

MALASPINA UNIVERSITY-COLLEGE

MOVING FORWARD BY DEGREES

A RESPONSE TO THE BRITISH COLUMBIA
MINISTRY OF ADVANCED EDUCATION
2006-2020 PLANNING PROCESS –
CAMPUS 2020

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SUBMITTED BY

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ABSTRACT

This response paper treats Campus 2020 as a comprehensive planning exercise appropriate for a complex system. It takes up many relevant subjects and makes detailed observations about the present state and future of postsecondary education, the provincial system, and Malaspina's place in that system. It tells a story of postsecondary educational communities beginning with our own sense of community. This is a story of change, growth, and success both because of and in spite of regional and provincial factors. The paper makes explicit the many ways in which our institution's development has been integral with that of the system. The scope and seriousness of the undertaking are not adequately represented by this abstract alone, and we encourage readers to give careful attention to our full response. In the interests of enabling readers to assimilate the material, however, we have appended extracted passages in which key points and recommendations are made (Appendices C, D, and E).

This paper expresses Malaspina University-College's commitment to its own values, mission, and goals as well as those articulated by the Ministry of Advanced Education. A key element of our paper is Malaspina's objective to be designated a university with a strong regional, primarily undergraduate mandate. We argue that that objective is a function of evolutionary forces within Malaspina and the postsecondary system as a whole. We argue that, with a number of changes, the present differentiated system structure will continue to serve as a model of excellence for postsecondary education in North America and the world.

EDUCATIONAL PRINCIPLES AND OTHER GLOBAL, PROVINCIAL, AND REGIONAL FACTORS INFLUENCING POSTSECONDARY EDUCATION

The paper begins by establishing a setting and context of our students in their communities, which suggests the role that community plays in postsecondary education in general. It surveys the global educational context, noting changes occurring in the last decade. It discusses some of the key economic and other trends and their potential consequences for the next decade and a half, stressing that the most effective responses to a planning process are ones grounded in principle. Thus, we set out a number of key principles informing postsecondary education. We discuss the relationship between educational pursuits and economic factors. We argue that sound principles for postsecondary education should include the notion of our system's intellectual competitiveness with postsecondary jurisdictions around the world. We argue for the underlying importance of liberal arts values (leading to literacy, numeracy, critical thinking, flexibility, and other skills), but the need to find ways of integrating these with applied and technical skills. We argue for the vital role to be played by the learning processes themselves – that postsecondary education should not be designed to produce knowledge so much as to promote learning.

The paper accepts the need to articulate and measure objectives and allow for the application of accountability measures given certain constraints. We argue that it is important for the system to ensure that the best interests of the province are being served,

that programs and services are of high quality, and that they are cost efficient. We also emphasize as a principle that the enterprises of postsecondary education are difficult and deserving of respect and public trust. In general terms, we look for Campus 2020 to seek to strengthen more than rationalize; to protect broader provincial interests while safeguarding regional needs; to promote the highest possible quality given limits of justifiable expense while reflecting common goals of postsecondary education; and to promote equity, stability, and active cross-sectoral communication.

So as to expose some of the weaknesses of the provincial system as it stands, the paper describes it sector by sector with particular attention to the university colleges. This description serves to point out that the system is complexly differentiated – not a binary system – and that its typology needs thorough reconsideration. It is marked by standards not conducive to the best interests of postsecondary education. We express concern over the degree of accountability of private-sector institutions. We point out the ambiguous place of the university colleges within the system and their relative inability to address their distinctive educational concerns. We stress that while traditional public and private universities may plan for the new university of the twenty-first century the university colleges are effectively a new generation of universities well tuned to the immediate future.

The paper discusses the role of viability in postsecondary educational planning. We agree that the province's differentiated system has many advantages, and we support it while believing it needs to be more equitably managed with greater attention to communication. We discuss a number of factors related to our function as an open-access institution, stressing that open access can lead to greater costs in the administration of undergraduate education. While we believe open access to be an essential ingredient of our pursuit of university designation, we point out the underlying obstacles of relative under-funding. To illustrate this point, we note that Malaspina has the largest population of Aboriginal students among postsecondary institutions in the province, but nowhere near the necessary infrastructure funding to support its obvious success in this area.

The paper argues that system adjustments must be multifaceted, providing for greater clarity regarding sectoral and institutional differences, better communication, a more equitable mix of services, and a high level of responsiveness to regional needs.

SYSTEM RECOMMENDATIONS

The paper sets out targets for system improvements leading to eight recommendations:

1. **PROVINCIAL COUNCIL.** There should be a provincial council for postsecondary education, with its own secretariat. This council should have two kinds of responsibility: it should be responsible for determining, reviewing, and adjusting visions for postsecondary education at arm's length from government intervention; and it should be responsible for ensuring formal inter-sectoral and inter-institutional communication within the system. Working with the Ministry of Advanced Education, it should be responsible for guiding institutional mandates and ensuring that relations among

institutions reflect shared and overlapping jurisdictions while protecting distinctive institutional cultures. It should be responsible for maintaining educational standards through routine accountability measures, planning, and institutional, discipline, and program review.

2. **SECTORAL STRUCTURES.** Sectoral structures should be changed so as to ensure the right mix of like institutions with like institutions and appropriate means of cross-sectoral interaction. The binary system has served its purposes but may be no longer relevant, since the system has become so highly differentiated, and since forces and trends in postsecondary education now emphasize overlap of function and purpose among institutional types.

3. **NEW LEGISLATION.** In any event, Malaspina University-College should be given legislation mandating its function as a university focussed primarily on undergraduate learning. Such legislation should give us a fuller relationship with provincial universities, traditional and new-generation.

4. **INSTITUTIONAL AUTONOMY.** Institutions should be guaranteed autonomy in matters that count. It is clearly inappropriate for our part of the system to be micromanaged by forces indifferent to the kind of institution it is. One size should not fit all in collective bargaining, for one example.

5. **BALANCED FUNDING.** Government should move towards balanced funding across the system for like activity. The old structure of formula funding was not an effective means of controlling public funding. The present structure of block funding has not altered the effects, since the flaws informing formula funding continue to underlie the present block-funded grants. We do not expect balanced funding to occur overnight; we recommend it as a system objective for 2020. Government targeted programs should be kept to as small a proportion of public funding as possible. There is a tendency, in times of fiscal duress, for governments to control the endeavours of the system through targeted funding programs while leaving existing infrastructure and operations unassisted, sometimes for years on end. Targeted funding initiatives might better serve the function of a provincial council. They should not substitute for ongoing funding of a system better designed to manage itself.

6. **TUITION FEES.** Government should undertake policy consideration of a fair approach to tuition fees, grants, bursaries, and scholarships – in the best interests of students and the society as a whole. Our students are experiencing financial hardship and for the sake of the future of our society they deserve consideration. Government matching grants for scholarships and bursaries should be reinstated. We express two related concerns: that the nature of the institution and the demographic circumstances of different regions have impact on what constitutes reasonable fees for students, and therefore that this should be taken account of in policy; and that regulation of fees without compensatory funding has a deleterious effect on institutional operations and/or system equity.

7. **CAMPUS COMMUNITY LIFE.** Government and the Ministry of Advanced Education should reassess the present approach to facilities development so as to take into greater account the vital role of campus community life, campus and building design and related factors, and other relevant cultural requirements, such as recreational, athletic, and performance spaces and facilities.

8. **ACCOUNTABILITY MEASURES.** We give qualified support to the use of accountability measures. We must be given the means to contribute accurately to them; they should not be keyed to fiscal efficiency, though that is surely an appropriate standard among others. Accountability measures should be used to make the system better; instrumental changes should derive from sound principles.

9. **ANOMALIES.** The Campus 2020 initiative should address certain anomalies that destabilize the system, causing hardship for many institutions. As regards trades training, we are concerned about the dependency of public institutions on a system of public funds held essentially in private hands. A further anomaly is reflected in the ways in which the DQAB authorizes approvals for private institutions, including universities, whose values, objectives, and infrastructure may not be in keeping with standards expected of the public sector.

CAMPUS 2020 AND MALASPINA UNIVERSITY-COLLEGE

The paper then turns to the specific implications of Campus 2020 for Malaspina University-College. It explores regional demographic and economic factors and ways in which Malaspina can serve its communities as a university. We observe that the region faces social and economic challenges by virtue of the decline of the resources sector and for other reasons, and we stress Malaspina's potential to contribute as a university to both a healthier society and a vibrant regional economy. We point out that our contributions to the region as a university would be for the most part extensions of contributions we already make, greatly accelerated in their immediacy and impact.

We place Malaspina's aspirations in an historical context, detailing the evolution of a university in all but name. Finally, we turn to the specifics of our pursuit of university designation. We rearticulate ten reasons supporting the change initially made in March 2004, but we link these reasons to evolutionary factors within Malaspina, the provincial system, and the world of postsecondary education as a whole.

RECOMMENDATIONS APPLICABLE TO MALASPINA UNIVERSITY-COLLEGE

The paper makes seven specific recommendations:

1. **UNIVERSITY DESIGNATION.** We recommend that within the next two years the University-College be designated a university with a strong regional mandate, an emphasis on undergraduate teaching as its first priority, commitment to open access, strong transitional and developmental programs, and a comprehensive mix of academic, applied, professional, career/technical, vocational, and trades programs. This university would be mandated to pursue scholarship and research as necessary adjuncts to

instruction, with special emphasis on the undergraduate research experience. In connection with university designation, and as a reflection of ways in which we may meet provincial objectives, as well as fulfilling the spirit of the Campus 2020 initiative, we recommend that Malaspina be identified with the responsibility (and appropriate funding) to serve as a provincial Centre of Excellence in four spheres: Vancouver Island and Coastal BC Education; Aboriginal Education; International Education, and Applied and Technical Education.

2. LEGISLATION. We recommend that Malaspina be given legislation (preferably an independent act) sufficient to enable its full and equitable participation in the postsecondary system and its communication and interaction with other universities, as well as enabling it to continue in its appropriate relationships with colleges and institutes.

3. AUTONOMY. We recommend that Malaspina's university mandate and legislation take account of its needs as an autonomous institution to be free to negotiate contractual and salary provisions and benefits suitable to university designation; and that Malaspina not be held accountable to system structures intended to serve institutions of different character or kind.

4. CAPITAL FUNDING. We recommend that Malaspina be awarded suitable capital funding to enable it to implement changes in keeping with university designation, as already identified through institutional capital planning processes.

5. EQUITABLE FUNDING. We recommend that Malaspina be given ongoing funding if not reflective of a more equitable distribution of university undergraduate funding system-wide at least leading to our capacity to function more equitably as a university. We understand the implications of our system recommendation for balanced funding, and we understand its practical limitations at this time.

6. INFRASTRUCTURE FUNDING FOR ABORIGINAL STUDENTS. We recommend that Malaspina be given infrastructure funding better to enable it to serve the needs of its existing Aboriginal student population, and to function as a Centre of Excellence in Aboriginal education. This reflects both pressing regional, provincial, and national need and the government's determination to undertake new initiatives benefiting First Nations people in their personal lives and their communities.

7. START-UP FUNDING. We recommend that Malaspina be given one-time funding, which we believe will be modest, to facilitate the conversion to university status.

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1. INTRODUCTION

This paper reflects considerations Malaspina University-College regards as relevant to so far-reaching a planning process as Campus 2020, as well as specific recommendations for the system at large, its different sectors, different kinds of institutions, and Malaspina itself. It must be stressed that this is as bold and comprehensive a vision for system planning as we feel may be undertaken within the time provided for the exercise. Here, we touch on the broader issues affecting postsecondary education now while looking forward to the year 2020 without speculation. As we turn to issues concerning the provincial postsecondary system and Malaspina, we become more specific, making recommendations for the system and for our place in it.¹

GOVERNMENT OBJECTIVES

The government has identified “five great goals” to be achieved by 2015: to make British Columbia the best educated, most literate jurisdiction on the continent; to lead the way in North America in healthy living and physical fitness; to build the best system of support in Canada for persons with disabilities, special needs, children at risk, and seniors; to lead the world in sustainable environmental management, with the best air and water quality, and the best fisheries management; and to create more jobs per capita than anywhere else in Canada.² Inasmuch as these goals touch on postsecondary education, our response to Campus 2020 has taken full account of them. The implementation of our recommendations will go a long way to making our province the best educated, most literate population on the continent.

MINISTRY OF ADVANCED EDUCATION VISION, MISSION, AND VALUES

The Ministry of Advanced Education’s Service Plan 2006/7-2008/9 speaks of a vision of enabling British Columbians to prosper through education, training, research, and innovation.³ While these may be viewed as distinct activities, we maintain that each is complexly involved with the others. We stress the need for education to be seen in the

¹ The title of our response paper is shaped by our understanding of the evolutionary nature of provincial postsecondary education and Malaspina’s place in it rather than by reference to Richard H. Hersh and John Merrow, eds., *Declining By Degrees: Higher Education at Risk* (New York: Palgrave, 2006), which paints a dark picture of the state of American higher education. This book and the television documentary anticipating it make many observations pertinent to the Campus 2020 exercise.

² See: <http://www.bcbudget.gov.bc.ca/2006/sp/prem/Goals,Objectives,StrategiesandResults9.htm>.

³ See: <http://www.bcbudget.gov.bc.ca/2006/sp/prem/Goals,Objectives,StrategiesandResults9.htm>.

broadest context as encompassing training and research and maintain that it is impossible to separate learning, training, and research as aspects of the educational process. Such terms, moreover, should not be contemplated for their convenient application to one sector or kind of institution or another. The approach to innovation should be such that the system does not so much promote change as respond to it with change to an end of improvement. We support all of these aspects of the Ministry's vision as reflected in our own vision, mission, and goals.

The Ministry's mission is to lead in delivering excellent, accessible postsecondary education for learners and enabling an integrated and dynamic approach to research and innovation. The Ministry values a student-centred system; excellence, innovation, creativity and continuous improvement; relevance and responsiveness of the system; recognition of the key roles to be played by postsecondary education in the provincial economy; life-long learning; a positive and supportive working environment; open, transparent, and consultative processes to facilitate effective working partnerships; greater equity and equality for British Columbians; results-based accountability; and fiscal responsibility.

We regard these visions, mission, and values as informing a principled approach to postsecondary education in the province, and our response to the Campus 2020 planning process especially emphasizes student-centred education, the pursuit of the highest quality in education, fair and transparent practices, equitability, accountability, and fiscal responsibility, among other things. We will also stress the inestimable contribution of higher education to the public good as a value coming before all other values contributing to public policy for postsecondary education.

The Ministry's 2006/7-2008/9 Service Plan notes a context of changing provincial demographic trends that will put pressure on the system. It notes the increasing importance of postsecondary education and training, which may be seen as offsetting a proportionally declining population of young people. The Ministry's key strategic issues relate to the enhancement of access and capacity, meeting labour-market needs, advancing the province's research agenda, improving affordability, supporting Aboriginal learners, improving adult literacy, and expanding international education opportunities. We believe Malaspina is well-poised to contribute to improvements with respect to these issues, which we will address in the course of this paper.

MALASPINA UNIVERSITY-COLLEGE'S VISION, MISSION, VALUES, AND SPECIFIC OBJECTIVES

Malaspina University-College is a comprehensive, primarily four-year, postsecondary institution serving the central Vancouver Island and coastal BC region. Our main campus is located in Nanaimo, and we have regional campuses in Duncan and Powell River, and a campus centre in Parksville. We offer a wide range of academic, applied, career/technical, vocational, trades, and developmental programs leading to certificates, diplomas, and degrees. We are mandated under the BC College and Institute Act and governed by a Board of Governors and an Education Council. In 2005-2006, over 14,000 individual students, or 6,577 FTE students enrolled in credit programs, and over 9,000

individuals enrolled in Continuing Education courses. In addition, close to 2,000 students from upwards of 50 countries enrolled in international education programs. Our 2,168 Aboriginal students represent the largest such student population in the province. In 2006-2007, we have launched our first autonomous graduate program, a new International MBA.

Malaspina University-College oversees a budget of over \$100 million, of which less than 50% comes from Ministry funding. Our indirect contribution to the regional economy is on the order of hundreds of millions of dollars. We have 600 faculty in nine Faculties: Adult and Continuing Education, Arts and Humanities, Education, Health and Human Services, International Education, Management, Science and Technology, Social Sciences, and Trades and Applied Technology. There are 60 instructional departments, ten centres and institutes, and 48 service departments. We have over 1,000 continuing employees, and issue tax forms for 2,000 employees annually.

Malaspina has a notable research record in fields ranging from rural communities to shellfish studies. We are a recognized leader in the incorporation of research into the undergraduate curriculum, and the coordinating institution for ten undergraduate research leadership sites affiliated with the Carnegie Foundation for the Advancement of Teaching Campus Program. In 2005-2006, we secured \$4,013,440 in research funding from multiple sources. In 2006, we were awarded substantial multiple-source funding for international development purposes. In recent years, we have developed strong North-South relationships with Pacific Northwest universities in particular. In the last five years, we have undertaken \$50 million in capital development projects, of which more than 50% was self-funded. In the last ten years we have undertaken \$100 million in capital development projects. These summary details indicate a diverse and complex institution with expertise in many jurisdictions, fully responsible for its own management and planning processes.

Through our planning processes, we have articulated a vision of commitment to student learning and success through excellence. To this end, we have actively pursued a mandate, legislation, and funding to change Malaspina into a university with a strong regional mandate, emphasis on undergraduate teaching and learning as our first priority, commitment to open access, strong transitional and developmental programs, and a comprehensive mix of academic, applied, professional, career/technical, vocational, and trades programs. We view research as a necessary adjunct to instruction, and put special emphasis on the undergraduate research experience. We regard institutional research priorities as being influenced by regional economic development and other needs, including resource management and sustainability. We look forward to a small range of graduate programs in fields of institutional or regional strength or priority. Our regional mandate would be to work closely with communities on Vancouver Island north of the Malahat and mainland coastal communities north of Howe Sound, in collaboration with all relevant colleges, to promote sustainable rural and urban communities, foster societal, cultural, and economic development, and to help this broad region to share equally in the fullest benefits of life in BC in the twenty-first century.

The University-College has the following Mission statement:

Malaspina University-College is a dynamic and diverse educational organization, dedicated to excellence in teaching and learning, service and research. We foster student success, strong community connections and international collaboration by providing access to a wide range of university and college programs designed for regional, national and international students.

The University-College has the following Values statement:

- Malaspina University-College is a dynamic and creative community of faculty, staff, and students. We share a strong belief in the power of learning to change people's lives.
 - As a learner-centred institution, we engage and challenge our students.
 - We support our students through personal interaction, small-scale learning environments, and sensitivity to student needs.
 - We welcome students with different backgrounds, cultures, life experiences, and interests, and celebrate their diversity.
- We value our collegial, respectful, and supportive working environment.
 - We encourage continuing opportunities for the learning and growth of our employees.
 - We honour the open exchange of ideas, academic freedom, and collaboration across departments and disciplines.
- We value the quality of our programs and services, and are committed to offering a unique mix of vocational, applied, and academic programs to meet the needs of a wide range of learners.
- We value our strong connections to the communities we serve.
 - We are committed to providing access and programming to meet community needs.
 - We value exchange and interaction with our communities – locally, nationally, and internationally.
- We value the natural environment in which we are located.
 - We enjoy the beauty of our location and are committed to maintaining and enhancing the quality of our campus settings.

