a) be adopted by the Ministry, there will have to be a major review of the Degree Granting Act of 1983 (amended 2004) and the Memorial University Act of 1990 (amended 2004) to accommodate the change in the status which govern the operations of Memorial University in both St. John's and Corner Brook.

Clearly, consideration will need to be given to the title changes which will follow from a decision on the Option selected. Alternatives are referred to in the text.

The implementation period of the reforms will depend on whatever consultative and decision-making processes are adopted by the Ministry following receipt of this Report, and also, of course, on the Option selected. It would seem, all other things being equal, helpful to regard 2006 – 7 as the period to set up the necessary legislation, organs, infrastructure, budget, branding, marketing and other arrangements, and for 2007 – 8 to be the first year of operation of the new arrangements.

Professor John Davies

Professor John Kelly

APPENDICES

APPENDIX 1

THE CONTRACT TERMS of REFERENCE

A review of the various degrees of autonomy for Sir Wilfred Grenfell College of Memorial University of Newfoundland up to and including full university status

Overview:

Grenfell College was established in 1975 by, and as a part of, Memorial University to improve access to post-secondary education in the Western region of the Province.

For its first 13 years, Grenfell College met this goal by providing a wide range of courses, on-campus during the day, at the first- and second-year levels, and a selection of senior courses for part-time students off-campus and by distance delivery during evenings.

In 1988, Grenfell College introduced its first degree programs in Fine Arts. Since then, additional degree programs have been established in Arts and Science areas. A Bachelor of Nursing degree is offered in collaboration with the Western Regional School of Nursing.

Grenfell College also houses the new Institute for Biodiversity and Ecosystem Science. By supporting graduate research, the Institute will facilitate partnerships between industry and the academic community. This will secure the Province as an international leader in applied environmental research and development.

Today, Grenfell College has an annual full-time equivalent enrolment of 1,134 students and an additional full-time equivalent enrolment of 195 students at the Western School of Nursing. The college offers a liberal education in arts and science and a professional education in Education, Nursing, Theater and Visual Arts.

In addition, Grenfell College continues to accommodate first- and second-year students who wish to complete degrees at the St. John's campus of Memorial University or at other universities.

Review Scope

This study would build on the information generated in the reviews of the reporting structure of Grenfell College including:

- April 1989 The Report of the Presidential Committee on the Future Development of Sir Wilfred College (Chaired by Dr. Michael Staveley, then Dean of Arts, Memorial University)
- The Condon Report commissioned by President Arthur May and prepared by Dr. Thomas Condon, University of New Brunswick 1992
- Sibley Report August 1992 by W.M. Sibley, University of Lethbridge
- 2005 Ivany Report – Report of a Commission to Review the Reporting Structure of Sir Wilfred Grenfell College

The study would examine the various degrees of autonomy for Sir Wilfred Grenfell College up to and including full university status. It would clearly identify the framework for each option including the budget, academic and organizational structure, as well as other aspects associated with each of the degrees of autonomy. The analyses listed below will be undertaken to the full extent possible within time and budget constraints.

1. Benefits Analysis

- i) provision of a range of appropriate options with an indication of the relevant costs of each option, including costs for faculty and staff, infrastructure, student services, administration and other related costs;
- ii) assessment of the appeal of Grenfell College to all relevant stakeholders, including students, faculty, administrators and community, for each option;
- iii) an estimation of possible consequences on Memorial University and Grenfell College in relation to enrolment, programming, research, recruitment and retention, etc., in the context of an assessment of the regional, provincial, national and international environment; and
- iv) a broad consideration of the likely educational, social and economic impacts on the region and the Province, for each option.

2. Comparative Analysis of other university structures - consideration of comparative university structures and approaches in the Canadian and international context.

Methodology

The Minister of Education will appoint two consultants to complete this study:

- Professor John Kelly, Professor Emeritus and former Registrar, University College Dublin and currently Executive Director of the Ireland Canada University Foundation, and
- Professor John L. Davies, Dean of the Graduate School at Anglia Ruskin University in the UK (formerly called Anglia Polytechnic University) to complete this study.

The study activities will include: the review of all documents, reports related to Grenfell and Memorial, and other information and reports on the academic, cultural, and industrial situations; technical briefs commissioned and overseen by the consultants, as required; in-province meetings and consultations with key stakeholders; oral presentations and progress reports of preliminary and final conclusions and recommendations.

The consultant may commission technical reports to complete this study as required, e.g. financial analysis of establishing separate administrative and academic support systems such as a student administration system at Grenfell College. Consultants will decide upon, arrange for, and provide oversight to any consultation or technical briefs required for the study. The contract includes \$35,000 to cover such costs.

Timelines

The study will be carried in a number of phases over the period from December 20, 2005 until approximately the end of the fiscal year 2005/2006, with a report tabled for Government's consideration upon completion of the Review.

1. Review phase in December and January where consultants will review documentation and relevant reports
2. Visit 1 involving six days of meetings and consultations with relevant stakeholder groups (tentative January 22 to January 27, 2006) in St. John's and Corner Brook.
3. Visit 2 involving four days of meetings (tentative February 21 - 24, 2006) to address gaps and conclude consultations in Corner Brook and St. John's.
4. Final report phase ending March 31, 2006 with possible extension to the end of April, 2006 if necessary.

Costs

- Total costs are estimated to be \$121,000.

Date: December 19, 2005

Appendix 2 Schedule of Visits and Interviewees

SWGCR Review
January, 2006, meetings/activities
Draft as of January 23 (3:30 pm), 2006

Date	Activities/Meetings	Comments/Notes
Sat, Jan. 21		Dr. John Davies will travel to St. John's on 21 st
Sun, Jan. 22	<p>St. John's</p> <p>Dr. Kelly and Dr. Davies are meeting until 6</p> <p>7:00 – 8:00 pm Rachelle Cochrane, Assistant Deputy Minister, Fairmont Hotel</p>	Dr. John Kelly will arrive in St. John's at 1:35 pm.
Mon, Jan. 23	<p>St. John's</p> <p>8:00 am Dr. Linda Inkpen (Alumni)</p> <p>9:30 – 11:00 am Deans of Major Faculties: Dr. Robert Lucas (Science), Dr. Steve Wolinetz (Arts), Dr. Gary Gorman (Business), Dr. Michael Collins, Associate Vice-President (Academic) - Dr. Eddy Campbell (Vice-President Academic) will join the meeting to give the consultants an introduction.</p> <p>11:30 – 1:00 Luncheon Meeting with Directors, e.g., Dr. Sandra LeFort (Nursing), Mr. David King (Genesis), Mr. Darrell Miles (Facilities Management), Mr. Brian Colbourne (Financial and Administrative Services), Dr. Jack Strawbridge (Faculty Relations), Mr. Paul Chancey (Centre for Institutional Analysis and Planning, Mr. Dick Ellis (University Librarian); Mr. Glenn Collins (Registrar).</p> <p>2:00 – 3:00 pm Dr. John Crosbie (Chancellor).</p> <p>3:15 – 4:15 pm Alumni (Jim Mason, Heidi Janes, Elizabeth Reynolds, Nick Hurley)</p> <p>John O'Brien (Grant Thornton)</p> <p>5:00 – 6:00 pm Evening: Mr. Lorne Wheeler, Chair, Board of Regents, dinner meeting</p>	<p>Fairmont Hotel</p> <p>Board of Regents Boardroom, A2029</p> <p>(The Board of Regents Boardroom will be the location for Memorial meetings for the day)</p> <p>Fairmont Hotel</p>

6:00 – 7:00 pm		
Tues, Jan. 24 9:00 –10:00 am	St. John's Dr. Don Downer (tentative)	Board of Regents Boardroom, A 2029
10:00 am	Kevin Clarke (Project Manager, Centre for Environmental Excellence, SWGC)	
11:15– 12:15am	Department of Education officials: Bruce Hollett, Deputy Minister: Rachele Cochrane, Assistant Deputy Minister	Department of Education (Confederation Building, West Block, 3 rd floor)
1:00/1:30 to 4:00 pm	A light lunch will be provided at MUN before 1:30 meeting. Memorial University, Board of Regents Boardroom, A-2029, Meeting with Senior Executive Committee (SEC) -- Dr. Axel Meisen, President; Dr. Eddy Campbell, Vice-President (Academic); Dr. Christopher Loomis, Vice- President (Research); Mr. Kent Decker, Vice- President (Administration and Finance); Mr. Glenn Blackwood, Executive Director, Marine Institute; Dr. Lilly Walker, Dean, Student Affairs; Ms. Victoria Collins, Director, Department of Marketing and Communications; and Ms. Margot Brown, Executive Director, President's Office. Evening: 5:00 flight to Deer Lake/Corner Brook, arrival in Deer Lake 6:10 8:00 Dinner meeting, Senior Management Committee, SWGC	Board of Regents Boardroom, A 2029 Dr. Ashton will meet the consultants at the hotel at 7:30 (Gitanos)
Wed, Jan. 25 8:30 am	Corner Brook Tour of Campus with Dr. Ashton	Meet in Dr. Ashton's Office AS270
9:00 am	SWGC Senior Management Team John Ashton Wade Bowers Holly Pike Dennis Waterman	Conference Room AS275
10:00 am	Western Memorial Regional School of Nursing: Linda Norman-Robbins, Director; Kathy Stratton;	Conference Room AS275

	Barb Turner.	
11:00 am	Student Council Executive: Erica Lavers, Acting President, GCSU; Jennifer Brown, VP (External); Adam Hollett, VP (Academic)	GCSU Boardroom
11:30 am	General Student Council	
2:00 pm	SWGC Senior Planning Group John Ashton, Principal Wade Bowers, Assoc. Vice-Principal (Research) Holly Pike, Vice-Principal Dennis Waterman, Dir, Admin & Finance Elizabeth Behrens, College Librarian Sharon Noftall-Bennett, College Registrar Mary Sparkes, Mgr, Student Affairs Randy Rowsell, Mgr, Computing & Comm. Chris Hayes, Plant Manager Wendy Hackett, Staff Accountant Madonna Day, Bookstore Manager Olaf Janzen, Head, Division of Arts Ken Livingstone, Head, Division of Fine Arts Jim Duffy, Head, Division of Social Science Lois Bateman, Head, Division of Science	Forest Centre Boardroom
3:30 pm	Open meeting with faculty and staff	LC301
4:30 pm	David Smallwood	
7:00 pm	Environmental Science Group	
Thurs, Jan. 26	Corner Brook Dan Murphy	Conference Room AS275
8:30 am		
9:00 am	Nada Borden, President of the Newfoundland and Labrador School Board Association	This room will be used for all meetings on the 26 th .
9:30 am	Mark Sexton, Nfld. Film Development Corporation	
10:00 am	Kathy Goudie, MHA Humber Valley	
11:00 am	Economic Development Corporation Mr. Steve House, Director Mr. Keith Watton, Vice-Chair Mr. Mark Baldwin, Director Ms. Janice Ryan, Director	
1:00 pm	Dr. Adrian Fowler, former Principal and currently professor of English	

2:00 pm	Alumni (Neil Robbins, Sara Feltham, Chris Bennett, Juanita Brake)	
3:00 pm	Mr. Perry Bingle/Mr. Gary Gale Humber Economic Development Board	
4:00 pm	Hon. Thomas Marshall	Sorrento's
7:00 pm	Dinner meeting with John Ashton, Dan Stewart, Jim Greenlee, Adrian fowler, Wade Bowers, Dennis Waterman, Martin Ware, David Peddle and Paul Wilson	
Fri, Jan. 27	Corner Brook	
8:30 am	Elizabeth Behrens, Librarian, and Louise McGillis	Conference Room AS275
9:00 am	City of Corner Brook representatives Mr. Mike Dolter, Chief Administrative Officer Ms. Mary Ann Murphy, Councillor Mr. Charlie Renouf, Councillor Mr. Josh Carey, Councillor	
10:00 am	Mr. Frank Coleman	
12:40 – 1:40	12:40 pm flight to St John's, arrival 1:40	Consultants return to St. John's midday
3:00 – 3:30	St. John's Teleconference call with Dr. Axel Meisen	Board of Regents Boardroom A2029
4:30 – 5:15	Students (Ms. Jessica Magalois, Canadian Federation of Students Provincial Chair; Mr. Cletus Flaherty, President, Memorial University Students Union; Leisha Sagan, VP External Graduates Student Union; Chris Fulford, President, Marine Institute, Student Union)	A2029 Consultants return to Ireland and England late evening.

Rooms at both campuses:

- Corner Brook: Golda Thomas has booked the conference room (AS275) for the consultants all day Wednesday and Thursday, (also Tuesday evening and Friday morning). This room is set-up in a boardroom style and can accommodate 12-14 people and it is close to the Principal's Office.
- St. John's: The Board of Regents boardroom (A2029) has been booked for complete days on Monday, January 23rd and Tuesday, January 24th.

APPENDIX 3

DISCUSSION PAPER

FOR

THE JOINT COMMITTEE OF THE

BOARD OF REGENTS

REGARDING GOVERNANCE OF

SIR WILFRED GRENFELL COLLEGE

April 2006

Reference: SWGC0424.DOC(2006)

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Foreword

The Joint Committee of the Board of Regents Regarding Governance of Sir Wilfred College developed this Discussion Paper to provide a basis for deliberations on governance by its members and other regents as well as for consultations with representatives from Sir Wilfred Grenfell College. The latter consultations are consistent with the Board of Regents' December 7, 2005 resolution regarding governance at SWGC (see Section 1.0 of this Paper for the text of the Resolution). A small team worked with the Joint Committee to prepare this paper, which was endorsed in draft form at the March 17, 2006 meeting of the Joint Committee.

On March 20, 2006, a draft of the Discussion Paper was sent by Dr. Hedges, Acting Chair of the Board of Regents and the Chair of the Joint Committee to the SWGC Principal with the request for feedback from him and his senior colleagues, the Vice Principal, the Associate Vice Principal (Research) and the Director, Administration and Finance of SWGC. She also extended an invitation to meet on the draft Discussion Paper (as per item 6 of the December 7, 2005 resolution).

Following the circulation of the draft Discussion Paper by the Principal's Office to members of the Sir Wilfred Grenfell College Academic Council, the following motion was approved by the College Academic Council at its April 5, 2006 meeting:

"That the College Academic Council respectfully ask the Board of Regents to take no further steps respecting Grenfell College's governance until Commissioners Kelly and Davies have submitted their Report and it has been considered by the Government of Newfoundland and Labrador."¹

The substance of this motion was reiterated by the Principal, Vice Principal, Associate Vice Principal (Research) and Director, Administration and Finance of SWGC at a meeting with the Joint Committee held on April 12, 2006. While they indicated that the draft report had not been well received by the members of the Academic Council, partly because they felt that it had not received earlier input from the College, they did not provide major feed-back on the substance of the report. Such feed-back is expected to be obtained at a later date and the Discussion Paper is now being forwarded to members of the Board of Regents as a progress report with respect to its resolution of December 7, 2005, regarding the governance of Sir Wilfred Grenfell College.

The draft version of the Discussion Paper was forwarded by the President to Commissioners Davies and Kelly on March 27, 2006 with the expressed understanding that it not be used until there was an opportunity for feedback from the senior SWGC administration. The present report is also being sent to the Commissioners by the President on behalf of the Acting Chair of the Board of Regents.

¹ Email memo from Golda Thomas, SWGC Principal's Office to Eleanor Bennett, Board of Regents, dated April 6, 2006, 9:20am

1.0 Background and Introduction

The Board of Regents, at its meeting on December 7, 2005, passed a resolution regarding the governance of Sir Wilfred Grenfell College. The resolution was as follows:

"That the Board of Regents approves the following action be taken following communication from the Academic Council of Sir Wilfred Grenfell College (SWG) on or before December 15, 2005:

1. Endorse the President's decision to immediately add the Principal of SWGC to the Senior Executive, with a reporting line to the President.
2. Direct the Executive Compensation Committee of the Board to oversee the development of documents for creating a Vice President position as a replacement for the current position of Principal at SWGC. Such documents to include a position description, reporting relationships, and the identification of associated changes such as the recasting of the position of Vice-Principal and Associate Vice Principal (Research).
3. Direct the Finance Committee of the Board to provide an assessment of options for presentation of financial information, budget requests and allocation regarding SWGC, with associated recommendations.
4. Direct the Executive Committee of the Board to prepare, in consultation with the University Administration (both at the St. John's campus and SWGC), an analysis of governance options regarding the approval of academic programs for SWGC, and associated recommendations."²

Other actions recommended by the Board of Regents in the resolution of the December 7, 2005, meeting include:

5. "Defer consideration of the integration of the Western Regional School of Nursing into SWGC until the Department of Education's Committee for a Consolidated Model for the Administration of Nursing Education has reported. This Committee was struck by the Department of Education, pursuant to Recommendation 11b of the White Paper on Post-Secondary Education.
6. The Committees will consult and receive advice from the Academic Council of SWGC, other members of the university community, and government and others as deemed appropriate and feasible by the Committee.
7. If other issues arise from the Report of the Academic Council from its meeting on December 12, 2005, or elsewhere, once received, they will be considered by the Executive Committee for review and delegation to the appropriate Board Committee."³

In response to the Board of Regents resolution, the Sir Wilfred Grenfell College Academic Council met on December 12, 2005, and passed the following motion:

² Minutes of Board of Regents meeting, December 7, 2005

³ Minutes of Board of Regents meeting, December 7, 2005

"In view of the Report submitted to the Board of Regents by Dr. Martin Ware, prepared in consultation with Mr. Glenn Collins, and in view of the recommendations approved by the Board at its special meeting of December 7, 2005, the Academic Council of Sir Wilfred Grenfell College affirms that its minimum expectations for the changes to the administrative and reporting relationships between the College and Memorial University of Newfoundland are as follows:

1. That the Principal of SWGC be appointed a Vice President of the University, reporting exclusively to the President and occupying a seat on the Senior Executive Committee.
2. That the College receive its budget through a direct grant-in-aid from the Government, direct allocation of all tuition revenues generated at the College and a formal agreement negotiated with the University for shared services.
3. That a separate Senate be established for Sir Wilfred Grenfell College.
4. That the faculty of the Western Regional School of Nursing be formally incorporated as an academic unit within Sir Wilfred Grenfell College.

The College Academic Council further affirms that these minimum expectations are defined as a package in which each proposal is inextricably linked to the other and should be implemented as a whole."⁴

It should be noted there have been several previous reports examining governance issues at Sir Wilfred Grenfell College. These reports are as follows:

- Ivany Report (2005)
- Strawbridge Report (2004)
- Condon Report (1992)
- Sibley Report (1992)
- Staveley Report (1989)

Summaries of each report are provided in Appendix A.

This report focuses on the most recent and relevant developments at the Board of Regents and the SWGC Academic Council. This report is written for the Board of Regents with the following purposes in mind: providing background information, including practices at some other Canadian universities; identifying key considerations regarding each major issue; beginning the exploration of some alternatives. Consistent with items 2, 3 and 4 of the Board of Regents' resolution of December 7, 2005, the report is structured in the following sections:

- Academic governance (in response to item 4 of the resolution)
- Role and reporting relationships of Vice President SWGC (in response to item 2 of the resolution)
- Resource allocation (in response to item 3 of the resolution)

Although the Board of Regents listed academic governance as the fourth item in its resolution, any proposed changes in academic governance would result in immediate and possibly significant

⁴ Minutes of SWGC College Academic Council meeting, December 12, 2005

changes to the role and reporting relationships of a Vice President SWGC and to resource allocation. For this reason, this report will first consider academic governance at SWGC and then the role and reporting relationships of a Vice President SWGC, and finally resource allocation.

2.0 Governance at Memorial

The University is governed by its constitution which is itself part of an Act of the House of Assembly of Newfoundland. **An Act Respecting the Memorial University of Newfoundland**, Chapter 231, Revised Statutes of Newfoundland (as amended), delineates the authority and the functions of the University and the functions of the University and its parts.

2.1 Board Governance: The Board of Regents

The management, administration and control of the property, revenue, business and affairs of the University are vested in the **Board of Regents**. The Board of Regents consists of:

- three ex-officio members:
 - the Chancellor of the University
 - the President of the University
 - the Vice-President of the University who is the Pro Vice-Chancellor
- six members elected by the Alumni Association of the University
- seventeen members appointed by the Lieutenant-Governor in Council
- four members appointed by the Lieutenant-Governor in Council who are full-time students of the University.

In general terms, the Board of Regents determines the broad parameters through which the University is governed. Normally meeting seven times per year, usually for a single day, it appoints the President and confirms academic and administrative appointments; approves the university budget and ensures that it is spent responsibly, avoiding year-end deficits; determines its academic structures and modes of internal governance; and since the 1990s approves its strategic plans and directions.

Its role is comparable to that of Boards of Directors in the private sector. Its members are trustees, mandated to ensure good governance within the limits of the University Act and other legislation. Because it is a governing board, the Board of Regents is not involved in the day-to-day administration of the University. Instead it acts in administrative matters through the President and Senior Executive Committee and in academic matters through the Senate. In practice, the information on which the Board and its committees base their decisions comes to it through the President. Except for matters arising from Senate, the information is contained in reports, which originate in the academic and administrative units of the University and have been reviewed by the Senior Executive Committee.

The current Committees of the Board of Regents are as follows:

- Appointments
- Audit and Risk Management
- Campus Planning and Development

- Employee Benefits
- Executive
- Executive Compensation
- Finance
 - Investment (Subcommittee)
- Labour Relations
- Separately Incorporated Entities (SIE)
- University Pensions

2.2 Academic Governance: The Senate

The **Senate** has the legal responsibility for the academic governance of the University. The Senate is composed of a number of elected and appointed members representing the administration, faculty and students. It meets monthly during the academic year.

Senate specifies the rules and regulations under which undergraduate and graduate degrees, diplomas and certificates are granted and determines the content of the academic programs which the University makes available to its students. The role of the Senate in academic governance can be construed narrowly or broadly. In the narrow construction, which prevailed through the late 1990s, Senate confined itself to the determination of regulations and the content of programs, exercised voice in related academic matters such as research, the library, and bookstore, and was consulted on those other matters which administrators chose to bring to it. Since the 1990s, the role of the Senate has broadened to include strategic planning frameworks and broader policy issues on which it is now consulted. Senate has also mandated periodic academic program reviews and course evaluations.

Because of the volume and complexity of its core business, Senate delegates important facets of its powers to its Committee on Undergraduate Studies (SCUGS), the Academic Council of the School of Graduate Studies, and to a lesser extent to the Academic Council of the Marine Institute. Even so, Senate, through these delegations, maintains oversight of academic standards and the coherence of programs and regulations. An important example of the way in which Senate retains such residual power is the approval of grades: although this power has been delegated to faculties and schools, Senate, through the Senate Committee on Undergraduate Studies, maintains control by investigating anomalies. Senate, through Academic Council of the School of Graduate Studies, maintains similar controls over graduate programs.

In addition to a number of ad hoc committees as required, the Senate has the following Standing Committees for 2005-06⁵.

- Advisory Committee on the Bookstore
- Advisory Committee on the Library
- Advisory Committee on the University Timetable
- Committee on Committees
- Committee on Copyright
- Committee on Course Evaluations
- Committee on Educational Technology

⁵ Detailed membership and terms of reference of each Committee are available online at http://www.mun.ca/senate/senate_committees.php

- Committee on Honorary Degrees and Ceremonial
- Committee on Research
- Committee on Senate Elections
- Committee on Undergraduate Scholarships and Financial Aid
- Executive Committee of Senate
- Senate Committee on Undergraduate Studies
- University Planning and Budget Committee
- Committee on the University Calendar

2.3 The Administrative Framework

Day to day academic governance is carried out through the Vice President (Academic) and the Deans and Directors of faculties and schools, the Principal of Sir Wilfred Grenfell College and the Executive Director of the Marine Institute. All operate within the parameters of Collective Agreements. The University maintains strong central services through university-wide offices, which are listed below with the Senior Executive Committee member to whom they report.

Senior Executive Committee Member	University-wide offices
President	<ul style="list-style-type: none"> ▪ Alumni Affairs and Development ▪ Marketing and Communications
VP (Academic):	<ul style="list-style-type: none"> ▪ CIAP (Centre for Institutional Analysis and Planning) ▪ Faculty Relations ▪ Office of the Registrar ▪ School of Graduate Studies ▪ University Library System
VP (Administration and Finance)	<ul style="list-style-type: none"> ▪ Computing and Communications ▪ Facilities Management ▪ Financial and Administrative Services ▪ Human Resources ▪ Enterprise Risk Management
VP (Research)	<ul style="list-style-type: none"> ▪ Animal Care ▪ Genesis ▪ Office of Research ▪ Technical Services

In addition to the President and Vice Presidents, the Senior Executive Committee includes the Director of Marketing and Communications, the Dean of Student Affairs and Services, the Executive Director of the President's Office and the Executive Director of the Marine Institute. The Principal of Sir Wilfred Grenfell College was appointed by the President to the Senior Executive Committee, but has declined to accept the appointment at this time.

3.0 Factors to Consider in the Analysis of Academic Governance at SWGC

The fourth resolution of the Board of Regents at their December 7, 2005, meeting was as follows:

“Direct the Executive Committee of the Board to prepare, in consultation with the University Administration (both at the St. John’s campus and SWGC), an analysis of governance options regarding the approval of academic programs for SWGC, and associated recommendations.”⁶

There are a number of issues that should be considered when conducting the analysis of changes to academic governance at Memorial University and Sir Wilfred Grenfell College. They include:

1. Principles of Academic Governance
2. Mission of Memorial University and Sir Wilfred Grenfell College
3. Legal Framework
4. Administrative Framework
5. Other Considerations

A brief description of each one of these issues follows.

3.1 Principles of Academic Governance

- Common standards for admission, continuance and graduation of students as well as for program and course approval
- System-wide recognition and transferability of courses
- Collaborative, consultative and transparent approval process
- Dispute resolution mechanism at lowest possible level
- Accountability

3.2 Mission⁷

The mission of Memorial University of Newfoundland is:

Memorial University is committed to excellence in teaching, research and scholarship, and service to the general public.

Memorial University recognizes a special obligation to educate the citizens of Newfoundland and Labrador, to undertake research on the challenges this province faces and to share its expertise with the community.

The mission of Sir Wilfred Grenfell College is:

Sir Wilfred Grenfell College is committed to the pursuit of liberal education as a means of improving the quality of life and contributing to the economic well-being of the whole community.

⁶ Minutes of Board of Regents meeting, December 7, 2005

⁷ More detailed information about the mission of Memorial University can be found at <http://www.mun.ca/memorial/mission.php> and of Sir Wilfred Grenfell at <http://www.swgc.mun.ca/admin/strategicplan.html>

3.3 Legal Framework

For the purposes of this report, the legal framework entails:

1. The University Act
2. The Transparency and Accountability Act
3. Auditor General – Legislative Audits

3.3.1 The University Act⁸

The duties and the responsibilities of the Board of Regents and the Senate are specified in the Memorial University Act. Some specific powers of the Board of Regents, as outlined in Sections 3, 34 and 46 of the University Act, are:

1. To establish faculties, courses, etc., and to grant degrees and certificates. [Section 3 (3) (b)].
2. To have full and exclusive power to exercise the powers conferred upon the university as a corporation. [Section 34 (1) (b)].
3. To establish faculty councils, prescribe how they are constituted and confer on them powers that the Board considers expedient. [Section 34 (1) (g)].
4. To appoint committees and to confer power to act for the Board that it considers expedient. [Section 34 (1) (j)].
5. On question as to the powers of the Senate, faculty, etc., the Board decision is final. [Section 46].