Our planning priorities for the last four years have been influenced and to some degree shaped by the pursuit of university designation. Malaspina's Institutional Service Plan 2006/7-2008/9 planning context stresses eight criteria: institutional growth to meet regional needs; commitment to student success; employee recruitment and training transitions; pursuit of university designation; maintenance of quality; continued attention to research and scholarly activity; building infrastructure and financing institutional growth; and engaging with communities regionally, nationally, and internationally.⁴

⁴ See: <http://www.mala.ca/EducationalPlanning/KeyDocuments/StrategicPlanning/2006-09InstitutionalServicePlan.pdf>. The Service Plan contains Malaspina's SignPosts 2006/2009 planning priorities. Related planning objectives were identified in 2005 by Education Council in "Charting Our Course: *(footnote continued)*

These criteria suggest ways in which we have undertaken to prepare for the future, and our response to Campus 2020 has been guided by these among other criteria. In keeping with the goals and objectives announced by the Ministry of Advanced Education, we have set the following short-term goals: the building of capacity to meet provincial needs; the creation of quality to meet provincial needs; the achievement of relevance responsive to provincial needs; the delivery of the above goals in a timely and efficient manner; and the provision of equitable and affordable access to public postsecondary education.

In 2005/2006, Malaspina University-College undertook a broad-based institutional planning initiative, called *SignPosts 2006-09*, to identify short-term institutional priorities. This comprehensive process led to the identification of six priorities closely linked to the above-mentioned criteria:

- Enhancing student experience and campus life; including strategies for improving student recruitment, services institution-wide, and Aboriginal education.
- Investing in faculty and staff; including strategies for improving faculty and staff recruitment, succession, and orientation, as well as for promoting research, scholarly activity, and professional development.
- Shaping our institutional identity; including strategies for promoting leadership to manage institutional growth and change, as well as to communicate a unified institutional identity and plan for university designation.
- Ensuring quality programs; including strategies for developing and renewing curriculum and for supporting institutional teaching and learning initiatives.
- Building and maintaining financial and physical resources; including strategies for ensuring sufficient resources to maintain our institutional activities, improving the efficiency of facilities, and enhancing technology in classrooms, labs, and offices.
- Engaging regionally, nationally, and internationally; including strategies for raising the institutional profile, supporting regional campuses and remote locations in the development of long-term planning, supporting faculty and staff to expand their level of community involvement, expanding international opportunities for students, faculty, and staff, and improving services and quality of life on campus for international students.

It is evident from this information that Malaspina takes seriously the vision, values, and objectives of the Provincial Government and the Ministry of Advanced Education while having its own institutional priorities. Together, our institutional vision, mission, values, and priorities define the character and aspirations of the University-College now and for the foreseeable future.

Malaspina's Education Plan":

<http://www.mala.ca/EducationalPlanning/KeyDocuments/StrategicPlanning/2006-09InstitutionalServicePlan.pdf>.

2. FROM OUR STUDENT COMMUNITY TO THE WORLD BEYOND VANCOUVER ISLAND

We begin with students. Regardless of our varying personal and professional motives, they are the visible reason for our existence, and the most principled approach to educational planning must be governed by their needs and aspirations – particularly as they reflect the collective needs and aspirations of the province. In the abstract, our students may seem like vessels primed to be filled with knowledge. They are much more. They are individuals with distinct aptitudes, realms of knowledge and perception, ways of learning, and unique potentials to serve the public good. We owe them the responsibility we owe the society at large – to treat them with fairness and respect and nurture their development. Because education is less the product of transmission of knowledge than an extension of personal engagement, we owe them engagement. These are broad considerations for postsecondary education, but they are especially relevant at a time when technology and the growing complexity of knowledge threaten to instill us all with senses of personal alienation.

Thus, we make a point of beginning this paper with a sense of community – real people in their real social settings. Our students come from and relate to their communities. Their knowledge of the world is shaped by community, and when they come to us as students they enter into a community that shapes and fosters their learning.

The educational communities of such institutions as Malaspina grow in turn out of their regional communities. Malaspina's origins as a community college in 1969 flowed from a wellspring of community interests dedicated to the social needs of the central Vancouver-Island and Powell River region. Foremost among the interests of the people of our region was the opportunity for people of all ages to participate fully in the culture of advanced education, to expand their opportunities and, most importantly, to expand their island boundaries.

The initiative was successful beyond imagination, and in its first two decades the student population grew incrementally, more than doubling in each decade. Malaspina began offering university college courses in 1989 in fulfillment of the Access for All initiative for increased student access to undergraduate learning. For us, the prospects were exciting, both for an increased share in the life of postsecondary education and to extend further opportunities to communities we had long valued. For their part, our communities were also thrilled, and they overwhelmed us by their general enthusiasm and support. Malaspina has continued to enjoy growth, so that it has more than doubled its size from when it was given university college status. It is now larger than more than

half the universities in Canada, uniquely involved in the social, cultural, and economic prosperity of its region.⁵

From the small community it was in 1969, Malaspina has evolved into a complex community with students from upwards of fifty countries and regional, national, and international sensitivities reflected in its precincts. Our domestic students are more than ever aware of the benefits and limits of their lives on Vancouver Island, and of the great prospects of the world of postsecondary education. They can see and taste and touch the world through the medium of technology, but this virtual sensory experience is so complex that they are increasingly dependent on institutions such as ours to contextualize and shape it.

Malaspina speaks well for the success of provincial policy in postsecondary education, and for the success of the university college model. Even so, we are now precariously poised, awaiting the renewal of provincial policy that has outlived its time – and innovation that will keep pace with changes facing the twenty-first century world and postsecondary education in general, as well as the dramatic cultural evolution that we have experienced in the last seventeen years. The opportunities suggested by the university college initiative have from so many points of view yet to be fully realized. There is no better opportunity to do so than that afforded by Campus 2020.

3. THE TWENTY-FIRST CENTURY SETTING

It is often agreed that the pace and nature of change in international affairs touches on the human experience in a much more dynamic way than it did a decade ago. One of the consequences of 9/11 is not just that the world suddenly seems a different place but that it *is* a different place for different reasons in different locations: the war against terrorism stands in opposition to a war against Western and American values; agrarian societies stand against global economics and economic hegemony. Despite the many things that had previously contributed to making the world a smaller place – and a global community – suddenly it seems bigger again, and full of complexity. Our ability to communicate is greater than ever, to fly untroubled from Canada to the US more vexatious. In other senses, despite the remarkable ways in which the English language has spread around the world, we have become more entrenched in linguistic silos, not communicating in the same language – even in English. There is risk of isolationism, fear of travelling and cultural exchange, a growing sense of awkwardness about languages. Such anxiety goes paradoxically hand in hand with increased cultural exchange, including developments in postsecondary education such that unprecedented numbers of students are travelling worldwide to experience varying forms and conditions of higher education. International

⁵ Of member institutions in the Association of Universities and Colleges of Canada (AUCC), in 2005-2006 Malaspina's official 5440 FTE undergraduate students ranked it 39th out of 88. These statistics do not include graduate students or international students; in 2005-2006, Malaspina had 1159 international students in academic programs, 97 in graduate programs, and 721 in ESL programs.

education makes for a good illustration of the social dynamics of a world in which first-hand experience of different cultures is accessible and in which cultural and religious differences, even superficial ones such as a burka or a veil, are held to be a source of danger. International education seeks to break down cultural silos, but it may merely move them around.

The face of education has changed. It has changed in the sense that some nations that have been net importers of high-quality education, such as China and India, are poised to become exporters. This represents an economic challenge to the perceived supremacy of Western systems, to be sure, but it is also a challenge of cultures and values that should prompt much re-thinking about what is important in postsecondary education. There are paradoxes here. There is paradox in the sense that our society may be increasingly xenophobic in some respects but more open and less parochial about the sharing of cultures than ever before. There is the paradox of increased felt sympathies for the ways of indigenous peoples and yet a race to ultra-modernity. There is the paradox of international distaste for the North American way and yet renewed fascination with the public facets of North American culture.

The challenges of bringing together domestic student bodies displaying some facets of isolationism (such as an indisposition to learn languages other than English) with students from parts of the world increasingly not beholden to North American ways falls in comparison with the larger challenges, but it is still great. It only partly speaks for the broader issues of higher education. More telling still are the changes in educational values influencing postsecondary education worldwide. One challenge, perhaps fed by some non-Western cultural values, is what one of the Campus 2020 think pieces refers to as “credentialism” – the sense that education is a commodity to be bought and sold with the only object of scrutiny being the credibility of the credential; sometimes even that is not a concern.⁶

ECONOMIC AND OTHER TRENDS AND THEIR CONSEQUENCES

Marketplace forces are an issue for international clients actively coveted by the international education recruiters. They have become an increasingly acceptable criterion for measuring all activities. Remarkably, such forces are more inscrutable than they were a few decades ago. Now, they seem accountable to no country and no overseeing regulator, and every country must set its national agenda against global economies big enough to engulf the interests of any single country. A provincial postsecondary education planning process must have an eye to such inscrutable forces, but in doing so it must not be overwhelmed by the task of comprehending it all.

In North America, and in much of the developed world, the demographics of post-secondary education are changing. Though market forces say that growth is the measurement of success, traditional domestic markets for higher education are shrinking

⁶ Gilles Paquet, “Savoir, savoir-faire, savoir-être: in praise of professional wroughting and wrighting,” p. 8.

as the “baby boom” generation completes its cycle. Net growth in student numbers may only come as a result of migration of domestic markets or increased competition for international markets; or a broad reconfiguration of postsecondary education so as to incorporate lifelong learning (including programs for a growing cohort of retirees), or retraining initiatives.

Just as the pace of change in the global community has abruptly accelerated, so has it done in technology. Indeed, technological change, and specifically exponentially increased computer capability, has touched all facets of life, transforming industry, communication, and social and cultural pastime. One Campus 2020 think piece anticipates a time when the dreams of artificial intelligence will be realized in a form of “technological singularity,” in which it will no longer be possible even to imagine the future – so quickly will it happen, and in ways so altogether out of our control.⁷ The think piece doesn’t register the note of dismay that more innocent readers may feel.

Whether or not we are experiencing a kind of quantum change, it is arguable that no force has so dramatically changed the way we live our lives than technology, contributing to a climate of expectation. The world expects technology to produce commodities; it expects the products of technological research. It expects material solutions to medical and social problems, and with good reason: technology has radically altered many aspects of human life for the better. The sense that anything can be accomplished given the application of technology has also created remarkable ethical challenges, especially in the health sector, where the question must always be answered, at what cost human life? In postsecondary education this phenomenon of expectation has led to a peculiar fascination with research products as financial drivers, and intellectual property has increasingly had the savour of physical property, as scholars frenetically pursue patents and create spin-off companies to market the spin-offs of their intellectual property, and as universities get into the act. We always run the risk in such industry and entrepreneurialism of forgetting the point.

What will postsecondary education be like in 2020? In many respects, we hope and think it will be much the same, marked by the same values of an informed and able society well prepared for the responsibilities of democratic citizenship. Such responsibilities may become more important in a context of increasing economic competition from countries not sharing our democratic values. Postsecondary education will almost certainly be more vulnerable to external and international forces than it is now, and so it must be built on the most solid of principles. There will be more international students on our campuses in 2020, and we may expect more of our students to want to complete parts of

⁷ Sinclair, McClaren, and Griffin, “E-Learning and Beyond,” p. 21. Nannerl O. Keohane, “The American Campus: From Colonial Seminary to Global Multiversity,” *Higher Ground: Ethics and Leadership in the Modern University* (Durham and London: Duke University Press, 2006), p. 132, characterizes the kind of “futurism” flirted with by these writers: “Futurists delight in propounding radically new scenarios for higher education in the twenty-first century, based in large part on the wonderful capacity of information technology – computers, multimedia – to provide education to anyone, anywhere, at any time. Some people are convinced that most traditional institutions of higher learning, in America and elsewhere, will cease to exist within a few decades, swallowed up by more efficient competitors, rendered obsolete by the World Wide Web.”

their education abroad. To this end, a good innovation would be a substantial provincial investment in student exchange programs – not for the sake of financial gain so much as to foster strong international relationships and the sharing of values.

The health sector will make increasing demands on the public purse, and postsecondary education will find itself competing for a smaller share of available funds. Our society has yet to find ways of discriminating among demands for incremental improvement in health-care towards an elusive goal of ever-increasing longevity. To put the crux crudely, despite repeated claims to the contrary a longer life is not necessarily a better one. By 2020, we hope there will be greater societal understanding that an educated life is a qualitatively better life for most people. As such, we hope postsecondary education will be seen as a lynchpin of provincial health policy, and we anticipate that the society will have come to take a wider view of what constitutes good health. In any event, it must be made clear that a top-notch education system cannot be had without financial cost. We believe that if government believed it could buy the best possible education system it would; governments know that quality cannot simply be bought from quantity with dollars. The point is to identify what investments will make for a better system and try to bring them about through policy and reasoned approaches to funding.

We believe that postsecondary education will have a livelier awareness of how education is built on other factors than transmission of knowledge: increased recognition of the importance of the ability to learn and make reasoned (as well as informed) decisions through inquiry; and acknowledgement of the importance of gearing education not simply to a small elite but of contributing to a process of making even average people more capable. Pedagogy is a consistent theme of the Campus 2020 think pieces, and we believe that by 2020 universities will have attached greater value to research related to teaching and learning, a cornerstone of Malaspina's campaign for university designation. In the next decade, every person in our society will have equal access to transmitted knowledge. To serve our society in the knowledge century, postsecondary education will have to give special attention to how it sorts through seemingly infinite knowledge, and how it attaches fit priorities. Postsecondary institutions throughout the world will be forced to compete for public attention while making clear that important choices cannot simply be made by margin of popular vote. To lead in this respect, our system will need to find a marriage of principle and policy.

Our student populations will almost certainly be different in 2020 from what they are today. While Malaspina already has a wider mix of undergraduate student age groups than most comparable institutions in the province, it is clear that more of our programming will have to cater to retired people looking for enhanced quality of life through education (we already have more than a 1000 students in our Elder College program), as well as middle-aged people looking for retraining. Since these are somewhat antithetical constituencies, they will put different demands on our educational services. On the one hand, breadth of academic programming will continue to be important, particularly as taught in a campus setting with a strong sense of community. On the other hand, targeted retraining programs, night, and weekend courses will play a vital role.

One challenge all institutions will have to confront is a change in student loyalties. Students will make practical educational career decisions on short notice. The likely eventuality of a provincial portal – certainly a good idea in principle – will increase student flexibility in this respect. From Malaspina’s point of view, this may be a change for the better, since students will make fewer uninformed choices based on reputation and more on the quality of education. We have already felt one consequence of such a shift of loyalties: some students regard themselves as clients. The system must resist the temptation to adopt a “client-based” approach to postsecondary education, and our attempts to survey quality should carefully avoid imitating business customer surveys. The reasons for this are complex, but among them must be the continued sense that knowledge is not arbitrary and certainly not the product of popular choice. It may be among the foremost challenges of postsecondary education to maintain this principle.⁸

We know that online instruction is for the most part not a viable alternative to face-to-face instruction. Online courses will continue to be important in 2020 for students needing flexible scheduling, and for students who do not have reasonable alternatives. But the anonymous aspects of technology and online interaction will make campus life an even more important aspect of postsecondary education than it is today.⁹ Most courses will feature some hybridized aspects of instruction, and undergraduate research will play a decidedly more important role – highly dependent on technology – than it does today. Our recent experience with our renovated Library has been a salutary example. Since the major expansion and renovation of the Library, completed in 2005, usership has risen dramatically, and the Library has properly become the hub of campus life. We expect this trend to continue for the foreseeable future. We anticipate that collaborative forms of learning will only increase in importance in the next decade and a half. We believe that collaborative study skills, group-work, self-presentation, public speaking, and other related skills will grow in prominence as a feature of undergraduate life.

There will be stiff economic competition worldwide in 2020. BC’s workforce will proportionally diminish and the province and country will be heavily dependent on increased immigration. These factors will make it imperative for us to develop a society

⁸ Sinclair, McClaren, and Griffin’s *Campus 2020* think piece, “E-Learning and Beyond,” makes unstated assumptions related to this. It assumes the Wikipedia model for organizing and controlling knowledge is sound, and it assumes “marketplace” surveys are a sound way of organizing and controlling postsecondary education. We believe it may become more important for postsecondary education to be deliberate and selective in organizing knowledge in a context of the dizzying accumulation of information bytes. The provincial portal is a key recommendation of “E-Learning and Beyond.”

⁹Though the scholarship is considerable, see, for example, Keohane, “The University in the Twenty-first Century,” *Higher Ground: Ethics and Leadership in the Modern University*, pp. 53-54: “My first prediction is that education in the twenty-first century will continue to be centered around a campus, with physical identity and a core community of teachers, learners, and researchers in a common task. This may seem an obvious prediction. In fact, it may be the boldest one of all.” Keohane explains that the forces that make knowledge universally accessible may contribute to the renewed importance of campus life, since knowledge will be more complex and since the university will be perform more diverse in its nature and structure (pp. 55-58).

as or better educated than “competitor” societies. Here, it is not simply a matter of investing in innovation as if it were a commodity. We need to invest in social capability so as to fashion a province whose people have know-how, are flexible and adaptable, able to learn things themselves, and generally encouraged to be entrepreneurial in the fullest sense of the term. Expanding the research capability of postsecondary education may be one aspect of this, but it is not by and of itself a substitute for policy. It is appropriate for the business and industrial sectors to make better use of research at public postsecondary institutions, but this should not be the motivating goal of educational policy. One strategy is to improve linkages between the educational sector and the business and industrial sectors without driving public postsecondary education unwillingly into the arms of business. The best innovations are organic, growing from natural (though often seeded) relationships. At Malaspina, we would particularly like to see the close interactions between our trades and skills-training disciplines and industry lead to training programs serving short-term industry needs. Ideally, many industries could draw on our infrastructure in place of fashioning their own training programs. Even so, it is of paramount importance that the educational research agenda be driven by sound educational goals first and foremost and economic factors only as added potential benefits.¹⁰

SPECIFIC EDUCATIONAL TRENDS IN 2006 TOUCHING ON CAMPUS 2020

A number of specific trends and their consequences should be addressed. These are not a coherent expression of the state of postsecondary education in 2006. Moreover, they are far from a comprehensive representation of trends; they are simply ones that interest us for the present. We remark them in this section as pertinent subjects for further attention leading up to 2020.

1. MEN IN UNIVERSITY EDUCATION. Half a century ago, universities were predominantly male precincts in a social context in which women were encouraged to be homemakers. Between 1975 and 1995, the number of men in universities increased by 25%, and women by 107% (Axelrod, p. 57). That trend has continued in the last decade, such that

¹⁰ The scholarship on this subject is vast. We cite two relevant Canadian examples. Paul Axelrod, *Values in Conflict: The University, the Marketplace, and the Trials of Liberal Education* (Montreal and Kingston: McGill-Queen's University Press, 2002), takes on what he perceives to be the fundamental divide between a liberal education and the marketplace (p. 3): “The ground is shifting beneath the contemporary university, and it is time to take stock of its precarious situation. The cultivation of intellect, long a central objective of university life, is threatened by political and economic pressures that are redefining and reshaping the functions of higher learning.” Tom Pocklington and Allan Tupper, *No Place to Learn: Why Universities Aren't Working* (Vancouver and Toronto: UBC Press, 2002), observe that large research universities have become unable to sustain quality undergraduate university education; they lay out the relationship and the fracturing point (pp. 139-40): “In the early twenty-first century, universities emphasize science, technology, and student employability. Critics claim that universities have been seduced by the modern world's admiration of business. Using overstatement, one critic notes that North American universities want to attract money, study money, and make money. The trend toward more applied research raises questions about university objectivity and about the capacity of universities to analyze society. It also evokes concerns about power within the university, about conflicts of interest as faculty mesh business and scholarly roles, and about the further deterioration of teaching as a university priority.”

women have become a substantial majority of the undergraduate population, poised to overtake men in the graduate population as well. As Axelrod points out (pp. 58, 155n.), women elect to study in the liberal arts, where even a decade ago they constituted substantially more than 50% of undergraduates. The trend is no longer one of women attending in greater numbers, but of men attending in fewer. Now, the disproportion is so great as to suggest serious future consequences – and, with respect to postsecondary education, a whole generation of lost young men. At Malaspina in 2005-2006 the ratio was 60/40% overall, and 64/36% in university programs.¹¹ It is difficult to deduce reasons other than transitory increases in employment opportunities, but one might hazard the guess that literacy and reading have assumed decreasing value in the lives of adolescent males.