According to Section 56 of the University Act, some specific powers of the Senate are:

1. The Senate has general charge of all matters of an academic character. [Section 56].
2. It determines the degrees, including honorary degrees, diplomas and certificates of proficiency to be granted and the persons to whom they shall be granted. [Section 56 (b)].
3. It determines courses of study in consultation with faculty or academic council and the appropriate faculty. [Section 56 (e)].
4. It recommends to the Board changes in faculties, departments, etc. [Section 56 (j)].
5. It appoints committees and confers powers in relation to matters which it considers expedient. [Section 56 (p)]

⁸ Excerpts from Memorial University Act are abbreviated. The detailed University Act can be found at: <http://www.hoa.gov.nl.ca/hoa/statutes/m07.htm>

3.3.2 The Transparency and Accountability Act⁹

Memorial University is governed by the Transparency and Accountability Act, a Provincial Government statute “to enhance the transparency and accountability of the government and government entities to the people of the Province”. This Act outlines specific responsibilities of the University in terms of:

- Strategic planning and reporting
- Financial planning and reporting
- Sharing of information with the government and the public
- The powers of the Minister and Lieutenant Governor in Council re: remediation
- Performance contract between the Chair of the Board of Regents and the President of the University

3.3.3 Auditor General – Legislative Audits

The University is subject to legislative audits at the discretion of the Auditor General. This practice reinforces the legal requirement that the University govern its affairs in a manner which is fiscally responsible. As such, the Board of Regents and the chief administrative officers of the University are required to maintain sound fiscal control of the ways in which campuses, faculties and schools, and administrative units conduct their business.

3.4 Administrative Framework

The administrative framework at Memorial University is outlined in Section 2.3 of this report. Any decision to change governance, academic or otherwise, should consider how it will affect the administrative structures, reporting relationships, and practices at the University.

3.5 Other Considerations

Decisions taken with regard to the governance of Sir Wilfred Grenfell College and other units can have a profound effect on the morale and behaviour of faculty and staff throughout the University. Unless the effects are positive, the changes could have a direct impact on the ability of the University to achieve the goals which it is setting in the strategic framework.

3.6 Analysis of Academic Governance Options

While there are numerous models for academic governance, this report focuses its analysis on the existing governance model and on those that have been suggested in recent months:

- Status quo: no changes to current governance model. Single Senate continues to govern all academic matters for both St. John’s campus and Sir Wilfred Grenfell College.
- Delegation to SWGC Academic Council for approval of undergraduate degree programs, as outlined in Appendix B. Were such a delegation to be granted, then Senate, with the Sir Wilfred Grenfell Council, might be asked to explore ways in which programs and, in particular, new initiatives at each campus might nevertheless be coordinated in order to

⁹ The Transparency and Accountability Act can be found online at: <http://www.hoa.gov.nl.ca/hoa/statutes/t08-1.htm>

ensure maintenance of common standards. In addition, the Board might want to review the operation of such a delegation after it has had sufficient time to operate, for example, after four or five years.

- Separate Senate: as proposed by the Sir Wilfred Grenfell Academic Council on December 12, 2005.

The following table summarises these governance options and their associated implications. See Table 1.

Appendix C includes a report entitled “Canadian Universities Governance Models Relevant to Memorial University and SWGC”. Chapter 1 describes the academic governance models and related reporting lines at University of British Columbia Okanagan, University of Toronto at Mississauga, University of New Brunswick at Saint John and Sir Wilfred Grenfell College. Chapter 2 provides a more detailed analysis of governance models of Canadian universities relevant in the context of current discussions regarding Memorial University and Sir Wilfred Grenfell College.

Table 1: Analysis of Academic Governance Options

	Academic Governance Options		
	Status Quo	Delegation to SWGC Academic Council for approval of undergraduate degree programs	Separate Senate
Principles of Academic Governance	- Provides a proven framework for protection of these principles	- Some risk that academic standards and practices diverge	- High risk that academic standards and practices diverge
Mission of University and College	- Broad policy decisions considered in overall university context	- Missions of University and College may not be kept in concert	- President and Board oversee two senates which, to address disputes, requires the creation of a bridging body such as a Council of Senates at UBC
Legal Framework	- Consistent with current legal framework	- Does not require any changes to the University Act - Will be reviewed by the Board of Regents in five years	- Requires significant changes to the University Act - Board may find it increasingly difficult to render account as required by the Transparency and Accountability Act
Administrative Framework	- Normal reporting and control are maintained	- Will require more effort to coordinate the activities of the two campuses	- Requires significant changes in administrative structures: higher costs, possible duplication of work - Issues (not resolved in Senior Executive) may be forced to Board or Department of Education level
Senate	- No change	- Would not exercise authority over undergraduate programs at SWGC but would require periodic reporting from Council - With the SWGC Council, will need to develop mechanisms to coordinate new programs in order to ensure maintenance of common standards	- Authority would be restricted to degree programs at the St. John's campus and the Marine Institute

4.0 The Position and Reporting Relationships of Vice President SWGC

The second resolution of the Board of Regents at its December 7, 2005, meeting was as follows:

*“Direct the Executive Compensation Committee of the Board to oversee the development of documents for creating a Vice President position as a replacement for the current position of Principal at SWGC. Such documents to include a position description, reporting relationships, and the identification of associated changes such as the recasting of the position of Vice-Principal and Associate Vice Principal (Research).”*¹⁰

4.1 The Position of Vice President – Sir Wilfred Grenfell College

Memorial University’s Department of Human Resources has drafted the following as duties and qualifications for a Vice President – SWGC:

“This position serves as a member of the Senior Executive Committee with a reporting line to the President, and provides academic leadership and direction for Sir Wilfred Grenfell College.

Position Profile – The Vice President – SWGC will:

- Function as a key member of the University’s senior administrative team reporting to the President, spearheading a cohesive, focused approach to Sir Wilfred Grenfell College’s portfolio
- Exercise executive authority for the financial affairs of the campus, overseeing the financial management of the institution
- Establish an institutional climate that encourages faculty, staff, and students to participate in all aspects of the Sir Wilfred Grenfell College’s mission
- Serve on the University Senate and other relevant boards and University committees
- Ensure support to current programs and disciplines, while enhancing and broadening course offerings
- Promote experimentation, innovation and excellence in academic programming, learning, and teaching
- Promote a commitment to excellence in research
- Maintain and nurture ongoing relationships with faculty and staff, utilizing them as resources in advancing the strategic direction of SWGC consistent with the College’s overall mission, purpose, and values
- Coordinate the on-going development and evaluation of programs and services that enhance students’ educational, social, cultural, and personal development
- Form effective partnerships and linkages with Memorial and strategic partners to increase opportunities for faculty and staff
- Encourage the mutually responsive relationship forged with the broader community of the region
- Serve as Chair of the Sir Wilfred Grenfell College Academic Council
- Liaise and interact closely with the Vice President (Research) and the Vice President (Administration and Finance) on matters relating to Sir Wilfred Grenfell College.

¹⁰ Minutes of the Board of Regents meeting, December 7, 2005

Qualifications

- Sound understanding of student needs and aspirations
- Record and credentials to warrant appointment to a tenured professional position
- Distinguished record of scholarship and administration
- Strategic leadership qualities
- Demonstrated breadth of administrative experience and understanding of complex educational organizations
- Demonstrated capacity for sound financial management
- Ability to innovate and lead the development of the College's programs and services
- The ability to foster and enhance enthusiasm within the Grenfell community-faculty, staff and students
- Excellent communications and public relations skills
- Passion for education"¹¹

4.2 Reporting Relationships

Many reporting relationships for the Vice President SWGC have been considered, which include:

- Status Quo: Principal of Sir Wilfred Grenfell College reports to Vice President (Academic)
- A Dual Reporting relationship: The Vice President SWGC would report directly to the President as outlined by the Board of Regents, December 7, 2005, on broad issues of policy, while continuing to report to the Vice President (Academic) on academic matters (e.g., appointments, tenure, promotions, as well as new programs), and work with the Vice President (Administration and Finance) and the Vice President (Research) as appropriate.
- Exclusive reporting line to President as outlined by the SWGC Academic Council, December 12, 2005

Table 2 outlines the reporting relationships affected by a new position of Vice President, SWGC and provides an overview of the implications of this position on other members of the university community. The identification of associated changes to the roles of Vice-Principal and Associate Vice Principal (Research) should be determined at a later date when firm decisions are made on reporting relationships.

¹¹ Direct excerpt of email from Mary Clarke (HR) to Glenn Collins (Registrar), January 24, 2006 at 6:13PM

Table 2: Analysis of Reporting Relationships affected by a new position of Vice President, SWGC

	Reporting Relationships		
Implications for:	Status Quo	Dual Reporting Relationship to the President and Vice President (Academic) as outlined in Section 4.2	Exclusive Reporting Line to President as outlined by the SWGC Academic Council, Dec 12 2005
VP SWGC	- No change	-Reports to the President on all matters except those which fall within the purview of the Vice President (Academic) -Works with the Vice President (Administration and Finance) and the Vice President (Research) as appropriate	- Would report exclusively to President - Would need dotted line relationship with other Vice Presidents - Would need to function as VP Academic in matters regarding the collective agreement with MUNFA, especially in matters related to appointment, tenure and promotion
Senior Mgmt at SWGC	- No change	- Some changes to reporting lines	- Vice-Principal role would evolve to that of Dean of the Faculty of SWGC
VP Academic	- No change	- Responsibility for non-academic affairs at SWGC shifts to the VP (SWGC)	- Would no longer be responsible for activities on the SWGC campus
Other units reporting to VP Academic	- No change	- Central support units continue to report to the VP (Academic) but render account to officials at SWGC for the services which they provide to that campus	- Required to report on some issues to both VP Academic and VP SWGC - May require additional resources to maintain level of service if standards diverge
President	- No change	- Would be required to coordinate the activities of SWGC with VP Academic and VP SWGC; there might be similar changes for the MI	- May be required to mediate differences that otherwise would have been resolved by VP Academic - May be responsible for managing diverging academic agendas
Board of Regents	- No change	- No major change	- May be required to mediate conflicts that otherwise would have been resolved by Vice President (Academic) and President - May be responsible for managing diverging academic agendas

Table 2: Analysis of Reporting Relationships affected by a new position of Vice President, SWGC (continued)

	Reporting Relationships		
Implications for:	Status Quo	Dual Reporting Relationship to the President and Vice President (Academic) as outlined in Section 4.2	Exclusive Reporting Line to President as outlined by the SWGC Academic Council, Dec 12 2005
Other considerations		<ul style="list-style-type: none"> - Changes to administrative structures on the St. John's campus are minimized because working relationships with the Vice Presidents and the units they supervise are maintained, albeit on a more transparent basis - The identification of associated changes to the roles of Vice-Principal and Associate Vice Principal (Research) should be determined at a later date when firm decisions are made on reporting relationships 	<ul style="list-style-type: none"> - Difficult to ensure common standards for appointment, promotion and tenure are applied within confines of Collective Agreement - The additional VP reporting to the President will likely require other changes, such as the appointment of a Chief Operating Officer for the St. John's Campus. Without such arrangements, the President would be hard pressed to stay working at a strategic level. Additional officials, such as a provost or university secretary, working directly under the President may also be required

5.0 Resource Allocation Mechanisms

The resolution of the Board of Regents at its December 7, 2005, meeting included a clause suggesting an examination of alternative mechanisms for providing SWGC's operating grant. It reads as follows:

*"Direct the Finance Committee of the Board to provide an assessment of options for presentation of financial information budget requests and allocation regarding SWGC, with associated recommendations."*¹²

The Academic Council of SWGC responded to this by passing the following motion:

*"That the College receive its budget through a direct grant-in-aid from the Government, direct allocation of all tuition revenues generated at the College and a formal agreement negotiated with the University for shared services."*¹³

Resource allocation is a complex issue and alternatives need to be considered carefully to ensure that the interests of Sir Wilfred Grenfell College, the University and the Province are well-served in both the long-term and the short-term. The issues concerning shared services warrant a separate in-depth study.

The process of developing an optimum model for resource allocation would benefit from a clearly articulated vision for SWGC. The model should be created in such a way as to support the mission, vision, goals and objectives of Sir Wilfred Grenfell College. There is no one mechanism that works best in all circumstances and in fact there many alternatives ranging from a completely performance-driven model to a completely cost-based model. It is not possible to consider all models, but four alternatives will be examined.

5.1 Guiding Principles for Resource Allocation

Before considering actual models, it is helpful to consider the principles that should guide their development. All options for resource allocation should be evaluated against the following principles:

1. Strategic Fit - System should support and reinforce the strategic direction and goals of the unit and the University.
2. Understandability/Predictability – Units should be able to understand the basic rules of the system, what is rewarded and what is not, so that they are able to understand what practices will be supported and plan accordingly.
3. Accountability – The allocation mechanism should ensure that units that have performed well are recognized and that underperforming units are held accountable.
4. Equity – It should be possible to apply the system across the entire university and it should treat all units fairly and equitably.

¹² Minutes from Board of Regents meeting, December 7, 2005

¹³ Minutes from SWGC College Academic Council meeting, December 12, 2005

5. Transparency – Information about resource allocations and their rationales should be available to the university community.
6. Autonomy – The funding mechanism should respect the autonomy of the institution and, in turn, the units within it.

Ideally, the preferred model should score well against all of these principles. However the reality is that each alternative will have strengths and weaknesses and ultimately judgments as to the most appropriate model will have to be made.

5.2 Responsibility for the Provision of Resource Allocation

A key element of any resource allocation model is the designation of the office and officers responsible for allocating funding. A number of alternatives are possible and this report will focus on three: the Vice President (Academic) which represents the status quo, the Board/President, and direct funding from the Provincial Government. Each of these alternatives will now be considered in turn.

1. **Status quo** – At present, funding for SWGC is provided through the Office of the Vice President (Academic). In this model, the Vice President receives a funding envelope from the President and requests detailed budget submissions from all units to help him/her determine the level of funding for each unit.

Under the current university reporting structure, the Vice President (Academic) serves as the chief academic officer and has extensive knowledge about all academic aspects of the university and its operation. Specialized support has been developed within the academic domain to analyze and evaluate academic budget proposals. If the decisions about resource allocation for SWGC are made at another level, it may require the duplication of this function. Having all of the academic budget proposals evaluated by one person allows for a consistency of approach that promotes equity within the process. As well, accountability for the performance of all the academic areas remains with the Vice President (Academic).

In the present system, it is recognized that the SWGC Principal and MI Executive Director have some duties that go beyond those of academic unit heads such as deans and directors. However, in the case of large faculties (e.g., Science, Arts, Medicine, Engineering), their unit heads have major responsibilities for facilities, non-academic staff, community relations and research.

The present system might be improved by greater transparency in the assignment of costs. One way to achieve this, outlined in section 5.3, below, would be to specify the incremental costs of supplying services to Sir Wilfred Grenfell College and include these amounts in their budget.

2. **Allocation from the Board/President** – A second alternative would be to move the allocation of resources for SWGC to the Board, which would then delegate authority to the President. This would add a new dimension to the envelope allocation mechanism currently employed. To ensure that academic allocations were equitable and transparent

across the entire academic realm, there would need to be significant coordination between the President and Vice President (Academic). The role of the President in this model would be different than it is now and require more time of the President. This means of allocation would help make more explicit the non-academic aspects of SWGC's operations.

3. **Allocation directly from government** – A third alternative would be for Government to fund SWGC directly. Since funding is invariably tied to strategic directions and evaluation of priorities, Government would become involved to a high degree in what would effectively be a third post-secondary institution in the Province. The responsibilities of the Board of Regents are by-passed. This model would make it difficult for whomever SWGC reports to have any influence over the strategic direction of Sir Wilfred Grenfell College since they would not have any real say in what funding would be provided. Government would be able to directly influence strategic direction, the autonomy of the institution would come into question, and both SWGC and the rest of the University would be vulnerable to partisan politics. It would also impact the ability of the Board to hold Sir Wilfred Grenfell College accountable.

If responsibility for resource allocation moves from outside the university, there will be a less in-depth understanding of the issues involved. Allocation decisions have the potential to become mechanical and miss the qualitative and less tangible issues that are nonetheless very important.

5.3 Funding Models

A number of alternative allocation models will now be described. These models could be applied to any of the funding responsibility models outlined above.

1. **Status quo** – At present, the University uses a budget envelope model for resource allocation. The approach is decentralized in that once units are informed of their budget allocation, they make the decisions on how it should be spent, within the policy and procedure framework of the University. The autonomy granted to the units brings with it significant responsibilities. Deficits and surpluses are carried from year to year. Detailed deficit reduction plans are required when shortfalls occur. The units are accountable for the results on which their budget allocations are based.

A significant portion of the funding provided to a unit in a given year is based on the previous year's allocation. Services must be maintained and many costs are fixed. Units prepare budget proposals to outline the new ideas they wish to have funded, their goals and objectives, and their progress towards the previous year's goals. The incremental funding that a unit receives is based largely on their performance towards established goals, and the quality of their budget submissions, particularly their ingenuity and innovation.

This model calls for judgment and ensures that all unit heads have a good knowledge of the plans and problems of other units.

2. **Transparency Model** – The current resource allocation has a number of advantages that have been outlined in the previous section. However, one clear flaw is that it only describes the budget allocation that is provided to SWGC by the Vice President (Academic), which supports direct operating costs. There are other costs of SWGC's operation that are less direct and less obvious and the funding for them resides in the units that provide the services. Some examples include the systems and services provided by central units such as the Registrar's Office, Financial and Administrative Services, Human Resources, Facilities Management, and the Library. Other costs and revenues, such as employee benefits and the revenue provided by the Western Health Care Corporation in support of course registrations offered at SWGC for Western nursing students, are also not shown when considering the resources dedicated to support SWGC.

One means of addressing this world would be to develop a model that attributes to SWGC all of the direct and indirect costs associated with its operation. There should be a line item in each of the major budget envelopes of the university that shows how much of their expenditures is in support of the operation of SWGC. This system would allow for a much better understanding of the true marginal costs associated with operating SWGC. It would also have the additional benefit of allowing the leadership at SWGC to ask entirely reasonable questions about the level of service that is being provided for the funding that has been attributed. It would clearly show the cost of operations at SWGC and provide accountability.

3. **Formula Funding Model** – Budget allocations can be based on formulae. These can be relatively simple with only one major factor driving the formula (such as enrolment levels) or they can be exceedingly complex and take into consideration factors such as research funding, number of graduates, the number of students in specific programs, and employability of graduates. Some examples include:
- i. Process based (registrations, headcount)
 - ii. Outcome based (number of graduates)
 - iii. Cost based (this recognizes that some programs are inherently more expensive to run than others.)

Formula systems are generally understandable, predictable and transparent, so long as the models are not too complex. On the surface they appear to be equitable. However, formula funding may not allow the necessary flexibility to take special circumstances into consideration. Formula funding can also force units to make decisions that are not in the best interest of their students. For example, a system that is enrolment-based may compel units to increase enrolment even when capacity does not exist and quality will likely suffer.

Formula-based systems can inhibit the ability of administrators to make strategic decisions. Units, especially small units of the size of SWGC, can be hurt badly by Government's ability to provide adequate funding. A good example of such a situation is when Government reduced the University grant by \$2 million. If that cut had been applied to SWGC, as would have been the case under formula funding, it would have

impacted SWGC disproportionately severely. Larger units have greater ability to adjust to budgetary changes.

Finally, formulae may over-simplify the real differences that exist in how the various units operate. Some programs are less expensive to operate than others. In a formula driven model, it is necessary to seek a balance between a model that is so complex that it is difficult to understand and a model that is so simple that it does not take into consideration the real differences that exist between units.

4. **SWGC Academic Council Model** – In its model, the Council suggests that Sir Wilfred Grenfell College receive a grant-in-aid plus all tuition funding. This is in effect a hybrid model that combines elements of the above two models. It is important to note that the current model of allocation already builds most of the tuition into the grant that is provided. To move to the proposed model, new and lower baseline grants would have to be established to allow the tuition component to be established. This model would provide some protection against a bad year while still providing an incentive for SWGC to increase enrolment. It also allows a mechanism to recognize the cost differences that exist between programs. However, based on previous attempts to build this type of system in the 1990s, this system tends to be less transparent and can be hard to understand.

Table 3: Analysis of Funding/Resource Allocation Models

	Funding/Resource Allocation Models			
	Status Quo	Transparency Model	Formula Funding Model	SWGC Academic Council Model
VP SWGC	<ul style="list-style-type: none"> - Competes with faculties and schools for a share of the academic budget 	<ul style="list-style-type: none"> - Has an identified share of the academic and administrative budgets - Can raise questions about the administrative services which it receives from university-wide offices 	<ul style="list-style-type: none"> - Has defined share of the budget according to formulas in use 	<ul style="list-style-type: none"> - Has control over its own budget - Must live within it - Must secure its allocation from government
Vice President (Academic)	<ul style="list-style-type: none"> - Evaluates the needs of faculties and schools - Prepares academic budget in consultation with Deans and Directors - Can reallocate a portion of the budget in light of strategic directions or special needs 	<ul style="list-style-type: none"> - Retains control over the academic budget - Prepares academic budget in consultation with Deans and Directors, - Can reallocate a portion of the budget in light of strategic directions or special needs 	<ul style="list-style-type: none"> - Restricts the portion of the budget available for reallocation in light of strategic plan - Limits the ability of the Vice President (Academic) to reallocate budgets in light of strategic directions or special needs 	<ul style="list-style-type: none"> - Has no control over SWGC's academic budget
President	<ul style="list-style-type: none"> - Reconciles differences - Determines that the final budget is in congruence with the strategic direction of the University 	<ul style="list-style-type: none"> - Determines allocation to SWGC in consultation with the Vice Presidents - Determines that the final budget is in congruence with the strategic direction of the University - Reconciles differences 	<ul style="list-style-type: none"> - Would continue to reconcile differences - Has less control over budget presented to the Board of Regents - Would try to render account 	<ul style="list-style-type: none"> - Has no control over SWGC's academic budget - Unable to reconcile differences among campuses
Board of Regents	<ul style="list-style-type: none"> - Approves final budget - Ensures that it is spent properly - Renders account to government 	<ul style="list-style-type: none"> - Approves final budget - Ensures that it is spent properly - Renders account to government 	<ul style="list-style-type: none"> - Approves final budget - Ensures that it is spent properly - Has less control over allocations 	<ul style="list-style-type: none"> - Has no control over allocation to SWGC - Cannot render account for SWGC's expenditures

6.0 Conclusion

This report has attempted to compare the proposals contained in the Board of Regents resolution of December 7, 2005 regarding reporting relationships, resource allocation and academic governance, with the counterproposals from the Academic Council of SWGC of December 12, 2005. In doing so, it was useful to compare these proposals with the status quo as well as with additional alternatives intended to allow greater autonomy to SWGC while preserving the collaborative and cooperative nature of Memorial University of Newfoundland.

The analysis demonstrates that any change in academic governance, reporting relationships, or resource allocation would have significant impact on the operation of the entire university as well as on the role of governing bodies, university officers, and academic and administrative offices. The benefits and implications of any changes should be well understood before final recommendations are made. Ultimately, the Board of Regents must be satisfied that the changes will result in the improvement of program quality and student service for the students at SWGC.

Appendix A

Summary of previous reports examining the relationship between Sir Wilfred Grenfell College and Memorial University¹⁴

Staveley Report: The Presidential Committee on the Future Development of Sir Wilfred Grenfell College was released in April 1989 (The Staveley Report). It recommended that the College be expanded to accommodate about 1,500 students, with corresponding increases in staffing; that four year programs for general degrees be developed; that faculty be organized in divisions reflecting potential degree programs; that responsibility for administrative functions be vested in the vice-principal who reports to the principal; and the college explore with the Faculty of Education and the School of Nursing allowing the completion or near-completion of degrees in these areas at the College.

Condon Report: Reporting relationships between Grenfell and the St. John's campus was the subject of a report prepared by Dr. Thomas Condon of the University of New Brunswick in July 1992. Commissioned by Memorial president Dr. Arthur May, the Condon report recommended that the university "find ways of defining more fully the role of the Corner Brook campus." It recommended the two-campus nature of the university be reflected in revised university policies and procedures.

Sibley Report: A report prepared in August 1992 by W. M. Sibley of the University of Lethbridge was titled Concerning Relationships Between Sir Wilfred Grenfell College and the University. President Arthur May requested analysis on the integration and development of the Marine Institute and Grenfell College. Dr. Sibley recommended clarifying operational relationships between St. John's and Grenfell College.

Strawbridge report: A Report of the Committee to Review the Adequacy of Funding for Sir Wilfred Grenfell College was released by a committee headed by Dr. Jack Strawbridge in October 2004. The committee was struck after successive years of Grenfell College overspending its budget allocation (2001-2002, 2002-2003). The committee was asked to examine if the college's resources were adequate to carry out its operations, and what needed to be done to ensure the college has the financial resources to perform its operations for the next five to 10 years. Among the committee's recommendations were that the college have its budget significantly increased, that the college develop a detailed business plan, that the college's name be changed to reflect its status as a degree-granting institution, and that communication about the budget process improve, coinciding with more organized budget submissions.

Ivany report: In April 2005 the university appointed Drs. George Ivany, James Greenlee and Jack Strawbridge as commissioners to study the reporting structure of Grenfell College. The report contains 11 recommendations pertaining to the way Grenfell College's principal reports to the university senior administration and how top college positions report to the college's senior official. The recommendations include naming the college's principal as regional vice-president responsible to the vice-president (academic) and that the regional vice-president report quarterly to a new committee of senior administrators and biennially to the university's Board of Regents. Also among the recommendations are that the college's vice-principal post be named associate regional vice-president, be responsible for all college academic matters and join the senior academic administrators committee; that the college's budget from the university be divided into two components – one for academic initiatives and one for administrative activities. The commissioners also recommend that a contemplated change to the college's name be effected as soon as possible and that that the new name reflects the fact that Grenfell College is a university-level institution.

¹⁴ Internal email memo from David Sorenson, Marketing and Communications, Memorial University, December 14, 2005 2:35 PM

Appendix B

McINNES COOPER

MEMORANDUM

TO: Glenn Collins

FROM: John V. O'Dea

DATE: November 28, 2005

File No.: JV-4862

RE: Sir Wilfred College Campus ("SWGC")

I have reviewed your memorandum dated 28 November 2005 concerning the authority within Memorial to approve programs. I have considered the Memorial University Act ("Act") in particular I have identified essential elements from the extracts attached and to which I refer to below.

Powers of the Board of Regents

1. establish faculties, courses, etc., and to grant degrees and certificates [Section 3 (3) (b)].
2. exclusive power to exercise the powers conferred upon the university as a corporation. [Section 34 (1) (b)].
3. to establish faculty councils, prescribe how they are constituted and confer on them powers that the Board considers expedient [Section 34 (1) (g)].
4. to appoint committees and to confer power to act for the Board that it considers expedient [Section 34 (1) (j)].
5. on question as to the powers of the senate, faculty, etc., the Board decision is final [Section 46].

The Board's decision is final where there is a question as to powers of the senate or faculty. The Board has the authority to establish or make changes to an academic council at SWGC and to determine its powers.

Powers of the Senate

1. The Senate has charge of all matters of an academic character. It determines courses of study in consultation with faculty or academic council and the appropriate faculty. [Section 56 (e)].

2. It recommends to the Board changes in faculties, departments, etc [Section 56 (j)].
3. It appoints committees and confers powers in relation to matters which it considers expedient [Section 56 (p)].

The current practice as described in your memorandum is a precedent for delegating authority for program approval to an academic council of SWGC or to a committee of Senate.

In the first instance, it would be appropriate either for the Board to give the academic council the authority or for the Senate to recommend to the Board that it do so. In either case, the academic council ought to be required to consult with the other appropriate faculty councils on behalf of Senate [as provided by Section 56 (e)] before approving programs, keeping in mind that the Board has the ultimate power to decide questions as to powers of faculty and Senate.

Alternatively it is appropriate for Senate to appoint a committee of Senate subject to approval of the Board. As the Senate has the authority to confer powers on such a committee, it would be prudent to require that consultation with other appropriate faculty councils be required before approving any new programs.

It is important to bear in mind that the ultimate responsibility in establishing faculty/academic councils, and in Senate's appointment of committees, rests with the Board. See Sections 34 (1) (g) and 46 of the Act as referenced above. The approval process may require that the faculty/academic council or committee of Senate report to the Senate on programs approved. Also, the Board may alter in any way the powers given to such councils and the Senate is bound by such determinations of the Board.

Appendix C – Chapter 1

Canadian Universities Governance Models Relevant to Memorial to Memorial University and Sir Wilfred Grenfell College - A Preliminary Report

January 27, 2006

Only a few Canadian universities have regional campuses that are historically well established or conceptually well defined. This preliminary report on academic governance in such universities will outline the basic structure of academic affairs and their local contexts at UBC Okanagan, the University of Toronto at Mississauga, UNB Saint John, and Sir Wilfred Grenfell College.

The following outlines of these diverse arrangements consist of the following elements:

- The educational mandate of the remote campus
- Pertinent demographic trends and student enrolments
- Senior reporting relationships within the broader university
- The roles and powers of the senior academic governing bodies
- Provisions for academic quality assurance
- Sources of the information provided

The present report is purely descriptive. It provides no commentary or analysis and identifies no options for academic governance at Memorial University of Newfoundland and its parts. These will be the principal substance of a fuller report at the end of February, which will also provide appropriate further details of particular arrangements.

None of the developed models is necessarily a good match for Memorial, but each contains elements that may be useful to the Senior Executive Committee and Board of Regents in the work of reviewing the University's own arrangements and considering potential improvements.

NOTE: Criteria and collection dates for statistical information vary. In some cases the data cited below only approximate the current reality. They are nevertheless as precise as needed for making accurate comparisons.

Evan Simpson, Ph. D.

UNIVERSITY OF BRITISH COLUMBIA OKANAGAN

Mandate

UBCO was founded in 2005 primarily to provide post-secondary education at the undergraduate level in the only region of British Columbia without a university. Rather than create a separate Okanagan University the government opted to upgrade Okanagan University College through agreement with UBC to link with an institution of well established reputation. The new branch of the University is also expected to be research intensive in areas relevant to the needs of its region.

Demographic and Enrolment Trends

UBCO takes over the site that previously served as the Kelowna campus of Okanagan University College, 395 kilometres from Vancouver. The former college's students comprise most of the initial enrolment of 3,500 students. Undergraduate enrolment is expected to grow to 7,000 by 2009, or about 20% of the 35,000 undergraduate students in Vancouver. There will also be 500 graduate students in comparison with 7,500 in Vancouver. The population of the Okanagan area – the second-fastest growing area of British Columbia – is forecast to increase by 40% between 2001 and 2031.

Senior Reporting Relationships

There is a separate academic vice-president for both campuses. Both report to the president along with the other vice-presidents, who meet together weekly with the president. The VP's for Finance, Research and External Affairs have University-wide responsibilities. The Vice-President (Academic) in Vancouver also has the wider responsibilities implied by the presence of professional programs in Kelowna. See the final element of quality assurance mentioned below.

Senior Academic Governing Bodies

Both campuses have their own academic senate responsible for local academic affairs. A Council of Senates (with equal representation) deals with issues of mutual concern between campuses. Because of dissatisfaction with the School of Graduate Studies in Vancouver, there is a separate UBCO dean of graduate studies who reports to the academic VP there. System-wide coordination exists in such areas as ethics policy, research-funding mechanisms, enrolment services, legal services and government relations. A 21-member Board of Governors is responsible for the management, administration and control of the property, revenue, and the business affairs of the University as a whole.

Quality Assurance

There is a common University committee for recommendations to the President on appointments, tenure and promotion. It is expected that common grading practices will be observed, but no mechanisms as currently exist at Memorial are in place. In the case of programs at UBCO that need accreditation, such as Medicine and Business, the units in question will be branches of established Vancouver Faculties for which there will be only one dean reporting to the VP Academic there.

Sources

- Interview with Dr. Barry McBride, chief executive officer of UBCO as VP Academic and Research and UBC officer as Deputy Vice-Chancellor
- Information from www.ubc.ca and Planning and Institutional Research UBC
- B. C. Government statistics

UNIVERSITY OF TORONTO AT MISSISSAUGA

Mandate

This campus began in 1967 as Erindale College, a place to complete the University's 3-year degree in Arts and Science following the curriculum of the Faculty of Arts and Science on the St. George campus in downtown Toronto. Growth since then has led to independence from that Faculty and a more comprehensive institution with 14 academic departments offering programs in arts, science and commerce. The name of the campus was changed to UTM in 1998 when it was realized that the community regarded them as a college rather than a university. (The University's second regional campus, the U of T at Scarborough, has followed a broadly similar course of development.)

Demographic and Enrolment Trends

UTM is 33 kilometres west of the St. George campus, making its primary catchment area the rapidly growing Peel-Halton region, from which 75% of the student body comes. The population of Mississauga itself has been increasing at more than 12% a year. The UTM campus currently has about 9,700 students, of which 400 are graduate students. The number is expected to reach 11,500 by 2006-07. UTM will then be 20%-25% the size of the St. George campus, which has approximately 50,000 students, 12,000 of which are graduate students.

Senior Reporting Relationships

The head of UTM is Principal of the campus and a vice-president of the University. As Principal the reporting line is to the chief academic officer of the University, the academic Vice-President and Provost. As vice-president the reporting line is to the President as chief executive officer. All vice-presidents belong to the President's senior planning group, which meets every two weeks.

Senior Academic Governing Bodies

Unlike most Canadian universities the U or T has a unicameral form of governance, combining the functions of senate and board. The Governing Council consists of 50 members – 25 external government appointees and 25 selected internally. This Council has various boards and committees for academic affairs, finance, etc. Apart from defined housekeeping matters, proposals from UTM and other University divisions are referred to the appropriate committees for review. In the case of the academic curriculum the system provides a system of checks and balances and a medium of cross-University consultation and information sharing. It is reported to encourage clear and well-documented proposals, since the originating division knows that others will scrutinize them.

Quality Assurance

Faculty of all divisions come under the same rules and regulations. Recommendations for tenure and promotion are made to the President through the Provost. A single School of Graduate Studies for the University maintains all graduate programs under its purview, although UTM has significant practical control of its own programs, especially several professional masters programs unique to the campus. However, a new branch of the Faculty of Medicine at UTM will be supervised from Toronto.

Sources

- Correspondence with Dr. Robert McNutt, former Principal of UTM
- Interview with Dr. Ian Orchard, current Principal of UTM and VP, U of T
- Facts and Figures 2004 from www.library.utoronto.ca/facts ; Statistics Canada

UNIVERSITY OF NEW BRUNSWICK AT SAINT JOHN

Mandate

UNBSJ began in 1964 as a junior campus, sending students the 68 kilometres to Fredericton to complete their programs after two years in Saint John. Offerings gradually expanded until most programs begun in Saint John could also be completed there. Blending rationalization and autonomy, the campus duplicates some programs available in Fredericton but also has distinct niche programs. There is a special interest in international recruitment and study-abroad options. Over 20% of the student body consists of students from other countries, mainly China. It is expected that UNBSJ will grow and differentiate itself further from UNSBF.

Demographic and Enrolment Trends

With about 120,000 inhabitants, Saint John is New Brunswick's largest city. By contrast, the capital Fredericton is a city of 50,000. Both populations are relatively stable. Enrolment at UNBSJ is 3,100 undergraduate students plus 100 graduate students. The corresponding UNSBF numbers are 8,100 and 1,300. The Saint John Campus thus serves about one third the number of persons studying in Fredericton.

Senior Reporting Relationships

The University Management Committee consists of four vice-presidents – VP Saint John, VP Fredericton, VP Research and VP Finance – together with the University Secretary and the President. Apart from reporting to the President, the VPSJ functions as the chief executive officer of UNBSJ. Under recent reforms, the VP Fredericton has been given more control over the Fredericton campus, allowing the President to run the UNB system and serve as mediator between the two regional vice-presidents when necessary. The responsibilities of the other VPs are University-wide. The Secretary supports operations of the Board, senates and senior committees.

Senior Academic Governing Bodies

All members of the University Management Committee belong to the 42-member Board of Governors. In accordance with recommendations of the Committee to Review Inter-Campus Relations (1984) each campus has its own senate with separate Academic Planning and Curriculum Committees. The senates have several joint committees – including Academic Policy, Academic Program Review, Teaching Excellence and Policy – but most academic operations occur in parallel rather than in concert.

Quality Assurance

The joint committees of the senates, including a new Academic Program Review Committee, support quality assurance in their areas of responsibility. Prior to the 2001-05 Collective Agreement the VPF made all decisions on tenure and promotion files. Central oversight of these matters is now shared with the VPSJ, who makes the decisions one year out of three. The Dean of Graduate Studies is also Associate VP Research and reports to the VP Research, making both research and graduate work university-wide activities, although the levels of both activities are disproportional between campuses.

Sources

- Correspondence with Mr. Stephen Strople, University Secretary
- Correspondence and interview with Dr. Gregory Kealey, VP (Research)
- Information from www.unb.ca; Statistics Canada

SIR WILFRED GRENFELL COLLEGE

Mandate

SWGCG began in 1975 as a college whose students could complete the first two years of university in Corner Brook before transferring to Memorial's comprehensive campus 700 kilometres to the east or to a mainland university. Following the recommendations of the Staveley report late in the 1980s, the campus initiated a range of four-year programs that enable it to serve as the institution of higher learning in Western Newfoundland. The campus's current academic plan stresses distinctive interdisciplinary liberal arts and science programs, quality undergraduate teaching and collegiality within.

Demographic and Enrolment Trends

The population of Corner Brook was slightly above 20,000 in 2001 after an 8% drop in the previous 5 years. In the St. John's metropolitan area the population of 173,000 remained almost stable over that period. Provincial K-12 enrolments are declining and expected to drop to 60,000 in 2010 from 79,000 in 2004. Most of this decline will occur outside the Avalon Peninsula. Enrolments in degree programs at the St. John's campus (including the Marine Institute) currently stand at 15,000 plus 430 in the School of Nursing Studies. 2,300 are graduate or post-graduate students. Enrolments at the Corner Brook campus total 1,125 plus 200 nursing students at the Western Memorial Hospital School of Nursing, nearing 9% of the student body in St. John's.

Senior Reporting Relationships

A Senior Executive Committee advisory to the President has traditionally consisted of the President, three Vice-Presidents (Academic, Research, Finance and Administration), the Dean of Student Affairs and Services and the Director of Marketing & Communications. The President has recently invited the Principal of SWGC and the Executive Director of the Marine Institute to join this group. The latter officials now report to the VP (Academic). The context of the present report includes a proposal from SWGC for Principal's position to be replaced by a VP position reporting only to the President.

Senior Academic Governing Bodies

The Memorial University Act places matters of an academic character in general charge of the Senate while vesting the management, administration and control of property and business in the Board of Regents. All academic units make recommendations on academic programs and regulations to Senate and its committees. Another proposal from SWGC includes the formation of a separate senate whose recommendations would go directly to the Board.

Quality Assurance

The Vice-President (Academic) is generally responsible for academic standards and the consistency of their application at Memorial. This responsibility is exercised by managing the system of academic program review to which all units are subject, by making recommendations through the President to the Board on hiring, tenure and promotion, and by taking initiatives to protect the meaning of excellence at Memorial (for example, through the recent adoption of common principles for deans' lists).

Sources

- Interview with Dr. Holly Pike, Vice-Principal of SWGC.
- www.mun.ca, including the SWGC academic plan
- Census Canada; Registrar's Office data

Appendix C - Chapter 2

Canadian Universities' Governance Models Relevant to Memorial University and Sir Wilfred Grenfell College

Evan Simpson, Ph.D.

February 27, 2006

Introduction

The following study was undertaken at the request of Memorial University as a contribution to issues concerning inter-campus relationships.

The mandate for this report is:

- To study governance models of Canadian universities relevant in the context of current discussions regarding Memorial University and Sir Wilfred Grenfell College (SWGC)
- To identify and analyze representative governance arrangements that should be considered for SWGC and its academic programs
- To report to the Senior Executive Committee and the Executive Committee of the Board of Regents to assist them with deliberations on governance, including academic program approval for Memorial and SWGC.

A preliminary report was prepared by this consultant in January and appended to an independent discussion of academic governance presented to the Board at that time. The present study assumes familiarity with and acceptance of the principles of academic governance stated in the independent discussion.

The study is organized according to the following headings:

- I Summary
- II Academic Mandates
- III Demographic Perspectives
- IV Academic Reporting Relationships
- V Academic Governing Bodies
- VI Academic Quality Assurance
- VII Discussion
- VIII Conclusion

The questions addressed here are endlessly fascinating. Save for limitations of time and resources, it is always possible to delve more deeply and add more details. Nonetheless, the consultant believes that the level of information provided is commensurate with the University's needs for informed decisions.

Summary

I This study compares and analyzes governance arrangements at a number of model multi-campus universities and identifies options for Memorial.

II A university is more than the sum of its campuses. The campuses need to identify with the university and secure independence from one another. Identity is normally expressed in a confident reference to the university. Independence comes mainly from making local decisions about academic programming.

III Campuses emerge and thrive where educational markets exist. Most students on any university campus are normally resident nearby. In the last 15 years SWGC has grown in the number of its programs but not in the number of its student body. Since 1991, when the total enrolment at the end of the fall semester registration period was 1029, this number has fluctuated between 958 (in 1999) and 1,126 (in 1993). The picture improves when nursing students at the Western Memorial School of Nursing are included, since their numbers have become stable at around 200.

IV These realities, together with the relatively small size of the Corner Brook campus and the example of other multi-campus universities, make Memorial's present academic reporting relationships defensible. Making the Principal at Corner Brook a vice-president of the University is also defensible, but the integrity of the University is best served by retaining a reporting relationship to the chief academic officer as well, as at UTM. Severing the connection between Principal and Vice-President (Academic) would have significant costs:

- Weakening overall academic leadership in the University
- Loss of transparency in professional and graduate programming
- Inattention to other desirable reforms in reporting relationships

V Chief academic governing bodies take two main forms: a University Senate as presently at Memorial and the University of Toronto; separate campus senates as at UNB and UBC. This study has not discovered benefits for Memorial, its campuses or the communities they serve that would counterbalance the disadvantages of changing to the separate-senate model, including:

- New demands upon the President's and other officers' time and resources
- Additional work for Board committees
- Loss of academic coherence across the University overall
- Foregone opportunities for the advancement of Corner Brook

A reformed University Senate provides a more suitable compromise between the reasonable expectations of the Corner Brook campus and the needs of the University.

VI Intellectual excellence is the basic value of a university. It requires structures that promote the integrity of academic programs, consistency in matters of appointment and promotion, uniform means of evaluation and consistent measures of achievement. The realization of these values becomes uncertain if there is a fragmentation of academic authority.

VII Almost any governance structure can be made to work if it includes detailed structures for quality assurance, is collegially developed and rests upon credible academic and business plans. In

the absence of such plans, demands for new reporting and governance arrangements lack a substantial rationale and are unlikely to benefit any part of the University. Normal prudence indicates that any revised structure be set against a well-defined temporal horizon for review.

VIII The Corner Brook campus has made a number of demands upon the University. Although they do not form an obviously integral package, parts of two central proposals are consistent with academic innovation and quality assurance. These are (1) a direct report to the University's chief executive officer as long as it is coupled with academic reporting to the University's chief academic officer and (2) recognition that the University Senate receives reports from both campuses along parallel lines.

II Academic Mandates

A university is more than the sum of its campuses. Memorial University of Newfoundland, like multi-campus universities in other provinces, constitutes a single degree-granting institution. It is defined by a common mission, served by a University-wide administration and governed by a single board of trustees.

Separate campuses need practical and educational reasons for existing. Typically, the practical rationale recognizes a market separate from the original campus. Serving that market can bring university-level education to a region and save students there the cost and inconvenience of leaving home. Thus, Memorial's Sir Wilfred Grenfell College in Corner Brook appropriately sees itself as "the institution of higher learning in Western Newfoundland." UBC's new Okanagan campus in Kelowna (UBCO) makes higher education accessible to the only part of its province that has lacked a university. The University of New Brunswick at Saint John (UNBSJ) brings degree programs to citizens of the province's largest city. Even the University of Toronto at Mississauga (UTM) satisfies the same practical rationale. Although only 33 kilometres from the central St. George campus, UTM offers a home to students who cannot be accommodated there.

Many remote campuses begin as junior providers of university education. Initially UNBSJ and SWGC provided only the first two years of an undergraduate degree program. UTM offered only 3-year programs. At all of these institutions, as at UBCO, the educational mandate now includes complete four-year undergraduate degree-programs. There is a strong tendency for the mandate of newer campuses to stress teaching over research, but a growing interest in research and graduate studies is also normal and educationally sound.

This process of development displays many variations. UCBO came into existence with a mature range of programs at all levels. UTM began as a clone of the original Arts and Science Faculty and remained tied to it for many years, but now it has separated and developed distinct degree programs. UNBSJ started as a two-year campus, later moved into degree programs duplicating those available on the Fredericton campus, but now develops many of its own programs. SWGC also began as a junior campus but at the end of the 1980s accepted a mandate for distinctive degree programs, partly in order to present an attractive educational alternative to the St. John's campus, partly because of a desire in St. John's to avoid competition with the programs there.

All of these representative campuses experienced a tension between two needs – that for a distinctive identity and that for clear identification with the university of which they are a division.

The resulting issues typically address the name of the campus and its latitude for independent academic programming.

II.a *The issue of identity*

UTM began as Erindale College but learned that it could not gain distinction as an independent "brand." Their solution, after considerable anxiety about the Erindale heritage, was to adopt the present geographic reference. "Sir Wilfred Grenfell College" is now known to create similar problems. Lessons learned elsewhere suggest that the University could be well served by referring to "Memorial University at Corner Brook." This clearer designation would signal that the campus offers university degree programs and dispel suggestions of subordinate status to the St. John's campus. A similar approach has served UNBSJ well and appears good for UBCO.

II.b *The issue of independence*

The University's expectation of distinctive academic programming at its west coast campus has some solid grounds, such as encouraging interdisciplinary environmental inquiry in a region where geography gives the campus natural advantages. This educational rationale should always be the operative one, rather than a concern to avoid competition for the same students. Data presented in section III will show that this concern rests upon a serious fallacy, so that the campus should be free to propose a better blend of distinctiveness and University-wide rationalization. Finding a new balance is especially important in the case of professional programs and the possibility of graduate programs discussed further in sections IV and VI.

III Demographic Perspectives

Multiple-campus universities usually emerge where competitive opportunities or challenges are identified away from the original campus. In 1999 Wilfrid Laurier University opened a branch in Brantford after local interests commissioned a business plan for the establishment of a university in that city. The campus has grown from nothing to about 1,000 students in six years and anticipates a minimum enrolment of 1,500 within the next six. In a similar development, McMaster University is planning a 5000-student campus in neighbouring Burlington. The Mayor of that city wanted a post-secondary institution there and was prepared to provide money in support of capital construction. From McMaster's point of view, the new location promises income from "basic income units" provided by the provincial government's formula-funding arrangements and protection against another local university becoming established in McMaster's immediate geographical area.

The campuses that provide the primary focus for this study also exist within growing or relatively stable regions. The population of Kelowna and the Central Okanagan was approximately 148,000 in 2001 and is projected to reach 214,000 in 2021, with the 18-24 group growing from 13,375 to 14,788 according to *BC Stats*. Mississauga had approximately 640,000 inhabitants in 2001 and should reach 735,000 by 2021. The surrounding Peel Region is expected to reach 1,388,000 by that time. Although the proportion of those in the 18-24 group will decline, the absolute number will change little. In New Brunswick both the proportion and the numbers of those in that group will decline moderately as the province shrinks slightly over the first quarter of the century.

Facts like these have an important bearing upon a university's planning, for it is a hard reality that any post-secondary institution's undergraduate student body is drawn mainly from its own locality.

Surveys indicate that a principal factor in choosing a campus is the geographical proximity that constrains costs to students and their families while sustaining connections with home. Records from universities that publish geographic data confirm that enrolments are consistently concentrated among local residents with the proportion of registered students falling with distance from the campus. Except for the independent variable of international students, choice rests largely on geography rather than academic programming or reputation.

III.a *Enrolment Patterns*

83% of Laurier's students come from Southwestern Ontario and the Greater Toronto Area, 13% from the rest of Ontario and 4% from elsewhere. 88% of McMaster's students are from Ontario, the large majority from Hamilton-Niagara and the Lake Ontario area, under 5% from northern and eastern Ontario. At UTM 80% of students live within 50 kilometres of the campus.

Among Maritime universities, 78% of St. Mary's enrolments are from Nova Scotia, 8% from other Atlantic provinces, 6% from the rest of Canada and 7% from other countries. At UNB, 77% of domestic students are from New Brunswick, 13% from other Atlantic provinces. 12% of the total student body is international. At UNBSJ most domestic students come from the two public school districts that take in the city and adjacent areas, but over 20% of the student body on that campus is international.

Memorial displays very similar patterns. 86% of its student body comes from Newfoundland and Labrador, 9% comes from the rest of Canada and 4% consists of international students. At the Corner Brook campus 94% of the non-Nursing student body is from Newfoundland and Labrador, heavily concentrated near the west coast of the island, while 7% are from the Avalon Peninsula and 5% from the rest of Canada. The distribution of Nursing students at Western Memorial Hospital is similar, although of these only 2% are from the Avalon.

III.b *Trends within Newfoundland*

Two other sets of numbers deserve attention. The first shows enrolment trends at the Corner Brook campus. The second shows trends in eligible applicants in the campus's catchment region.

In the last 15 years SWGC has grown in the number of its programs but not in the number of its student body. Since 1991, when the total enrolment at the end of the fall semester registration period was 1029, this number has fluctuated between 958 (in 1999) and 1,126 (in 1993). The picture improves when nursing students at the Western Memorial School of Nursing are included, since their numbers have become stable at around 200. The 2004 SWGC Fact Book puts the grand total full-time-equivalent enrolment at 1,307 in contrast to the 1,500 students that has been the declared target at the campus for some years. There has been a modest improvement in the retention of students into the upper years of their programs. In 1998 28% of students were in the third year or above; in 2004 it was 32%.

The Economics and Statistics Branch of the provincial Department of Finance estimates that the population of 15-19 year olds in the Western School District will decline steadily from 6,658 in 2005 to 4,902 in 2015. (This is the Department's *high*-population estimate.) Since the corresponding number for 1995 was 9,674, SWGC has done well to sustain its basic enrolments at a fairly steady level, but given the strong connection between enrolments and local demographics it may become increasingly difficult to do that and still more difficult to attain its declared target of 1,500 from the domestic market.

IV Academic Reporting Relationships

All universities experience similar structural issues, but their resolution differs in important details that arise from history, geography, politics and the individuals who happen to be in influential positions at a particular time. There is no necessary or consistent pattern of academic reporting relationships. Among the multi-campus universities chosen for this study all have vice-presidents but other arrangements work well. York University's downtown Toronto campus, Glendon College – a mature liberal arts and science institution of 2,200 students – is a Faculty of the University whose Principal reports to the Vice-President Academic. The academic plan for Laurier's Brantford campus stresses the liberal arts and anticipates growth to as many as 4,000 under a dean or principal also reporting to the Vice-President Academic.

As these examples suggest, Memorial's administrative *status quo* is a defensible option, especially given the small size of the Corner Brook campus in relation to the University as a whole; but since this option requires little analysis the current report will outline some more substantially revised alternatives for the University's administrative structure. A chief question is whether Memorial should continue to recognize a chief academic officer.

All universities have a set of senior officers who, while primarily resident on the largest campus, represent the university rather than that campus. In medium-sized universities like Memorial these officers commonly include the chief executive officer or president, the chief academic officer or vice-president (academic), a vice-president (finance and administration), a vice-president (research), a vice-president or dean for student affairs and the officer responsible for marketing and communications (sometimes including alumni affairs and advancement). Each officer is responsible for leadership in the designated area.

UBC, UNB and the University of Toronto display diverse approaches to academic leadership. The administrative head of UBCO is also Vice-President Academic and Research for the campus. There is no clear academic leadership university-wide. At UNB, there is a Vice-President (Research) with University-wide responsibility, but each campus has its own vice-president responsible for both academic and administrative affairs. The Vice-President Fredericton is being given increased overall authority for that campus, allowing the President to refocus on system-wide issues by providing more time for alumni affairs, advancement, relationships with the college system and the University's presence in other provincial centres. The University of Toronto maintains the Vice-President Academic as chief academic officer University-wide. At UTM, the campus head holds the titles of both Vice-President and Principal, reporting as VP to the President and as Principal to the Vice-President Academic on matters of hiring, tenure, promotion, academic programming and quality assurance.

The example of UTM shows that creating a vice-presidential position for Corner Brook would not require eliminating a reporting line to the Vice-President (Academic). Preserving such a reporting a

line is an alternative that might be least disruptive to current practices on matters such as appointments, tenure, and promotion.

The UTM model has the virtue of greater transparency than the administrative structures of UBC and UNB. All these institutions continue to employ university-wide academic structures that are ultimately responsible to vice-presidents at the original campus, but only Toronto does it cleanly. Professional and graduate programming clearly illustrate the need for such arrangements.

IV.a The factor of professional programs

The popularity of professional programs means that they tend to arise on all campuses, but programs in Business and the Health Sciences and other disciplines require periodic accreditation by outside bodies. For this reason UBC, UNB and UT prefer to maintain a single Faculty responsible for certain programs University-wide. Those programs have a single dean on the original campus whose reporting line is to the Academic VP there. Similar considerations would apply to SWGC, which has an interest in Business, Nursing and Education. Business and Nursing must maintain their accreditation, so that the University has a natural interest in maintaining a single program in these fields. Similar considerations attach to Education in virtue of the needs and expectations of the Department of Education for consistent training of the Province's future teachers.

Although UBCO and UNBSJ have tried to make all academic programs the responsibility of the local vice-president, the reality is that some professional disciplines have reporting responsibilities beyond the campus in question. Because the implicit differences of authority are not acknowledged, they are likely to be a source of dissatisfaction. By contrast, the clear reporting structure at UTM acknowledges that academic programming in general reflects the overall priority of a university's academic mission. For SWGC this structure would also have the advantage of loosening the artificial need for distinctive programs, making it possible to offer a Bachelor of Business Administration program in Corner Brook without unnecessary cosmetic differences from the program in St. John's.