2. SCIENCE AND TECHNOLOGY. If we can extrapolate a correlative trend, it is that since male students gravitate to science and technology programs these programs are experiencing a relative decline. Indeed, in recent years US educators have diagnosed and striven to address a crisis in science and engineering education. This is tinged with political overtones by virtue of an identified risk of the US losing its supremacy in research production to emerging Asian nations whose cultures put great emphasis on science education.¹² In a Canadian context, a report of the Council of Canadian Academies (commissioned by the federal government) on “The State of Science and Technology in Canada” was made public on September 12, 2006. This report emphasizes areas of strength in research and technological applications, also expressing the general mood of Canada’s science and technology community, in what the Association of Universities and Colleges of Canada characterizes as a “pessimistic view.” The report observes a trend of increasing multidisciplinary (a trend we anticipate will continue throughout postsecondary education in the years to come). The report further notes the relatively low level of specialization in science and engineering fields in Canada as being related to the peculiarities of the Canadian economy.

Malaspina is concerned about the potential implications of the demographic shift of students, and we are concerned about its potential consequences for both the liberal arts and the sciences and technology. We will look for in-house strategies to address the situation (such as strategies putting greater emphasis on remediation of primary skills), but we also believe this should be a priority for system planning. We do not believe the answer simply to lie in the direction of greater priority to science and technology fields in either the K-12 or postsecondary systems. We might attach greater priority to the ways in which these subjects are taught, as one Campus 2020 think piece suggests, and we might consider ways in which science disciplines can find more seamless connection with

¹¹ “Malaspina University-College: Planning Context 2006-2009,” p. 5; see: <http://www.mala.ca/EducationalPlanning/KeyDocuments/StrategicPlanning/2006-09MUC%20PlanningContext.pdf>.

¹² The most recent treatment of this subject is the multiple-author book produced by the National Academies, *Rising Above The Gathering Storm: Energizing and Employing America for a Brighter Economic Future* (National Academies Press, 2006), now available online at: <http://www.nap.edu/catalog/11463.html#toc>.

foundational education, becoming desirable pursuits for personal as well as public reasons.¹³ We would like to see greater attention given to the development of scientific thought and methods in historical and philosophical contexts, and at Malaspina we are debating the role that science education should play in the non-science curriculum. We have placed some emphasis on science and technology programs at Malaspina in recent years, having concluded that their profile (and notably their funded profile) was not in keeping with an appropriate institutional mix, but we have not had the means to make science an expected part of the curriculum for all academic students.

3. SKILLS TRAINING. A third trend with specific application to Malaspina has to do with the failure of the society to recognize the intrinsic worth of vocational and trades education and training. Western Canada has experienced a persistent shortage of skilled workers in light of strong economies in Alberta and BC. One obstacle has been getting the society to take an interest in such fields. Market forces are certainly in play, and societal demand for certain applied skills, as expressed by increased salaries, will lead eventually to student demand. One related challenge is having demand for training accurately reflect demand for employment. At the same time, vocational and trades fields are to some degree subject to the same forces that have had an impact on science and technology education. In 2004, in collaboration with HRSDC we initiated an educational process, called “T3: Think Trades and Training,” intended to assess challenges of recruiting students and to contribute to greater education about opportunities.¹⁴ One aspect of the problem is that so much public attention has been paid to the ways in which a university education contributes to personal wealth and the public good that skills training has been left in the shadows. As we make clear in this paper, there are excellent reasons for us to emphasize the value of a conventional university education in our region. At the same time, we regard trades and skills training as an indispensable element of our plan for university designation.

We would not want to place two important functions of the University-College at odds with one another by having them make competing claims. Our province needs highly educated people in larger numbers and proportion who can contribute to public service and good citizenship, and it needs skilled employees. But the seemingly antithetical nature of these two needs should be addressed, possibly through attention to hybridization. We look forward to a day when more university graduates with liberal educations choose to pursue skills training, and we are committed to exploring ways in which skills training may be given appropriate credit in academic programs. To this end, a relevant provincially-funded project would be a pilot assessment of creditable skills. The key is for us to establish reasonable points of intersection between academic and skills-training cultures. We have already paved the way for such activity by building an

¹³ Carl Wieman, “A new model for post-secondary education, the Optimized University.”

¹⁴ The initiative is explained in “Summary of Secondary Research Regarding Awareness-Raising for Trades and Technology Occupations in Canada” (2004); see: http://www.edgnanaimo.com/pdf/secondary_research.pdf

institutional culture of respect in which faculty with different kinds of credential work side-by-side and in close collaboration. For us, it has been important to break down arbitrary and unnecessary hierarchical boundaries. Certain kinds of degree programs in the trades, not unlike what Thompson Rivers University is experimenting with, might further convey the message that skills-training disciplines are open for program development and innovation – giving such disciplines a new stake in the twenty-first century university.

4. KEY PRINCIPLES INFORMING POSTSECONDARY EDUCATION

From the point of view of Malaspina University-College, Campus 2020 is an opportunity for the province, its postsecondary educational system, and the many public and private institutions to gather their thoughts, gain fresh perspective, and find their bearings for the foreseeable future. It is more important to consider the wider implications of social change for postsecondary education than to jump on the bandwagon of increased competition, setting marketplace forces as the ultimate determinants of soundness and viability. The Australian model for international education considered at length in one of the Campus 2020 think pieces saw international education as a highly competitive economic venture, and it has paid for its practices in a diminishing international reputation.¹⁵ That think piece suggests a more considered approach to social and cultural capital. Fiscal viability is an important criterion given the general soundness of educational principles, but it is not a reasonable substitute for the lack of them.

What will sound principles for postsecondary education be in 2020? If all is well, they should not be appreciably different from what they are today. Postsecondary education in BC should foster education intellectually competitive with its equivalents in Canada and abroad. It should promote intellectual study for its own sake and benefits. It should also stress “soft” skills: critical thinking; lively awareness of cultural contexts both in the present and historically; strong literacy, numeracy, technological, and other basic skills; breadth of knowledge combined with aptitude for high levels of specialization; flexibility and adaptability; collaborative skills; sound ethical judgement; and skills generally conducive to the public good. These are lifeblood to the society and cannot be neglected as a continued first priority. They are emphasized in a wide variety of disciplines many of whose roles in postsecondary education are somewhat arbitrary; hence the variation from university to university as to discipline complements.

Postsecondary education, however, needs to integrate such necessary skills with a broader array of applied, technical, or vocational skills without which a society also cannot be run. These are more highly dependent on the basic skills indicated above than

¹⁵ Karel Reus, “International Post-Secondary Education: the Education Gateway – Speculative Discussion Paper,” p. 9: “A whole country can get a reputation as a result of its international education activities. It would be fair to say that Australia already has a reputation in many countries as being mainly interested in commercial activities.”

has often been acknowledged, but as a measure of their seeming independence they are geared to intensely variable employment needs and so their supply relies on quick identification of employment trends and quick preparation and turnaround of courses of study. Their creation is less intrinsic to the educational institution and more extrinsically dependent on international, national, regional, and local economies.

A key aspect of such skills is that demand for them may be met and is therefore subject to change. In this respect, they may be classified as limited by contrast with the unlimited skills of conventional academic disciplines. This is not to diminish their complexity or importance; rather, it goes to say that their educational interest is on the whole limited to their degree of utility. Perhaps in this lies one difference between certain such skills taught at technical schools and professional subjects taught in universities; but, even scrutinized closely, the boundaries are indistinct. As Paquet's *Campus 2020* think piece makes clear, careful consideration needs to be given to the role of such skills in the system. We will agree with his otherwise controversial paper that, as a matter of principle, such skills should not be devalued; on the contrary, they should be given an important place in all kinds of institution, no matter what the sectoral divide. If the key to the increased valuation of such skills is the creation of applied degrees, we are eager to explore that possibility. Our experience so far has taught us that such degrees are usually taken as second-class credentials identifiable with the college and institute sector for that reason.

By 2020, postsecondary education will depend on its capacity to make distinctions and connections between disciplinary knowledge and the learning process. It is vital that the provincial system be motivated first and foremost by the educational and learning processes and only secondly by the products of knowledge. As such, we see it as a principle of postsecondary education that it should not be designed to produce knowledge so much as to promote learning. The very notion of production of knowledge risks a philosophical identification with material production, and the consequent reduction of human capital to fiscal capital.¹⁶ Yet that is the precarious balance the notion of a

¹⁶ Harold T. Shapiro, *A Larger Sense of Purpose: Higher Education and Society* (Princeton and Oxford: Princeton University Press, 2005), remarks the overlap of university and business values (pp. 17-18): "Simply put, not all activities and relationships in our society are appropriately situated in the commercial realm. I am particularly concerned with the impact of these joint ventures on the roles of the university as an independent source of knowledge, and as a thoughtful critic of society. In the biomedical sciences, for example, it is very difficult to find disinterested researchers to evaluate new research. In short, society may not always be well served by merging the interests and priorities of the university with those of for-profit enterprises." Elsewhere, Shapiro discusses the production of knowledge as a function of science ("Some Ethical Dimensions of Scientific Progress," pp. 120-61). He observes (pp. 123-24): "Science is a social activity. Scientific activities cannot benefit everyone's interests at the same time, and they are inevitably influenced by ideologies and conflicts of interest. Indeed, some have gone so far as to suggest that science, like other activities and policies, simply serves those who profit from the existing social order. From my perspective, the important point to remember is that scientists and nonscientists alike are part of a common moral community, bound to one another by a shared vision of the kind of society we would like to become by various mechanisms of priority setting and accountability, and by the nature of the obligations we have to the interests of others. These ties create and sustain a wider civil community."

research university rests upon. (As such, the research university is predicated on a financial model and, like public healthcare, will endlessly take up as much money as it can find.) Only recently has the university establishment come to see the importance of pedagogical issues in protecting the continued viability of its programs.

In principle, it is reasonable to expect postsecondary education to articulate objectives for study, and to anticipate that such objectives will be stated as expected outcomes for students. It is not appropriate, however, to turn qualitative assessment of disciplinary study into purely quantitative measurement. Accountability measures are an appropriate way of measuring the responsibility of public and private institutions, but they should not point exclusively or even primarily to goals of financial expediency or efficiency.

While it is necessary to sound such principled notes of caution, a reasonable response to Campus 2020 should also fairly address a number of practical questions. How do we build on existing strengths in a cost effective manner? How do we cope with competition nationally and internationally? How do we make genuine improvements so as to ensure our graduates are best prepared to contribute as citizens, employees, and in other ways as constituents of our society and economy? How do we take appropriate action in cases in which our postsecondary system is not functioning as it should? Are there things we are not doing, or doing poorly? We recognize that postsecondary educational policy must take account of practical necessities. It is, moreover, appropriate for government to hold the system and its many public institutions accountable, and for policy to contemplate even dramatic system improvements where they will contribute to improvement. A key factor must be the equitability of policy and practice. This does not mean equality. It means that all parts of the system are given a fair shake and fair input into the system. Simply by virtue of relative scale, certain institutions often behave like provincial behemoths. Such institutions have the scale to liaise with governments in extraordinary ways and the means to respond to a Campus 2020 initiative twice over without batting an institutional eyelid; they direct sizeable funds to the business of influencing public policy – not always for the public good but for the sake of their own interests. For others, the process carries the trauma of an epileptic fit. Fair policy needs to compensate for such a range of system capabilities.

It must be recognized that the business of teaching in postsecondary education is a difficult task, challenging in ways unimaginable to those who have not participated in it. Government should not be in a position, or put itself in a position, of apologising for postsecondary education. Nominal workloads of faculty are but a small reflection of the demands of the responsibility. Faculty in postsecondary education are or should be in positions of societal trust. If they are not, to the extent that they are not, policy should be directed at making them persons of trust, and accountable as such. It should be the objective of system change to promote the trust of the entire professoriate – and not in a hierarchy in which some institutions are by definition regarded as tiered above the rest. This is not a call for equality but for some measure of equity. The system is not equitable now, and Campus 2020 should look to ways in which such an objective may be achieved.

Finally, it must be acknowledged that, as far as the university colleges are concerned, the system is already overtaxed in its capacity to contribute to the public good. The last decade has worsened the position of university colleges in the sphere of undergraduate education. Our mandated salary maxima are substantially less than the starting salaries for most faculty in the universities. Our infrastructure continues to groan under the stress of changing technology and the unanswered passage of time. If Campus 2020 points to a process of improvement, it must not be through further fiscal efficiencies compounded by static tuition fees. Malaspina's campaign for university designation is not tied to the notion that this will not have costs. It is tied to the notion that the benefits will dramatically outweigh the costs. It is clear that university designation will increase our ability to meet rising costs through entrepreneurial activity, for which we have an established reputation, and enhanced domestic and international student recruitment. Our "Business Plan," submitted to the Ministry of Advanced Education in September 2004, makes relevant revenue projections explicit. Concern has been expressed in some quarters about the need for and costs of additional universities – as more of the same old thing. Such concerns are unnatural and ungrounded if public policy takes account of the province as a changing and growing entity. But, as we make clear, we have no ambition to replicate the structures of the large universities. We look for equitable policy and practice rather than equality. We believe above all that our model for a university represents a most efficient model, and one well suited to the best interests of the province as a whole.

5. PROVINCIAL POSTSECONDARY EDUCATIONAL SYSTEM FACTORS

When it comes to common-sense principles that should inform provincial postsecondary processes leading up to 2020, we would like to emphasize the following: planning mechanisms should strengthen services for students and potential students; by extension, they should strengthen public postsecondary institutions; they should reduce services only when careful scrutiny makes it clear that such services worsen the quality of education; they should be responsive to the overall needs of the province while protecting the unique and special interests of its regions; they should promote the highest quality given the limits of justifiable expense; they should reflect common educational goals expressible in terms other than those of economic benefit alone; they should promote stability, ensuring as much protection as possible from political or other intervention; they should promote a high standard of fairness and equity given the understanding that in a differentiated system educational services cannot be equal everywhere; they should facilitate active and seamless communication and cross-fertilization among educators and across educational sectors, and between the postsecondary system and its many parts and the K-12 system and its parts. We have an eye to these principles in describing the system, defining the issues, and making recommendations for province-wide improvements.

A DESCRIPTION OF THE PRESENT SYSTEM

1. THE UNIVERSITY SECTOR. The present post-secondary system consists of two public sectors and a number of private institutions often conforming in type to aspects of both

public sectors (with a vastly greater number of operators in the skills-training sector). Within each sector there is significant differentiation.¹⁷ The university sector features the three older universities, now generally characterized as research universities, for which the University Act and the historical roles of the University Presidents' Council (TUPC) have made sense. (UNBC, Royal Roads University, and Thompson Rivers University are now also represented on the Council.) There is differentiation in fact, however, even where not in theory among the three universities, corresponding to the range and nature of their professional programs especially and relating to their supposed reputation and influence.

At the height of UBC's assertion of influence during the Martha Piper years, in a higher learning symposium at the Wosk Centre in 2004, Simon Fraser University president Michael Stevenson warned the Ministry and the government that what is good for UBC is not necessarily what is good for postsecondary education in the province. It is not always obvious to the membership of the TUPC that one provincial super university with two or more smaller research universities is the right differentiated model, yet there is some sense that just such a form of differentiation has evolved.¹⁸ It was further contributed to by the creation of UBC Okanagan in 2005. Other forms of differentiation in the sector involved the establishment of UNBC in 1990, at that time with a legally-enshrined regional mandate, and Royal Roads University in 1995, with a largely graduate, skills-based, and adult-education mandate, and the amalgamation of the University College of the Cariboo and the Open University into Thompson Rivers University in 2004. There are continued sectoral ambiguities with respect to TRU, defined, for example, by the historical affiliations of TRU's bargaining units.

Forms of differentiation within the sector were marked by independent legislation and/or specific language covering the differentiation in the University Act. The move to allow for greater range of private institutions (Trinity Western University had been given legislative authorization much earlier), which required supervised accountability measures independent from those typically safeguarded by the TUPC, paved the way for still greater differentiation within the sector. Yet to be ironed out is how the accountability measures can, or even should, take account of obvious differences in infrastructure. By way of justification of the limited infrastructure of his institution, the president of University Canada West has remarked publicly that the academic library is a thing of the past. Public institutions seeking membership in the AUCC, notably the

¹⁷ The BC postsecondary system features a large range of different types of institution and educational services. The relative benefits of homogeneous and differentiated systems are briefly discussed in Michael Skolnik's Campus 2020 think piece, "Postsecondary System Design and Governance."

¹⁸ Pocklington and Tupper characterize the notion of the super university as a "Harvard Canada" syndrome (pp. 168-70): "What is a world-class university? Presumably it is one very much like Harvard... Even if the creation of a Harvard of the North (or some close facsimile) were not a pseudo-problem (the false problem of achieving American-style excellence in Canada), it would be a pseudo-solution. That is, even if we granted that a Harvard of the North would be better than any existing Canadian university, the creation of a Canadian Harvard would not significantly improve the quality of university education in Canada."

university colleges, have been held accountable expressly for such passé infrastructure. We are not convinced that the system of accountability measures holds private institutions in either sector accountable in the way that the government and the Ministry do the public institutions; this will be an important qualitative issue leading up to 2020.

In short, the sector is highly differentiated, the rules governing the differentiation are not clear, variable standards seem to apply to public and private institutions, and among public institutions, and there are issues related to institutions with programs and interests crossing over into the other sector.

2. THE COLLEGE AND INSTITUTE SECTOR (INCLUDING THE UNIVERSITY COLLEGES). The other sector, of which Malaspina is part, is that governed by the College and Institute Act. This sector, too, is highly differentiated. The differentiation is nevertheless contained within the often generalized boundaries of the Act. Here are the three remaining university colleges, plus what remains in the sector of TRU (i.e., its bargaining units), the large urban community colleges, the rural community colleges, and the institutes – each with its distinct characteristics. Like the university sector, system fixtures are in place to ensure management of the things that the many institutions have in common. The BC College Presidents group (BCCP), however, has only some of the formal characteristics of the TUPC, and unlike the TUPC this body does not play a major role in self-regulation; the system is heavily managed in this respect by the Ministry. The sector is highly differentiated, and yet its common structures tend to be more rigid than those governing the university sector. The BC Institute of Technology is an institution of vast proportions, whose practices often seem untouched by system fixtures. The sector features common bargaining, managed by common entities at both ends, and often providing for a minimum of variation at individual institutions. Administrative and other salaries are on a common grid. The unique characteristics of institutions are not weighed heavily either by the common structures or by government. Yet they are many.

There are a number of what may be called general types, as determined by legislated mandate within the Act, region or locality, and size. The largest and dominating subgroup is that of the urban colleges: Vancouver Community College, Douglas, Langara, Capilano, and Camosun. Mid-sized colleges such as New Caledonia occasionally mirror the interests of this large group. Smaller colleges, such as Northern Lights, North Island, Northwest, Selkirk, and College of the Rockies, have markedly different concerns within the same general make-up of issues. Small-community viability and multiple-campus issues dominate. Services are often more rudimentary at smaller institutions, while urban colleges, notably in Vancouver, deal with overlapping programs, shared constituencies, and even shared students. BCIT is in many respects a polytechnical institute with a broad programmatic range. Smaller institutes, such as Emily Carr Institute of Art and Design, have specialized needs and participate in system management in keeping with them.