IV.b The factor of graduate studies

Although the declared principal mission of SWGC remains undergraduate teaching, hopes for greater research intensity would reasonably be paired with appropriate opportunities for graduate work in Corner Brook. It would require some time to develop graduate programs in Corner Brook to their full potential, but they could contribute to an enhanced profile for the campus in areas that have a natural connection with the Western region. Clarity, consistency and efficiency will be served by defining appropriate responsibilities to the School of Graduate Studies and its Dean, who reports to the Vice-President (Academic). At UNB, where there is no recognized chief academic officer for the University, the same needs result in the Dean of Graduate Studies reporting to the Vice-President Research. In either structure, the nature of graduate studies provides good reasons for the head of a geographically distinct campus to be part of a reporting line to a senior vice-president of the university.

IV.c Other factors in reporting

Apart from academic matters it may be undesirable for a geographically distinct campus to report to a single senior vice-president. Practicality demands that the campus have responsibility for parts of its administrative and financial apparatus that cannot be efficiently handled centrally. Neither a chief

academic officer nor a chief executive officer is well placed to assess the requirements of the campuses in this respect. The tasks in question are the province of the vice-president responsible for administration. Whether or not the Corner Brook campus is to be headed by a regional vice-president who reports to the President, demands for clear lines of accountability, manifest in both the Transparency and Accountability Act and the recent Legislative Audit, suggest that assigning more explicit responsibility for financial and administrative oversight to the office of the Vice-President (Administration and Finance) would be an institutionally beneficial reform.

The development of UNBSJ holds some useful lessons for Memorial. The present shape of the University was established by the 1984 report of the Committee to Review Inter-Campus Relationships (CRICR). Comparison with UNB should be qualified by the fact that even at that time UNBSJ and UNBF were more comparable in size and diversity than Memorial's campuses, but despite that a number of equalizing recommendations proved short-lived. These included having the Dean of Graduate Studies report to the President and having two Chief Librarians. As already indicated, the Dean now reports to a senior VP with a "dotted line" relationship to the vice-presidents of the campuses in virtue of their overall responsibilities for local academic matters. There are no "chief librarians," and while the campus libraries are separately managed some actions at UNBF (such as decisions to subscribe to electronic databases and collections) have University-wide ramifications. Of course, as at Memorial such decisions are usually made in collaboration with the campuses, but decision-making authority is not equal.

V Academic Governing Bodies

Universities are governed by a variety of formal and informal bodies. The formal bodies consist of a senate and its committees, together with a governing board. Examples of informal bodies at Memorial include the President's Senior Executive Committee and various advisory committees to the vice-presidents. These groups are often important for developing proposals that are ultimately put to the formal bodies for confirmation. Both dimensions of governance are assisted by a variety of central agencies that provide institutional analysis, maintain information and communication systems, monitor the physical plant, support human resources and assist in other functions.

V.a Formal governance

There are two basic models of formal academic decision-making at multi-campus universities. Memorial and the University of Toronto exemplify one, UBC and UNB the other. At Memorial the chief academic governing body is the Senate. At Toronto it is the unicameral Governing Council, whose duties combine those of senate and board across campuses. At UBC and UNB separate senates govern academic affairs on each campus.

The separate senate at UBCO arose in the context of the question whether to establish a completely separate university in Kelowna. In historically rooted cases, proposals for separate academic senates typically emerge when one campus feels the need for simplification of the approval process for courses and programs and clear recognition that the campus is professionally mature. This was certainly the case at UNBSJ, although as UTM shows both of these reasonable expectations can be satisfied without the danger of fragmentation in academic structures that separate senates can invite. The question for Memorial is whether the interests of the University, its campuses and the communities they serve are best promoted by a University Senate or by separate campus senates.

One suggestion is that a Corner Brook Committee of Senate replace the current College Academic Council. With this reform the current Senate Committee on Undergraduate Studies (SCUGS) would in effect become the corresponding body for the St. John's campus. (Matters pertaining to graduate studies would continue to reach Senate through the Academic Council of the School of Graduate Studies.) This change would emphasize parity between the campuses and should remove any grounds of a perception that academic recommendations from SWGC are frequently delayed in SCUGS. As another beneficial result, the Vice-President (Academic) would need to be fully aware of developing academic proposals in Corner Brook rather than relying on SCUGS to vet them, making the VP a more active champion of Corner Brook initiatives and thus facilitating their adoption.

A reformed University Senate would have none of the costs generated by separate campus senates. The models provided by other universities suggest that these costs would include the following: weakening coordination of academic programming; creating additional committees, such as a coordinating body to deal with conflicts between the senates; requiring the President to chair both senates, replacing strategic time with administrative time; multiplying this effect if for purposes of coordination both bodies elected the same Secretary. Other senior academic officers, including the Pro Vice-Chancellor, would be similarly affected.

It is worth observing that the office of Pro Vice-Chancellor and Vice-President (Academic) are traditionally vested in the same individual. As Pro Vice-Chancellor that individual is a member of the Board of Regents, an officer of Convocation and a substitute for the President as circumstances require. If that individual were to lose overall academic responsibility for Corner Brook the officer's capacity to substitute knowledgeably for the President there would be limited. There would be significant effects upon the Board as well. For example, the Appointments Committee would receive reports from two different campus VPs and would need new means for ensuring that comparable standards for tenure and promotion are being employed. This point will be taken up in section VI.

V.b *Informal governance*

Memorial's vice-presidents have a number of advisory bodies, such as the Senior Academic Administrators Group of officials from both campuses that meets on Senate days to share information and experience. This structure would probably atrophy under a regime of separate senates, but the consequences would be tolerable.

The vice-presidents also have individual advisory groups. The Vice-President (Academic) holds regular meetings and periodic retreats of all academic deans and directors, including the Principal of SWGC. At these discussions, the heads of units reporting to the VP share information and ideas, make claims for resources within an open framework of mutual knowledge, develop common academic standards and generally constitute a mutually advantageous forum. The disappearance of the head of the Corner Brook campus from this group would be a significant loss to the coherent academic functioning of the University overall.

This academic deans and directors group is too large for useful discussion of operational detail, for which reason the Vice-President (Academic) also engages a smaller group of key officials whose responsibilities extend across all the academic affairs of the University but who are not in competition for resources. This need also tends to arise at the presidential level.

The President has a Senior Executive Committee to which those who report to him directly contribute. Recently the heads of the Marine Institute and the Corner Brook campus have been invited to participate in this body, and it is easy to envisage further expansion. Larger units of the University also have valuable views and may make useful contributions to the highest levels of administration. If there should be separate senates but a common Secretary of them, then that person could be an appropriate addition. Unless the Vice-President (Academic) were to become the Vice-President St. John's, reasons of parity could make it necessary to appoint a person who specifically represents the interests of the St. John's campus.

A larger Senior Executive Committee might also lead to a smaller informal forum for consideration of University-wide issues similar to the "kitchen cabinet" employed by the Vice-President (Academic). It is clearly difficult to disentangle issues of formal governance from the informal dynamics that are driven by functional needs central to the academic integrity of a university. It is just as clearly important for all participants in the governance of the University and its divisions to recognize that changes in administrative forms will lead to unanticipated adjustments elsewhere as functional needs require them.

VI Academic Quality Assurance

Intellectual excellence is the basic value of any university. High and consistent standards must be maintained and where possible enhanced. Yet there are surprisingly few structures in place at most multi-campus universities to counteract a natural tendency for the academic standards of various units to drift apart. This is a particular challenge for universities that have no chief academic officer or no university senate or equivalent academic body.

A satisfactory framework for quality assurance will address at least the following matters:

- Integrity of academic programs
- Appointment, tenure and promotion
- Academic practices, such as grading and examinations
- Consistent measures of achievement

VI.a *Integrity of programs*

In many jurisdictions academic programs cannot be initiated without some form of external review, but it is especially important to conduct periodic reviews of established programs. Such a system is in place at Memorial. A central feature is external assessment conducted by experts selected by university officers from outside the unit under examination. UNB has recently created a joint Academic Program Review Committee of its senates to serve the same function. However a joint committee, in contrast to a common committee, is actually two committees that meet as necessary. This would appear to be a less reliable structure than one operating under the supervision of a chief academic officer as at Memorial.

VI.b *Matters of appointment*

UNB has developed a novel approach to consistency in matters of tenure and promotion. Every third year the VPSJ makes the effective decisions on these matters. The scheme lacks the continuity of review that is ideal. Whatever its other merits, it is not easily exportable to Memorial, where the

number of applications from St. John's is an order of magnitude greater than those from Corner Brook. Either the process of consideration at the two campuses must flow through a single office or it must be completely separated. Under the latter option confidence that equivalent standards are applied would be difficult without many hours of scrutiny by the President or the Board.

The potential for diverging practices and expectations is interestingly illustrated by the fact that UBCO, UNBSJ and UTM have developed departmentalized faculties. In this respect they differ strikingly from Memorial, which, except for the Faculties of Arts and Science, is a largely non-departmentalized university. This structure gives Memorial a potential advantage in an age when learning is becoming increasingly interdisciplinary. The tendency to divide into departments is nevertheless strong and could easily occur at SWGC without University-wide academic leadership.

VI.c Academic practices

The relaxation of central governance has many potentially undesirable effects. Academic timetables may diverge between campuses. Grading norms may differ where no committee of the University Senate has responsibility for exploring anomalies. The stringency of examinations may differ if local practices are the only governing factor. Over time, the meaning of a Memorial degree could come to differ between campuses without some form of central academic oversight.

VI.d Consistent measures

In recent years Memorial's academic deans and directors have played a beneficial role in developing common standards for the recognition of students and staff. At one time, criteria for inclusion on a dean's, director's or principal's list for academic achievement varied widely. This kind of recognition has now been regularized, so that the academic honour is equivalent among units. Achieving this equivalence would have been difficult or impossible if the Principal of SWGC had been absent from the discussions.

Academic units need close contact and determined leadership to maintain common standards. Inward looking campuses are not conducive to these needs. At other multi-campus universities it is assumed that the deans of related Faculties at the campuses will get together informally, as will their respective vice-presidents, but it is difficult to find any structure developed for these contacts. There are councils of senates for considering mutual concerns, but looked at from a distance it is not clear how they can give substance to avowals of university-wide principles and standards governing crucial decisions about new programs, hiring, tenure and promotion.

VII Discussion

Almost any arrangement of academic governance can be made to work if it develops collegially within a particular educational environment. UNB is exemplary in this respect. The current shape of that institution emerged from the CRICR report established with equal representation from both campuses to deal with dissatisfaction in Saint John with the University's decision-making structures. When issues are referred to all those who must live with them in their daily professional lives workable compromises can normally be achieved.

In the absence of a document comparable to the CRICR report, demands from SWGC for exclusive reporting to the President and a separate senate appear driven by the need for respect rather than a

clearly demonstrated educational rationale. The desire to be accepted as fully competent professionals capable of determining whether programs are of university calibre is entirely reasonable. The outstanding question, therefore, is whether there are options for effectively addressing issues of respect short of encouraging various forms of academic fragmentation. Several such options have been noted in this report. They include

- Creation of a Vice-President (Corner Brook) reporting to the President in addition to the Principal's responsibilities to the Vice-President (Academic)
- New opportunities for appropriate professional and graduate programs
- Direct reporting of academic proposals to Senate
- Freedom from expectations that programs in Corner Brook will be distinct from those in St. John's
- Recognition that the two main campuses of the University report along parallel lines and that neither is a satellite of the other

In assessing these options especial attention should be given to the question whether Memorial will continue to have a clearly recognized chief academic officer analogous to the officer to whom all campuses of the University of Toronto report. If the authority of the chief academic officer is obscured or diminished by weakening or severing responsibility for academic programming in Corner Brook, quality assurance will become more difficult. The position of Vice-President (Academic) may also become less attractive unless it is enhanced in other ways, as at UNB Fredericton where the Vice-President is assuming executive responsibilities for that campus. Universities are interconnected wholes, so that altering one element often requires changes elsewhere in the system. Reform and development therefore require give and take if they are to be successful.

Attention should also be given to the factual rationale for greater independence. Institutions that create second campuses can expect to deal with aspirations for greater autonomy at some point. There commonly comes a time – typically after a period of expansion – when members of the newer campus feel that their institution has grown up and requires a degree of independence from their parent befitting their maturity. To what extent does this apply to the Corner Brook Campus? The number of programs has grown. The number of students has not. Given the demographic realities this structural disparity between the campuses will not change unless there is a very large, extra-provincial recruiting success.

The development of the Corner Brook campus requires a credible academic and business plan. Such a plan may be in process but has not to date been brought forward even though the University is currently engaged in a strategic planning process for the next five to seven years. As part of this process, a plan for Corner Brook would include elements that counteract the problems posed to SWGC by population trends – a well-conceived campaign to attract international students, for example.

It can be safely predicted that there will be significant changes and challenges at both campuses. Because even deliberate changes have unpredictable effects, sound academic governance includes provision for assessing changes after a period of practical experience. Good management entails that the University and its campuses will work under the expectation that any revised arrangements will be revisited towards the end of the next strategic planning period. Future options clearly include the following:

- Further expansion of programs at Corner Brook if enrolments warrant
- Contraction of offerings if demand diminishes

In the case of the first option, possibilities in need of consideration include:

- Confirmation of a vice-presidential position for the Corner Brook campus
- A looser relationship with Memorial, analogous to Huron College as an independent, self-governing institution affiliated with the University of Western Ontario
- Full separation into separate universities for eastern and western Newfoundland, as considered for the campuses of UNB as part of the CRICR report.

In the case of the second option:

- Reassessment of extant governance arrangements
- Reversion to a primarily two-year college
- Disestablishment of the Corner Brook campus in favour of a college transfer program through the College of the North Atlantic

VIII Conclusion

It is Memorial's clear hope that as one of its major academic units the Corner Brook campus can build upon its location and facilities to become a noted division of the University and a crucial stimulus for development in western Newfoundland. In order to thrive in these ways, the campus needs to take full advantage of resources available from the University, including integration within Memorial's public image and exploitation of its central resources. For its part, the University needs to offer the central administrative oversight that promotes cooperative relationships between the campuses.

When its divisions make demands the University stands to gain. These occasions are opportunities for examining structures that may benefit from change. For the Corner Brook campus, the evidence available from other models of governance suggests in the Newfoundland setting that SWGC and the University will be best served at this time by two main revisions in academic governance: (1) creation of a system of dual reporting by SWGC to Memorial's chief academic and executive officers; (2) modifications to program approvals permitting SWGC to make submissions directly to Senate. These measures, together with others indicated above, best combine encouragement of innovation with institutional quality assurance.

Appendix 4

Reports and Documents consulted

Government “White Paper” on Public Post-Secondary Education, “Foundation for Success”
SWGC Key Facts
SWGC “The Expectations...” 2005
Memorial University Act (1990 ~ latest amended 2004)
Stavely Report 1989
Condon Report 1992
Sibley Report 1992
Fowler address to Convocation May 2004
Quality Assurances Practices in Canada December 2005
Ivany Report 2005
AUCC Procedures on University Recognition
Degree Programme Approval Processes in Canada
Memorial University Calendar 2005 - 2006
Memorial University’s President’s Reports since 1925
Higher Education Bodies in Canada
Councils on Higher Education in Canada
Memorial University fact Book 2004
Sir Wilfred Grenfell College Fact Book 2004
Financial Statements of Memorial University March 2005
NL Degree Granting Act 2005
Motion from SWGC Academic Council December 2005
Numerous Press cuttings
Economic Review: Newfoundland & Labrador November 2005
Demographic Change June 2005
The Economy 2005
Profiles of Avalon, Corner Brook, Stephenville
Rural Secretariat Profiles October 2005
Quality Assessment Practices in Canada
MUN Financial Statements
Board of Regents Resolution, December 2005
Memorandum from Dr David Smallwood, Canadian Institute of Foresters
Discussion paper for the Joint Committee of the Board of Regents regarding Governance of
Sir Wilfred Grenfell College
Report from Dr Holly Pike, Vice-Principal, SWGC
Report from Dr Don Downer on the Impact of Change in SWGC on the business
communities in Corner Brook region
Maclean’s :Canada’s Weekly Magazine, various.
OECD Report on “The Impact of Tertiary Education on Urban Development”, by University of
London and Oxford University, March, 2005

Appendix 5
Letter from the Senior Executive Committee of Memorial University

April 18, 2006

Prof. John Kelly
Professor/Registrar Emeritus
University College Dublin
6 Mount Eden Road
Dublin 4 Ireland

Prof. John Davies
Dean of Graduate School
Anglia Ruskin University
Bishop Hall Lane
Chelmsford
Essex, London CM1 1SQ

Dear John and John,

Thank you very much for giving us an opportunity to comment on the broad governance options which you are considering for SWGC. This letter reflects the views of the Senior Executive Committee, which consists of:

Dr. Axel Meisen, President and Vice-Chancellor

Dr. Eddy Campbell, Vice-President (Academic) and Pro Vice-Chancellor

Mr. Kent Decker, Vice-President (Administration and Finance)

Dr. Chris Loomis, Vice-President (Research)

Dr. Lilly Walker, Dean, Student Affairs and Services

Mr. Glenn Blackwood, Executive Director, Fisheries and Marine Institute

Ms. Victoria Collins, Director, Marketing and Communications

Ms. Margot Brown, Executive Director, Office of the President

Before commenting on the options, we want to restate our vision:

Memorial University, the Province's one and only university created by its people to serve the needs of all Newfoundlanders and Labradorians, contains as an integral element, Sir Wilfred Grenfell College in Corner Brook, a unit engaged in undergraduate, graduate, research and outreach activities of international calibre and impact in select areas.

Our vision is guided by two key principles:

- Memorial University was created to serve the needs of all the people of Newfoundland and Labrador. It was created as a living memorial to the Newfoundlanders and Labradorians who gave their lives in the First World War. Splitting Memorial University has deep emotional consequences in a Province that strongly values its past.
- There is also an enormous advantage in having just one university in this Province since this ensures direct and effective government-university relations and a high level of coordination of university-level offerings in the province. In this respect, the Province of Newfoundland and Labrador and the Province of Prince Edward Island are the envy of the country.

Our actions have been consistent with this vision and we continue to be strongly supportive of the growth of SWGC. In particular, we have supported its growth with respect to:

- student enrolment, with SWGC's current enrolment target of 1,500 students having been set in 2000 and based on applications to date, it appears that this goal will likely be realized in the Fall of 2006;
- student recruitment activities, with SWGC being highlighted in all provincial, national and international recruitment activities of the University;
- student services with, for example, approximately 200 new residence spaces being created in 2002;
- new undergraduate programs, for example, strongly advocating the introduction of the new program in Tourism Studies;
- fostering research activities by providing, for example, seed funding for research from the Office of the Vice President (Research) and assigning a Canada Research Chair;
- supporting new outreach activities such as leasing the Pepsi Centre (a community-oriented recreational sports facility with capabilities for serving

also academic needs, particularly in the area of film studies) and the development of Gateway West (a branch of Memorial University's commercialization unit, opened in Corner Brook in 2004).

There is no question that SWGC has grown and can continue to grow within the current supportive and collaborative organizational framework of Memorial University. We have invested a great deal in its continuing development, particularly in terms of academic, financial and human resources over the past ten years. That having been stated, we acknowledge that more can and will be done and we are always interested in instituting changes that promise real improvements for the future of the college and the region.

We now wish to address the issue of governance for SWGC. We note that you are interpreting your mandate broadly, and we appreciate your efforts on behalf of our province. Because your report will affect the future of Memorial University, we welcome the opportunity to comment on the more specific alternatives which you are considering. Those which you have posed remain rather broad, with a wide range of possible variation within them. Nevertheless, we will attempt to comment on both of them. Based on your e-mail message of March 21, 2006, we understand that you want us to address two broad options:

i. SWGC Stays Part of Memorial University, with or without a separate Board of Regents, Senate, and Budget.

ii. SWGC Becomes a University Separate from Memorial University, with or without a separate Board of Regents, Senate, and Budget.

We have already indicated that there are problems with the qualifiers of these options:

- SWGC already has a separate budget. By "SWGC's separate budget" we therefore presume you mean a budget that is identified differently and/or allocated directly by the Government.
- SWGC would de facto be a separate institution if it has its own Board of Regents.
- SWGC cannot be a separate university if it does not have a separate Board of Regents, Senate, and Budget provided by the government.

We would like to elaborate on these points.

i. SWGC Stays Part of Memorial University, with or without a separate Board of Regents, Senate, and Budget.

This option, as it is posed, contains a significant range of possibilities when all of the possible combinations are considered. However, there are some fundamental problems.

We are perplexed by the suggestion that SWGC might have its own Board of Regents yet still remain part of Memorial University. The only way in which this could operate successfully would be to create a university system, in which each campus had its own Board, Senate, and Budget, as well as a separate administration, all linked by some kind of joint board and system-wide chancellor. Such arrangements might make sense -- and might indeed be dictated -- if it were a matter of governing a large multi-campus university system, comparable to the University of California, State University of New York, or in Canada, the University of Quebec. We question whether such arrangements are appropriate for a university with only two or three campuses, in which declining demographics are a huge concern and in which financial resources are quite limited. The disparity of Memorial University's campuses in terms of student enrolments, faculty and staff is a further reason for setting this possibility aside. SWGC's student enrolment is less than 10 percent that of Memorial University as a whole; even projecting a doubling of students at SWGC in future would bring that percentage only to between 15 and 16 percent, depending on the overall growth of Memorial's student body.

It is possible to have separate senates within the same university, but unless there is some coordinating mechanism, such as a supra-senate or council of senates, as is the case with the University of British Columbia (UBC), would likely be at the expense of common standards. We question whether separate senates, with or without such a coordinating mechanism, would work nearly as well as some of the advocates of such arrangements believe. Furthermore, the UBC system is new and unproven. The University of New Brunswick system, which has senates in Saint John and Fredericton is also not functioning without occasional tensions and difficulties.

In our view, the principal questions regarding budget are who determines SWGC's budget and the degree of flexibility within it. Addressing the latter question first, it is fact that SWGC already has a separate budget with considerable flexibility in how it can be deployed. As is the case for most universities, a very large portion (approximately 80%) of Memorial University's budget consists of salary costs, which are determined by collective bargaining with certified bargaining agents. These costs are more or less fixed for all areas of the institution. However, Memorial University has a decentralized budget process that allows all unit heads the discretion to set priorities and allocate and reallocate funds as they deem appropriate. The main requirement of all unit heads is that their budgets are balanced and that collective bargaining obligations are met. The Principal of SWGC has the same flexibility and obligation. He has not used the flexibility extensively in recent years.

Consistent with good administrative practices, we are exploring ways in which SWGC's budgetary flexibility and control might be enhanced within the framework of a single university and with a single Board of Regents. It is interesting to note that no concerns or suggestions on this matter have been advanced to us by the SWGC Principal.

It has, on occasion, been suggested that SWGC's budget should be determined directly by the government. While this is possible, it would raise major questions about how the Board of Regents could fulfill its responsibilities under the Memorial University Act, the Transparency and Accountability Act, and other legislation that affect the way in which the University is governed.

We, and members of the Board of Regents, have expressed concern about how they could render account for the expenditure of public funds if they have little or no control over how they are allocated or spent. This responsibility could shift to the Department of Education or the cabinet itself, thereby raising fundamental questions about the autonomy of the University and SWGC within it. Memorial University and SWGC are university-level institutions (not college-level institutions) and must conform with the general practice for universities in Canada.

ii. SWGC becomes a University Separate from Memorial University, with or without a separate Board of Regents, Senate, and Budget.

We fully understand the option of SWGC becoming a separate university with a separate Board of Regents, Senate, and Budget, but we question whether such an entity would be viable and competitive nationally and internationally. Key factors against separating SWGC from Memorial University are:

- The provincial population, especially the population of high school leavers, is declining. The decline is particularly severe in rural regions, including the regions near Corner Brook;
- Its present student enrolment of 1,400 students would put SWGC amongst the smallest universities in Canada. It would be in position 60 of 69 universities in Canada. Even if SWGC's enrolment could double to approximately 3,000, it would only advance to position 53. Very small universities are finding it increasingly difficult to provide both excellent teaching and research. Very small universities also do not have advantage of economies of scale.
- SWGC has no graduate-level programs and very little research activity, due to its longstanding vision to be an excellent undergraduate liberal arts and sciences institution. In 2004/5, its research income was approximately \$250,000 compared with a research income of about \$80 million for Memorial University as a whole. Consequently, SWGC has little ability to attract and support graduate students at this point in time. However, this is changing and the Senior Executive Committee is strongly supportive of the change.
- SWGC has strong support from Memorial University's administration to grow its enrolment and create graduate-level programs. It can avail itself of expertise throughout the University.

- If a SWGC becomes a separate university in Corner Brook, there are no logical grounds to deny other regions of the province a university or university campus. In particular, it will become necessary to create a university or university campus in Labrador, which has even more distinct needs than the Corner Brook region.
- SWGC has the best chance of increasing its enrolments and diversifying its programs (including the creation of graduate-level programs) by working collaboratively with other units of Memorial University and the Memorial University administration, including the Senior Executive Committee and the Board of Regents.

There is an enormous advantage in having just one university in this province since this ensures direct and effective government-university relations. In this respect, the Province of Newfoundland and Labrador and the Province of Prince Edward Island are the envy of the country.

Unless you are suggesting that SWGC has a separate identity within a single university, we do not understand how SWGC might become a separate university without a separate Board of Regents, Senate, or Budget. In particular, we find it difficult to imagine how a single Board Regents could or should administer two separate universities or the rationale for doing so. The Board of Regents is a volunteer body. Most of its members have full-time jobs and make time available to act as trustees, overseeing the operations of our University. Supervising one university is difficult enough. Asking unpaid trustees to do double duty and oversee the operations of two distinct universities with diverging policies and procedures would be an unfair burden to ask from a group of volunteers, however willing they might be. If SWGC is to be a separate university, then it should have a separate Board. The same would apply to its Senate and Budget.

In formulating your recommendations, there are other factors which we would hope that you take into account:

- Dr. Evan Simpson indicates in his report on Canadian university governance (Appendix C of the Discussion Paper that the Board of Regents is considering – a copy is enclosed), that different sets of administrative and governance arrangements can be made to work, if those involved want to make them work. We will continue to do our part to make such arrangements work.
- In exploring ways in which current practices and governance arrangements might be modified to accommodate the aspirations of SWGC, senior administrators and the Board of Regents also considered the effects which different administrative structures might have on the operation of this university.

Of particular concern was the maintenance of common academic standards and common standards for hiring, tenure, and promotion. At present, the Senate, through the Senate Committee on Undergraduate Studies and the Academic Council of the School of Graduate Studies ensures that there are common standards for academic programs. There is already a delegation of authority to the Marine Institute for the approval of non-degree programs. We are less certain about how common standards for academic programs could be maintained if there were separate senates for the St. John's campus and the Marine Institute, on one hand, and Sir Wilfred Grenfell College on the other.

- In a similar vein, at present, the Vice President (Academic) maintains common standards for hiring, tenure, and promotion. If there were to be a separate vice-president handling such matters at Sir Wilfred Grenfell College, then the two vice-presidents would have to collaborate closely in order to maintain common standards, or alternatively, report to a provost, working directly under the President of the University. We are not sure that the benefits of such arrangements would outweigh the costs: we would prefer to direct such expenditures to the maintenance of high quality academic programs and excellence in teaching and research on both campuses.
- The cost of altering the current governance structure would be significant with impacts for both the SWGC and St. John's campuses. An accurate and defensible analysis of these impacts would have to be completed.
- The University is always prepared to consider changes that respond to SWGC's specific interests. One example of the University taking measures to accommodate the desires of the SWGC campus is the recent endorsement of the Senate Committee on Honorary Degrees and Ceremonial in relation to the design of degree certificates. The Committee recently met and endorsed SWGC Academic Council's request to have "Sir Wilfred Grenfell College" appear in addition to Memorial University of Newfoundland on degree certificates of graduates who complete degrees according to the regulations for degrees at SWGC. This change was approved by the University Senate on April 11, 2006.

Conclusion

In conclusion, we would like to underscore comments made in our earlier response.

In our view, the central issue for all must be whether the students at SWGC, and

indeed, at all of our campuses, will be best served by a single university, created for and serving all citizens of Newfoundland and Labrador, or whether a second institution can be created that would be viable in the face of falling numbers of high school students and growing competition from other universities. Our view, and that of many people in the province, is that we have been well served by a single institution. Even so, we continue to strive to serve the province even more effectively than in the past. Our current strategic planning process is dedicated to this objective.

The draft report "Discussion Paper For The Joint Committee of the Board of Regents Regarding Governance of Sir Wilfred Grenfell College" that our Board of Regents is considering addresses these issues in greater detail. We hope that you will give it careful consideration. In our view, it contains workable solutions that address not only the legitimate aspirations of SWGC, but also the broader issue of how public funds can be most effectively used to enhance the broad educational, intellectual, and research needs of the province. We firmly believe that these goals can best be served by a single university with strong campuses both in St. John's and Corner Brook.

We look forward to your final report and, in the meantime, would be happy to provide any supplemental information which you might need.

Yours sincerely,

Axel Meisen, Ph.D., P.Eng.

President and Vice-Chancellor

Encls.: Enrolment Table (Ref:U\AM\ENRO0418.DOC[2006])

Discussion Paper by Dr. E. Simpson (Ref:U\AM\SIMP0329.DOC[2006])

cc: Members of the Senior Executive Committee

Ms. Rachelle Cochrane, Assistant Deputy Minister for Post-Secondary Education

Dr. Georgina Hedges, Acting Chair, Board of Regents

Appendix 6

Memorandum from Dr. Holly Pike

March 15, 2006

TO: Dr. John Davies
Dr. John Kelly

FROM: Dr. Holly Pike, Vice-Principal
Sir Wilfred Grenfell College

Thank you very much for the invitation to present a report to your commission, whose task is to “conduct a review of the various stages of autonomy for Sir Wilfred Grenfell College up to and including full university status, and report [your] findings to Government so that it can make an informed decision on the future of the College with the aim of increasing Grenfell’s autonomy.” At the request of Dr. John Ashton, I prepared this report, which identifies issues that have been the subject of discussion amongst current and former college administrators. Some of these individuals have read the report and offered suggestions, including Dr. John Ashton, Principal; Dr. Adrian Fowler, Professor of English and former Principal and Vice-Principal; Dr. Dan Stewart, Professor of Psychology and former Vice-Principal; and Dr. Paul Wilson, Senior Counselor.

At the December 2005 meeting of College Academic Council, the faculty and staff of Sir Wilfred Grenfell College articulated their minimum expectations for changes that would allow the College to fulfill its role in the university, in the community, and in the region.

1. That the Principal of Sir Wilfred Grenfell College be appointed a Vice-President of the University, reporting exclusively to the President and occupying a seat on the Senior Executive Committee.
2. That the College receive its budget through a direct grant-in-aid from Government, direct allocation of all tuition revenues generated at the College and a formal agreement negotiated with the University for payment for shared services.
3. That a separate Senate be established for Sir Wilfred Grenfell College
4. That the faculty of the Western Regional School of Nursing be formally incorporated as an academic unit within Sir Wilfred Grenfell College.

These four changes, enacted together, would enhance the college’s stature, increase the college’s role in regional development, and recognize the importance of the college as it has developed over its thirty years of existence.

The reporting relationship between Sir Wilfred Grenfell College and the senior administration of Memorial University dates back to the college’s origins as a two-year regional college preparing students to move into programs at the university’s St. John’s campus. Many of the faculty were selected from the high school system or from the University’s junior division for their teaching excellence and did not have doctoral qualifications or research profiles. In those circumstances, a direct reporting line to the senior administration in St. John’s and oversight by committees

representing the disciplines taught here in support of the St. John's campus's programs was reasonable. The changes at Grenfell in the last thirty years have made that level of oversight inappropriate. The College has been offering full degree programs for more than fifteen years now, primarily in disciplines or interdisciplinary combinations not available on the St. John's campus. The majority of the faculty of the college is now Ph.D-qualified in those disciplines in which that degree is available, and research activity is now the norm. In these circumstances, direct oversight is not only unnecessary, but a burden, since Grenfell is placed in the position of continually explaining what it does and what it needs to administrators and colleagues who have little or no experience of the College. On the St. John's campus, the reporting relationships of units change as their functions change: Business Administration developed from a department to a school to a faculty as it expanded in program offerings and complexity. No such change of status has taken place at Grenfell to recognize the increased complexity of our operation (offering the BA, BSc and BFA degrees) and the significant differences that have developed between our programming and that on the St. John's campus. Nor does our current reporting relationship reflect the status of the College within the city of Corner Brook and the region or the importance of the city within the province.

In the current academic structure of the university, all the significant decisions of the College must still be confirmed by administrators on the St. John's campus: advertisements for academic positions, recommendations for academic appointments, and sabbaticals must be approved by the vice-President (Academic) for recommendation to the Board of Regents; course and program changes must be approved by the Senate Committee on Undergraduate Studies before being addressed by Senate; and the College's infrastructure requirements are placed in a queue with the needs of the St. John's campus. Aside from the delays this involves, it places the final decision-making in the hands of people who are not thoroughly familiar with our campus and programs and who operate in a context much different than ours—a large campus with multiple faculties and professional schools rather than a small liberal arts campus. This places us at a distinct disadvantage in making arguments in support of our needs to committees on which we are greatly outnumbered. Autonomy to deal with these issues locally would have a number of positive effects. The saving of time in making advertising and hiring decisions, aside from reducing frustration, would allow us to conduct our searches earlier in the academic year and access the full pool of qualified candidates. We have found repeatedly that by the time we are ready to interview, many of the candidates we are interested in and who are interested in us have already accepted positions for the coming year. Keeping approval of sabbaticals and promotion and tenure decisions local would give faculty members the confidence that assessments will be based on realistic knowledge of our facilities and workloads, and therefore fairly reflect what can be expected from faculty in the way of scholarly activity and appropriately weight interdisciplinary work. Allowing course and program changes to be approved locally would allow us to respond more quickly to changing academic needs within the College and community. There would be no reason to expect a diminution of academic quality as a result of such changes. The faculty and staff on this campus have the same qualifications as the faculty and staff on the St. John's campus, now have extensive experience in developing new programs, and can just as accurately make the assessments required in these cases. Thus, autonomy would simplify the academic processes of the college and make us more competitive in the job market. Furthermore, without the need to send senators to monthly meetings, the college would save approximately \$40,000 per annum. The ability to approve the leasing of space and the development of new buildings locally would also greatly enhance the College's ability to address changing needs quickly and to plan for the future. Were the College to receive its budget directly from government and have its own Senate, these matters would all be handled within the college.

Autonomy would also enhance our role in the community. The economic impact of a university on its community is usually assumed to have three direct components: direct spending and re-spending;

knowledge-based industry growth; and the supply of an educated workforce.¹⁵ Knowledge-based industry growth, in particular, depends on research activity that makes new information and technologies available as well as bringing external research funds into the local economy. Aside from these direct benefits, the presence of a college or university has cultural and social effects in the community, and some of these have already been seen in Corner Brook: theatre performances, art exhibitions, public lectures, and conferences to name a few. Further direct and indirect benefits are created by the spouses and partners of faculty members, who bring their skills to the community, generating economic activity outside the college sphere. However, there is a widespread regional distrust of the centralization of institutions in St. John's that probably inhibits development of local partnerships, since organizations may feel there is no point in seeking support from the college when approval will also have to be sought from St. John's. The ability to respond more quickly to local needs and initiatives will give the college greater influence in the community and strengthen its role in regional development. As Gaudemar notes, it is necessary "to involve regional actors and economic and political actors in the process of defining education strategies" and this "this involvement is easier to achieve when decentralised authorities play a major role in the institutional system."¹⁶ Also on the question of community interaction with educational institutions, Rubin argues that inclusive decision-making involving administration, faculty, staff, business people, workers, and elected officials among others "characterizes healthy, successful communities".¹⁷ Without the ability to make decisions inclusively at the local level, the college is not fulfilling its potential in community development. Again, a separate Senate and budget would accomplish this goal.

The college's recruitment of students, a serious challenge for all post-secondary institutions, would be much easier with autonomy. Currently, we share recruiting activities with the St. John's campus, and sometimes the only recruiter to visit a particular area of the country or province is someone who has spent at most a few days at the college. While this person might be able to transmit calendar information about our programs, he or she is not able to give prospective students a sense of what it is like to attend classes and live here, which is an important element of the decision for many people. Recruiters specializing in the college would obviously do a much better job of attracting students, and would not have to try to represent two distinct types of university experience. While taking recruitment entirely into our own hands would entail significant cost increases, the increase in effectiveness would fully justify the cost. The college is prepared to address another issue affecting recruitment, which is the designation "college". To most people, this designation refers to a technical institute, and our recruiters have found at educational recruiting events that many people do not consider the college for this reason. The university has expressed willingness to consider a name change for the college, and the college formed a committee to consider the matter, but its report has been deferred pending the outcome of discussions on the future of the college. Autonomy would justify our use of the word "university", which would both reflect the diversity of what the college now does and help with recruitment and promotion. As well, the college must offer greater breadth of programming to recruit effectively. The addition of planned programs in Business and Sustainable Resource Management and the formal inclusion of the Western Regional School of Nursing would

¹⁵p.1, Sudmant, Walter, "The Economic Impact of the University of British Columbia on the Greater Vancouver Regional District". Nov 2002. (http://www.pair.ubc.ca/studies/ei_nov2002.htm). March 10, 2006

¹⁶p. 63. Gaudemar, Jean-Paul, "The Higher Education Institution as a Regional Actor". *Higher Education Management* Vol. 9, No.2 (July 1997).

¹⁷p.14, Rubin, Sarah, "Rural Colleges as Catalysts for Community Change: The RCCI Experience". *Rural America* Vol. 16, No. 2 (Summer 2001).

give the college a higher profile in a variety of professional areas and highlight Corner Brook as a centre for professional as well as liberal arts and science and fine arts education.

With autonomy, the college would also increase its role as a local employer by adding staff in some areas which are currently handled by the St. John's campus, such as Human Resources. Currently, as with faculty appointments, final approval of staff appointments (both academic and non-academic) resides in St. John's, and the processing of paperwork is time-consuming and frustrating.

Furthermore, the classification system for staff positions is applied university-wide, to the detriment of staff here, whose jobs differ significantly from those on the St. John's campus. For instance, a single employee in the college's Registrar's Office must be capable of performing tasks that are specialized to each of half a dozen employees in St. John's, but the classification system does not compensate for multiplicity of tasks, only for complexity of tasks. Decisions regarding the classification of staff are made on the St. John's campus with little input from the college, again leaving local knowledge and recognition of difference out of the question. In order to manage the human resource issues of a more independent college, we would need to hire a specialist in the field. In other areas in which we currently rely on expertise on the St. John's campus, the extent to which further hires are necessary will depend on the degree of autonomy and the feasibility of cost-sharing some services. Technical services (maintenance of lab equipment) could probably still be provided by St. John's until our lab facilities are greatly expanded, at which point a local hire might be necessary whether or not the college is independent. Complete independence would, of course, require that all support services be provided here. The most significant cost in the case of complete independence would be the provision of adequate library services. The college's own library collection, while minimally adequate in most areas for our current undergraduate programs, is not a research library and students and faculty both rely heavily on intercampus loans from St. John's for their research. Complete independence from the university would require extensive augmentation of the library's monograph and periodical collections to meet faculty and student needs. With a greater degree of autonomy within the university, there is no need for the college's relationship with the St. John's campus library to change, though a charge-back system for intercampus loans might need to be developed and would increase costs somewhat.

The college is in a difficult position right now. It is clear that we need to increase our student numbers to be a healthy institution. However, without a greater range of programming to attract new students and keep some of the first-year students who currently move on to other institutions (especially popular programs like Business), increased recruitment and retention is virtually impossible, and the college's ability to add new programs and the required faculty for them depends on administrators in St. John's. As well, the college's infrastructure is not adequate for additional programs or the increased research needs of current faculty, much less the demands of new faculty. However, the college cannot lease or build the additional space necessary to house necessary activities without the approval of administrators in St. John's. Even if the college remains within the university, with the power to approach government directly for operating funds and capital investment, the college will be better able to fulfil the role in regional development that government believes it should have, and will thereby help the whole province by strengthening an area other than the capital city. Keeping decision-making on academic matters within the college in no way diminishes the university as a whole, but recognizes the role of college as distinct from that of the faculties and schools in St. John's, gives a Corner Brook institution a level of authority appropriate for the province's second city, and enhances the university's reputation by demonstrating its commitment to the province as a whole. Thus, greater autonomy for Sir Wilfred Grenfell College benefits the whole university and the whole province.

Appendix 7

Report from Dr. Don Downer

The Implications and Impact of a Change in Status of Sir Wilfred Grenfell College on the Business and Commerce Communities in the Corner Brook Region

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Introduction

Sir Wilfred Grenfell College was established in 1975 at Corner Brook as a feeder college of Memorial University of Newfoundland at the first- and second-year levels for programs already in existence at Memorial. A Fine Arts School (Visual and Theatre) was introduced in 1988. Since then additional degree programs have been introduced in Arts and Science including a Bachelor of Nursing in collaboration with the Western Regional School of Nursing. Grenfell College has a population of approximately 1350 students including 195 students at the Western School of Nursing. The core of Grenfell College has been liberal arts and science with professional education programs and courses in Education, Theatre and Visual Arts as well as in Nursing. There are currently fifteen degree programs offered: four in Arts, seven in Science, one in Education (Fast Track), one in Nursing and two in Fine Arts (Theatre and Visual Arts).

Grenfell College introduced a research office and a coordinator of research in 1996; the research office was refurbished and refunded in 2001 and a new Associate Vice- Principal (Research) position was created and filled. The campus now houses the new provincial Institute for Biodiversity and Ecosystem Science (IBES); the offices and research laboratories of the federal NRCan's Canadian Forest Service (CFS); and, more recently, the offices of the new Centre for Environmental Excellence (CEE). In addition, provision has been made for housing the offices of the Western Newfoundland Model Forest (WNMF), ACAP (Atlantic Coastal Action Program), ACRE (Aquatic Centre for Research and Education) and Gateways West. The new provincial Long Term Care Facility is currently under construction on Grenfell's campus.

Several community services and programs are offered through Grenfell College. The Division of Community Education and College Relations offers a variety of non-credit courses, seminars, and workshops. The Technology Education Centre, run by Grenfell College, College of the North Atlantic and the Western School Board, operated on campus up to two years ago. The Western Whales Swim Team has used the Grenfell College pool for many years and a variety of recreational and rehabilitation programs operate out of the College pool. The College provides a venue for the Western Newfoundland Regional Science Fair (often largely run and judged by College faculty), historical and cultural fairs and exhibitions, young writers workshops, programs for advanced middle school children in science, mathematics competitions, musical events and competitions and a large number of religious, cultural and social events run by institutions and organizations within the

community. College personnel participate in the Corner Brook Triathlon and Winter Carnival. Over its thirty year history, Grenfell College has become a cultural and recreational hub for Corner Brook and much of the Humber Valley.

Grenfell College employs approximately 210 staff and faculty, including the faculty of the Western Regional School of Nursing. If we apply a ratio of one job within the community for every 20 students of the approximately 1350 students at Grenfell College, there are approximately 70 jobs created in the community. Grenfell College and the School of Nursing, therefore, provide the equivalent of 280 jobs in the Corner Brook region, making it one of the largest single employers in the region. Students living in the community during their period at Grenfell inject additional money into the community. If Grenfell College were suddenly to be removed from the Corner Brook region, there would be a very large hole – academically, culturally, and economically.

Institutional Impacts of Grenfell College in the Corner Brook Region

The Applied Research Unit (ARU) is designed to complete applied research within the larger community, utilizing the expertise of people within Grenfell. Several notable projects have been completed by the ARU including a study and a book on the history of the pulp and paper industry in western Newfoundland, the Burnt Cape Ecological Reserve study and a study for the Women's Centre. This is an essential applied research service offered by Grenfell that will grow in importance over time..

The university, mainly through the work of Dr. Paul Wilson, has completed in excess of forty one-time or recurring applied research studies in conjunction with the Western Health, the School of Nursing and the Greater Corner Brook Board of Trade. In the latter study, members of the larger business community were interviewed with respect to their attitude towards the work of the Corner Brook municipal council and recommendations for improvements were made.

A number of Environmental Science faculty, including retired faculty work as volunteers with ACRE; staff and students have been engaged during the past few years in assessing water quality within water bodies both in the Corner Brook region and in the Humber Valley. Chemical and biological assessments have been conducted by ACRE and by honours Environmental Science students. The City of Corner Brook will increase its utilization of this expertise at Grenfell College in the future as the CEE begins its research programs, as the IBES begins to conduct research in the region and as ACRE becomes engaged in the Humber River Basin research study.

Fine Arts programs and productions impact on a large number of people in several ways within the city. Theatre productions add to the already rich cultural mix within the region. Students and faculty participate in bringing high calibre productions to the city audiences. Many students obtain the education, qualifications and experience that provide them with the means to make a living in cultural and media areas in the region. With the recent addition of a state-of-the-art sound stage by the city and the future introduction of a new film school at Grenfell, these opportunities in their broadest sense will certainly be extensively expanded in the future. Such productions as the March Hare and the annual English Department Christmas Reading owe their genesis and annual recurrence largely to the support of Grenfell and its faculty and staff. Theatre by the Bay, run by Jim Chalmers-Gow and theatre students, is also a wonderful tourist draw that can only increase in value in the future.

Visual arts impacts are evident in such things as the variety of rich visual art displays by many artists at the Grenfell College Art Gallery, the Arts and Culture Centre and at various private art galleries around the city. Grenfell artists, both faculty, staff and students, enrich the culture of the region by

their presence, their example and their teaching of credit and non-credit course offerings. A number of artists, who make a living from their art, now live and work in the region. The intermingling of Newfoundland and Labrador and non-Newfoundland cultures inevitably enriches the entire area.

Acquisition of the Pepsi Centre and the recent leasing of the RecPlex for the Fast Track Education program will enormously increase the potential of Grenfell College to offer an expanded program in several areas. An expanded Fast Track Education program will enable full use of the RecPlex building to expand Grenfell's professional programs and research participation. The Pepsi Centre, a multi-use facility, brings with it the new sound stage along with access to sophisticated sound equipment provided by federal government funding. In addition to substantial expansion of the Fine Arts Theatre potential by these developments, there is also the enormous potential for the film school as well as for film and television productions. Several other large meeting rooms and the two large hockey rinks enable the College to considerably expand its venue for conferences and conventions although the core function of the Pepsi Centre at present is sports and recreation.

Grenfell College also partners with a number of other organizations in the Corner Brook region. For example, the College participates in the Humber Economic Development Board mainly through the CEE and in the Corner Brook Economic Development Board through the direct membership of Dr. Wade Bowers, associate vice-principal (research). Grenfell is also a member of the Humber Education Alliance, along with the College of the North Atlantic and other organizations, the mandate of which is to recruit international students into the secondary and post-secondary education systems in the region. More recently Grenfell has participated in the Irish Newfoundland Business Partnership; there have been several delegations between Corner Brook and Ireland in recent months and several cultural events have been shared with Irish groups and communities. A retired faculty member co-chairs the Rural Secretariat for the Corner Brook to Bonne Bay region, a group of community volunteers recruited by the provincial government to assist in advising government with respect to revitalization of the regional economies of Newfoundland and Labrador in this region.

The Gateways West program is designed to assist young entrepreneurs to bring good business ideas to fruition. Personnel assist with business start-ups and in several other ways as new businesses become a reality.

Perhaps the most significant involvement of Grenfell in a community initiative has been as a full partner in the Centre of Environmental Excellence (CEE). Grenfell has participated fully in both the management group and in the advisory board of the CEE; Dr. Adrian Fowler currently chairs the advisory board. The CEE is designed to develop a long-term economic revitalization plan for the Humber Valley region and at least as far north and east as Bonne Bay and the White Bay using the environment as the catalyst by stimulating and seeking funding for the development of strategic research and development, building research capacity infrastructure and in attracting business investment in the environmental business sector. This is a very significant investment into the future economic prosperity of the region, and in particular in the city of Corner Brook.

The establishment of the Long-term Care facility on the campus of Grenfell College is quite significant since the intent is to have seniors closer to the campus, to stimulate programs and research in gerontology on campus and to promote better understanding among young people of the needs of the fastest growing sector of our population – our seniors.

It is evident that the impact of the presence of Grenfell College in the region is already quite significant and cannot be overestimated. It can, however, be much more.

Universities as Drivers of Regional and National Economic Development

One of the most popular topics on the internet these days is globalization and the impact of postsecondary institutions and education on the economy. Descriptors such as “universities, drivers, regional economic development”, yield 12,400,000 hits from the internet.

An article in the September 8th, 2005 edition of *The Economist* called “The brains business” captures the essence of the world shift that is occurring today. While the old and venerable universities like the University of Bologna and the University of Oxford, both founded in the eleventh century, remain dedicated to a strong academic tradition, for others of more recent vintage there are significant changes. The newer universities are experimenting with new ways of funding, forging partnerships with private companies and engaging in mergers and acquisitions. Four reasons for this are given. The first is the “massification” of higher education; i.e., larger and larger percentages of populations are acquiring higher education. The second is the knowledge economy: knowledge is replacing physical resources as the driver of economic growth. The third factor is globalization and the “death of distance” as a transformer of business – and of academics. The fourth is competition and traditional universities being forced to compete for students and research money.

Across some thirty OECD countries in the 21st century, the emergence of global knowledge and the information society is dramatically transforming the modes of production and social organization of advanced societies. Instead of natural resources, agriculture, manufacturing or capital as the essential drivers of material benefits for individuals and countries, knowledge and the creation of new knowledge (research) are now driving economies and economic development. Areas where the traditional drivers of the economy are running out of steam, people are forced to turn to knowledge and research as the areas that hold some hope for revitalization of economies and of society.

The Corner Brook region, and indeed the whole of the province of Newfoundland and Labrador, has evolved an economy over five hundred years that places almost complete dependence on traditional natural resources: fish, minerals, forests and agriculture to drive the economy and to provide essential material resources and sustenance for the people. For various reasons, most of these have in some way run out of steam during the past two decades and many are in serious trouble within the province. The reasons for this span the gamut and include: depletion of the resources, insufficient quantities of the resources available to allow business viability, transportation costs of getting processed resources to available markets, inordinately high tariffs in purchasing countries, excessive labor and technology costs making processing counter-productive, and high levels of competition from vastly populated developing countries such as China and India.

This is not to imply that the people of the Corner Brook region, or the province of Newfoundland and Labrador as a whole, should overnight switch their economies from a resources base to a knowledge base. Resource-based industries will continue to employ large numbers of our people into the future. It does mean, however, that there must be considerable attention paid to knowledge and the generation of knowledge as potential generators of essential material wealth in this region if we are to maintain the levels of employment and the standard of living that have been attained in the past..

Possible Scenarios of a Change of Status for Grenfell College

The Terms of Reference of the two commissioners, Professor John L. Davies and Professor John Kelly, begins by stating that there will be “A review of the various degrees of autonomy for Sir Wilfred Grenfell College...up to and including full university status.” This means that the provincial government, which has the power and the resources to do so, could elect as the future status of Grenfell College one of a great range of options. A more moderate option would be to provide more power and a change in status for the principal and perhaps more budget funding. On the other hand, a far-reaching status option would be total independence from Memorial University and full university status. There are also a number of levels of autonomy for Grenfell College between these two extremes. It should also be noted that each possible scenario carries with it a particular set of possible impacts on the region and its development.

To ascertain the kinds of possible impacts on the region and its development of a change in the status of Grenfell College, one must examine the options. One possible scenario of status change is to simply examine the impact of the change in the administrative structure and the budgeting procedure at Grenfell College. This could involve a new role for the principal who could become a vice-president of Memorial University of Newfoundland responsible for Grenfell College who would then be given a seat at the senior administrators table. Some changes and perhaps additions to the general administrative structure and personnel at Grenfell might also be necessary. Changes of this nature would likely have no appreciable effect on the Corner Brook region or its development (but have a major effect on Grenfell College); i.e., this degree of status change would likely simply maintain the status quo in the area. Changes in the method of allocation and a substantial increase in the total budget allocation at Grenfell, on the other hand, could have a moderate impact on the region since the total dollar increase would likely be modest. More money allocated from the provincial government to the various short-fall areas that have been identified during the past several years would be spent mainly in the local area and would clearly benefit businesses and commerce generally but the over-all impact on the economy would not be large.

Changes that could involve a greater degree of autonomy than currently exists at Grenfell College could likewise have varying degrees of impacts on the region and its development. For example, Grenfell could assume a greater level of autonomy, increase its budget substantially, introduce significantly new and different programs, increase its students enrolment to, for example, 2,300 or 2,400 students and concurrently its complement of faculty and staff. These changes would significantly affect the region and its development since the economy would be positively impacted in a variety of ways. The direct level of employment at Grenfell and indirect employment outside would sharply increase thus lowering the level of unemployment in the region; and, the increased spending from the budget in the region would have a significant impact on the economy, particularly for businesses and commercial enterprises that provide supplies and services. Any increase in the student body and larger numbers of faculty and staff in the area would affect real estate, rentals, commercial sales, food outlet business, taxis and all areas that supply services, supplies and entertainment. The kinds of impacts outlined earlier would be compounded substantially.

The greatest impact on the region and its development, however, would come with independence or the complete functional autonomy of a separate university in Corner Brook. An appropriate and substantially increased budget would have to be allocated from the provincial government to run the new institution. Even with shared services with Memorial University in some areas, a new and substantially larger budget would be essential. The independence and complete functional autonomy scenarios would, therefore, have profound and far-reaching impacts. If these changes were coupled with a concurrent doubling or tripling of the student population of the new Grenfell University (a working title) and concurrent increases in faculty and staff numbers, these impacts would be compounded. Many more undergraduate students would be present in the region requiring housing,

food, services and entertainment. There would, therefore, be quite significant economic impacts on the region and its development.

An autonomous small university would mean a graduate program and mature students in the region many of whom would have families. These would require housing, food, services and supplies and this would substantially increase the impact.

The cumulative impacts of all changes associated with the start-up of a medium-sized university of 2,000 to 3,500 students would be quite significant and far reaching.