3. THE UNIVERSITY COLLEGES. The university colleges are the most unusual institutions in the system, and they are unusual by national and international standards as well. Some of their pursuits mirror those of the urban community colleges. Many do not. Their degree-granting structure, whose goals are to ensure as few students as possible transfer

out to complete their postsecondary education, makes them, first, like the universities, and, second, highly dependent on local factors. In any event, their peculiar interests have left them with little clout as regards system structures. The creation of a consortium to reflect their interests was a modestly successful step; less successful when compared with the superstructure of the TUPC. Moreover, the University College Consortium was adversely affected by the replacement of Okanagan University College and the creation of TRU. There is substantial variation among the remaining university colleges. As the oldest, Malaspina is close in appearance to conventional universities. In the last decade it has invested heavily in research activity and infrastructure, and has joined the national university stage as a research institution.

Regional differences also account for different characteristics of the university colleges, making it hard for the Consortium to lobby with clarity for the best interests of all. Their greatest obstacle, however, is ambiguity of institutional kind. Universities can imagine a new kind of university for the twenty-first century, but university colleges *are* a new kind of institution, awkwardly situated sectorally, poorly explained and perhaps poorly conceived in legislation, ill-understood by the universities, and evolving so fast that they are often even poorly grasped within their own ranks. While they share interests with the college and institute sector, and participate actively in system structures, they have increasingly more features in common with the university sector, with which they have no formal ties. They reveal the kind of cross-sectoral issues alluded to in a number of the Campus 2020 think pieces.¹⁹ To the extent that the university colleges are not successful in having their agenda addressed in their formal relationship with system agencies authorized by the Ministry, they are listened to sympathetically by Ministry representatives in a spirit of indifference or system micromanagement. Micromanagement, after all, can promote efficiencies, and it can come between wayward institutions and their folly. On the other hand, it can also lead to situations, such as the one that occurred in the Spring of 2005, in which institutions negotiated with their bargaining units without a negotiations mandate, and in which, ultimately, they were wrestled to the ground by some combination of the Ministries of Advanced Education and Labour and Citizens' Services and Treasury Board.

The differentiation of the system was given yet further wrinkle, with implications for both sectors but primarily for the college and institute sector, when the colleges were mandated to offer applied undergraduate degrees and the university colleges to offer applied masters degrees. This made the operations of the system more complex, and the relationships among colleges and university colleges potentially fraught. Despite claims to the contrary, it was not clear from the start what "applied" meant in either jurisdiction. Since the university colleges were already offering for the most part non-applied undergraduate degrees, it was not clear which applied undergraduate infrastructure was being built upon. Restrictions placed on the offering of such degrees came to seem like a right hand offering and a left hand removing. In short, within the ranks of the university

¹⁹ Notably, Skolnik's "Postsecondary System Design and Governance" and Paquet's "Savoir, savoir-faire, savoir-être: in praise of professional wroughting and wrighting."

colleges the innovation was often viewed as a political one conducive to shoring up the identities of colleges, but with insuperable strings attached.

4. THE CONSEQUENCES OF DIFFERENTIATION. While differentiation may have been imagined as contributing to the public good when looked at from the point of view of the province as a whole, the provision of varying expressions of differentiation in different parts of the province has led to conspicuous discrepancies. Prince George is in the quixotic position of being home to a university and a community college, when its regional population is markedly smaller and less diverse than Nanaimo's. It may be imagined that Nanaimo is better placed for access to university services in the Greater Vancouver or Victoria areas. Such a notion is easily overstated and at its heart is a diminishment of the role that regional differences play in the realm of postsecondary education.

To take one example, BCStats statistics for Vancouver Island reveal that 21.6% of the population aged twenty or over in the Camosun catchment area had a university degree as of the 2001 Census; the equivalent statistic for Malaspina's catchment area was 12.4%. Assuming that it is in the interests of the general good for a sizeable proportion of the population to have a university education (by relative standards 20% is on the low side), Malaspina's catchment area could benefit from special attention in this regard. It may not be appropriate to devote similar attention to urban areas with such small populations as Terrace, but a regional population exceeding 240,000, expecting to approach 350,000 by 2031, such as ours, merits serious consideration. The present approach to differentiation may not serve related purposes, and it may promote economic growth and prosperity in some parts of the province even at the expense of others.

To be sure, viability must be a factor in the disposition of system plans. A high level of differentiation is the most flexible way of tailoring the system to provincial and regional needs. Such differentiation must reflect clearly articulated values. Often differentiation serves only to emphasize hierarchical notions of superiority and inferiority, as Paquet's Campus 2020 think piece observes. The general lack of interaction among differentiated types of institution delivering related kinds of education may contribute to double standards not in the spirit of quality. A brief example may suffice. In the context of our application for "exempt status" for program approvals, we were scrutinized for our policies and procedures on course distribution, program breadth, and routine program review. We were advised by the Degree Quality Assessment Board (DQAB) to consider the models of the big universities, in particular SFU. There need be no specific reason for such a recommendation and none was expressly given; in spite of the fact that SFU had just implemented an unusual set of breadth and depth practices, its model was a "university" model. In such an understanding of differentiation, non-universities are perceived to be unable to arrive independently at credible practices, regardless of the merits of their actions and the unique circumstances leading to them prompted by their differentiated natures. It should be noted in this connection that Malaspina is not a

neophyte private university, but a public postsecondary institution – a university college – offering more than 55 different approved degree streams.²⁰

A good illustration of the problem may be found in the narrow category of promotion and tenure. The absence of exact parallels with typical university practice in the college and institute sector leads some in the university sector to conclude, by virtue of the assumed superiority of its practices (though they are hardly uniform from university to university provincially, nationally, or internationally), that the practices of the college and institute sector are inferior, and that, by extension, institutions in that sector cannot be trusted to apply appropriate qualitative standards. Even were such judgements valid, it would not be within the power of any right-thinking institution in the college and institute sector to make the requisite changes, so driven is the sector by rules determined for the whole.

But promotion and tenure are also widely held within the research literature to be divisive aspects of university culture.²¹ 40% or more of undergraduate instruction at some universities is performed by temporary faculty not subject to the very criteria said to reflect quality. Such percentages seldom figure as multipliers in indices of quality.²² Paquet's call for a paradigm shift in which the skills-training sector is accorded greater social value than at present has strange applicability not simply to skills-training (with respect to which many of his assumptions may be disputed) but to academic programs outside the university sector, particularly in the university colleges. By remarkable contrast, highly specialized institutions not in the university sector, such as the Emily Carr Institute, believe that only they can or should offer high-quality programs within their jurisdiction. Within the community colleges there was once a frame of mind that they alone valued students and instruction – unmotivated by such perennial distractions as research. Governments and the Ministry have often bought into the myth, as if sound instruction can be viewed as completely separable from research.

²⁰ For a detailed historical list of Malaspina's approved degrees, diplomas, and certificates, see Appendix A.

²¹ We are not against tenure, the spirit of which we honour at Malaspina (within the limits of our sectoral autonomy). Pocklington and Tupper treat such matters as pseudo-problems (pp. 170-73). Shapiro views the tension as relating to public purpose (pp. 13-14): "Correspondingly, it is the faculty's responsibility to use this freedom to critically re-examine our current set of beliefs and commitments in their areas of expertise. Lapses in fulfilling this responsibility undermine the future of this idea more, in my judgement, than the occasional misinformed critique of tenure as simple job security. The intellectual and educational autonomy of the university and the faculty should be viewed in a similar fashion, not as an ancient right that must be defended but rather in terms of its current public purpose."

²² Pocklington and Tupper properly view the role of sessional instruction as one of the "real problems" of the university (pp. 90-91). While at Malaspina, unlike many universities, we do not have a mandated percentage of instruction to be performed by sessional instructors for fiscal reasons (and system collective agreements have imposed limits on the ways in which we can depend on sessional instructors – sometimes with deleterious consequences for instructional units), the very nature of the endeavour often leads to sessional employment. In periods of rapid institutional growth, our programmatic functions often cannot keep pace and we hire sessional instructors as a temporizing action. Secondments and leaves for research and other purposes also lead to sessional bottlenecks. We would like to see this matter addressed as a qualitative issue for the postsecondary system.

In short, despite the many strengths of the system and its public institutions, the differentiated nature of postsecondary education in British Columbia continues to be fraught with ambiguity, uncertainty, and poorly-defined relationships and boundaries. Combined with poor means of communication, this leads to hierarchy, attendant insecurity, and political intrigue.

TARGETS FOR SYSTEM IMPROVEMENT

The preceding sketch of the provincial postsecondary system and its differentiated nature serves to illustrate its many faults. Skolnik's paper points to a consensus among scholars that highly differentiated systems are better tuned to the needs of the twenty-first century. It points out that the BC system begins with many advantages already in place. But it also notes challenges faced by differentiated systems, most of which are evidenced in the above summary. From our point of view, a highly differentiated system can work. We believe, moreover, that something like the present system can work. For all the things to trumpet about the BC system, such as its richly evolved system of articulated courses and programs, the present system needs improvement. Provision for formal interaction among responsible bodies within postsecondary sectors remains poor. While the TUPC has functioned well in the university sector, the college and institute sector (including the university colleges) reveals a wider distribution of interactive groups. The university colleges, for instance, meet informally among themselves and within larger groupings. Political interventions have added to the difficulty (a matter of grievance with the universities as well). There is a problem in turn with communication between sectors; this is all the more acute since many of the traditional boundaries between binary system sectors have been altered. The university colleges and some other institutions in the college and institute sector now offer wide-ranging undergraduate and graduate degrees. Their students have been led to assume an equitable standard, and yet there is no formal communication between system sectors or the institutions within them.

Inasmuch as the college and institute sector is a highly controlled sector, the university colleges in particular are hard-pressed to respond to their peculiar needs. Fixed salary grids for all colleges and institutes, unresponsive to the unique circumstances of institutions, make the university colleges increasingly unable to compete for instructional faculty. They are losing their own experienced faculty to universities across the country. But system requirements govern many other ways in which institutions must function, despite, and to the detriment of, each institution's distinct needs.

Ministry funding for institutions reflects historical formula-funding norms out of touch with the present circumstances of most institutions. Undergraduate funding is heavily weighted in the favour of universities (despite their capacity to charge significantly higher tuition fees); university colleges, with undergraduate responsibilities outstripping those of more than half the universities in Canada, endeavour to provide services at least on a par with the provincial universities but they are doubly hamstrung by tuition-fee resource implications hardly touching the universities and discrepant student FTE values. As open-access institutions, the university colleges have certain undergraduate challenges

exceeding those of research universities whose students are of more uniform ability. Our instructional endeavour teaches to wide-ranging abilities. It might reasonably be expected to incur greater expense and be buttressed by greater funding. On a related matter, Malaspina has the largest Aboriginal student population in the province. Our funding and infrastructure are significantly less than those of other institutions with far fewer Aboriginal students. While other institutions are funded to promote strength, our strengths have been taken for granted, not so much as a result of deliberate policy but by virtue of systemic oversight.

Other forces on the national scene seem designed to favour large universities, whose infrastructure is more visible than that of smaller institutions. Large universities perform better from federal and provincial research funding, and such funding structures widen the gap between the capacities of large and small universities.²³ There are spin-off benefits for large institutions securing Canada Research Chairs, Canada Foundation for Innovation, and related infrastructure funding. These institutions are able to compound their benefits in the development of further infrastructure. Facilities development is prodded along by research infrastructure funding, and direct instruction usually benefits from new, up-to-date laboratories, increased office space (nominal restrictions in this category notwithstanding), as well as classroom space featuring the latest technology.

Those university colleges whose commitment to teaching and learning is contextured by recognition of the role that research plays in academic scholarship and the life of the mind, as well as in the day-to-day experiences of undergraduates, struggle with infrastructure not keeping pace with their evolution, growth, and success. Applying different criteria from those applied in the university sector, officials quibble over building and room utilization statistics, driving down into room size and shape as well as function. Spaces for student comfort and recreation must be sought, bought, and paid for by the institution at the expense of other benefits – despite the increasing acknowledgement of students' client expectations (particularly in light of tuition fee increases). At the same time, university colleges are hampered by not having the reputation conferred by the title university, and so are less able to raise capital funding from private sources. They are victims of the credibility gap even in this respect. Differentiation creates and feeds public senses of them as institutions of *prima facie* inferiority, even when it needn't do so, and when they are demonstrably not inferior.

From our point of view, system adjustments must be multifaceted. They must provide for greater clarity regarding sectoral and institutional differences. They must provide the means for better communication and interaction among sectors and institutions. They should promote both a high level of differentiation among institutional types and institutions themselves while responding to regional needs and providing the most equitable mix of services provincially and regionally. Present legislation needs to be

²³ This is a potentially serious problem in Canadian postsecondary education, in which by virtue of federal research funding envelopes and other forces small, mainly liberal arts and science universities have remained small and a number of once comparable institutions have become leviathans.

adjusted to these ends. The College and Institute Act, as is, insufficiently provides for the nature and character of the university colleges, and it does not contribute to the best interests of Malaspina University-College as an autonomous public institution.

Malaspina's planning documents over the last four years have detailed its ambitions for university designation. Our goals are not to replicate the nature and character of any other institution in the province, let alone the research universities. Rather, our goals, strictly in keeping with the highly differentiated trajectory of provincial postsecondary education, are to secure status, legislation, and funding appropriate to what we essentially are and conducive to our further development in the years to come. We place strong emphasis on the best possible learning environment for students – marked by class sizes ensuring personal contact with the professoriate, continued attention to the learning processes themselves, and vibrant campus life outside the classroom. We pay close attention to our regional setting, and we see our mandate as having national and international import. While we regard research as an indispensable part of the educational process, our research values are defined by our commitment to students and learning.²⁴ Our focus is primarily but not exclusively undergraduate. We believe it essential to maintain a comprehensive balance of programs and courses, academic, applied, career-oriented, vocational, and trades. We believe there are benefits to our range of programs that may assist us in defining a distinctive role as a university. We espouse open access in principle and as a practice essential to our region and the province as a whole. We believe it important to maintain a strong footing in transitional and developmental programs, such as Adult Basic Education. For this reason, we are more acutely aware of our relationship with the provincial K-12 system, with which, despite a lack of formal contexts for professional interaction, we have established strong relationships.

Indeed, it may be more essential than ever for universities to accept that many forms of remediation are a better response to the needs of twenty-first-century education than the pretence that knowledge and skills deficiencies do not exist. To this end, we have put in place many student services actively contributing to student success and offering remediation where it so obviously is needed. We have devoted considerable attention in recent years to enhancing our counselling, advising, and related services for students. Our services for teaching and learning assist faculty in the development of instructional techniques that put emphasis squarely on the learning processes. Our Writing Centre and Math Centre have expanded to supplement conventional classroom instruction with more

²⁴ This emphasis is evoked in the opening two sentences of “Malaspina’s Strategic Research Plan 2006”: “Malaspina University-College is committed to excellence in teaching and learning. Our academic culture is grounded in these values, and our key research themes derive their importance from them”; see: <http://research.mala.bc.ca/researchoffice/docs/2006SRP.pdf>. One distinctive facet of our research culture is to integrate research into the undergraduate curriculum, a practice recommended by recent scholarship; see, for example, Jenkins, Breen, and Lindsay, *Reshaping Teaching in Higher Education: Linking Teaching with Research* (London and Sterling, VA: Kogan Page, 2003). We feel this is an area of strength for Malaspina (and its type of university) that should gain policy and, indeed, funding recognition (see Jenkins et al., pp. 143-81).

robust tutorial support. Our many workshops for faculty and students likewise emphasize that student learning is not confined to the classroom.

Malaspina's large Aboriginal student population may in part be accounted for by the recognition among Aboriginal communities that we are committed to more than lip-service in the support of student success. We have employed elders in residence for more than a decade. In 2004 we initiated a plan for central support services for Aboriginal students that led to the establishment of Shq'aphthut ("The Gathering Place"), the institutional hub of First Nations Student Services. We have long been recognized as a provincial leader in undergraduate Aboriginal education; just how good we are is well understood by our students but so far not reflected in system support. We regard ourselves as a provincial Centre of Excellence in the area of Aboriginal education, and we would like to find the notion acknowledged and supported by the system.

On the matter of respecting the differentiated trajectory of postsecondary education in the province, as we have said, we have not striven to replicate the structures of the large universities. Indeed, initially we were in an ambiguous place in defining our autonomy in that our partnership with the University of Victoria often reflected desires of some mentoring disciplines for mere replication. In the last decade, on the contrary, we have placed great emphasis on new programs reflecting our institutional culture, and adding distinctively to it. While in form our instructional departments mirror those of conventional universities, they are also distinctive. Our unique characteristics, the characteristics we share with universities, and the differentiated nature of the system suggest the need for a university mandate enshrining Malaspina's distinctive nature and character. Whether this mandate should be established under the aegis of the University Act is not the question. The question is, rather, how such legislation will make sense within the system. In any event, the College and Institute Act, as presently construed, is not adequate to our needs. Moreover, we find it difficult to envisage how it might be made to serve our needs without being wrenched further out of proportion.

SYSTEM RECOMMENDATIONS

Thus, we make the following specific recommendations:

1. **PROVINCIAL COUNCIL.** There should be a provincial council for postsecondary education, with its own secretariat. This council should have two kinds of responsibility: it should, after the fashion of recommendations in Skolnik's Campus 2020 think piece, be responsible for determining, reviewing, and adjusting a sense of vision for postsecondary education at arm's length from government intervention; it should be responsible for ensuring formal inter-sectoral and inter-institutional communication within the system. Together with the Ministry of Advanced Education, it should be responsible for guiding the mandates of the various types of institutions, as well as for ensuring that relations among institutions appropriately reflect shared and overlapping jurisdictions while safeguarding distinctive institutional cultures. Further, the council should be charged with responsibility for maintaining the highest educational standards through routine accountability measures, planning, and institutional, discipline, and program review. The

council should have representation from every postsecondary sector and institutional kind, and preferably from all or most public institutions (without weight to bigger as better), as well as government. It would benefit from subsidiary advisory groups, including committees representing communities of special interest or priority as identified by government; such as a provincial Aboriginal standing committee, as suggested by McCue's Campus 2020 think piece. Further, it would benefit from cross-sectoral committees ensuring effective system articulation and sound continuing relationships with the provincial K-12 system.²⁵

2. **SECTORAL STRUCTURES.** Sectoral structures should be revised so as to ensure the right mix of like institutions with like institutions and appropriate means of cross-sectoral interaction. The old binary system has served its purpose but is no longer relevant, since the system has become so highly differentiated, and since forces and trends in postsecondary education increasingly emphasize the overlap of functions and purposes among institutional types. Whether such trends point to one piece of legislation governing all public and private postsecondary institutions or multiple legislative acts is a matter for further consideration. Institutional kinds should be reviewed and re-articulated with a view to defining the general goals and objectives of the system and how they are expected to be met in different ways. The possibility of some system rationalizations taking place should not be excluded. Put simply, some institutions may not be well placed to serve their intended purposes; instrumental changes for the better should be contemplated. We do not support, however, the creation of super universities. The concept does not adequately take into account the need for autonomous institutions with distinct identities in regional urban centres, or the benefits that accrue from a system of balanced institutional sizes and strengths.

3. **NEW LEGISLATION.** In any event, Malaspina University-College should be given new legislation mandating its function as a university focussed primarily on undergraduate learning. Such legislation will need to give Malaspina a fuller relationship with provincial universities, traditional and new-generation. At the same time, it must allow for our continued relationship with provincial colleges and institutes in matters of shared interest. We do not anticipate being folded into the University Act, and would prefer our own legislation, though we are not unequivocally against such a course of action, since it makes some sense for a university to be under the umbrella of relevant legislation.

4. **INSTITUTIONAL AUTONOMY.** Institutions should be guaranteed autonomy in matters that count. It is inappropriate for Malaspina's part of the system to be micromanaged by forces indifferent or unsympathetic to the kind of institution it is. One size should not fit all in collective bargaining, for one example. Government should be clear about its expectations for provincial institutions, give them the means to be accountable, and only then hold them accountable accordingly.

²⁵ We regard communication between the postsecondary system and the K-12 system as an important component of educational planning pertinent to Campus 2020, and as an ongoing requirement which alone would justify the creation of a provincial council.

5. **BALANCED FUNDING.** Government should move towards balanced funding across the system for like activity. The old structure of formula funding was not an effective means of controlling public funding. The present structure of block funding has not appreciably altered the effects, since many of the same flaws and prejudices that informed formula funding continue to underlie the present block-funded grants. In the present structure, Malaspina is funded substantially less than the universities for each of its designated FTE students.²⁶ While there may be no reason to dispute the need of large research universities for a greater level of public funding (aside from their greater immediate capacity to raise funds through higher tuition fees, federal and provincial research funding, and development funding), such funding should accrue as a reflection of their distinctive characteristics (such as extensive graduate programs) rather than in the expression of what they have in common with us. We do not expect balanced funding to occur overnight. We recommend it as a system objective at least for 2020, if not well before.

Government targeted programs should be kept to as small a proportion of public funding as possible. There is a tendency, in times of fiscal duress, for governments to control the endeavours of the system through targeted funding programs while leaving existing infrastructure and operations unassisted, sometimes for years on end. Targeted funding initiatives might better grow out of the function of a provincial council. They should never substitute for ongoing funding of a system better designed to manage itself.

6. **TUITION FEES.** Malaspina participated in and benefited from the deregulation of tuition fees in the early 2000s. The removal of the tuition freeze enabled us to offer courses and programs in high student demand we had been unable to offer for years. The subsequent imposition of limits to tuition fee increases has posed potential system-wide problems for the future. During this Campus 2020 planning process, students have campaigned for a roll-back in tuition fees. While we can hardly envisage such a roll-back taking place in a context of increasing competition for provincial tax revenues, and in a setting in which tuition fees are significantly lower than in other parts of the country, we are sympathetic to the needs of our students – and conscious of the burden of expense of a postsecondary education, excluding tuition fees – and we feel the matter should be addressed through such system planning processes as Campus 2020.

We would particularly like to see more consideration for public-funded grants, bursaries, and scholarships – in the interests of students and the society as a whole. Our students are experiencing financial hardship and for the sake of the future of our society they deserve consideration. In addition, we recommend that government matching funds for

²⁶ In a “Discussion of the Financial Implications Related to the Designation of Malaspina as a University” prepared for the Ministry of Advance Education and dated November 8, 2004, we noted that the average funding per student FTE at the then university colleges of \$6,762 compared with an average of \$9,958 at the research universities; see:

<http://www.mala.ca/EducationalPlanning/KeyDocuments/UniversityStatus/FinancialImplicationsU-Status.pdf>.

scholarships and bursaries be reinstated; they should be considered a strategy with huge potential benefits. As things stand, it is an irony of the system that the larger institutions have vast scholarship and other financial support structures for their students while smaller open-access institutions have fewer means to address the greater relative hardship of their students; this is neither equality nor equity.

For our part, before the government imposed limits on tuition-fee increases, we recognized that we could not endlessly increase them for several reasons: we are an open-access institution with a mandate to address transition issues that apply largely to the lowest wage-earning sector of the society; our region has some of the poorest communities in the province; and, last and not least, because we do not have the established reputation of the research universities, we cannot compete head-to-head with them without sacrificing enrolment. Consequently, we held our tuition fee increases in check despite the privation that imposed upon our operations.

In 2004-2005, our average annual mandatory fees (including tuition) were almost \$400 less per FTE student than those imposed by Okanagan University College and approximately \$560 less than those imposed by the University College of the Cariboo. Ours was a calculated decision based on the best information we had at our disposal. It is possible we might have matched the charges of our then sister/competitor institutions. Given the present imposed restrictions, we are not legally in a position to revisit our calculations. This is not to say we would. It is to say, rather, that there has to be a better and more equitable way of managing tuition fees. Moreover, that we are so highly dependent on tuition revenue (Ministry funding now accounts for less than 50% of our annual budget, and tuition for around 20%) means that we have less flexibility in the management of our affairs as long as tuition fees are regulated; the impact of regulation increases from year to year.

Thus, aside from broader policy consideration of responsible approaches to tuition fees, grants, bursaries, and scholarships in the best interests of students and the society as a whole, in effect we have two concerns: that both the nature of the institution and the demographic circumstances of different regions have an impact on what constitutes reasonable or unreasonable fees for students, and that this should be taken account of in policy; and that regulation of fees without compensatory funding threatens to have a deleterious effect on institutional operations and system equity.²⁷

7. CAMPUS COMMUNITY LIFE. Government and the Ministry of Advanced Education should reassess the present approach to facilities development so as to take into greater account the vital role of campus community life, campus and building design and related factors, and other relevant cultural requirements, such as recreational, athletic, and performance spaces and facilities.

²⁷ The Association of Universities and Colleges of Canada (AUCC) claims that “In real terms, Canadian universities are now receiving \$2,800 less operating support from government than was provided at the beginning of the 1990s”; see: http://www.aucc.ca/publications/research/quick_facts_e.html.

8. ACCOUNTABILITY MEASURES. We are not against more extensive use of accountability measures. We believe we must be given the means to contribute accurately to them, and that their application should not be keyed simply or primarily to fiscal efficiency, though that is surely an appropriate standard among others. Any such use of accountability measures should be motivated by a principle of making the system better; taking dramatic steps to that end is not to be excluded but should be motivated by the soundest of principles.

9. ANOMALIES. The Campus 2020 initiative should address certain anomalies that niggle, destabilize the system, and cause hardship for many institutions. For example, as regards trades training, we are particularly concerned about the dependency of public institutions on a system of public funds held essentially in private hands – the Industry Training Authority (ITA), a Crown corporation with a for the most part private-sector Board, and its Industry Training Organizations (ITO). A further anomaly is reflected in the ways in which the DQAB authorizes approvals for private institutions, including universities, whose values, objectives, and infrastructure may not be in keeping with standards expected of the public sector.

6. THE IMPACT OF CAMPUS 2020 ON MALASPINA UNIVERSITY-COLLEGE

In the sections that follow, we dwell on provincial postsecondary issues specific to Malaspina and its region. We discuss regional characteristics contributing to the unique circumstances of the University-College. We endeavour to illustrate Malaspina's present character in light of its historical development. In developing this picture of Malaspina as a distinct and autonomous institution, we also highlight institutional focal points. Altogether, these project a sense of who we are in 2006 and the challenges and opportunities we foresee for the next decade and a half.

REGIONAL DEMOGRAPHIC AND SOCIO-CULTURAL ISSUES

Malaspina University-College's identified catchment area comprises central Vancouver Island from the Malahat north to Qualicum Bay, the Powell River region on the Mainland, and intervening islands. As of 2005 the regional population was just over 240,000. The population is expected to undergo significant growth, reaching 300,000 around 2020. Most of this growth will occur in central Vancouver Island communities, with the Powell River region anticipated to remain largely static and the Nanaimo urban population to grow by 40% in the next two decades.²⁸

The region will share in many of the same demographic trends as the rest of the province, as the "baby-boom" generation passes to retirement. In the next decade, the percentage of the regional population aged 18-24 will drop from 9.7 to 7.7, with actual numbers

²⁸ The statistics in this section derive from BCStats, care of the Malaspina College Region 8 statistical profile, available at: http://www.bcstats.gov.bc.ca/data/sep/col/college_8.pdf.

expected to drop by as many as 2,000. That number is expected to increase in subsequent years, the total reaching present levels around 2021. At present, this age cohort represents close to 30% of Malaspina's student population. If the student population continues to grow, it will likely drop as a proportion of the total. In the next decade, the percentage of the population over 65 years of age will increase from 18.5 to 21.1. It is likely Malaspina will cater to retired people as an increasing part of its profile. The region has high-school completion rates well below the provincial average (29.2% of 18-year olds fail to graduate, compared with 24.4% provincially), and, despite the fact that slightly more than 50% of high school graduates proceed to postsecondary education, the proportion of the population aged 20 or over with a university education, at 12.4% in 2001, is lower than the provincial average (17.6%), and dramatically below percentages for the Greater Vancouver and Victoria regions (app. 30%, and 21.6%, respectively). In a recent press release, our Director of Enrolment Management and Registrar announced that 37% of Malaspina's student population does not continue past the second year of study.²⁹ While this suggests a target area for improvement, it is also a delicate by-product of open access that can only be improved by increased attention to student support and services.

Depending on the nature of Malaspina's profile within the region and the continued process of urban development, postsecondary participation and degree completion rates may be expected to grow and may serve to compensate for lower numbers of high school graduates. The region's poor record of high school completion may also improve, but it indicates strong continued need for transitional programs for the foreseeable future. The Aboriginal population is both younger and expected to outstrip non-Aboriginal population growth. Our experience over the last decade, moreover, has been that Aboriginal students are now on the whole better able to cope with the challenges of postsecondary education than they were a decade ago. They will continue to be an important part of our student population.

Malaspina's Aboriginal student population is indicative of ways in which our identified catchment area does not reflect our actual demographics. In 2005-2006, 11% of Malaspina's student population were Aboriginal, approximately double the percentage of the regional population. By way of illustration of what this means, in 2004-2005 more than 100 Malaspina students were supported by the Nu'chul'nuth Tribes, whose Northwest Vancouver Island population is served by North Island College. In fact, the large number of students from North Vancouver Island suggests that Malaspina is the four-year institution of choice for all but Southern Vancouver Island. Northern Mainland coastal communities also regard Malaspina as a preferred institution. Nanaimo is viewed as a kindred community, not too large or too urban, with all the necessary amenities; Malaspina is regarded as highly responsive to First Nations student needs. These factors explain why, as we have said, we have the largest Aboriginal student population in the

²⁹“One-third of Mal-U Students don't get past second year,” *Nanaimo Daily News*, Thursday, November 9, 2006, p. A3.

province, and why we would like to be acknowledged as a provincial Centre of Excellence in Aboriginal education.

REGIONAL ECONOMIC FACTORS

Economically, Malaspina's catchment area combines a rural population accounting for one third of the regional population with an urban population whose annual income and economic worth remain substantially smaller than most equivalent urban regions in the province. The regional population depends more heavily on government support than most areas of the province. Average employment income for the region, \$27,649 in 2001, was lower than the provincial average (\$31,544); housing costs were somewhat below the provincial average, but have jumped substantially since 2001. Based on statistics from 2000, 25% of the population are employed in the public sector, 16% in the forestry sector, and 5% in tourism. Altogether, these statistics place the Malaspina region consistently in the lower half of the sixteen College Regions statistically, though tending to the middle. More telling, Malaspina's urban population is the largest in the province to demonstrate such poor economic welfare.

Regional economic planning in the last five years has placed greater emphasis on non-resource industries, notably tourism. Regional development themes include oceanic development, tourism management, community development, international gateway development, and sustainable economies. Healthcare will play an increasingly big role in the region as it continues to develop as a retirement centre for people from other parts of Canada, and as its resident population continues to age. The fact that the region features ocean ports well-placed to serve the needs of the provincial Asian Gateway in particular bodes well for the future. Nanaimo will continue to be a transportation, service, and communication hub for Vancouver Island. As outlying parts of Vancouver Island, such as Courtenay/Comox and certain parts of Western Vancouver Island, undergo growth, Nanaimo will continue to grow to serve them, and Malaspina will be looked upon as the senior university resource for the whole island north of the Malahat. Malaspina's close relationship with North Island College, both independently and as part of the Camosun-Malaspina-North Island partnership (CMN), reflects a relationship of shared interests and mentorship. Development themes related to tourism and international gateway development should benefit from Malaspina's excellent profile in international education. Among objectives identified by the Ministry of Advanced Education strategy document "International Education Policy Framework and Key Initiatives: Goals and Objectives" are those suggesting the use of international education programs to address labour-market shortages and the linking of such programs to tourism.³⁰ As a university, Malaspina will be well-placed to serve as a provincial leader in international education.

Economic planning priorities in the area of oceanic development expose Malaspina's shortcomings as well as its strengths. The Centre for Shellfish Research has demonstrated profound ways in which science and technology can connect with regional

³⁰ See: <http://www.learnlivebc.ca>.

industry. But in other respects, our research infrastructure is in need of a boost. We have made great strides in identifying capital plans for an Integrated Sciences Centre, which is intended to address such shortcomings as well as reflect the increasing interdisciplinarity of postsecondary education, but our capital plans have yet to be approved. While provincial formulas allow for 1,000 square feet or more of research space per faculty member at research universities, outside of isolated research centres there is no mandated research space at Malaspina.

In 2002, the Nanaimo Economic Development Group (EDG), in an economic development strategy document titled “Working Together to Build a Prosperous Future,” identified nine strategic goals. These goals stressed leadership, foundations, quality infrastructure, and a positive image for Nanaimo. The strategy depends heavily on the quality of postsecondary education locally to produce “business, political, and community leaders” as well as “well-informed decision makers,” and a “highly-skilled and talented workforce.”³¹ We have worked closely with EDG, in particular to support a profile for trades training contributing to a highly skilled and talented workforce. Our ameliorated business programs and MBA assure business leadership skills in keeping with the EDG strategy. Our undergraduate programs in general contribute to a well-informed society, well able to provide community and political leadership.

The City of Nanaimo’s Community Profile (July 2006) identifies major labour-market trends locally, noting that “Nanaimo has shifted to an information and service based economy.”³² Sales and service accounted for 29% of the workforce in 2001, followed by business, finance, and administration positions (16%). The Profile notes the increased role of tourism in employment, amounting to 9% of the labour market in 2001. The Profile further indicates marked growth from 1996 to 2001 of employment in “other” categories (including professional, scientific, and technical, business, educational, tourism, and health and social services – pp. 36-37). The picture is of a significantly changing economic climate.

One further economic factor bears emphasis. Malaspina University-College works closely with 14 First Nations communities. After many years of faltering, treaty negotiations with provincial and federal authorities are beginning to come to resolution. It may be anticipated that by 2020 our region will feature many freshly negotiated self-governance structures. In the last decade or more, we have found First Nations communities more active in pursuing business opportunities to their benefit and that of the regional economy. In that time, a priority in these communities has been highly educated First Nations graduates who can apply their skills in their communities. Malaspina has played a huge role in responding to this priority. We foresee a significant increase in First Nations self-governance and related economic activity taking place

³¹ See: http://www.edgnanaimo.com/images/Edg_booklet4.pdf; for the relevant quotations, see p. 2.

³² See: http://www.nanaimo.ca/uploadedfiles/Site_Structure/Development_Department/communitypro.pdf; for the relevant quotation, see p. 35.

between now and 2020, and we believe Malaspina will serve as a catalyst and as a galvanizing point for many other aspects of Aboriginal education.

Mitigating factors as far as the regional economy is concerned are also many. The region is still identified primarily with the forestry, fishing, and mining sectors, though these amount to less than one fifth of the regional economy. Even so, some key outlying areas are so heavily dependent on the forestry sector that their local economies are forever under a shadow, and subject to the continuing fear that they may not be sustainable as communities. In short, two regions are reflected in Malaspina's catchment area: smaller communities vitally tied to resource economies, and a large urban community for which such economies are important but not the societal bread and butter. Malaspina's strong emphasis on coastal studies and rural populations, as well as its interests in sustainable communities, are well positioned to respond to the dynamic forces of the region.

Despite its rapid growth, the region has not been well served in the areas of public transport. Ferry service has struggled to cope with volume, leaving big cities and small communities with a sense of being stranded. Popular foot-ferry service between Nanaimo and Vancouver has had an on-again, off-again status. Nanaimo has poor air service, a fact remarked upon by local industry, though daylight floatplane traffic between Nanaimo and Vancouver has grown steadily in recent years. These communications and "connectivity" issues are related to the matter of business and industrial infrastructure, which may anticipate problems in the area of consistent supply of power, material, and human resources.

Twenty-first century industry is motivated by the availability of technology, the demand for a highly educated and flexible workforce, and social cultural environments demanded by a new generation of employees. Nanaimo has grown remarkably in these respects, and Malaspina has played a substantial role in providing a climate which promotes social and cultural activities; we need to be given an express mandate and the means to do so in still more concerted ways.

Many traditional and resource-based industries depend on the availability of highly trained employees; once that supply has been met, until new technological developments dictate otherwise, demand for such skills diminishes. There is always lag-time between the creation of new technologies and the identification of skills and consequent training of graduates. Public postsecondary education has found it difficult to respond to demand for quick turnaround in the area of skills training. One advantage of a university setting is the great priority its programs place on flexibility and adaptability as an educational outcome. A university with a strong sense of applied technologies has the advantage of having a fair amount of infrastructure that may be used to serve the purposes of retraining and short-term programs. While given present trends it is likely that the regional economy in 2020 will be less dependent on the need for short-term technical skills than it is now, the obstacle in the past has always been a matter of turning on and off funding and infrastructure for limited purposes.

The identification of applied and technical centres of excellence at public institutions might be a positive innovation for 2020. Such centres would have the physical infrastructure and the funding to provide training development to meet the needs of industry. Guided by industry advisory boards, such centres could be keyed to the specific kinds of industry represented in the region, or to industries projected by regional planning processes. The university setting affords maximum flexibility, for one of the primary roles of a university in the twenty-first century will be to reflect on pedagogical needs for optimum learning, a form of reflection that will best feed industry training, providing much-needed efficiencies; the best teaching comes from teachers who are prepared for the vagaries of learning. As a part of our pursuit of university designation, we would like to see Malaspina identified as an Applied and Technical Centre of Excellence. This would require the creation of flexible infrastructure suitable for quick-turn-around training and development.

Above all, however, a regional economy is dependent on the conviction of the region and its industry that the education of its people and employees is of the highest general standard. The emphases Malaspina brings to its university agenda are such that its primary goals are not the production of research or the transmission of knowledge. Rather, Malaspina's primary objective is to make students highly capable by the time they graduate: as citizens, independent thinkers, problem solvers, workers in groups, and flexible and adaptable employees. We understand that our success in these respects is something to be taken for granted as an expected condition of university status. It is certainly not taken for granted that university colleges can be successful to the point of world-class excellence. University designation will give both the society and regional industry the recognition and the satisfaction that our educational standards are of a world class; but our unique approach to university designation will soon convince them that we are the right policy answer to their educational and training needs.

WAYS IN WHICH MALASPINA MAY SERVE ITS REGION AS A UNIVERSITY

The implications of the above statistics and regional information for Malaspina University-College leading up to the year 2020 are manifold. In the last year for which detailed statistics were available our region underwent the second largest independent per capita population growth in the province. Statistics suggest continuing growth for the foreseeable future. The economy will be highly dependent on service industries, the growing health sector, and tourism – particularly cultural and ecological tourism. The economy is not as robust as those of comparable urban regions, and must benefit from economic stimulation. The region continues to demonstrate lower high school and postsecondary completion rates than provincial norms, and must depend on renewed provincial consideration in these respects as we move to 2020. Our region, as formally defined, does not take into account the wider profile of the University-College in island and coastal BC, which suggests a potential for the University-College to serve as the

primary Vancouver Island and Coastal BC Centre of Excellence.³³ All of these factors point closely to Malaspina's ambitions for university designation.

Malaspina may have the wherewithal to address many of the regional needs articulated in this response even as a University-College. Indeed, it has been remarkably successful in this respect over the last seventeen years. Nevertheless, direct benefits accrue from university designation which contribute more immediately to social, cultural, and economic wellbeing, and which we discuss elsewhere in this paper. We believe all the same that our capacity to serve our region may be expressed as lying on a continuum with our history and evolution, and that that is the best reason for making the change.