Information Collection

Collection of information on the views of the business and commerce communities of a change in status of Grenfell College required input by these groups. Since time was at a premium, a press release was sent on March 6 to the media (Appendix A) and contacts were made with several of the key organizations. This was followed by a meeting of representatives of business and commercial groups on March 7 at which people were asked their views on the question of the possible impact of a change in status of Grenfell College on the region and its development (Appendix B). Two-page briefs were solicited giving the views of organizations and individuals on this basic question. Time constraint did not permit further data collection on the question but, since none of the groups and individuals refused to cooperate, the response is considered to have been unequivocally successful. All submissions received were thorough though brief and thoughtful though the time for completion was short. It should be noted here that businesses and commercial groups have had several weeks to forward submissions to the commissioners; this provided a last chance to do so.

To ascertain the views of people in business and commerce in the Corner Brook region, thirteen representatives from a good cross-section of the Corner Brook business and commerce communities attended a meeting on March 7, 2006 to discuss the question of the likely impact of a change of status in Grenfell College on the region and its development.

The following people attended:

Sandy Goulding, Greater Corner Brook Board of Trade, info@gebbt.com, 709 634 5831;

Doug Richardson, Humber Economic Development Board, drichardson@humber.nf.ca, 709 639 3323;

Perry Bingle, Humber Economic Development Board, perrybingle@nfld.net, 709 639 3323;

Shawn Woodford, The Western Star and Greater Corner Brook Board of Trade, swoodford@thewesternstar.com, 709 637 4667;

Mark Sexton, Scotia McLeod, Greater Corner Brook Board of Trade, mark_sexton@scotiamcleod.com, 709 637 4733;

Steve House, Corner Brook Economic Development Corporation (EDC), shouse@cornerbrook.com, 709 637 1587;

Keith Cormier, Investors Group, Greater Corner Brook Board of Trade, keith.cormier@investorsgroup.com, 709 637 3126 (230);

Susan Gillam, Weastern Health, susangillam@ncsw.nt.ca, 709 637 5245;

Dan Murphy, Aquatic Centre for Research and Education (ACRE), Humber Education Alliance (HEA), dan.murphy@wnlsd.ca, 709 637 4033;

Paul Wilson, Sir Wilfred Grenfell College, business program instructor, pwilson@swgc.mun.ca, 709 637 6200, 709 632 0681;

Doris Hancock, DHancock@gov.nl.ca, Regional Partnership Planner, Rural Secretariat: Corner Brook-Rocky Harbour, 709 737 2937, fax 637 2921;

Linda Roche, Premier Williams' Office, lindaroche@gov.nl.ca, premier@gov.nl.ca 709 637 2061;

Don Downer, Convenor, Centre for Environmental Excellence (CEE), Co-Chair Rural Secretariat, ddowner@swgc.mun.ca, 709 634 4364.

Briefs, short papers, letters, and email submissions and verbal interviews were used to gather further data in addressing the question of the likely impact of a change of status of Grenfell College on the region and its development. The following is a list of individuals and organizations that submitted written documents or registered verbal submissions to the convenor:

The Honourable **Dr. P.Lloyd Soper**, retired judge (Appendix C);

Matt and Lorraine Churchill, Matt is a forestry administrator with Corner Brook Pulp and Paper Corp.(Appendix D);

Greater Corner Brook Board of Trade (chair, Mark Baldwin; administrator, Sandy Goulding) (Appendix E);

The Humber Economic Development Board Inc.(chair Gary Gale, administrator Perry Bingle) (Appendix F);

Keith Cormier, Investors Group, Corner Brook Board of Trade, former Chair Corner Brook Economic Development Corp.(Appendix G);

William (Bill) Quigley, retired municipal police officer (Appendix H);

Martin Steele, former business owner, retired MUN Distance Education Administrator, former chair Corner Brook Economic Development Corporation (verbal);

David Gillard, owner/ operator real estate company, former finance chair Corner Brook Economic Development Corp., active in variety of business organizations (Appendix L);

William Lundrigan, consultant, former administrator Lundrigans/ Comstock Corp., former CEO Greater Corner Brook Board of Trade (Appendix M);

Susan Gillam, CEO Western Health (verbal);

Corner Brook Economic Development Corporation (chair, Phil Hicks; administrator, Steve House) (Appendix I);

The City of Corner Brook (mayor, Charles Pender; administrator, Michael Dolter) (Appendix J);

Downtown Business Association (DBA) (chair, Jeff Burt) (Appendix K).

Findings

When the two sets of qualitative data from the people attending the March 7, 2006 meeting and from the various submissions were combined, a number of important themes emerged as follows:

Themes Emerging

St. John's Resistance Causes Many Corner Brook Projects To Fail or To Receive Minimal Support from St. John's in Long Term

One of the most important and recurring early themes that emerged from these data was that many Corner Brook projects have never reached fruition or have failed because of St. John's resistance. Power and resources to make the project work, it was thought, frequently are located only in St. John's, often with provincial or federal government officials or politicians. The argument has been manifested in a variety of ways. This familiar and recurring argument over many years centres around the differences and the resistance in one form or another between Corner Brook and St. John's, or between Grenfell College and Memorial University of Newfoundland, or between government officials in Confederation Building and the people in this region. The argument is long-standing, deep-seated and very real; furthermore, it is not limited to the Corner Brook area. Put simply, this translates into a perception, real or otherwise, that the power brokers in St. John's refuse to allow things to happen here if it means a loss of any kind to the Avalon Peninsula or to the St. John's region.

One of the people attending the meeting asked an innocent-sounding question: "Can anyone think of one project instigated in Corner Brook that continued to garner support from partners in St. John's in the long term?" No one in the group could think of one.

The group provided a list of projects and programs that have received overt and ongoing resistance from people at St. John's - from bureaucrats to senior university administrators to politicians:

The Fine Arts School at Grenfell College,
The Forestry Centre and the NRCan Canadian Forest Service (resistance here came mostly from federal government personnel and is not well known),
The Education program at Grenfell College,
The Humber Education Alliance (HEA),
The Institute for Biodiversity and Ecosystem Science (IBES),
The Centre of Environmental Excellence (CEE),
The Film Studio,
Tourism Sport Development Centre,
The East Coast Music Awards,
The Pepsi Centre (originally the Civic Centre),

Sir Wilfred Grenfell College itself.

The list is not exhaustive. In a very few cases there was initial support for the project but this quickly dissipated when self-interest factors that benefited the larger St. John's and Avalon Peninsula region began to emerge. Most of these projects and programs have survived.

Grenfell College is Prevented from Developing Many Programs Good for the College and the Region by its Lack of Autonomy

A second related theme that emerged was a clear statement of the belief that senior administrators, or the weight of the organizational structure at Memorial University, or plain disinterest and lack of funding, prevent many things from happening at Grenfell College. In particular, it was thought that Grenfell College is prevented from developing many programs good for the region and good for the College because it does not have the authority nor the autonomy to make it happen. One person said this ranges “from apathetic acceptance of programs developed here to full resistance.”

These programs include a graduate program (school) with funding and supervisory personnel; undergraduate programs to service students from the region who wish to attend Grenfell College such as specific business programs; substantive research projects that target the local region and would allow the region to benefit, e.g., waste management, local agricultural projects research, neutraceutical and pharmaceutical research, etc.; a substantive regional impacts study; fisheries related research for the Gulf region engaging the Bonne Bay Marine Research Centre in a significant way; substantive environmental research in the region; and, although this one also incorporates Labrador in the larger region served, significant aboriginal programs and research partnering with Labrador aboriginal groups and the Labrador Institute.

Examples provided of this resistance on the part of Memorial University, St. John's included active resistance to the introduction of the various educational programs; disingenuous objection to the naming of certain courses or programs, e.g., 'historical studies' as a required Grenfell program term rather than 'history'; strong resistance up to now to the introduction of a graduate program at Grenfell – essential if Grenfell is to become a driver of the economy in the region; substantial reduction of Grenfell budgets by senior administrators at Memorial University to the point where these are totally inadequate to run programs approved and mounted at Grenfell; inadequate and less than prompt addressing of needs such as faculty and staff appointments approved for the College; inadequate availability of research money – albeit, garnered from outside the University but, nevertheless, Grenfell struggles under a multitude of disadvantages in acquiring research money that have not been addressed since it is a small college within a relatively large university and faculty and staff have less chance to gain any competitive advantages.

One participant referred to these examples as “the loss of many golden opportunities because of these many many constraints.”

There is an Urgent Need to Change the Status of Grenfell College as it Relates to Memorial University of Newfoundland.

A third theme that emerged was the urgent need to change the present status of Grenfell as it relates to Memorial University of Newfoundland. A few people advocated that a complete severance of the

ties of Grenfell College with Memorial University might be a little too radical a move and a mistake but all participants agreed that some form of change of the status and an increase in the over-all autonomy of Grenfell were essential if it is to grow and become a significant player in the revitalization of the local economy of the region.

All respondents advocated a degree of autonomy for Grenfell; this usually took the form of more administrative authority, a separate budget allocation from the provincial government and a separate senate, the programming body.

The two largest business and development associations advocated complete and full independence with an interim period to phase in this new status and new university structure. Included were the Greater Corner Brook Board of Trade (Appendix E) and the Humber Economic Development Board (HEDB) (Appendix F). These organizations, representing a large number of corporations and individuals within the Corner Brook, Humber Valley and White Bay regions, advocate a separately allocated provincial government budget, a separate Senate and a separate Board of Regents – essentially, an independent university. The Greater Corner Brook Board of Trade has 280 members, individual and corporate, and represents the largest group of business people responding in the region. The Humber Economic Development Board has 17 members on its board and 75 stakeholders are served by the organization.

In their brief the Greater Corner Brook Board of Trade said:

Our overall submission is based on the premise that greater autonomy is required for Sir Wilfred Grenfell College's growth, and to the extent of autonomy we see the five year goal.....to work towards complete autonomy, a separate publicly and privately funded University for Western Newfoundland, with stronger partnerships with the business community, and other institutions with shared goals.

The Humber Economic Development Board was even more definitive and unequivocal, saying:

The Humber Economic Development Board believes that Sir Wilfred Grenfell College, in order to be successful and sustainable, requires more independence from the main Memorial University Campus. Therefore, the Humber Economic Development Board Inc is supportive of SWGC obtaining full independence from Memorial University of Newfoundland.

There were also several individuals who advocated a complete separation of Grenfell College from Memorial University. Bill Quigley, for example, in his email (Appendix H) said:

I am in favour of a completely independent university for Corner Brook. The timing couldn't be better. We have a government who appears to be on side. It has proven successful in other parts of Canada, North America and the world. I just think it would be a great thing for Corner Brook and Western Newfoundland.

Keith Cormier in his brief (Appendix G) said:

From where I sit the main reason to change the status of Grenfell College is to allow the institution to become a fully accredited university.... The role of a university here in Corner Brook can be to lead the city and its surrounding communities into a new economy. An economy that focuses on education and the direct and indirect positive effects a fully functional university will have on our community.

People such as Shawn Woodford, publisher of the Western Star said: “SWGC needs more independence no matter which form it takes.

A number of people said a renaming of the new university would also be a necessity but this was considered to be a given if independence were to come about. That process is currently underway although there has been very little information available in recent months. In fact, several people said the issue was simply a smoke screen by Memorial University administrators who refuse to address the fundamental problems.

A number of participants, both individual and organizational, however, expressed the view that Grenfell College should not yet sever its ties completely with Memorial University and become a completely independent university; but, most of these left the door open for possible separation later. The Corner Brook Economic Development Corporation and the City of Corner Brook, (Appendices I and J) through its Mayor, Charles Pender and City Manager, Mike Dolter, stopped short of calling for immediate independence but they said a strategic plan for increased autonomy and change should be developed and put in place in the near future. This plan should be allowed to work through over time at which point independence should be one of the clear options considered by Grenfell College as some point in the future.

People such as Judge Lloyd Soper (Appendix C) said that, although Grenfell College has long outgrown its junior college status and is now a small university, his thesis is that more autonomy for Grenfell (should be granted) but not independence. He felt that Memorial has established a reputation which Grenfell graduates should benefit from. Others expressed similar views. A small number of individuals called for some re-jigging of the administrative structure such as making the principal at the same management level as the VP Academic and the VP Finance and a larger budget. The Downtown Business Association said:

...the DBA supports a higher level of direct management at the Grenfell campus.....(but) we in no way support the Grenfell campus becoming a stand alone university...This is not to say at some point that this would be the logical step, but greater operational independence is required first.

Increased autonomy leading eventually to independence would involve three significant changes:

1. Allocation of a budget from the provincial government directly to Grenfell College sufficient and adequate to run an independent university based on figures from comparable institutions elsewhere in Canada and the United States.
2. Establishment of a Senate at Grenfell College to make decisions with respect to the introduction of and changes to academic programs.
3. Establishment of a Board of Regents at Grenfell that would be the Board of Directors to run the corporation.

All informants felt that a name change appropriate for a university would also have to occur.

Growth and Revitalization of the City of Corner Brook and Surrounding Region is Intimately Tied With the Autonomy of Grenfell College and It Development

A fourth theme that emerged from the discussion and presentations was that the growth and revitalization of the economy of the city of Corner Brook and the surrounding region is intimately tied with the autonomy and growth of the post secondary education system, particularly with that of Grenfell College although the College of the North Atlantic was invariably mentioned in this statement. This theme was really the only one that directly addressed the initial question put to all informants: “what will be the impact of more autonomy at Grenfell College on the Corner Brook region and its development?”

This theme jibed very well with the recognition that the current trend is that drivers of economies and of economic development worldwide in regions and in countries in the 21st century is knowledge and the creation of new knowledge (research). People who addressed this issue said there is an acute need to identify an alternative to the traditional resource-based economic drivers of the Corner Brook and Humber Valley – White Bay regions and indeed of Newfoundland and Labrador. Local efforts, such as the development and location in this area of the Humber Education Alliance, the Institute for Biodiversity and Ecosystem Science and the Centre for Environmental Excellence, are all examples that are closely tied with the autonomy and development of Grenfell College. These represent some of the ways and means to identify this alternative driver of the economy into the 21st century.

Mark Sexton referred to situations such as the MBA currently offered at the University of Cape Breton and asked the question: “Why shouldn’t smaller institutions have university status?” Dan Murphy, as the Western School Board’s coordinator and recruiter of international students, said: “Tourism does not go beyond undergraduate level (at Grenfell) for higher level programming here....and, in the case of (my) Mexico mission (to recruit students), the term ‘college’ causes difficulty and it is associated with a lower end institution, closer to high school.” He also said countries are calling for graduate programs as a required part of the strength of the region. Susan Gillam, Western Health CEO, said all of the health care employees now have to go outside the region for professional development and that this should be offered as a service to employees here. Paul Wilson addressed the fact that a doubling of the size of Grenfell College would add almost 300 new jobs to the region. He added that increased research capacity would address important questions and generate new knowledge to the region; it would also permit corporate clustering of companies that could thrive in the region.

Linda Roche, representing the Premier’s Office, stated at the end of the March 7 meeting that this may be the only opportunity (remaining) to have opinions known and that the voice of the business community should be heard on this important issue. She had the last word!

Some Conclusions

A good cross-section of the business and commercial establishment in the Corner Brook region was sampled for this report. The views captured in this report, therefore, are likely very close to the views of a much larger sampling of the business and commercial communities in the region. We can, therefore, draw some conclusions from the information collected:

1. People, although they have infrequently had an opportunity to express their view on the subject in public, have formulated a clear and definitive view on the issue from the publicity this has been generated over the past few months.
2. All informants emphasized the importance of Grenfell College, and indeed all of the postsecondary institutions, to the region; most have begun to view the postsecondary as a definite alternative to a faltering regional resource-based economy as a driver and shaper for the regional economy of the future. Most informants emphasized the importance of Grenfell

College, as part of the postsecondary system, in the economic revitalization of the Corner Brook region and its value as an economic driver for future development.

3. All informants emphasized the untenable position Grenfell College is now in because of its structural and budgetary constraints; all emphasized that this must change immediately.
4. Most thought that a substantially greater degree of autonomy than currently exists is essential; several people and organizations spoke of remaining within the Memorial fold but they spoke of securing a separate budget from government along with substantive administrative autonomy and a separate senate.
5. The two largest business and commercial organizations in the region called for complete independence for Grenfell College from Memorial University of Newfoundland over time; this independence would include a separate budget, a senate and a board of regents.
6. Organizations such as the City of Corner Brook and the Corner Brook Economic Development Corporation emphasized that there must be a strategic plan developed in which there would be a phasing in of degrees of autonomy and that a decision would be made at some point as to whether or not to seek full independence.
7. All organizations and individuals, regardless of their position on this issue, emphasized the need for a careful plan for any change of status of Grenfell College in its relationship with Memorial University of Newfoundland; those who emphasized independence or independence as a possible eventual outcome also emphasized that a period of phase-in would be essential. Five years was mentioned most often.
8. A new name would be needed for Grenfell College likely with any degree of change and definitely with independence as a new university.
9. Shared services of Grenfell College with Memorial University of Newfoundland was mentioned as necessary by a few people regardless as to the final degree of autonomy of Grenfell.
10. By the enthusiastic and somewhat overwhelming response from the business and commerce communities within the very short timeline of this study, one can conclude that the question of Grenfell College future status figures quite prominently and is of major importance in their thinking and planning for the region.

Appendix A

Press Release

FOR IMMEDIATE RELEASE
Monday, March 6, 2006

Local residents asked if change in Grenfell College status will impact region

CORNER BROOK – Dr. Don Downer is co-ordinating a report from the business and commercial communities of the Corner Brook region with respect to the likely impact of a change of status in Grenfell College on the region and its development.

The report has been requested by the two provincial government commissioners, Professor John Kelly and Professor John L. Davies, who are currently looking at the issue of autonomy for the college.

Interested groups, organizations and individuals are asked to submit a two-page or shorter point-form brief by mail, email or fax, or to speak to Dr. Downer directly regarding this important issue. Briefs and other contacts should be sent to Dr. Downer by the weekend of March 11 as the report will be submitted by March 17, 2006.

A meeting will take place 8 a.m. on Tuesday, March 7, at the Board of Trade office on Confederation Drive, Corner Brook, to discuss this issue and to receive input from members and other stakeholders. Dr. Downer is particularly interested in receiving input with respect to possible impacts on the region and its development of an expanded and autonomous or completely independent university in Corner Brook.

“Please realize that more autonomy or complete independence for Grenfell College could mean more freedom to mount programs and research more appropriate to the region,” Dr. Downer says. “As Grenfell professor Dr. Paul Wilson indicates this could mean educational programs and research that focus on the problems of rural schools, and business programs that focus on entrepreneurial activity and the tourism sector.”

The Centre for Environmental Excellence for Education, Research, Technology and Development (CEE) emphasizes that it could also mean programs and research that focus on the environment and the business and commercial opportunities developing from the environment, Dr. Downer adds. “It could mean programs and research that promote business and commercial opportunities in areas such as neutraceuticals, pharmaceuticals, utilization of available waste products, onshore mineral and petroleum resources uses and alternate uses, alternate energy sources such as tidal, wind or river flow power, and in a multitude of waste forest products.”

The list of possibilities is long, Dr. Downer notes. “It could mean coordinating our research and programs in a more focused way with the European Economic Union, the World Health Organization, other provinces in the Gulf Region and other countries such as the circumpolar countries interested in growth and expansion of temperate, arctic and polar plant growth of agricultural products. The possibilities here are endless and we could become leaders.”

Media contact:

Dr. Don Downer
155 West Valley Road
Corner Brook, NL A2H 2Y2
Ph 709 634 4364
Fax 709 639 1370
ddowner@swqc.mun.ca

Appendix B
Meeting March 7, 2006
1. Handout:

Meeting at Greater Corner Brook Board of Trade Board Room re Impact of
Status Change at Grenfell College

March 7, 2006

1. Basic Question:

What is the likely impact of a change of status in Grenfell College on the region and its development?

2. Format for Submission: Results of this meeting and/ or a two-page, point-form brief by email (ddowner@swgc.mun.ca), regular mail (155 West Valley Rd., Corner Brook, NL, A2H 2Y2), fax (639 1370), or, speak to me by phone with your views (634 4364)

4. Groups to Whom Question Addressed:

The business and commercial communities of Corner Brook and the Region:

- Greater Corner Brook Board of Trade,
- Humber Economic Development Board,
- Corner Brook Economic Development Corp.,
- City of Corner Brook,
- Downtown Business Association,
- Interested Business People in the Region,
- Any other groups who wish to submit a brief or present their views

5. Timeline:

To the end of the week, i.e., March 10. I must have the report in to the commissioners within two days of that date – i.e., beginning of the next week, by Monday, March 13.

6. I am told this report may not be submitted as an appendix to the commissioners' report; but, it will be consulted in putting together the final report for information and positions. I will be submitting the report separately to the provincial government since it will be valuable for them in making a decision on the status of Grenfell after the commissioners' report is submitted.

7. This report is considered to be of great importance since much of the economic revitalization of the region centres around the postsecondary

institutions and their growth and development. Grenfell and its status is, therefore, of crucial importance in this.

2. People Attending:

Meeting at Greater Corner Brook Board of Trade Board Room
 Impact of Status Change at Grenfell College
 March 7, 2006

NAME & ORGANIZATION	EMAIL	TELEPHONE
Corner Brook Economic Development Corporation Steve House	shouse@cornerbrook.com	637-1587
Greater Corner Brook Board of Trade Sandy Goulding Mark Sexton (Scotia McLeod) Shawn Woodford (The Western Star)	clients@gcbbt.com mark-sexton@scotiamcleod.com swoodford@thewesternstar.com	634-5831 637-4667
Humber Economic Development Board Doug Richardson Perry Bingle	drichardson@humber.nf.ca perrybingle@nfld.net	639-3323 639-3323
Investors Group Keith Cormier	keith.cormier@investorsgroup.com	634-3126 (230)
Office of the Premier Linda Roche	lindaroche@gov.nl.ca	637-2460
Rural Secretariat Doris Hancock	dhancock@gov.nl.ca	637-2937
Western Health Susan Gillam	susangillam@hcswnf.ca	637-5245
Western School District & Humber Education Alliance Dan Murphy	dan.murphys@wnlsd.ca	637-4033
Dr. Don Downer, Convenor, CEE, Rural Secretariat, Retired Faculty Grenfell College	ddowner@swgc.mun.ca	637-4364
Dr. Paul Wilson, Faculty Grenfell College	pwilson@swgc.mun.ca	634- 6200

Appendix C

Judge Lloyd Soper's Letter

*The Honourable P. Lloyd Soper, LL. D.
P. O. Box 128
Corner Brook NL A2H 6C7*

March 9th, 2006

To whom it may concern:

Before getting into the detail of my submission on the future of Grenfell College and its relationship with Memorial University of Newfoundland, I shall review my own relationship with the two institutions. I entered Memorial University College as a student nearly 68 years ago, in September, 1938. I was active in student affairs in many capacities. After I graduated I was active as an alumnus, having been responsible for one re-organization and incorporation of the alumni association and as president on two separate occasions. When the Commerce faculty was established in the 1950's I set up the course in Commercial Law and was a visiting lecturer for several years, until I was appointed a judge in 1964 and moved from St. John's to Corner Brook. In 1988 I received the Honorary Degree of Doctor of Laws from Memorial. In 1995 the University Alumni Association designated me the Alumnus of the Year. In my acceptance address at that time I said: "The College which accepted me into its family 57 years ago was good to me. The University which succeeded it has been generous to me. Memorial owes me nothing." My wife (who was an alumna of Memorial) and I began the endowment of a scholarship at Grenfell College a number of years ago and I have established a travel bursary in the School of Music at Memorial. My children and their spouses have collected degrees at Memorial and I now have four grandchildren there. With good reason I can say that I am interested in Memorial and in Grenfell College. I am jealous of the reputation of each.

It is time for the University authorities, the Regents and the Senate, to recognize that Grenfell is no longer the junior college which it originally was. It had grown beyond all expectations, so that it is now a small university. Probably its name should now be University of Grenfell College, similar to the University of King's College at Dalhousie University. Memorial and the Province could work together to bring about some necessary changes. If that does not happen, the Province may very well act without the University's input. That is not desirable. The Province would have to be involved in my thinking because Grenfell should have its own budget and that would have to be dealt with in the annual estimates. Some amendment to the University Act may be necessary in order to provide for the other change which I suggest must take place. Grenfell should have its own senate, with the power to decide the courses to be given and the degrees to be granted. It may be necessary to establish some governing body with the power to engage faculty and staff. My thesis may be stated briefly: more autonomy for Grenfell but not independence. Memorial has established a reputation which Grenfell graduates

should benefit from. The challenge for Grenfell will be to live up to Memorial's reputation. The challenge for Memorial is to recognize and respect what Grenfell can do. Let university, not provincial, politics make the decision.

A handwritten signature in cursive script, appearing to read "Hayden" followed by a surname that is partially obscured and difficult to decipher.

Appendix D

Matt and Lorraine Churchill's Email

Matt and Lorraine,

Thanks very much for your views. They will be carefully noted. The business community has not spoken up enough on this important issue to this point. I would only note that with a Board of Regents for Grenfell comes independence, somewhat! Thanks again. Don

From: Matt and Lorraine Churchill [mailto:churchill@nl.rogers.com]

Sent: Wed 3/8/2006 1:19 PM

To: Downer, Don

Subject: Grenfell Status

Hi Don

I don't usually respond to these types of requests, but I have been very disillusioned lately about the reports that have been circulating about Grenfell suggesting that things should stay as they are, with little or no autonomy for Grenfell.

Having grown up in St. John's and attended MUN and UNB, and now after 30 years working here in Corner Brook, I know first hand how Memorial has expanded over the last 30 years and Grenfell has struggled to survive in my opinion. I think that this should change immediately and I would urge the Premier to allocate the necessary funds to Grenfell in this years budget, now that we seem to have "lots" of oil money to spread around.

I am not a proponent of total independence from MUN, as I think that it is important to be attached to an institution that is well known and respected around the world, but at a minimum, I think Grenfell should have its own Board of Regents, and VP who reports to the President of MUN, with its own dedicated operating and capital budgets.

Best of Luck with your report, and I hope someone listens!

Matt

Appendix E

Greater Corner Brook Board of Trade Brief



P. O. Box 475
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March 8, 2006

Dr. Don Downer
155 West Street
Corner Brook, NL
A2H 2Y2

Re: Impact of Status Change at Grenfell College

Dr. Downer:

The Greater Corner Brook Board of Trade is pleased to submit the following points for consideration in the preparation of your report for Professors John Davies and John Kelly. Thank you for the opportunity to have met and discussed the issues in advance with our Directors and Executive Director along with other business and community leaders.

Our overall submission is based on a premise that greater autonomy is required for Sir Wilfred Grenfell College's growth, and to the extent of autonomy we see the five year goal, from our business community's perspective, to be a period to work towards complete autonomy, a separate publicly and privately funded University for Western Newfoundland, with stronger partnerships with the business community, and other institutions with shared goals.

To that end we submit the following points to consider:

- That in the interim, the position of Principal at Sir Wilfred Grenfell College become an integral part of Memorial University Executive as Vice President Sir Wilfred Grenfell College answering directly to the President with a fully operable budget to implement a program of learning to suit the needs of Western Newfoundland students and students globally that register here. We see the current managerial structure to be cumbersome and growth dependent upon a decision making body too far removed physically and informatively. Keeping the decision making process and budgetary control from those who work closest to the customer (i.e. the student) is not acceptable.
- That a separate Senate for Sir Wilfred Grenfell College be established to allow for expansion in course offerings and programs. We view this as an essential point; that faculty,

administration and students of Sir Wilfred Grenfell College make decisions on program development and expansion both at an undergraduate and graduate level. As a business community we have great faith in and expectations of our faculty, administrative staff, and student body. Decisions of academic nature that meet the demands of Western Newfoundland and Labrador and beyond must be made here by the people that work and study here.