It is well known in what real ways universities are responsible for the stimulation of their regional economies. It is also well known that a highly educated population makes for a more prosperous society. Our region needs the social and economic stimulus of a university. It has the population to sustain a university, and will certainly require one within the next quarter century as the regional population exceeds the present population of Greater Victoria. Along with parts of the Fraser Valley, ours is the largest remaining largely urban part of the province yet to benefit from the social and economic leverage created by a university in its midst. Its people will be seriously disadvantaged. Nanaimo in particular, one of BC's oldest and most historic cities, which has tended to be a backwater for the implementation of public policy, and which has been tainted by prejudicial understandings of its resource-based history and the character of its people, needs to benefit from further economic stimulus in order to compensate for years of neglect. The regional economy is markedly different from those of Vancouver, the Lower Mainland, and Victoria, but its seeming physical proximity to Vancouver has left it often taken for granted – or worse, mocked for inferiority or misguided opportunism.

So as to give special emphasis to Malaspina's capacity to serve its region as a university, we here represent the themes we have taken up in this and the preceding two sections in point form:

- Generation of social and cultural capability for the region;
- Contribution to increasing national and international self-consciousness of the region;
- Contribution to demographic adjustment so as to bring region in line with provincial norms;
- Transition for underprivileged sectors of the region;
- Creation of a larger entrepreneurial and managerial social sector for the region;
- Relationships with Aboriginal communities leading to social and cultural benefits;
- Indirect contribution to Aboriginal governance and related economic activity;

³³ The pursuit of excellence in this sphere is the mandate of Malaspina's Institute for Coastal Research, an umbrella institute designed to link and stimulate research relevant to our coastal region. For further information, see: <http://icr.mala.bc.ca/>.

- Direct contribution to the regional economy;
- Indirect contribution to the regional economy;
- Contribution to specific resource, tourism, ecology, and skills-based industries;
- Contribution of social and cultural factors conducive to the above industries;
- Contribution to Asian Gateway through internationalization;
- Provision of quick turnaround training for industry;
- Creation of Centres of Excellence leading to spin-off venture opportunities;
- Stimulation of research projects related to coastal and rural communities;
- Production of research in resource, technology, and other fields.

7. MALASPINA THEN AND NOW AND THEN

HISTORICAL FACTORS CONTRIBUTING TO THE PRESENT CHARACTER OF THE UNIVERSITY-COLLEGE AND POINTING TO 2020

We present the following historical account of our community culture in the interests of furthering our argument about the evolutionary role Malaspina has played in an evolving provincial postsecondary culture pointing expressly at university designation for the University-College.

Malaspina College was founded in 1969 and took up temporary residence at the old hospital on Kennedy Street in Nanaimo. In 1971 it was amalgamated with the BC Vocational School (founded in 1936) and in 1976 it physically joined that school on the rebuilt site of the Nanaimo Military Camp on the lower slopes of Mount Benson. Additional campuses were created in Duncan, Powell River, and Parksville in the 1980s. Other facilities added in the 1990s include the 70-acre Milner Gardens in Qualicum Beach and the 32-acre Paine Horticultural Training Centre in Nanaimo; and, in the last year, the Deep Bay deep-water research site. While there is a robust student population at the Cowichan Campus, the Nanaimo Campus is far and away the largest facility, and the centrepiece of institutional activity. Its 110-acre property has already become small for the nature and breadth of activity taking place on it. There has been substantial campus development in the last decade, but most of the original wood-clad buildings from the 1970s continue to be used for purposes for which they have outlived their use, serving numbers of students in disproportion to the numbers they were intended to serve.

At the time of Malaspina's move to the main campus in Nanaimo, there were just under 2000 students. It continued to grow in the 1980s to the point of having close to 4,000 students in 1989, the year it offered its first courses as a university college under the Access for All initiative. Now having more than 8,000 FTE students, the University-College has doubled its student population in each of the more than three decades since its move to the main campus.

The 1990s brought significant changes. First, there was a rapid influx of new, highly qualified faculty (more than 150 faculty have the PhD) who came to participate in the creation of a university college, and who had expectations about the governance and

other needs of an institution offering courses across all four years of undergraduate study, as well as diploma and certificate programs seeming alien to the familiar academic context. The 1990s also brought changes to the governance mechanisms as a result of the College and Institute Act, which mandated internal governance structures continuing to this day. The central new governance structure – and major departure from former governance practices – was Education Council and its associated standing committees, a legally mandated body with rights and responsibilities primarily advisory to the Board of Governors. Some of the character of Education Council was anticipated by Malaspina’s Curriculum Committee, which was created in the early 1990s to vet the many programming initiatives emerging as a result of university college status. A significant fact about this committee was that it was the organic product of faculty interest and concern; it suggested an emerging culture that would lead to increased participation of faculty in institutional administration, and, thus, in taking responsibility for the quality of education, campus life, and relations with the community. Together with cultural changes associated with the increasing student valuation of campus life, that may have been the profoundest evolutionary change of the 1990s and early 2000s.

Student commitment to the university college initiative was tentative in the first two or three years. It grew in the mid-1990s, and when Malaspina was awarded autonomous degree-granting status in 1995 there began a period of remarkable growth in student numbers with which we at first struggled to cope. For one thing, the number of programs was too small to satisfy wide-ranging student interests. Because of the initial institutional university-college vision, which was tied to a core program in Liberal Studies, eventually devolving into a range of BA and other programs, including a BA Major in Liberal Studies, in the late 1990s we had a smaller selection of degree opportunities for students to choose among than Okanagan University College or University College of the Cariboo. We were in an awkward position of having student demand for programs we could not create and courses we could not offer. Even so, we have evolved in remarkable ways over the last decade. The initial range of degree options approved in 1997 included 16 BA Majors and Minors in disciplines whose “upper-level” course offerings had been most successful between 1989 and 1996. A further seven options were approved in the following two years, largely through slight alterations to existing transfer programs. In the 2000s, degree options virtually doubled, particularly among BA and BSc fields, although we also implemented named degrees, notably the Bachelor of Business Administration (converted from a BA Major in Business) and, most recently, an autonomous International MBA. The historical development of our degree programs is graphically represented in Appendix A.

The invention of a community college in 1969 had found many challenges of a different sort from what we have experienced in recent years. These did not involve student expectations on the scale of what evolved at the new universities of the 1960s. Other than the BC Vocational School, our region had no postsecondary education, and whatever came our way was more than we had had. By contrast, as a consequence of the university college initiative in 1989 our students came to us with needs and expectations

we were ill prepared for. Our transition had been conceived as some matter of course sections and release time.³⁴ Our students increasingly wanted more focussed support and support structures. They wanted counsel and advice, which took extraordinary commitments of time. They wanted a sense of undergraduate community. Once we became better at understanding that – and understanding our new role as not merely the *first* but the *only* interpreters of undergraduate life for them – it became clear to us that they also wanted more undergraduate life outside the classroom. The progression of their expectations was remarkable and remarkably consistent over time. Most of our resources having gone into direct instruction, we were understaffed and our facilities were plainly inadequate. The campus community represented a platonic idea constrained by reality. That would undergo considerable change in the 2000s.

Alongside the invention of our new relationship with students came the invention of a new main campus in incremental steps, from transitory structures to permanent buildings with permanent architectural and other shortcomings, to showpieces such as our new Library. Each forward step increased the pressure to foster an environment not defined by the classroom and lecture theatre alone but by the vibrancy of knowledge and the richness of culture. Temporary buildings absorbed sprawling growth, culminating in the early 2000s. We began to experience the consequences of students choosing in larger numbers to stay at Malaspina to complete their degrees. (Today, our student body has the lowest ratio among university colleges of transfer to other institutions.) Student demographics changed with the increasing tuition fees in the 2000s, perhaps not so much because of the tuition fees as because of other social forces. Somewhat counter-intuitively, more students studied full-time while continuing to work; that, along with the increase in student numbers, compounded our need to accommodate students outside the narrow sphere of the classroom.

³⁴ The Access for All initiative was a political intervention serving to address BC's poor record of university participation. The universities were concerned about academic standards at community colleges (based on real and imaginary differences between universities and colleges, but poorly informed by cross-sectoral communication). What makes for sound undergraduate education depends on many factors, but negotiations led to a restricted set of changes. Universities believed workloads at colleges were too heavy to support the scholarly life necessary for university-level instruction. They would mentor the university colleges. In keeping with the mentorship, they required improved workloads. Compromises were reached specific to each mentorship, but the general standard involved a section of relief for instructors teaching "upper-level" courses. (This exposed a limitation of the transfer system; workloads at the community colleges were significantly greater, and yet distinctions between first- and second- and upper-level courses are somewhat arbitrary). At some university colleges, the requirement led to distinctions between upper-level and lower-level faculty, a distinction to some degree reflected at the point of dissolution of Okanagan University College into UBC Okanagan and Okanagan College in 2005. Malaspina, concerned about such arbitrary distinctions and their implications for institutional morale, was conscious to minimize them as reflected in workload, but they remain a problematic structure, and, as a compromise approach to the problem of workload, they are not an appropriate structure for a four-year institution. Student culture puts demands on all instructors regardless of their level of instruction. Indeed, it may be said that many of the most problematic effects of the university college initiative at Malaspina have evolved as a result of compromises coming in 1989, which have threatened to compromise quality. Pocklington and Tupper note the weaknesses of the "two types of professor" model (pp. 164-66).

Coincidental with these developments was the coming of age of Malaspina as a provider of international education. It may seem odd to link the business of international education to the growth and development of an institution's domestic programs, as well as its fundamental values, but that was the case at Malaspina. The growth of international student programs led to changes in the institutional culture. It led in part to services being offered on a twelve-month basis, and the offering of a broad range of summer programs for domestic students. Its increased demand for residential accommodation and other campus services led indirectly to better services for all students, which ultimately fed students' desire for a still more vibrant campus environment. The presence of international students on campus led to increased sensitivity on the part of domestic students to a huge world outside Vancouver Island, of which many students had had poor knowledge. At the same time, widespread changes were occurring in world affairs with direct impact on students' lives and increasingly direct impact on the very nature and direction of provincial postsecondary education. These developments have brought us squarely into the twenty-first century, leading to our detailed contemplation of the future. With close to 2,000 international students, Malaspina is poised to be a provincial leader in interpreting and influencing global forces through the medium of international education while touching the institution's regional culture in profound ways.

During the six years of the tuition freeze, Malaspina's tuition was lower than comparable institutions', and so low that any additional course, even if full, was a fiscal liability. For practical reasons the process of securing new program growth was thus subject to the securing of additional funding (in addition to program approval) from the Ministry, which often proved difficult. Government had its own priorities, and the Ministry, perhaps justifiably perplexed by the university colleges, was not especially interested in the growth or replication of typical BA degree programs. A rich complement of BA programs was nonetheless vital to continued student demand, the complex process of challenging students in increasing numbers not to transfer out of the institution, and creating a fuller campus life.

Whatever adverse consequences they may have had, the lifting of the tuition freeze and the loosening up of some restrictions on new programming in the early 2000s enabled us to create a more diversified palette of disciplines, for the most part based on strong existing transfer programs already in place at the University-College. The profile of our science and technology disciplines, which had stumbled during the period of initial focus on Liberal Studies as the core university college discipline, was awkward and ironic. On the one hand, Malaspina had an excellent international reputation in some disciplines, notably fisheries and aquaculture, and excellent ties with the Pacific Biological Research Station in Nanaimo. On the other hand, programming in many pure science disciplines was scant, and facilities, institutional FTE funding, and resources in general were not sufficient to stimulate growth. Despite these shortcomings the Faculty of Science and Technology fashioned a strong vision for itself coming into the new century, in particular putting emphasis on programming stressing practical experience of students in undergraduate research.

Facilities continued to be problematic throughout the institution, in which faculty tried to do more with less. Health programs, notably in Nursing, underwent significant growth in the 2000s, and they have outgrown their facility in a short half a decade, compounding the ongoing challenge to accommodate increasing numbers of students and cope with overtaxed practicum placements. Trades and Applied Technology disciplines were a separate world during the first decade and a half of the university college initiative. In some ways, the stimulus felt by the initiative to create new things in postsecondary education has not touched that jurisdiction as widely, or the existing structures are more conservative. For one thing, there has not always been consistent demand for merely more of the same programs. Demand comes and goes, and is subject to the state of regional and provincial industry. Demand seems to call for quick turnaround, and many of the quality-control procedures that emerged in the 1990s and 2000s were antipathetic to quick turnaround. While we have developed procedures to promote better than “just-in-time” programming, turning on a dime will remain an obstacle for the future.

Trades programs have also been subject to destabilizing factors in the system in the last five years, marked by changes in the relationship between formal and apprenticeship training, uncertain sources of funding, and funding held in private hands. But even in this institutional division there is recognition of the need for change, mixed with apprehension about the consequences of change for a program base that has evolved as a smaller part of the institution than it suspects it should be. A great positive challenge for Malaspina University-College remains one of better defining the relationship and interaction of applied and academic programs. We feel we can be a leader in this respect.

Topographical and historical factors have led to the Nanaimo Campus being made up of a large number of smaller buildings, and the campus makeup has contributed immeasurably to its vibrancy. This characteristic has had some liabilities, but it is singularly responsible for the intimacy that students claim to enjoy as a first measure of their appreciation of Malaspina. There is something of a cultural divide between educational services at the top of the campus hill (whose hundreds of steps make for a fit student body and provide some access challenges for disabled people) and at the bottom of the hill, where trades programs are anchored. This has been mitigated by construction projects in the last half decade, which have led to a large (but not large enough) Health and Vocational Studies Building, International Student Building, Management Studies Building, and Student Union Building all near the bottom of the hill.

The focal point of the new Malaspina, with its renewed emphasis on campus life is the renovated Library. This may be viewed as a 2006-meets-2020 model, since the Library was conceived as an institutional centrepiece for electronic interaction. It is Malaspina’s physical equivalent of the virtual portal conceived of in Sinclair, McClaren, and Griffin’s Campus 2020 think piece. It has been so prodigiously successful that hundreds of students may be found using its facilities at any time of day throughout the year. Its study spaces are crammed with students, who make fuller use of the stacks and study and research resources than they did formerly. The Library is a focussing point for many services for students and faculty, housing a research suite for the Institute for Coastal Studies, the Alexandro Malaspina Research Centre, and the Centre for Teaching and

Learning, as well as the Writing Centre and ESL Learning Centre; it is the home of the new Bookstore and a number of service departments.

As they have from their outset in the 1980s, the regional campuses continue to face the challenges of being small operations dwarfed by the size of the Nanaimo Campus. The challenge is often one of persuading students that programs at the regional campuses are viable in comparison with moving to Nanaimo or some other institution. This is particularly a problem for the Powell River Campus, whose younger generation may aspire to experience life in other parts of the world. Nevertheless, the Powell River facility, recently acquired from the School District and renovated to suit its present purposes, affords us many opportunities. Not only can we work closely with the local community to design academic and applied courses and training to suit their immediate needs, we can envisage the community as a potential target destination for cohort programs and some groups of international students. The Cowichan Campus has also felt the strain of students electing to face the long travel to the Nanaimo campus rather than the smaller selection of courses at the regional campus. The Cowichan Campus is an aging facility, poorly designed for its present purposes, and we have been working with the City of Duncan, North Cowichan Municipality, School District, and Ministry towards the creation of a new campus. In this connection, the Cowichan Campus is currently engaged in a planning process linked to our SignPosts 2006-09 initiative. The Parksville Centre has a small array of credit courses, and serves mostly as a vehicle for community education and outreach programs.

Despite the challenges, we are clear that the best interests of the communities represented by our regional campuses will not be served merely by online and distance learning. We have striven to build campus identity at regional campuses, serving the needs of their communities as best as possible with blended mixes of academic and career, technical, and trades programs, rotation of courses and programs, and other models; and offering as full as possible an array of community education opportunities.

In sum, we hope this historical narrative will create a picture of a large and evolving institution whose evolution points to the most serious level of engagement in education and training, community involvement, research and scholarship, and professional interaction with the educational community worldwide. By the standards of the Association of Universities and Colleges of Canada, of which we are one of three members from the provincial college and institute sector, Malaspina already is a university. Our pursuit of university designation is in fact the pursuit of nomenclature, legislation, and funding to catch up with what we have already become through a controlled and monitored process of evolution in which the government and Ministry have participated from the very moment we were made a university college.

MALASPINA'S PURSUIT OF UNIVERSITY DESIGNATION

In this section, we will reiterate the case for university designation and what changes and benefits we look forward to in connection with this objective.

While the case for university designation lay, we believe, latent in Malaspina's evolutionary makeup as a university college in 1989, it first became a public issue in the 2000s. This was a period of heady expansion fuelled by student demand on the one hand and the lifting of the tuition freeze on the other. In 2002 after some discussions among the university colleges, Kwantlen University College led the way by making a case for changing its name. The subject became a topic of debate among the university colleges. Okanagan University College, answering a faculty and community initiative, did its best to position itself for university status by negotiating arrangements (somewhat against system mandates) with its faculty it felt mimicked typical university structures. The University College of the Cariboo made its case for becoming a university, followed by Malaspina's case, made in March 2004. Some aspects of the Malaspina's "The Case for Regional University Status for Malaspina" inform this paper.³⁵

By contrast with both Okanagan University College and the University College of the Cariboo, Malaspina took a cautious approach to system structures, negotiated settlements, and university status. We believed in a cooperative relationship with Ministry officials, trusting in the fact that we had parallel and equal claims on university status. In the Spring of 2004, the government announced the creation of UBC Okanagan, Okanagan College, and Thompson Rivers University. This came as a disappointing surprise to us. We were relieved not to be in Okanagan University College's shoes (and disappointed in what had transpired for the system), but we felt also that our aspirations had not been answered by our non-politicized approach to the matter. In September 2004 we prepared a "Business Plan," and in November we indicated the financial issues for the Ministry in a "Discussion of the Financial Implications Related to the Designation of Malaspina as a University."

Malaspina's March 2004 paper, "The Case for University Status," set out the following ten reasons supporting the proposed change:

- Malaspina University-College is already a comprehensive, "primarily undergraduate university" in every way except name, offering a wide range of vocational, trades, career, technical, and upgrading programs in addition to university degree-completion programs.
- Without undermining our ability to offer a comprehensive range of vocational, technical, and developmental programs, university status would enable us to provide a greater range of undergraduate and graduate programs to meet regional demand for postsecondary education.
- A wider range of degree-completion options would provide more choices and opportunities for our students at a significant cost advantage.
- Our graduates would receive more recognition for their university credential when seeking employment or applying for postgraduate studies.

³⁵ See:

<http://www.mala.ca/EducationalPlanning/KeyDocuments/UniversityStatus/2004CaseforUniversityStatusWEBVERSION.pdf>.

- University status would improve our success in recruiting and retaining new students, faculty, and staff.
- Increased tuition revenues generated by more international students would allow us to self-fund new courses, services, and facilities for all students.
- University status would improve our ability to attract private donations and carry out fund-raising activities outside the institution.
- University status would enable us to build appropriate research activities through more opportunities for grants and infrastructure funding.
- Increases in students and activities at Malaspina would have spin-off economic benefits in our communities.
- Regional university status would enable us to contribute more to regional economic, social, and cultural development.

We continue to view these as clear advantages. But in the context of Campus 2020, we feel it important to emphasize both the evolutionary character of our institution and the evolutionary characteristics of postsecondary education worldwide and in the province. University designation, in short, is not simply a matter of economic and other extrinsic advantages and conveniences. It is a matter of the community of scholars with whom one relates on a professional level, and it is a matter of shared and common concerns. While Malaspina continues to have strong professional relationships in the college and institute sector, far and away its greatest area of relationship is with the university sector. This is evidenced by the makeup of our student body, the qualifications of our faculty, the nature of their scholarly and research activity, and the institutional culture as a whole.

Besides the evolution of the University-College, we have witnessed the evolution of postsecondary education globally and in the province. It is clear, for example, that concepts of the university have shifted in the last two decades. In some jurisdictions, such as the UK, evolutionary change has been influenced by political intervention. In Britain there are now more than double the number of universities there were twenty years ago. Many second-sector and polytechnic institutions were installed as universities by government fiat. This changed the system simply by virtue of the differing profiles of such institutions; while they were subject to immediate pressure to mimic the form and character of traditional universities, traditional universities also felt pressure and have undergone change as a result. The change was by no means applauded in the university sector, and is by no means all for the better, but it is illustrative of the changing face of universities.

The very nature of technological development has been such that universities worldwide have pursued applied technologies in the interests of research production. Most major Canadian universities can no longer be understood on the basis of liberal arts and sciences values alone. Their approach to and definitions of research have likewise undergone shifts such that technical applications of research are now part of the research establishment. In the dyed in the wool humanities, for example, humanities computing now values design and dissemination as key aspects of research production. We do not want to exaggerate the extent of the change; rather, we wish to emphasize that university education has encroached on applied and skills-training education. Whereas pedagogical

aspects of university disciplines were historically treated as invalid research for most university purposes, they have recently begun to attract credibility. This is a recurring theme among the Campus 2020 think pieces, in part as a reflection of sea-changes occurring in the university sector. The scholarship of teaching is now the subject of more sustained and detailed study; so is the incorporation of research skills at the undergraduate level. Malaspina is a recognized leader in such fields, the coordinating institution for ten undergraduate research leadership sites alliliated with the Carnegie Foundation for the Advancement of Teaching Campus Program, including the Universities of Alberta, Waterloo, Gloucestershire, Southern Florida, and Notre Dame.

No university seeks to change its name or mandate to encompass applied education; universities simply appropriate where necessary. Some institutions, however, are better poised to express the wide career of academic and applied study, joined as it were at the hip; we are one such institution. It is our belief that Malaspina's profile better reflects the directions university education must find in the next century than most Canadian universities. We believe that our distinctive strengths in this regard are reflected by the Campus 2020 think pieces – and that they are represented by open-minded and non-prejudicial understandings of the university.

We believe, moreover, that the high level of differentiation of postsecondary education in this province, which scholars in the field of higher education applaud as in keeping with the needs of the twenty-first century, reflects a policy expression of changes that have been occurring in the sector for some time. Those changes are pointed at changing the face of the university in the twenty-first century. Regardless of the success of the models represented by Royal Roads University and Thompson Rivers University, which do not resemble the older research universities, it seems clear the model is changing, and that such change is appropriate. So the question becomes not “Does the province really need more universities?” but “Can the province afford not to create more universities?”

When we indicated the anticipated costs of university designation in November 2004, we based our argument on standards of equity. We did not identify the need for infrastructure funding for the dramatically increased profile of our Aboriginal students, services, and programs but that has emerged as a priority need in the last two years – at a cost open to discussion, as with all costs we anticipate in connection with university designation.

RECOMMENDATIONS APPLICABLE TO MALASPINA UNIVERSITY-COLLEGE

Malaspina University-College therefore makes the following recommendations:

1. **UNIVERSITY DESIGNATION.** We recommend that within the next two years the University-College be designated a university with a strong regional mandate, an emphasis on undergraduate teaching as its first priority, commitment to open access, strong transitional and developmental programs, and a comprehensive mix of academic, applied, professional, career/technical, vocational, and trades programs. This university would be mandated to pursue scholarship and research as necessary adjuncts to

instruction, with special emphasis on the undergraduate research experience. As required by legislation, if necessary, institutional research priorities would reflect regional economic developmental and other needs, including resource management and sustainability. The university would be mandated to offer a small range of graduate programs in fields of specific institutional or regional strength or priority. Our regional mandate would be to work closely with communities on Vancouver Island north of the Malahat and mainland coastal communities north of Howe Sound, in collaboration with all relevant colleges, to promote sustainable rural and urban communities, foster societal, cultural, and economic development, and to help this broad region to share equally in the fullest benefits of life in British Columbia.

In connection with university designation, and as a reflection of ways in which we may meet provincial objectives, as well as fulfilling the spirit of the Campus 2020 initiative, we recommend that Malaspina be identified with the responsibility (and appropriate funding) to serve as a provincial Centre of Excellence in four spheres: Vancouver Island and Coastal BC Education; Aboriginal Education; International Education; and Applied and Technical Education. We regard these as galvanizing points for our contribution to the public good as a university. While we anticipate some form of funding in connection with them, notably in the area of infrastructure for Aboriginal education and as yet to be determined capital funding for Trades and Applied Technology, we view these largely as areas of current interest and expertise giving further leverage to our distinctive case for university designation.

2. LEGISLATION. We recommend that Malaspina be given legislation (preferably an independent act) sufficient to enable its full and equitable participation in the postsecondary system and its communication and interaction with other universities, as well as enabling it to continue in its appropriate relationships with system colleges and institutes. Malaspina is on record as being amenable to modest modifications to its present governance structures; even so, we believe due consideration should be given to logical fit with existing or planned university governance structures, and that a university senate should not be excluded as a possible consequence of legislation.

3. AUTONOMY. We recommend that Malaspina's university mandate and legislation take account of its needs as an autonomous institution to be free to negotiate contractual provisions and salary provisions and benefits suitable to university designation; and that Malaspina not be held accountable to system structures intended to serve institutions of different character or kind.

It should be emphasized that we are facing a faculty retention and recruitment crisis and that we need the means to address our salary grid and top-of-scale salaries, as well as other cultural needs, simply so as to be able to compete. We do not anticipate dramatic changes in the area of rank and title or across-the-board workload, but we cannot continue to be held accountable to standards not applicable to our institution.

4. CAPITAL FUNDING. We recommend that Malaspina be awarded suitable capital funding to enable it to implement changes in keeping with university designation. We

have already identified a capital plan and have been working closely with the Ministry of Advanced Education on this. We anticipate additional capital funding costs in the Trades and Applied Technology and Science and Technology jurisdictions. In connection with capital funding, we urge the Ministry of Advanced Education to apply general standards in keeping with university standards. Moreover, we urge the Ministry, in expression of a new approach to facilities development, to support as a matter of priority our goals of fostering a fulfilling campus life for students through capital planning.

5. **EQUITABLE FTE FUNDING.** We recommend that Malaspina be given ongoing funding if not reflective of a more equitable distribution of university undergraduate funding system-wide at least leading to our capacity to function more equitably as a university. We understand the implications of our system recommendation for balanced funding, and we understand its practical limitations at this time.

6. **INFRASTRUCTURE FUNDING FOR ABORIGINAL STUDENTS.** We recommend that Malaspina be given infrastructure funding better to enable it to serve the needs of its existing Aboriginal student population, and to continue to function as a Centre of Excellence in Aboriginal education. This reflects both pressing regional, provincial, and national need and the government's determination to undertake new initiatives benefiting First Nations people in their personal lives and their communities.

7. **START-UP FUNDING.** We recommend that Malaspina be given one-time funding, which we believe will be modest, to facilitate its conversion to university status.

* * *

In closing, we wish to stress a point we made earlier in this Campus 2020 response paper. Traditional universities can imagine a new kind of university for the twenty-first century. Malaspina *is* a new kind of university, looking forward by degrees to a mandate, legislation, and funding sufficient to have this fact recognized for system planning and other purposes.

APPENDIX A

HISTORICAL DEGREES, DIPLOMAS, AND CERTIFICATES AT MALASPINA UNIVERSITY-COLLEGE

The following lists are complete and up to date, but do not include a number of programs, including the International MBA, that have been developed and approved internally and by the DQAB but which have not yet been authorized by the Ministry of Advanced Education.

HISTORICAL DEGREE APPROVAL LIST – BY YEAR IN WHICH CREDENTIAL WAS GRANTED FINAL APPROVAL BY THE MINISTER OF ADVANCED EDUCATION (MOST RECENT FIRST)³⁶

- Bachelor of Arts, Minor in Languages and Culture (Romance Languages) (2006)
- Bachelor of Arts, Minor in Computing Science (2006)
- Bachelor of Science, Minor in Computing Science (2006)
- Bachelor of Science, Minor in Earth Science (2006)
- Bachelor of Natural Resource Protection (2006)
- Bachelor of Science Minor in Geography (2006)
- Bachelor of Music in Jazz Studies (2006)
- Bachelor of Arts, Minor in Mathematics (2005)
- Bachelor of Arts, Major in Geography (2004)
- Bachelor of Arts, Minor in Media Studies (2004)
- Bachelor of Business Administration (2004)
- Bachelor of Science, Minor in Biology (2004)
- Bachelor of Arts, Major in Criminology (2003)
- Bachelor of Arts, Minor in First Nations Studies (2003)
- Bachelor of Science, Minor in Chemistry (2003)
- Bachelor of Science, Minor in Mathematics (2003)
- Bachelor of Arts, Major in Global Studies (2002)
- Bachelor of Arts, Minor in Global Studies (2002)
- Bachelor of Science, Major in Computing Science (2002)
- Replaced Bachelor of Science, Major in Computing Science – U.Vic. Partnership (2000)
- Bachelor of Arts, Minor in Physical Education (2001)
- Bachelor of Arts, Minor in Political Science (2001)
- Bachelor of Science, Major in Computing Science – U.Vic. Partnership (2000)
- Bachelor of Arts, Major in Business (1999)
- Bachelor of Arts, Major in Creative Writing (1999)
- Bachelor of Arts, Minor in Business (1999)
- Bachelor of Arts, Minor in Economics (1999)

³⁶ See: <http://www.mala.ca/EducationalPlanning/ProgramPlanning/ProgramApproval/HistoricalDegrees.pdf>

- Bachelor of Arts, Minor in Philosophy (1999)
- Bachelor of Arts, Minor in Visual Art (1999)
- Bachelor of Arts, Major in Sociology (1998)
- Bachelor of Tourism Management, Combined Major in Recreation Management (1998)
- Bachelor of Arts, Major in Anthropology (1997)
- Bachelor of Arts, Major in English (1997)
- Bachelor of Arts, Major in History (1997)
- Bachelor of Arts, Major in Liberal Studies (1997)
- Replaced Bachelor of Arts in Liberal Studies (1995)
- Bachelor of Arts, Major in Psychology (1997)
- Bachelor of Arts, Major in Women's Studies (1997)
- Bachelor of Arts, Minor in Anthropology (1997)
- Bachelor of Arts, Minor in Biology (1997)
- Bachelor of Arts, Minor in Creative Writing (1997)
- Bachelor of Arts, Minor in English (1997)
- Bachelor of Arts, Minor in Geography (1997)
- Bachelor of Arts, Minor in History (1997)
- Bachelor of Arts, Minor in Liberal Studies (1997)
- Bachelor of Arts, Minor in Psychology (1997)
- Bachelor of Arts, Minor in Sociology (1997)
- Bachelor of Arts, Minor in Women's Studies (1997)
- Bachelor of Arts (1996 as Credential; 1997 revised framework)
- Bachelor of Arts with Majors and Minors (1996)
- Replaced Bachelor of Arts (General) – U.Vic. Partnership (1995)
- Bachelor of Arts, Major in First Nations Studies (1996)
- Bachelor of Education Post Degree Professional Program (1996)
- Replaced Bachelor of Education Post Degree Professional Program (Elementary) – U.Vic. Partnership (1990)
- Bachelor of Science, Major in Biology (1996)
- Replaced Bachelor of Science General Biology (1995)
- Bachelor of Science in Fisheries and Aquaculture (1996)
- Honorary Doctor of Laws (1995 as credential)
- Honorary Doctor of Letters (1995 as credential)
- Honorary Doctor of Technology (1995 as credential)
- Bachelor of Arts (General) – U.Vic. Partnership (1995)
- Bachelor of Arts Child and Youth Care (1995)
- Replaced Bachelor of Arts in Child and Youth Care – U.Vic. Partnership (1990)
- Bachelor of Arts in Liberal Studies (1995)
- Replaced Bachelor of Arts in Liberal Studies – U.Vic. Partnership (1991)
- Bachelor of Education Concurrent Degrees Program (1995)
- Replaced Bachelor of Education (Elementary) – U.Vic. Partnership (1990)
- Bachelor of Science General Biology (1995)

- Replaced Bachelor of Science (Biology) – U.Vic. Partnership (1995)
- Bachelor of Science (Biology) – U.Vic. Partnership (1995)
- Bachelor of Science in Nursing (1995)
- Replaced Bachelor of Science in Nursing – U.Vic. Partnership (1990)
- Bachelor of Arts in Liberal Studies – U.Vic. Partnership (1991)
- Bachelor of Arts in Child and Youth Care – U.Vic. Partnership (1990)
- Bachelor of Education (Elementary) – U.Vic. Partnership (1990)
- Bachelor of Education Post Degree Prof. Program (Elementary) – U.Vic. Partnership (1990)
- Bachelor of Science in Nursing – U.Vic. Partnership (1990)
- Bachelor of Social Work – U.Vic. Partnership (1990)

CREDENTIALS OFFERED IN PARTNERSHIP WITH OTHER INSTITUTIONS

- International Masters of Business Administration – U. Hertfordshire Partnership (2002)
- Masters of Business Administration – U. Hertfordshire Partnership (2002)
- Masters of Education – Rural Education – James Cook U. Partnership (2002)

HISTORICAL DIPLOMA/CERTIFICATE APPROVAL LIST – BY YEAR IN WHICH CREDENTIAL WAS GRANTED FINAL APPROVAL BY THE MINISTER OF ADVANCED EDUCATION (MOST RECENT FIRST)³⁷

The following list does not represent a complete record of all non-degree credentials at Malaspina University-College. There are no centralized records of non-degree credentials approved prior to 1983, and records from 1983-1989 are incomplete. However, records from 1989 to the present may be considered complete and accurate.

- Dental Hygiene Diploma (2006)
- Therapist Assistant Diploma (2006)
- Event Management Diploma (2006)
- Aboriginal Sport Management Certificate (2006)
- Landscape Management Certificate (2005)
- Sustainable Greenhouse Management Certificate (2005)
- Advanced Diploma in GIS (2005)
- Horticulture Therapy Diploma (2005)
- Community Mental Health Care Worker Certificate (2004)
- Pulp and Paper Operations Certificate (2004)
- Carpentry/Framer Technician Certificate (2004)
- Post-Degree Diploma in Business Studies (2003)
- Public Safety Communications Certificate (2003)
- Welding Fitter Program (2003)

³⁷ See:

<http://www.mala.ca/EducationalPlanning/ProgramPlanning/ProgramApproval/HistoricalDiplomas.pdf>

- Applied Business Technology On-Line (2002)
- Management Skills for Supervisors Certificate (2001)
- Essential Skills for Supervisors: Trades & Skilled Occupations (2001)
- Teacher Professional Upgrading Post-Degree Diploma (2000)
- Internet Essentials Certificate (2000)
- Computing Science Diploma (2000)
- Adventure Tourism and Recreation Certificate (2000)
- Applications Upgrade in Microcomputers Certificate (1999)
- Community-Based Research and Development Diploma (1999)
- Computer Networking Certificate (1999)
- Heating, Ventilating & Air Conditioning/Refrigeration Certificate (1998)
- Building Environmental Systems Certificate (1998)
- Barber/Stylist Apprenticeship (1998)
- Small Business Development Online Certificate (1998)
- Quu?asa Counselling Certificate & Diploma (1998)
- Information Technology and Applied Systems Diploma (1998)
- Post-Degree Diploma in Human Services (Child & Family) (1998)
- Human Services Diploma and Certificate (1997)
- Human Services Diploma (1997)
- Benchwork Joinery Certificate (1996)
- First Nations Fisheries Technology Diploma (1996)
- Geographic Information Systems Advanced Technology Certificate (1996)
- Basic Construction Skills/Carpentry (1996)
- Special Education Assistant Certificate (1995)
- International Diploma in Fisheries & Aquaculture Technology (1995)
- Microcomputer Systems Diploma (1995)
- Applied Arts Interior Design Diploma (1992)
- Child & Youth Care First Nations Diploma (1991)
- Criminology Diploma (1990)
- Dental Assistant Certificate (1990)
- Steam Pipe Fitter (1990)
- Community Support Worker Certificate (1990)
- Home Support/Residential Care Attendant Certificate (1989)
- Dental Receptionist (1989)
- Nanny Program (1987)
- Microsystems Service Technician (1987)
- Tourism Certificate (1987)
- Fish Health Technician Training Program (1987)
- Heavy Duty Commercial Transport Mechanic Certificate (1987)
- Appliance Repair (1985)
- Commercial Baking Certificate (1985)
- Computer Aided Drafting and Design (1985)
- Food and Beverage (Hospitality) Management (1985)

- Electronic Technician (1983)

APPROVAL 1988 OR EARLIER

- Applied Arts Graphics Diploma
- Applied Business Technology Administrative Assistant Certificate
- Applied Business Technology Computing Assistant Certificate
- Applied Business Technology Legal Assistant Certificate
- Automotive Service Technician Certificate
- Business Management Certificate
- Child & Youth Care Diploma
- Continuing Health Care Administration Diploma
- Cook Training Certificate
- Early Childhood Education Certificate
- Forest Research Technician Diploma
- Graduate Nurse Re-entry Certificate
- Hairdressing Certificate
- Horticulture Technician Certificate
- Inboard/Outboard Marine & Small Engine Certificate
- Jazz Studies Diploma
- Practical Nursing Certificate
- Recreation & Sport Management Diploma
- Resource Management Officer Technology Diploma
- Social Services Diploma
- Technical Theatre Diploma
- Visual Arts Diploma
- Welding Levels A, B, C

APPENDIX B

A BRIEF DISCUSSION OF CAMPUS 2020 THINK PIECES

Malaspina University-College understands that the six think pieces commissioned in connection with Campus 2020 were intended to stimulate thought and discussion. They were provocative, and we found that without necessarily intending to they took up a range of concerns related to our own preoccupation with teaching and learning communities and pedagogy. They raised important system questions and in so doing provoked many of our observations in this paper. Skolnik's "Postsecondary System Design and Governance" and Paquet's "Savoir, savoir-faire, savoir-être: in praise of professional wroughting and wrighting" were most helpful to us in fashioning our Campus 2020 response. All of the papers were useful, however, and each made some contribution to our deliberations. Each paper depended on unstated or untested assumptions, some of which we will address in the following paragraphs.

Harvey McCue's "Aboriginal Post-Secondary Education" is primarily a restatement of themes we have encountered for a number of years in the area of Aboriginal education. It stresses Aboriginal self-governance, in essence recommending a provincial Aboriginal council. It is unclear on the rights and responsibilities of the council. It points to a principle of Aboriginal influence on and control over postsecondary education for First Nations students. The principle is problematic for us, not simply because it presents one of many potential ways in which the common purposes of postsecondary education may be fractured, but because many public attempts to fulfill just such a principle in public postsecondary education have not been successful, and have struggled to sustain themselves as viable enterprises; the First Nations University of Canada is perhaps the most public example, but there are other examples closer to home. McCue's recommendations also have potentially adverse implications for the K-12 sector, notably in the area of alternative curriculum (which risks sending the inappropriate message that knowledge is arbitrary).

We found Sinclair, McClaren, and Griffin's "E-Learning and Beyond" fascinating in ways we have touched upon in our response paper. While we admire the enthusiasm of the think piece, we are also concerned about its assumptions. The paper argues that we are moving towards a form of "technological singularity" in which the future cannot be predicted and yet it develops the most detailed predictions of all the think pieces. It thus calls to mind the liar's paradox, ultimately absolving itself of responsibility for its arguments. We agree that communal and online interaction will be increasingly important in the next decade and a half, and we support the notion of a provincial portal in principle, but we do not feel comfortable with the naïve marketplace and false-democracy assumptions of the paper.