- That the Western Regional School of Nursing be fully integrated with university programs offered through an autonomous, or an interim semi-autonomous, Sir Wilfred Grenfell University rather than be associated or receiving direction from MUN – St. John's. Enhancing the relationship between the School of Nursing and formally incorporating that relationship with Sir Wilfred Grenfell allows for growth and expansion in a program to meet regional needs and an expansion of our university's course offerings. Other nursing specialty opportunities could be explored to meet specific needs of an aging provincial population and health care in smaller rural communities.
- That in assuming the points made above are implemented that further partnering with the business community to aid in the development of natural resource industries including Onshore/Offshore Oil and Gas in Western Newfoundland, and Agricultural expansion through the Codroy Valley and Cormack areas. With advances in technology and bigger thinking Western Newfoundland has great industry potential in both Oil and Gas and Agricultural areas and attracting investment in these particular areas is enhanced by the research abilities of Sir Wilfred Grenfell College and College of North Atlantic. Specific to the Oil and Gas Industry an earlier consultation with Vulcan Minerals Inc. (Pat Laracy and Phonse Fagan) said we need to encourage exploration with geological research – an excellent example is of University of Alberta's Dr. John Waldron's paper on the Exploration Opportunities in Western Newfoundland: Still a Largely Untested frontier in the early 90's stimulated more than \$50 million in seismic and exploration activity in Western Newfoundland – from a four page document. That is direct impact and direct benefit to our economy.
- Petroleum geology research needs to be expanded and housed at Sir Wilfred Grenfell College to engage in the development of a Resource Inventory – a virtual one stop shop to package our geological findings and seismic reports. To enhance these capabilities we envision further partnering with the Geospatial Research Facility at the College of the North Atlantic and with the Federal Government Department of Natural Resources through the Geological Survey of Canada - if there were a breakdown province by province of research expenditures we would see how miserably we compare. The economic spin from research and its immediate real financial impact makes the business of learning very attractive to a region hungry for expansion and tired of the term “**potential**”.
- One last point that we feel is very important and make no apologies for is the positive local economic impact that would result from an expansion of the student body and faculty at Sir Wilfred Grenfell College. Local business can only benefit from an escalating student body and the subsequent increase in faculty. Encouraging more international students to Corner Brook means more new money, not only to the City but to the province, and we have the amenities to attract that international student market.

We hope our comments are helpful in preparing your submission, if you need any clarification or more detail on any of the points provided please call at your convenience.

Kindest regards,

Mark Baldwin
President
Greater Corner Brook Board of Trade
709-634-5831

Appendix F

Humber Economic Development Board Brief



P.O. Box 2006, 2 Herald
Avenue
Corner Brook, NL A2H 6J8

Telephone: 709-639-3323
Toll Free: 1-877-686-2989
Fax: 709-639-2927

Email: HEDB.inc@thezone.net
URL: www.humber.nf.ca

March 10, 2006

Dr. Don Downer
155 West Valley Road
Corner Brook, NL A2H 2Y2

Dear Dr. Downer:

The Humber Economic Development Board (HEDB) Inc is the lead economic development agency in the region. HEDB is governed by a 17 member volunteer board of directors that is representative of key sectors and geographical regions. HEDB is pleased to submit this Position Paper on Governance with respect to Sir Wilfred Grenfell College.

The Humber Economic Development Board believes that Sir Wilfred Grenfell College, in order to be successful and sustainable, requires more independence from the main Memorial University Campus. Therefore, the Humber Economic Development Board Inc is supportive of SWGC obtaining full independence from Memorial University of Newfoundland.

- Below are some reasons for the statement above:
 - SWGC is only one of several departments under Vice President Academic. This means competing with other departments for budgets and support.
 - SWGC is dependent upon Vice President Academic for budget allocation for programming and campus maintenance.
 - The principal of SWGC does not have the authority needed to seek support for the campus and its activities. All requests go through another department within MUN.
 - SWGC does not receive a proportionate share of Research and Development funding.

Position Paper on SWGC

- SWGC has met with great opposition to key initiatives in the region – i.e. Centre of Environmental Excellence (CEE), Humber Education Alliance, etc.
- Current initiatives will suffer (such as CEE) if the current arrangement continues.
- SWGC is unable to offer more Degree programs and unable to offer Post degree programs.

If SWGC were an independent University, the following could be achieved:

- Full decision making ability for programming, budgets, etc.
- SWGC will be able to offer a wider variety of degree programs and provide continued education / degrees to students who have already completed another degree.
- There will be a major increase in grad programs that will be a great support to R&D.
- SWGC will be able to significantly grow its student population, including international students.
- Local residents will have greater input into the operation (Programs, services and budgets) of the University.
- There will be significant increases in R & D funding.
- There will be increased employment (direct & indirect).
- The region will be recognized as an education region.
- The impact on the economy will be a significant.

In conclusion, the Humber Economic Development Board is supportive of the model, which provides the best education and most economic impact to the region.

Yours truly

Gary Gale
President

Appendix G

Keith Cormier's Brief

March 7th 2006

Status Change to Grenfell College

From Keith P. Cormier CFP
Former Chair Corner Brook Economic Development Corporation

From where I sit the main reason to change the status of Grenfell College is to allow the institution to be come a fully accredited university.

The role of a university here in Corner Brook can be to lead the city and its surrounding communities into a new economy. An economy that focuses on education and the direct and indirect positive effects a fully functional university will have on our community.

While no examination has been done locally to fully explore the impact of growing the university, two major economic assumptions can be made.

1. Doubling the size of the campus will create somewhere between 150-200 positions at the campus. Using a conservative figure of \$75,000 per position we are looking at somewhere between a direct impact of between 11-15 million dollars per year on the local economy.
2. Factor in a doubling of the student population from 1,400 to almost 3,000 will provide opportunities to many sectors of the service sector, from accommodations, restaurants, sports facilities, transportation, etc. If only 50% of these new students require accommodations and we use a figure of \$400 per month for 8 months of the year we are looking at a further 2+ million injected each year into the local economy.

The development of an expanded university here in Corner Brook is similar in size to a major industrial plant being built here that provides to the community an income forever of almost \$20,000,000 per year. An annuity if you will. It will not run out. Unlike our natural resources, oil, gas, minerals, and even to some extent the production of newsprint, the need to develop and train new young minds year after year will not stop.

The need to be autonomous at the very least to the desire to be the helmsmen of our own destiny (totally independent), is very real. Grenfell must be given the authority to fulfill these dreams.

1. A separate senate for Corner Brook that can develop, and implement as full selection of course offerings is a must. The current scheme where we see the leaders of Grenfell College here in Corner Brook having an idea for programs that they feel will benefit and grow Grenfell, must be approved by the senate at MUN in St. John's is totally unacceptable. It is my understanding that fewer than 6 of the senior faculty from MUN in St. John's have ever stepped foot on our campus
2. A separate budgetary process must be developed that sees Grenfell receive its operating monies directly from the provincial government rather than having to go cap in hand to MUN every year. (it is also my understanding that the money that has been collected over the past 3 years from foreign students attending Grenfell is still being held by MUN St. John's). WHY?

3. A separate board of regents for Grenfell is also a must as the regents (really the board of directors), over sees the vision for Grenfell and will allow the senate and the administration to function in a manner that meets the needs and also benefits our community.

Once the decision has been made to allow the above-mentioned items to happen, then the sky is the limit. The development of post graduate research is unlimited. The Centre of Environmental Excellence (CEE) will provide economic spin off that we do not fully understand.

The desire to impact change is growing within the community. The desire to act I feel is growing within government. The ability to handle that change is built in. Bring it on.

Thank you,

Keith P. Cormier
Certified Financial Planner
Resident of Corner Brook

Appendix H

William (Bill) Quigley's Email

Bill,

Thanks for your thoughts on this. Please encourage as many others as you can to convey their thoughts as well. This will be referred to and included in my report to the commissioners - but, more importantly, it will be sent to govt. and the Premier's office as a sampling of public and business opinion here. Regards, Don Downer

From: W. Quigley [mailto:bquigley@nf.sympatico.ca]

Sent: Tue 3/7/2006 10:08 AM

To: Downer, Don

Subject: Grenfell autonomy

Mr. Downer,

Just a note regarding the question of autonomy for Sir Wilfred Grenfell College.

I am in favour of a completely independent university for Corner Brook. The timing couldn't be better. We have a government who appears to be on side. It has proven successful in other parts of the Canada, North America and the world. I just think it would be great thing for Corner Brook and Western Newfoundland. I believe being under the wings of MUN is prohibiting us from reaching our full potential as a full-fledged, full degree granting institution and acheiving our goals as the Centre for Environmental Excellence for Education, Research, Technology and Development.

Good luck with your report.

Bill Quigley

Appendix I

Corner Brook Economic Development Association Brief



March 9, 2006

Mr. Don Downer
155 West Valley Road
Corner Brook, NL
A2H 2Y2

Mr. Downer,

On behalf of The Corner Brook Economic Development Corporation (EDC) I would like to submit the following recommendations regarding the possible structural changes within Sir Wilfred Grenfell College (SWGC) and the expected impact of those changes on the region and its economic development.

Recommendations for changes within SWGC include;

1. Greater autonomy and independence from Memorial University of Newfoundland (MUN), but not complete independence at this time.
2. An independent budget, with a substantial increase in the amount of that budget, from MUN but determined by the Government of Newfoundland and Labrador.
3. An independent Senate for SWGC to develop and recommend undergraduate, graduate, and post-graduate programming for SWGC.
4. Structural changes in administration to reflect redesigned reporting structure (e.g. President vs. Principal).
5. A change in the MUN Board of Regents which would reflect an increase in the number of members from SWGC and Western Newfoundland. The newly formed positions of President and Vice-President of SWGC would also be present on the Board of Regents.
6. A change of name to either; MUN - Grenfell Campus, MUN - Corner Brook Campus (Memorial University of Newfoundland at Corner Brook), or MUN – Western Campus.

The expected impact and findings of SWGC's re-structuring on the region and its economic development include;

1. Through greater independence and an increase in budget and programming it is expected that SWGC's student body population will increase and as a direct result will see an increase in faculty and staff. This increase will lead to more money being spent in the local economy within a variety of sectors. It is anticipated that there will be a substantial increase in sales of retail goods and services from transportation services to food and

beverage. As well, it is projected that there will be a significant increase in the need for quality housing for these new students, faculty and staff, thus increases in the real estate industry will be felt.

2. Studies have shown that provincial investment in university education is a more potent economic stimulant than expenditures on almost any other good or service.
3. Using a 1.5 multiplier effect, which is an average number based upon what other Canadian Universities use to gauge post secondary economic spin-offs, and with a projected increase to 2800 students and 400 faculty and staff, the estimated economic impact of SWGC would approximately be increased to \$42 Million within the local economy and some 600 jobs would be supported or created by SWGC's presence.

On behalf of the Corner Brook Economic Development Corporation, thank you for the opportunity to include this submission. Should you have any questions or require further clarification, please feel free to contact me at anytime.

Sincerely,



Phil Hicks
Chair

Corner Brook Economic Development Corporation
P.O. Box 40 – 40 Brook Street
Corner Brook, NL A2H 6C3
(709) 637 – 1588
(709) 637 - 1667
info@cornerbrook.com
www.cornerbrook.com

The Corner Brook Economic Development Corporation is the City of Corner Brook's leading economic development organization. We are committed to creating a positive environment for entrepreneurship and business investment in the City of Corner Brook.

Appendix J

City of Corner Brook Brief

City of Corner Brook Written Submission to Dr. Don Downer 10 March 2006

The City of Corner Brook welcomes the opportunity to comment on the future direction for Sir Wilfred Grenfell College. The City is keenly interested in the institution's future given its importance to the economic and social well being of this city and the surrounding area.

With this in mind we strongly supports the expansion of the existing programs and the accompanying facilities and urge government to consider the enormous economic and social potential for new knowledge based industries being developed in Corner Brook over the course of the coming years.

Financial and Administrative Independence

The City remains concerned with the level of budgetary cuts that have been imposed on SWGC. While the College has demonstrated great fiscal agility in the past to accommodate imposed reductions, it already at the point that lack of funding has negatively impacted on the delivery and expansion of quality programs. The City of Corner Brook believes that SWGC should be financially and administratively independent from the main campus to avoid unjustifiable degradation of current and future programs.

The current structure that sees the Principal of SWGC reporting to the VP academic is unacceptable as the geographic separation from the other three institutions (School of Medicine, Marine Institute, and Memorial's main campus in St. John's) makes SWGC unique, with concerns and requirements that cannot be adequately addressed from a decision making body in St. John's. Initiatives such as the Centre for Environmental Excellence, Foreign Recruitment, Collaborative working arrangements with other educational institutions and programming in general are constrained by a decision making process that is determined by a hierarchal organizational structure that is not conducive to delivery within a separate institution. The mere fact that the principal of SWGC is considered hierarchically to be the equivalent of a Dean is a working example of how Memorial University has created and sustained the organizational dependence of SWGC. Increased autonomy can be achieved by SWGC being funded either directly from the President of the University, as in the case of the Marine Institute and the School of Medicine, or directly from the province as in the case of MUN. To ensure that SWGC is given its proper place in the current MUN hierarchy, the position of Principal SWGC must be elevated to that of vice president immediately as is the case for heads of the other similar institutions.

It is the view of the City of Corner Brook that SWGC is under funded and as such, it is our recommendation that such imbalances must be addressed and corrected immediately, either by the administration of Memorial University or by government. Given that the current student population of SWGC represents approximately 10% of the total MUN student population at the very minimum a proportionate funding allocation should be for operations, maintenance and capital funding. Once established this allocation should be used as a baseline and adjusted according to changing circumstances and recognized priorities. To encourage recruitment and reward the college for the work it does in attracting both local and non-resident students, the College it must be allowed to retain 100% of tuition fees. This simple change would allow the college to better provide for the needs of an expanding student body and the accompanying resource requirements.

In addition to correcting this funding imbalance, it must also be noted that MUN also received over \$ 51 million in 2003, \$ 72 million in 2004, and \$81M in 2005 in the form of external grants from Canadian and foreign business, the provincial and federal governments, grant councils and others. Of these huge amounts of external funding, very little has been shared with SWGC (\$250,000 in 2005). While it may be argued that much of this money was generated by research grant applications, MUN has also been the recipient of millions of dollars in outright corporate sponsorship to fund major building projects on the St. John's campus. While SWGC does receive some indirect support through the Office of Research in St. John's, faculty at SWGC needs greater support in the development of research proposals and the establishment of partnerships. The City of Corner Brook feels that more financial support in the form of seed money or in the form of research chairs be directed to SWGC in order to develop a strong competitive base upon which research proposals can be developed. We strongly believe that an independent office of research and development must be established at SWGC to allow the proper support for graduate and facility research.

Organizational Independence

The City of Corner Brook envisions SWGC as more than a liberal arts institution, a vision which we do not feel is truly shared by the current MUN administration. We foresee and expect that SWGC will be allowed to continue to grow and expand independently of constraints imposed by the current organizational structure. It has to be recognized that SWGC has outgrown the existing structural environment in which it operates and a new model which allows for growth, expansion, independence and vision must be adopted. The City of Corner Brook supports SWGC as organizationally independent from Memorial University. The degree of independence should be approached through a structured plan that would see the increasing levels of autonomy with the ultimate objective being full independence should this still be considered necessary to achieve the vision and goals of SWGC. In this regard, should the new VP status of the Principal SWGC do little to change past trends in dealing with MUN, then the Principal should be granted status to deal directly with the province in matters directly impacting on SWGC operations.

The College must be granted the authority to develop its own programs or expand existing ones based on identified needs and opportunities. For this to be possible SWGC should have a separate Senate that focuses on its unique requirements. There are a number of opportunities with the construction of the Long Term Care Facility in the areas of medical research and nursing care which we feels much be exploited for the College and community to meet its full potential. We believe that the vision for the Centre for Environment Excellence will only be met if it can be guided and developed based on the local needs and the direction of the SWGC faculty.

The City of Corner Brook views the need for increased autonomy as critical to SWGC success and development. While stopping at complete independence at this juncture, there may be a point that this may be the only alternative; however we continue to feel that the advantages to being affiliated with MUN outweigh the disadvantages if the changes outlined above occur.

Appendix K

Downtown Business Association Email

From: Burt, Jeff (Br. Mgr.) [mailto:Jeff.Burt@NBPCD.com]

Sent: Fri 3/10/2006 9:05 AM

To: Downer, Don

Cc: Kathy Elliot (Business Fax); david.chaffey@nf.sympatico.ca; Watton, Keith; More For Less Foods

Subject: RE: Brief on Grenfell

Don

The DBA fully supports a higher level of direct management at the Grenfell Campus. This has to be in terms of course and degree offerings as well as budgets and operational decision making. This higher level of autonomy should be accomplished through a continued affiliation and operation as the Grenfell Campus of MUN (a change in name has some merit.) The Principal must be at the same management level as VP Finance, VP Academic, etc as opposed to being considered an academic department. The variation, number, and level of degree programs, combined with its targeted student market necessitates a higher level of influence and involvement at MUN management.

While we fully support this higher level of autonomy, we in no way support the Grenfell Campus becoming a stand alone university. The recognition, reputation, and infrastructure that we enjoy with the MUN affiliation would take years and an unrealistic level of capital to establish. That is not to say at some point that this would be the logical step, but greater operational independence and respect is required first.

Regards

Jeff Burt

Chairperson

Corner Brook Downtown Business Association

Appendix L

David Gillard's Brief

89 West Valley Road
Corner Brook, NL A2H 2XA

March 12, 2006

Attention: Mr. Don Downer

Dear Don

Thank you for the invitation to submit my views on the evolution of SWGC to a full University status.

I do not have any recent documents or studies in my possession (post 2003). I have reviewed older reports which did address educational programs and facilities. (ie HEDB Inc. "Building a Brighter Future", Corner Brook Chamber of Commerce-"Lead, Follow, or Get Out of the Way", "Chartering the Course", MUN Consultation Paper 1999, "Center of Excellence for Environmental Education, Research, Technology, Development"-Proposal for ACCOA 2003.) These reports had various statements which I believe will support an initiative and independence for SWGC.

The following are anecdotal comments which reflect some ideas from my sphere of influence:

1. There is a definite view education in all forms is a significant part of the economic engine which drives our local and regional economy.
2. The expansion of SWGC is only one component of the educational base in our area and should no doubt enforce the notion of sustainable development in many aspects of its program. Our government recognizes this principle by way of their proposed legislation "Sustainable Development Act". The act will ensure that resource decisions address the full range of environmental, social, and economic values and all stakeholders will have a say in how our resources are managed.
3. The education system must be improved, expanded, and decentralized from MUN campus if we are to develop and participate effectively in sustainable development concepts. We need graduates at our community level qualified in the appropriate disciplines to rise to the challenges on the central/west coast of our province (see Developing an Energy Plan for NL- Public Discussion Paper November 2005).
4. We need to build on our natural environment to provide for more outdoor recreation and related education. Programs and opportunities are being missed at SWGC, comment from Board of Trade document "Lead, Follow, Get Out of the Way 1999'.

5. Our region debates a lot about the Global Village. The reduction of trade barriers and advancing technology demands that we raise the bar on the education facilities.
6. If we are expected to be an independent vibrant region, as has been stated in many studies over the past 15 to 20 years, and is also stated in Vision and Mission Statements in a number of organizations, we need an aggressive and independent approach to establish places of higher learning.
7. Comments for HEDB Inc. Strategic Economic Plan for the Humber Zone-“Building a Brighter Future”

EDUCATION PROVIDES

- A. A legitimate industry providing employment options for the people of the Humber Economic Zone.
 - B. Local educational institutions make an important contribution to the economy of our area.
 - C. Potential exists to export our knowledge internationally.
 - D. An attraction for foreign students.
 - E. An opportunity for the development of major industries locally and for export internationally.
8. Countless local young educators have left to seek employment overseas in places like Korea, Japan, and China to teach English. We should be developing the appropriate course curriculum to accommodate foreign students both young and old. Young educators need to be retained in our area. I believe there is a need to research and identify the product needed, market it internationally and provide the professional educators with the facilities to execute the plan. We may attract thousands of such individuals to such a facility.
 9. A new expanded facility should double the current enrollment. Approximately four thousand participate annually participate in non credit courses and professional development courses. This could possibly increase to six thousand. (See report May 1998-“The Senate Transportation and Communications Committee”.)
 10. As a volunteer I participated in the debate leading up to the establishment of the Institute for Biodiversity and Ecosystems Science (IBES). My personal view, it was a battle for jurisdiction and power. In other words the resistance received from the main MUN campus to the principle of having such an established Institution on the west coast was difficult to overcome. We knew that this was only one pillar of a much greater organization now to be known as the Center of Environmental Excellence (CEE). We recognized the need, fought for it and won the battle. The war is not over-the fight for our independent university has just begun.
 11. Our geography dictates that this great land of ours should have at least two universities.
 12. Nova Scotia has six universities. Reflecting on the number of universities to the population ratio in Nova Scotia, Newfoundland should be able to support two universities.

13. A press release made by MP Jerry Byrne, November 12, 2004, supports the Centre of Environmental Excellence, but goes on to say “but more (is) needed including changing the governance structure of SWGC”. The following two paragraphs are taken from the press release.

- A. “Byrne believes that the greatest leash that is restraining the completion of a full-fledged environmental centre of excellence from being archived has less to do with SWGC than with who their masters are. Currently, SWGC is viewed as a satellite campus of the much larger MUN based in St. John’s. The principal of Grenfell College does not report directly to the president of the university but, instead, is filtered to the vice president of academics creating a bottleneck. Byrne says the Board of Regents, the university’s governing body, has also done little to unshackle the campus from the strangle-hold of St. John’s.”

- B. “If it weren’t for the federal government and the people at the SWGC themselves, I sincerely doubt that there would be any environmental capability in existence at the campus today”, Byrne said. “We need to radically change that. I have to say, my discussions with the provincial government have been nothing but positive on this issue, but our biggest problem is probably from within the university structure itself. I hope we can make progress because we really need to have SWGC, either as a MUN Campus at it is today or as an independent university, at the table and making its full contribution to the ‘Centre of Excellence’ concept”.

Other comments:

HEDB Inc. “Building a Brighter Future” Mission Statement:

The mission of HEDB Inc is to promote the creation of a sustainable, dynamic and positive economic environment conducive to economic growth and prosperity in the zone.

Board of Trade (formerly Chamber of Commerce) “Lead, Follow or Get Out of the Way” Mission Statement:

Our mission as member is to help our business members do better business for the economic and social well-being of the Greater Corner Brook area.

Corner Brook Economic Development Corporation “Summary of Strategic Plan” Mission Statement:

The Corporation’s mission statement is to support and enhance the community’s plan for improving the quality of life by fostering a positive environment for entrepreneurship and business investment.

Centre of Environmental Excellence Advisory Group “Submission 2003” Mission Statement:

The CEE’s mission is to create an environment that fosters innovation and development in Environmental Technologies for the economic and social benefit of the Corner Brook region and Canada as a whole.

Don, I do hope this collection of writings by others and my personal thoughts are of some help. I guess you would call this smorgasbord of Dreams, Visions, and Ideas, all of which could be explored in a dozen different ways. However, if we had a state-of-the-art university with a highly qualified

faculty, this smorgasbord could be introduced to such an institution and let them run with it. It's my opinion that we would not have to suffer the budgetary constraints that these smaller organizations have been saddled with. There is no doubt in my mind that these constraints, both political and financial, stifle a lot of great ideas.

Sorry I am so late getting this to you. Please call me if you have any questions and please excuse my grammar, sentence structure and anything else that may be critical. This will have to do for a high school drop out.

Good Luck, all the best.

David L. Gillard

Appendix M

William Lundrigan's Brief

TO: Dr. Don Downer
FROM: W. A. Lundrigan
DATE: March 13, 2006
RE: Sir Wilfred Grenfell College

It was with pleasure that I heard that you were doing a brief on the possibility of autonomy for Sir Wilfred Grenfell College. I want to take this opportunity to make a few points as an interested citizen and member of the Corner Brook business community.

First of all, I fully understand and appreciate the economic benefits that Sir Wilfred Grenfell College generates for the community. I also fully understand the implications of increasing enrolments, more university activity, and increased spending to the community.

I would like, however, to make some additional comments:

1. The existing Grenfell facility has been in existence for some thirty (30) years and has certainly not grown at the same rate as the main campus. I feel that in some ways, the main campus growth has been at the expense of Grenfell.
2. There is widespread feeling in the Western Newfoundland community that Sir Wilfred Grenfell College is being held back by the attitude of the main campus. Whether this feeling is real or perceived, it does exist.
3. I firmly believe that a much larger degree of authority for Grenfell is essential if it is to grow and prosper. This autonomy needs to be in the area of financing, course selection and control, and the development of research capability.
4. Having said that, I believe that more autonomy is required. I also believe that it is vital that Grenfell keep its ties and connections with the main Memorial University Campus. We must be careful not to throw out the baby with the bath water.
5. I recommend some level of share services be negotiated with the main campus. These services should reflect the MUN/Grenfell connection, use of major and significant resources available only at the main campus, and allow Grenfell to continue to retain its autonomy. Provisions should be made for a regular review of this services agreement. As both Grenfell and the main campus grows and adjusts, the types and level of share services will also grow and need adjustment.
6. There must be examples elsewhere in the country where these types of agreements are in place at present. A review of these examples as part of this study would, in my opinion, be helpful.

7. This MUN/Grenfell situation has gone on for a long time without resolution. I believe it is vital that the window of opportunity now available be fully exploited in order to make Grenfell a more thriving, growing, and existing place to get an education and be a more contributing member of the economy.
8. The Centre of Environmental Excellence is a golden opportunity which has been worked on for a long time, but with its operational start it needs to be promoted and exploited to the full.
9. It is my opinion that research in itself is a growth industry which Grenfell has not been able to take advantage. Combining the research industry with the Centre of Environmental Excellence at the Grenfell campus seems to me to be a natural progression. It provides an excellent opportunity for both government and the main campus to create an industry on the West Coast which in time could be self-supporting. Some vision, courage, and willingness to take risks is required.

I hope these comments will be of some help to you. If you need any clarification, do not hesitate to give me a call.

Yours truly

W. A. Lundrigan

Appendix 8

Comments on the Options by Dr Tom Condon, Former vice-President, University of New Brunswick, St John's, and author of the Condon Report.

My preference, you may not be surprised, would be for your Option 1(b), which is what I had proposed to President May and which I recommended to you. It closely parallels that of UNB with its two campuses. In your prose, however, it makes more sense to me if you refer to the structure as two campuses within one University rather than as two universities. The President would be the CEO of both campuses with the Vice Presidents being the Chief Operating Officers of each campus. Perhaps the campus titles for the COOs could be Vice President and Campus Provost. Essentially the President would be involved in fund raising, government relations, public relations, university corporate affairs and strategy, etc.; the Vice Presidents/Provosts would, with oversight by the President, essentially run their campus, being both the academic leaders and the administrative leaders of their respective campuses, essentially mini-Presidents. They would also have some responsibility along with the President for external matters as they relate to the surrounding communities of each campus. The VP Research and the corporate financial VP, if there is one, would have to work closely with the campus VPs; all VPs should have the same salary scale.

Separate budgets and separate Senates for each campus are critically important. At UNB we have never been able to convince the New Brunswick Government to make separate grants to the campuses so the University receives one operating grant from the Government and has an internal allocation system, based on the formula the New Brunswick Government uses for allocating grants to all its universities in the province. If you think the Newfoundland and Labrador Government would make separate grants to each campus, I believe that would be desirable.

If Option 1(b) is chosen, it would be very important that the President be absolutely committed to the two campus/one university concept. The selection of a President would have to involve the active participation of both campuses.

Option 1(b) assumes parity between the campuses but of course the disparity in size, age and complexity of the two campuses in St. John's and Corner Brook is a reality that must intrude at times. This can raise problems in many areas from the trivial to the important. For example while Corner Brook might easily take to being MUN Corner Brook, it will be very difficult for faculty and staff in St. John's to adapt readily to using MUN St. John's, since MUN has been their brand for many years in their eyes and in the eyes of the outside world. Given the disparity in size, age and complexity, I think it unlikely that there would be parity in representation on the Board of Regents. While some Regents will be appointed from the Corner Brook area, more will likely be from the St. John's area or be related to the mission, programs, and alumni/ae of St. John's. Working through what relates to parity and what relates to intrinsic disparity will crop up from time to time.

Whatever Option you recommend I believe you have to make sure that Corner Brook has a clear role in research and graduate study, one that relates to these activities at the St. John's

campus but one that is not totally subordinate to it. Research and graduate study are important for the future development of Corner Brook and these must not become the sole preserve of the St. John's campus and faculty. If you are going to have high powered academics at Corner Brook they must be able to be practitioners in these areas. Faculty and academic units in St. John's can help and assist but must not throw road blocks in the way.

Shared administrative services between the campuses can, I believe, be easily worked out to the advantage of both campuses.

I believe the path you are going down makes sense - for each campus, for the University as a whole, and for the government and people of Newfoundland and Labrador. There are many trade-offs. In the beginning it will be somewhat confusing for those inside MUN and outside. MUN. Corner Brook will at times wish it had its own brand for recruiting, fund raising, etc. MUN Saint John's will wish at times there was only one MUN, as there had been, without having to observe all the niceties and delicacies that come with being one university with two campuses. When it comes to fund raising, the reality at UNB has been that in the last three major campaigns UNB Saint John has done slightly better than the larger campus by whatever measurement standard is employed. Continuing to be a part of MUN, confers academic standing on Corner Brook's programs and activities. Graduates of MUN Corner Brooks become part of a huge alumni/ae network around the world.

I don't see a lot of merit in Option 1(a). The notion of a rotating Vice Chancellor seems unworkable to me. Options 2(a) and 2(b) with single Senates would perpetuate many of the current problems and is therefore unworkable as I see it. Option 3 has merit if there is a strong consensus that the time has come to have two universities in the province. I'm not convinced (though I am not much in touch with current realities in Corner Brook) that the time has come for independence. I believe greater autonomy, linking greater responsibility with greater authority, within MUN would make more sense at this time.

Option 3 would be more expensive than 1(b) for it would deprive Corner Brook of the high price talent in shared services that 1(b) would provide. It would not likely attract the caliber of Regent that 1(b) would or would see the Board of Regents dominated by individuals drawn from the locality that might compromise the academic independence of the new university. Option 3 would necessitate the creation of a new union bargaining unit which might mean a lower wage scale for the new university which could suggest it was an inferior institution when compared to MUN. It's questionable that the new university could be as effective in fund raising since in major campaigns funds increasingly come from national firms and foundations with good alumni connections or from individual alumni/ae since the number of graduates would be very small compared to MUN. While there is increasing collaboration between Canadian universities in research, I believe it would be easier for Corner Brook to collaborate with St. John's if it were part of the same university.

Appendix 9

Grant Thornton Report on the Financial Implications of the Options

Sir Wilfred Grenfell College Financial Analysis April 15, 2006

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Report on Sir Wilfred Grenfell College

Introduction and Scope

The Department of Education has entered into an agreement with Professor John Davis and Professor John Kelly (“the Consultants”) to conduct a review of the various degrees of autonomy for Sir Wilfred Grenfell College (“Grenfell”) (“the College”) up to and including full university status (hereinafter called “the Review”) and report their findings to government so that it can make an informed decision on the future of the College. We have been engaged by the Consultants to assist with certain financial analysis and provide commentary on the financial aspect of the review. Specifically, we have been requested to comment on “high level estimates” of operating costs of the College. We have attempted to identify the current level of operating costs incurred by Grenfell and the estimated incremental costs associated with increasing Grenfell’s autonomy. The reader must be cautioned that these costs estimates are preliminary and will vary from actual costs dependent upon decisions made in implementing report of the Consultants.

We have structured our financial analysis into two parts. In Part 1, we have provided cost estimates for the greater independence and academic autonomy for Grenfell with minimal changes in the academic programs and structure. Under this scenario, the underlying assumptions include:

- Grenfell would have a separate budget negotiated in association with the Board of Regents and the Department of Education;
- There would be no immediate changes in academic programs, staff and student numbers and course offerings;
- The continuation of major administrative and academic services provided by St. John’s such as library, student registration, and computer services;
- No immediate changes to the current association with Western Memorial Regional School of Nursing, etc.; and
- No new major capital projects.

The Consultants have identified a number of areas that would require additional financial resources under the Part 1 scenario. These areas are as follows:

- Vice-President and other senior management positions;
- Initiation of the development of a graduate program;
- Recruitment of International students;
- Establishment of an Alumni office; and
- Funding of additional resources for building maintenance.

It is probable that the title of the senior person at Grenfell College will be changed from Principal and the term “Vice-President” has been used throughout the report for convenience. The official title of this person will have to be decided in implementing any changes at the College.

Further, under this scenario, the Consultants have assumed that Memorial University – St. John’s would continue to provide the current level of administrative and academic

Report on Sir Wilfred Grenfell College

services to Grenfell. It is difficult to estimate the cost of providing these services without detailed analysis and discussions of the specific services provided by MUN. In a report entitled “Sir Wilfred Grenfell College – Key Facts” dated July 7, 2005, the cost of these services was estimated at a minimum of \$1.0 million per year. For purposes our analysis,

we have assumed this estimate to be appropriate. The costs of these central services may potentially be higher or lower dependent upon a number of variables. Once the status of the College has been confirmed, a detailed work effort will be required to determine an appropriate out-sourcing agreement with Memorial (St. John’s) including the types of services to be provided and the cost of these services.

Under Part 2, we provide commentary on potential future developments that the Consultants consider being appropriate for Grenfell. These developments would evolve over a period of time as part of the evolution of Grenfell. Where possible, cost estimates have been provided, however, in a number of areas it has not been possible to quantify the costs and a detailed analysis will have to undertaken for each separate development in turn as part of the overall development strategy for Grenfell. Obviously, a key task of Grenfell will be to undertake a strategic planning process to assess the future direction and priorities of the College. Once, this strategic plan has been developed Grenfell can prepare a detailed financial analysis for submission to the Board of Regents and the Department of Education. Any estimates provided in Part 2 are preliminary and accurate costs estimates can only be determined after key decisions have been made by the various stakeholders.

In Part 2 of the scenario, the Consultants have identified the following areas for consideration such as:

- Expanded academic and administrative functions;
- Increased staff and student numbers;
- New capital projects; and
- Western Memorial School of Nursing.

This preliminary report is limited to our review of the information provided by the Consultants, Sir Wilfred Grenfell College and Memorial University. We have identified a number of areas which will require additional information and research in order to draw a final conclusion. Further, there are certain aspects of the costs that will be dependent upon the ultimate recommendations and decisions arrived at by the Province of Newfoundland and Labrador.

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Overall Assumptions

This report has assumed that the student population will remain at approximately 1,200 FTE students. The revenue and cost estimates detailed in the report are based on this premise. We have been informed by the Consultants that the immediate strategy of the new Grenfell must be to increase its student numbers to a target of 2,000 students or greater by increased recruiting outside of the Province and internationally, and that this increase will improve its academic viability and reduce its costs per student. It is important to note that certain costs items in the operating budget are somewhat fixed and will not vary by the number of students enrolled. There is not a direct proportional relationship with the increasing number of students and the overall cost structure. Obviously, certain costs such as faculty vary with the number of students.

We have attempted to identify the additional costs that would arise with greater autonomy for Grenfell from starting with the existing costs to operate Grenfell and building on the additional elements as identified by the Consultants. Caution has to be exercised with this assumption because it is evident that certain costs are not allocated to Grenfell directly such as benefit costs associated with staff, information technology, library, etc. Furthermore, until the physical separation of functions, responsibilities, and departments is further developed and clearly defined; the possibility exists of additional unforeseen costs.

Part 1 Scenario

Governance

Greater autonomy will require a governance structure in the form of a separate Senate or Academic Council. This would not result in a significant cost to Grenfell but there would be need for funding such items as meeting expenses, administrative support, travel, etc. An estimate of the cost would likely be in the range of \$25,000 - \$30,000.

Operating Budget

The current operating budget for 2005/06 is \$15,188,000 excluding employee benefit costs and cost of services provided by MUN. Details of the 2005/06 budget are listed in the following table on page 5. The 2006/07 budget request for Grenfell as provided by the College is estimated to be \$16,314,000. A significant cost element not allocated to Grenfell's budget is employee benefit costs. These benefit costs would include pension, CPP, EI, group insurance, etc. Discussions with officials of Grenfell and information provided on these costs indicate these benefit costs could range from 15% - 20% of salary costs. For purposes of this report we have assumed 20% for benefit costs to be conservative. Therefore, based on Grenfell's current salary budget this cost is estimated to be \$2.4 million.

Based on the 2005/06 budget, the estimated expenditures would be as follows:

2005/06 Budgeted expenditures	\$ 15,188,000
Estimated benefit costs	<u>2,326,200</u>
	<u>\$ 17,514,200</u>

Therefore, annual expenditures of Grenfell approximate \$17.5 million per year. If you estimate the employee benefits based the 2006/07 budget request, annual expenditures would be \$18,682,000 as detailed in the following table on page 5. It should be noted that this amount has been increasing over the last number of years.

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	2005/06 Budget		2006/07 Budget Request
Salaries	\$ 11,631,000	\$	11,843,000
Employee benefit costs	2,326,200		2,368,600
Operating	2,879,000		3,679,000
Debt service			
Debt	352,000		379,000
Capital leases	196,000		152,000
Capital expenditures	130,000		261,000
Total expenditures	\$ <u>17,514,200</u>	\$	<u>18,682,600</u>

Vice-President's Office and Senior Management

The cost estimates presented in this category would be for a Vice-President and other senior staff. Additional cost estimates will be dependent upon the expanded responsibilities of the positions and the number of additional positions created. However, potential costs could be as follows:

Vice-President and other senior executive \$150,000 - \$200,000

Management and administrative support \$100,000 - \$150,000

International and Out-of-Province Student Recruitment

At present, the College has some international students. The Consultants assume that greater emphasis would be placed on recruitment of international and out-of-province students. Therefore, a small number of staff would be added to this area. Based on the assumption that two staff positions would be dedicated to this program; a preliminary estimate of the costs would be \$150,000 - \$200,000 per year. These estimates would include salary, travel, supplies, etc.

The assumptions relating to the increased number of positions will be dependent on the increased number of international and out-of-province students.

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Alumni Affairs

The Consultants envision the establishment of a separate Alumni Affairs office. In the long term such an office should be self-funding. However, in the early years this will not be possible. Therefore, a coordinator and support staff will initially be required to operate the office at an estimated cost of \$75,000 - \$100,000 per year.

Research and Graduate Program

The establishment of a Graduate program would require a more detailed analysis than is contemplated by the scope of this report. Certain fundamental research and critical decisions would have to be made before conducting the analysis. The nature of the programs being offered will ultimately influence the operating cost of such a program.

Therefore, the College could initiate planning for the development of a graduate and research program. This initiative would involve a minimal number of staff (2-3 staff) to conduct this work. The estimated budget for this initiative could be in the range of \$200,000 - \$250,000 for these staff positions and operating costs. Once, the approach has been more defined and a plan developed, staffing levels and resources can be better estimated.

This approach would be that one would start off at minimal staffing level and enhance staffing levels based on activity and growth of the program.

Physical Plant Building Maintenance

The facilities management staff of MUN – St. John’s currently provides a number of services to Grenfell such as engineering services, drafting expertise, safety coordination and education, monitoring potential hazardous conditions and other technical services.

It is difficult to estimate the additional costs associated with this area and the costs will be dependent upon what services MUN – St. John’s would provide. However, it appears that some positions would have to be established or external service providers contracted depending upon the continued level of services provided by MUN – St. John’s.

Therefore, an estimated budget allocation could be in the range of \$50,000 - \$100,000.

Existing Debt Financing

Currently, Grenfell has two types of outstanding debt; capital leases and a mortgage. The capital leases have two years remaining with an existing balance of approximately \$350,000. The debt repayment for these leases is provided for in the existing annual operating budget of Grenfell.

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A mortgage is also in place on the Chalet Apartments Residence with an approximate balance of \$3.8 million. The mortgage is due to be renewed on April 1, 2006. The principal and interest payments of \$380,000 annually are included in the current operating budget of the College. Residence fees generated by the chalets are used to meet these debt obligations.

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Part 1 Scenario - Summary of Estimated Costs

Based on the cost estimates discussed above, we have developed a range of costs to operate the College as follows:

Sir Wilfred Grenfell College

	Low		High
Current expenditures based on budget*	\$ 15,000,000	\$	16,000,000
Employee Benefit costs	2,350,000		2,400,000
Senate operations			
25,000		30,000	
Vice-President & other senior executive	150,000		200,000
Management & administrative support	100,000		150,000
Increase International Recruiting activities	150,000		200,000
Alumni Affairs office	75,000		100,000
Establishment of Graduate Program	200,000		250,000
Building operations and maintenance	50,000		100,000
Provision of services from St. John's	1,000,000		1,500,000
 Projected Total Expenditures	 <u>\$ 19,100,000</u> =====	 \$	 <u>20,930,000</u> =====

*Based on approved 2005/06 and budget request for 2006/07

As described above, based on minimal changes in the academic program and certain other aspects of the operations together with a cost of \$1.0 - \$1.5 million for the provision of services by MUN – St. John’s, the annual anticipated expenditures for a more autonomous Grenfell would be in the range \$19.1 million to \$21.0 million.

External Revenue Sources

The two primary sources of revenue for the College include tuition fees and residence and other fees. At present, tuition revenues are not directly allocated to the College within the financial reporting system of Memorial University. Tuition and other revenue associated with Grenfell should be tracked and reported separately under Grenfell’s budget.

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Tuition revenues have been assumed to be \$2.45 million based 1,200 students enrolling in 8 courses per year at \$255 per course (\$85 per credit hour).

Other revenues from residence fees and other external recoveries are tracked separately and total approximately \$2.0 million per year. For purposes of this report we have made the assumption that this will continue and remain constant at \$2.0 million.

Any additional increases in international student recruitment will take some years to take effect and such increases are not considered in the analysis below.

Projected Net Grant

	Low	High
Projected annual expenditures	\$ 19,100,000	\$ 20,930,000
Less:		
Student Tuition revenues	(2,448,000)	(2,448,000)
Other external revenues	<u>(2,000,000)</u>	<u>(2,000,000)</u>
Net estimated range of grant	<u>\$ 14,652,000</u>	<u>\$ 16,482,000</u>

Based on the assumptions made under Part 1, the projected net subsidy to be provided by the Department of Education would be in the range of \$14.6 million to \$16.5 million including a provision for services provided by MUN – St. John’s of \$1.0 - \$1.5 million.

Again, we caution this is a “high level estimate” based on the assumptions outlined in this report.

Part 2 Scenario

The Consultants consider this scenario as stage 2 in the process of increasing Grenfell's autonomy. The initial step in the process has been outlined under the Part 1 scenario. Once stage 1 of the consultants plan has been addressed, Grenfell would have to consider a number of potential future developments.

A new strategic plan for the College would be essential to guiding the growth of the College. Further, the availability of the necessary funding would impact upon the ability to execute such a plan.

The following sections outline the implications of Part 2 on an individual basis highlighting certain considerations for each development. However, due to the number of future decisions required, it is not possible to quantify on an overall basis a cost estimate for Part 2, where possible, cost estimates for certain individual items have been provided.

Western Regional School of Nursing

A significant future consideration could be the transfer of the Western Regional School of Nursing ("the School") to Sir Wilfred Grenfell College. The inclusion of the School will depend upon the future strategy of Grenfell and decisions of government. It will have to be determined whether it is within the mandate of Grenfell. Currently, the students of the School complete 25% of their courses at Grenfell.

Certainly, from a financial viewpoint the addition of the School would result in additional complexity to the College, such as increased activity at senior executive levels, human resources, registrar's office, and other areas. Based on the information available, it is difficult to determine a cost estimate related to this increased activity. In discussions with management of Grenfell they have indicated that the annual operating costs of the School could be in the range of \$2.5 million annually. We have not been provided with any support to independently verify this cost estimate. Of course, a portion of these costs would be offset by tuition fees paid by the approximately 200 students enrolled in the School.

Also, there may be additional costs associated with the transfer of the School to Grenfell. Consideration should be given to what additional capital requirements will be required to physically accommodate the School at Grenfell. Further, the linkages with Western Health Authority and any potential cost impacts would have to be assessed.

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Capital Projects

Sir Wilfred Grenfell College has proposed several capital projects to accommodate future growth of the College. These projects include a new academic building and expanded residence facilities. These projects would require a commitment from the Province to fund these capital expenditures. Engineering studies would have to be undertaken to estimate the capital costs for these projects and required funding.

Faculty and Student Population

This report is based on 1,200 FTE students. Some increase in the student population at Grenfell could be accommodated within the current faculty complement. We have no basis to determine how much capacity exists to accommodate additional students. Based on discussions with the College there may be capacity to absorb 10-15% (i.e. 120 – 180) more students. In any event, if the College is to attract student numbers beyond these levels, faculty numbers would have to increase.

The addition of faculty members would have to be driven by increases in student population. For example, if an additional 500 students enrolled with 8 course registrations this would equate to 100 new sections (40 students per section). This number of new sections would require 15-20 new faculty members. If 20 faculty members are required at \$80,000 per person it would translate to increased annual cost of \$1.6 million.

Another area to potentially increase student numbers would be international students. If Grenfell was to attract an additional 50 students it would result in \$348,000 in additional tuition revenue based on 8 courses at \$290 per credit hour:

Registrar's Office

Significant growth in the student population would also have an impact on the registrar's office. Additional staffing and operating funds would be required for such items as;

- Assistant Registrar
- Support staff
- Recruitment Coordinator and recruiters
- Recruitment materials and travel.

Cost estimates will depend upon the services provided by Memorial University – St. John's. A portion of this activity may be provided on an overall basis under Memorial University.

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Student services

A significant increase in the student population would impact upon student services at Grenfell. Under Part 1, student services largely remain unchanged with MUN – St. John’s continuing to provide these services. However, with increased student levels, student services would need to be reviewed and likely expanded to cover for international student services, placement services, counseling services, and athletics. While the International office established in part 1 strategy would manage part of this, additional costs would probably be incurred.

Library

Even with MUN - St. John’s continuing to provide library services, it would appear reasonable that increased student numbers would require increased staffing levels at the library. Librarian and support staff increases will depend on the nature of services provided by St. John’s and increases in student numbers. However, the costs involved in the provision of library services can be extensive, therefore, for the foreseeable future Grenfell would likely need to access these services through the MUN-St. John’s library.

Bursar’s office/Financial services

Limited staffing is currently in place at Grenfell for these functions. Currently, MUN provides the following functions: human resources, purchasing, and accounting duties (including payables, receivables, general ledger and Banner Finance). For example, there is no purchasing function within the College. Therefore, if Grenfell’s mandate is expanded it would become necessary to enhance this area.

On average each of these positions would cost \$40,000 - \$50,000 per position. The number of positions will depend upon the services provided by MUN – St. John’s.

Computing and Communications

As mentioned earlier, this is an area where Grenfell relies heavily upon the St. John’s campus. The critical question is would this arrangement be sufficient to accommodate increased student levels. If Grenfell is to maintain a separate department, then a significant investment would have to be made in this area. Again, it would reasonable to assume several positions would have to be added. For example, 5 additional positions @ \$50,000 would equate to \$250,000 per year. In addition, other costs related to technology infrastructure, software, communications and supplies would likely be incurred.

At this point, it is difficult to quantify the costs in this area without further discussion of the requirements. The estimate provided for salaries would require additional analysis and be linked to the structure in place and the extent of sharing resources.

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Community Education & University Relations

The cost estimates in this category will be dependent upon the nature of the change in status for Grenfell. The costs would be for such items as branding, marketing and communications.

Expanding building maintenance

If the suggested capital projects proceed (i.e. new academic building and expanded residence) operating costs for facilities would increase. It would appear reasonable that there would be an increased need for tradespersons, custodians, etc. The number would be dependent upon the size of the facilities constructed. Some of these positions may have to be added even if no additional buildings are constructed. It is our understanding that Memorial does provide engineering and other technical services to Grenfell from St. John's.

Research and Graduate Program

The development of a graduate program would require further detailed analysis.

A portion of a research program could be funded through third parties such as the federal government. These funds would contribute to covering overheads of a research and graduate program.

Depending upon the nature of the program, the incremental costs could be considerable. Graduate programming in a science discipline would be more costly than in the non-science area. The cost of these programs would depend on the number of different offerings decided upon by the Senate and the business case to offer such programming.

As for the research office, through a detailed planning process and over a number of years, the office could expand based on activity being generated.

It would appear that a reasonable approach would be to begin as identified in Part 1 and enhance staffing levels based on activity, program offerings and research programs.

It is difficult to develop an estimate of the annual expenditures of operating this program. The costs would depend upon the combination of the above elements that would be added to Grenfell under Part 2. Further, a portion of the costs would be recovered through tuition, international student fees and other third parties sources.

Other Considerations

This report assumes that the existing pension plans and collective agreements would remain in place. In particular, any unfunded liabilities associated with the Grenfell employee group would have to be addressed and funding of any liability provided. The determination of any unfunded liability is beyond the scope of this report.

No provision has been determined in the report for annual amortization/depreciation of capital assets. This information was not readily available to us and this amount would have to be determined and factored into the annual expenditures of the College.

Further, any increased expenditures in the operating budget of Sir Wilfred Grenfell College has the potential to have a positive economic impact on the local economy. Increased activity such as capital projects, expanded academic programs would result in spin-off economic activity for suppliers, employment opportunities, etc.

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Comparison with Other Canadian Universities

We have attempted to make comparisons to other Canadian Universities. We have obtained information from a number of sources such as the audited financial statements of several universities, information contained in the “Key Facts” report prepared by Memorial University and other financial information available from the Canadian Association of University Business Officers for fiscal year 2003-04. We were unable to obtain one sole source of information on costs per student. Further, a direct comparison of various universities is a difficult process due to the number of variables such as different academic programs, administrative overheads, etc. which impact upon the level of expenditures incurred.

The determination of a cost per student calculation becomes more problematic due to inconsistencies in the data such as full time students versus full time equivalents or the basis on which the calculation is derived, for example, costs per student based on total operating costs versus operating costs net of revenue generated. The basis of netting of revenues generated may not be consistent as well. As a result, we are unable to provide information on a cost per student basis.

However, based on the information we have reviewed and given the lower enrollment numbers at Grenfell, it is reasonable that the cost per student number would be higher than other institutions with enrollments over 2,000 students. The reason for this is that in considering the cost per student information it is necessary to remember that certain costs are fixed and one can increase the number of students within a certain limit with minimal incremental costs.

The Consultants have indicated that the immediate strategy for Grenfell must be to increase its student numbers to a target of 2,000 or greater by increasing recruitment efforts and that this increase will improve its academic viability and reduce its costs per student.

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APPENDIX 10
Listings of persons who were in email contact with the Consultants
regarding the Contract

(Please excuse the absence of titles)

Axel Meisen	Louise McGillis
John Ashton	Sandy Goulding
Georgina Hedges	William Iams
Lorne Wheeler	Marc Thackery
Margot Brown	Doreen Klassen
Victoria Collins	Elizabeth Behrens
Eddy Campbell	Holly Pike
Glenn Blackwood	Dom Stewart
Kent Decker	Golda Thomas
Christopher Loomis	Paul Wilson
Lily Walker	Michael Pickard
Sandra Bennett	Sheila Devine
Theresa Bradbury	Wade Bowers
Denise Collins	Sharon Walsh
Roxanne Millan	Tom Gordon
Donna Osborne	Martin Ware
Roxanne Rideout-Scott	Paul Chancey
Hilda Wakenham-Dunn	Mark Sexton
April White	Bernice Hillier
Cathy Wilkinson	Adrian Fowler
Thomas Condon	Ian Warkentin
Regis Ritz	Olaf Janzen
Stephanie McKenzie	Judith Eaton
Claire Morris	Jim Devine
Herb O'Heron	Jack Mintz
Robert Best	Dirk Bresters
Rosemary Cavan	Daniel Samoilovich
Richard Skinner	Gerard Curtis
Deborah Nyberg	Rod French
Don Downer	Ustun Erguder
Christine Campbell	Malcolm Frazer
Denis Waterman	Madis Saluveer
Reiner Baehre	Desmond Green

APPENDIX 11

Summary of MACLEAN'S University Ranking '05 for Memorial University of Newfoundland

Category	Ranking		Ratio to top University
	Place in Canada	Score	
Overall Comprehensive*	5		
National reputation	22/47		
<u>STUDENTS</u>			
Entering Grade	34/47	80.7%	0.91**
Retention 1 st -2 nd year	29/47	86.0%	0.89
Out of Province into 1 st year	3	14.0%	0.66
International into 1 st year	7	6.1%	0.40
International into graduate programmes	8	20.6%	0.47
<u>5 YEAR TALLY</u> (2000-2004) for numbers of:			
national awards/1000 fte students	9	2.6	0.37
national awards/1000 fte professor	8	1.9	0.26
<u>GRANTS</u> for peer-adjudicated research			
* per 100 Social Science & Humanities faculty			
income	11	\$3896	0.32
number		7.93	0.25
* per 100 Medical & Science faculty			
income	11	\$28,091	0.36
number		66	0.42
<u>FINANCE</u>			
Operating budget / fte student	4	\$9084	0.90
***Annual cost to student :	1	\$3015	1.00
<u>LIBRARY</u>			
Volumes / fte student	1	280	1.00
% university budget to library	1	6.81%	1.00

***OVERALL COMPREHENSIVE**: based on undergraduate and graduate level experiences and research activity in the eleven comprehensive Canadian universities. All rankings are out of these eleven unless otherwise indicated.

NATIONAL REPUTATION: based on opinion of a diverse range of key personnel across Canada.

** e.g. McGill University ranked first with average entering grade of 88.9%. Memorial with 80.7% is 0.91 or 91% of McGill.

*** Total of tuition and compulsory ancillary fees, Memorial University is the lowest in Canada with the exception of Quebec students attending universities in Quebec