Karl Reus' "International Post-Secondary Education: The Education Gateway – Speculative Discussion Paper" does not really make an argument except by strangely singular example. We found the example revealing, however, particularly of a pattern of errors in the Australian system that our province would be well advised to avoid. We

drew on Reus' paper for our characterization of the real and perceived relationship between postsecondary education and global economies worldwide with our own system and the provincial economy. The think piece observes that a "national view" must be developed in Australia about the fundamental importance of international education to the nation's culture and its future. We suspect that BC and Canada should be thinking along the same lines, and we would particularly like to see a major national and/or provincial student and faculty exchange program.

Carl Wieman's "A new model for post-secondary education, the Optimized University" claims to have narrow application to science in large universities. In fact, it is a fair statement of the role that pedagogical concerns must play in the university of the future. Some of Wieman's recommendations, designed to validate scientific pedagogical research, however, may lead to counterproductive effects – such as the further tiering of science disciplines into categories of "those who do and those who teach." We believe that the undergraduate science curriculum should undergo changes for the better, including changes of a pedagogical nature, and that these should occur sooner rather than later so as to stem the apparent movement of students away from many science fields of study. The notion of optimization sounded in Wieman's think piece suggests a cautious approach to planning based on practical realities. While that is refreshing, we would like to think that the optimized university of 2020 will benefit not simply from a retooling of science education but from the fullest consideration of the role of science in the undergraduate and graduate curriculum, and of the relationship between science and the production of knowledge. Such consideration needs to take account of science's function, in Harold Shapiro's words, as a "social activity" (see Note 16 above).

Michael Skolnik's "Postsecondary System Design and Governance" offers a thorough treatment of the implications of differentiation, and our Campus 2020 response takes this subject up as a focus of its argument and recommendations. Skolnik also sees sectoral and inter-sectoral communication as a contributory determinant of quality. We agree with his recommendation of an arm's length provincial council, especially given the highly differentiated nature of postsecondary education in the province. One important point of this think piece that should not be lost sight of is the risk in differentiated systems of inequity and micromanagement. We found this paper the most balanced of the think pieces in its argument and clearly-stated assumptions.

For us, the most thought-provoking think piece was Gilles Paquet's "Savoir, savoir-faire, savoir-être: in praise of professional wroughting and wrighting." The think piece grossly overstates its arguments about the academic curriculum, but it does so to an end of attacking the arrogance of the Canadian university establishment, and we confess we found this refreshing – not least because it implicitly (though perhaps naively) supports our sense of the role Malaspina might play as a university. The catchphrases "to know," "to do," and "to be" should forever be considerations for postsecondary educators, and we can imagine them (taken together) assuming importance as a complementary motto to our "Discoveries in Education."

APPENDIX C

CONSIDERATIONS AND RECOMMENDATIONS FOR SYSTEM IMPROVEMENT

We have extracted here for the reader's convenience those sections of Malaspina's position paper making framed arguments, observations, and recommendations for system improvement (see pp. 24-31).

TARGETS FOR SYSTEM IMPROVEMENT

The preceding sketch of the provincial postsecondary system and its differentiated nature serves to illustrate its many faults. Skolnik's paper points to a consensus that highly differentiated systems are better tuned to the needs of the twenty-first century. It points out that the BC system begins with many advantages already in place. But it also notes challenges faced by differentiated systems, most of which are evidenced in the above summary. From our point of view, a highly differentiated system can work. We believe, moreover, that something like the present system can work. For all the things to trumpet about the BC system, such as its richly evolved system of articulated courses and programs, the present system needs improvement. Provision for formal interaction among responsible bodies within postsecondary sectors remains poor. While the TUPC has functioned well in the university sector, the college and institute sector (including the university colleges) reveals a wider distribution of interactive groups. The university colleges, for instance, meet among themselves and within larger groupings. Political interventions have added to the difficulty (a matter of grievance with the universities as well). There is a problem in turn with communication between sectors; this is all the more acute since many of the traditional boundaries between binary system sectors have been altered. The university colleges and some other institutions in the college and institute sector now offer wide-ranging undergraduate and graduate degrees. Their students have been led to assume an equitable standard, and yet there is no formal communication between system sectors or the institutions within them.

Inasmuch as the college and institute sector is a highly controlled sector, the university colleges in particular are hard-pressed to respond to their peculiar needs. Fixed salary grids for all colleges and institutes, unresponsive to the unique circumstances of institutions, make the university colleges increasingly unable to compete for instructional faculty. They are losing their own experienced faculty to universities across the country. But system requirements govern many other ways in which institutions must function, despite, and to the detriment of, each institution's distinct needs.

Ministry funding for institutions reflects historical formula-funding norms out of touch with the present circumstances of most institutions. Undergraduate funding is heavily weighted in the favour of universities (despite their capacity to charge significantly higher tuition fees); university colleges, with undergraduate responsibilities outstripping those of more than half the universities in Canada, endeavour to provide services at least on a par with the provincial universities but they are doubly hamstrung by tuition-fee resource implications hardly touching the universities and discrepant student FTE values.

As open-access institutions, the university colleges have certain undergraduate challenges exceeding those of research universities whose students are of more uniform ability. Our instructional endeavour teaches to wide-ranging abilities. It might reasonably be expected to incur greater expense and be buttressed by greater funding. On a related matter, Malaspina has the largest Aboriginal student population in the province. Our funding and infrastructure are significantly less than those of other institutions with far fewer Aboriginal students. While other institutions are funded to promote strength, our strengths have been taken for granted, not so much as a result of deliberate policy but by virtue of systemic oversight.

Other forces on the national scene seem designed to favour large universities, whose infrastructure is more visible than that of smaller institutions. Large universities perform better more from federal and provincial research funding, and such funding structures widen the gap between the capacities of large and small universities. There are spin-off benefits for large institutions securing Canada Research Chairs, Canada Foundation for Innovation, and related infrastructure funding. These institutions are able to compound their benefits in the development of further infrastructure. Facilities development is prodded along by research infrastructure funding, and direct instruction usually benefits from new, up-to-date laboratories, increased office space (nominal restrictions in this category notwithstanding), as well as classroom space featuring the latest technology.

Those university colleges whose commitment to teaching and learning is contextured by recognition of the role that research plays in academic scholarship and the life of the mind, as well as in the day-to-day experiences of undergraduates, struggle with infrastructure not keeping pace with their evolution, growth, and success. Applying different criteria from those applied in the university sector, officials quibble over building and room utilization statistics, driving down into room size and shape as well as function. Spaces for student comfort and recreation must be sought, bought, and paid for by the institution at the expense of other benefits – despite the increasing acknowledgement of students' client expectations (particularly in light of tuition fee increases). At the same time, university colleges are hampered by not having the reputation conferred by the title university, and so are less able to raise capital funding from private sources. They are victims of the credibility gap even in this respect. Differentiation creates and feeds public senses of them as institutions of *prima facie* inferiority, even when it needn't do so, and when they are demonstrably not inferior.

From our point of view, system adjustments must be multifaceted. They must provide for greater clarity regarding sectoral and institutional differences. They must provide the means for better communication and interaction among sectors and institutions. They should promote both a high level of differentiation among institutional types and institutions themselves while responding to regional needs and providing the most equitable mix of services provincially and regionally. Present legislation needs to be adjusted to these ends. The College and Institute Act, as is, insufficiently provides for the nature and character of the university colleges, and it does not contribute to the best interests of Malaspina University-College as an autonomous public institution.

Malaspina's planning documents over the last four years have detailed its ambitions for university designation. Our goals are not to replicate the nature and character of any other institution in the province, let alone the research universities. Rather, our goals, strictly in keeping with the highly differentiated trajectory of provincial postsecondary education, are to secure status, legislation, and funding appropriate to what we essentially are and conducive to our further development in the years to come. We place strong emphasis on the best possible learning environment for students – marked by class sizes ensuring personal contact with the professoriate, continued attention to the learning processes themselves, and vibrant campus life outside the classroom. We pay close attention to our regional setting, and we see our mandate as having national and international import. While we regard research as an indispensable part of the educational process, our research values are defined by our commitment to students and learning. Our focus is primarily but not exclusively undergraduate. We believe it essential to maintain a comprehensive balance of programs and courses, academic, applied, career-oriented, vocational, and trades. We believe there are benefits to our range of programs that may assist us in defining a distinctive role as a university. We espouse open access in principle and as a practice essential to our region and the province as a whole. We believe it important to maintain a strong footing in transitional and developmental programs, such as Adult Basic Education. For this reason, we are more acutely aware of our relationship with the provincial K-12 system, with which, despite a lack of formal contexts for professional interaction, we have established strong relationships.

Indeed, it may be more essential than ever for universities to accept that many forms of remediation are a better response to the needs of twenty-first-century education than the pretence that knowledge and skills deficiencies do not exist. To this end, we have put in place many student services actively contributing to student success and offering remediation where it so obviously is needed. We have devoted considerable attention in recent years to enhancing our counselling, advising, and related services for students. Our services for teaching and learning assist faculty in the development of instructional techniques that put emphasis squarely on the learning processes. Our Writing Centre and Math Centre have expanded to supplement conventional classroom instruction with more robust tutorial support. Our many workshops for faculty and students likewise emphasize that student learning is not confined to the classroom.

Malaspina's large Aboriginal student population may in part be accounted for by the recognition among Aboriginal communities that we are committed to more than lip-service in the support of student success. We have employed elders in residence for more than a decade. In 2004 we initiated a plan for central support services for Aboriginal students that led to the establishment of Shq'aphthut ("The Gathering Place"), the institutional hub of First Nations Student Services. We have long been recognized as a provincial leader in undergraduate Aboriginal education; just how good we are is well understood by our students but so far not reflected in system support. We regard ourselves as a provincial Centre of Excellence in the area of Aboriginal education, and we would like to find the notion acknowledged and supported by the system.

On the matter of respecting the differentiated trajectory of postsecondary education in the province, as we have said, we have not striven to replicate the structures of the large universities. Indeed, initially we were in an ambiguous place in defining our autonomy in that our partnership with the University of Victoria often reflected desires of some mentoring disciplines for mere replication. In the last decade, on the contrary, we have placed great emphasis on new programs reflecting our institutional culture, and adding distinctively to it. While in form our instructional departments mirror those of conventional universities, they are also distinctive. Our unique characteristics, the characteristics we share with universities, and the differentiated nature of the system suggest the need for a university mandate enshrining Malaspina's distinctive nature and character. Whether this mandate should be established under the aegis of the University Act is not the question. The question is, rather, how such legislation will make sense within the system. In any event, the College and Institute Act, as presently construed, is not adequate to our needs. Moreover, we find it difficult to envisage how it might be made to serve our needs without being wrenched further out of proportion.

SYSTEM RECOMMENDATIONS

Thus, we make the following specific recommendations:

1. *Provincial Council.* There should be a provincial council for postsecondary education, with its own secretariat. This council should have two kinds of responsibility: it should, after the fashion of recommendations in Skolnik's Campus 2020 think piece, be responsible for determining, reviewing, and adjusting a sense of vision for postsecondary education at arm's length from government intervention; it should be responsible for ensuring formal inter-sectoral and inter-institutional communication within the system. Together with the Ministry of Advanced Education, it should be responsible for guiding the mandates of the various types of institutions, as well as for ensuring relations among institutions appropriately reflect shared and overlapping jurisdictions while safeguarding distinctive institutional cultures. Further, the council should be charged with responsibility for maintaining the highest educational standards through routine accountability measures, planning, and institutional, discipline, and program review. The council should have representation from every postsecondary sector and institutional kind, and preferably from all or most public institutions (without weight to bigger as better), as well as government. It would benefit from subsidiary advisory groups, including committees representing communities of special interest or priority as identified by government; such as a provincial Aboriginal standing committee, as suggested by McCue's Campus 2020 think piece. Further, it would benefit from cross-sectoral committees ensuring effective system articulation and sound continuing relationships with the provincial K-12 system.

2. *Sectoral Structures.* Sectoral structures should be revised so as to ensure the right mix of like institutions with like institutions and appropriate means of cross-sectoral interaction. The old binary system has served its purpose but is no longer relevant, since the system has become so highly differentiated, and since forces and trends in postsecondary education increasingly emphasize the overlap of functions and purposes

among institutional types. Whether such trends point to one piece of legislation governing all public and private postsecondary institutions or multiple legislative acts is a matter for further consideration. Institutional kinds should be reviewed and re-articulated with a view to defining the general goals and objectives of the system and how they are expected to be met in different ways. The possibility of some system rationalizations taking place should not be excluded. Put simply, some institutions may not be well placed to serve their intended purposes; instrumental changes for the better should be contemplated. We do not support, however, the creation of super universities. The concept does not adequately take into account the need for autonomous institutions with distinct identities in regional urban centres, or the benefits that accrue from a system of balanced institutional sizes and strengths.

3. *New Legislation.* In any event, Malaspina University-College should be given new legislation mandating its function as a university focussed primarily on undergraduate learning. Such legislation will need to give Malaspina a fuller relationship with provincial universities, traditional and new-generation. At the same time, it must allow for our continued relationship with provincial colleges and institutes in matters of shared interest. We do not anticipate being folded into the University Act, and would prefer our own legislation, though we are not unequivocally against such a course of action, since it makes some sense for a university to be under the umbrella of relevant legislation.

4. *Institutional Autonomy.* Institutions should be guaranteed autonomy in matters that count. It is inappropriate for Malaspina's part of the system to be micromanaged by forces indifferent or unsympathetic to the kind of institution it is. One size should not fit all in collective bargaining, for one example. Government should be clear about its expectations for provincial institutions, give them the means to be accountable, and only then hold them accountable accordingly.

5. *Balanced Funding.* Government should move towards balanced funding across the system for like activity. The old structure of formula funding was not an effective means of controlling public funding. The present structure of block funding has not appreciably altered the effects, since many of the same flaws and prejudices that informed formula funding continue to underlie the present block-funded grants. In the present structure, Malaspina is funded substantially less than the universities for each of its designated FTE students. While there may be no reason to dispute the need of large research universities for a greater level of public funding (aside from their greater immediate capacity to raise funds through higher tuition fees, federal and provincial research funding, and development funding), such funding should accrue as a reflection of their distinctive characteristics (such as extensive graduate programs) rather than in the expression of what they have in common with us. We do not expect balanced funding to occur overnight. We recommend it as a system objective at least for 2020, if not well before.

Government targeted programs should be kept to as small a proportion of public funding as possible. There is a tendency, in times of fiscal duress, for governments to control the endeavours of the system through targeted funding programs while leaving existing infrastructure and operations unassisted, sometimes for years on end. Targeted funding

initiatives might better grow out of the function of a provincial council. They should never substitute for ongoing funding of a system better designed to manage itself.

6. Tuition Fees. Malaspina participated in and benefited from the deregulation of tuition fees in the early 2000s. The removal of the tuition freeze enabled us to offer courses and programs in high student demand we had been unable to offer for years. The subsequent imposition of limits to tuition fee increases has posed potential system-wide problems for the future. During this Campus 2020 planning process, students have campaigned for a roll-back in tuition fees. While we can hardly envisage such a roll-back taking place in a context of increasing competition for provincial tax revenues, and in a setting in which tuition fees are significantly lower than in other parts of the country, we are sympathetic to the needs of our students – and conscious of the burden of expense of a postsecondary education, excluding tuition fees – and we feel the matter should be addressed through such system planning processes as Campus 2020.

We would particularly like to see more consideration for public-funded grants, bursaries, and scholarships – in the interests of students and the society as a whole. Our students are experiencing financial hardship and for the sake of the future of our society they deserve consideration. In addition, we recommend that government matching funds for scholarships and bursaries be reinstated; they should be considered a strategy with huge potential benefits. As things stand, it is an irony of the system that the larger institutions have vast scholarship and other financial support structures for their students while smaller open-access institutions have fewer means to address the greater relative hardship of their students; this is neither equality nor equity.

For our part, before the government imposed limits on tuition-fee increases, we recognized that we could not endlessly increase them for several reasons: we are an open-access institution with a mandate to address transition issues that apply largely to the lowest wage-earning sector of the society; our region has some of the poorest communities in the province; and, last and not least, because we do not have the established reputation of the research universities, we cannot compete head-to-head with them without sacrificing enrolment. Consequently, we held our tuition fee increases in check despite the privation that imposed upon our operations.

In 2004-2005, our average annual mandatory fees (including tuition) were almost \$400 less per FTE student than those imposed by Okanagan University College and approximately \$560 less than those imposed by the University College of the Cariboo. Ours was a calculated decision based on the best information we had at our disposal. It is possible we might have matched the charges of our then sister/competitor institutions. Given the present imposed restrictions, we are not legally in a position to revisit our calculations. This is not to say we would. It is to say, rather, that there has to be a better and more equitable way of managing tuition fees. Moreover, that we are so highly dependent on tuition revenue (Ministry funding now accounts for less than 50% of our annual budget, and tuition for around 20%) means that we have less flexibility in the management of our affairs as long as tuition fees are regulated; the impact of regulation increases from year to year.

Thus, aside from broader policy consideration of responsible approaches to tuition fees, grants, bursaries, and scholarships in the best interests of students and the society as a whole, in effect we have two concerns: that both the nature of the institution and the demographic circumstances of different regions have an impact on what constitutes reasonable or unreasonable fees for students, and that this should be taken account of in policy; and that regulation of fees without compensatory funding threatens to have a deleterious effect on institutional operations and system equity.

7. *Campus Community Life.* Government and the Ministry of Advanced Education should reassess the present approach to facilities development so as to take into greater account the vital role of campus community life, campus and building design and related factors, and other relevant cultural requirements, such as recreational, athletic, and performance spaces and facilities.

8. *Accountability Measures.* We are not against more extensive use of accountability measures. We believe we must be given the means to contribute accurately to them, and that their application should not be keyed simply or primarily to fiscal efficiency, though that is surely an appropriate standard among others. Any such use of accountability measures should be motivated by a principle of making the system better; taking dramatic steps to that end is not to be excluded but should be motivated by the soundest of principles.

9. *Anomalies.* The Campus 2020 initiative should address certain anomalies that niggle, destabilize the system, and cause hardship for many institutions. For example, as regards trades training, we are particularly concerned about the dependency of public institutions on a system of public funds held essentially in private hands – the Industry Training Authority (ITA), a Crown corporation with a for the most part private-sector Board, and its Industry Training Organizations (ITO). A further anomaly is reflected in the ways in which the DQAB authorizes approvals for private institutions, including universities, whose values, objectives, and infrastructure may not be in keeping with standards expected of the public sector.

APPENDIX D

CONSIDERATIONS AND RECOMMENDATIONS APPLICABLE TO MALASPINA UNIVERSITY-COLLEGE

We have extracted here for the reader's convenience those sections of Malaspina's position paper making framed arguments, observations, and recommendations concerning the University-College (see pp. 36-38, 43-48).

WAYS IN WHICH MALASPINA MAY SERVE ITS REGION AS A UNIVERSITY

The implications of the above statistics and regional information for Malaspina University-College leading up to the year 2020 are manifold. In the last year for which detailed statistics were available our region underwent the second largest independent per capita population growth in the province. Statistics suggest continuing growth for the foreseeable future. The economy will be highly dependent on service industries, the growing health sector, and tourism – particularly cultural and ecological tourism. The economy is not as robust as those of comparable urban regions, and must benefit from economic stimulation. The region continues to demonstrate lower high school and postsecondary completion rates than provincial norms, and must depend on renewed provincial consideration in these respects as we move to 2020. Our region, as formally defined, does not take into account the wider profile of the University-College in island and coastal BC, which suggests a potential for the University-College to serve as the primary Vancouver Island and Coastal BC Centre of Excellence. All of these factors point closely to Malaspina's ambitions for university designation.

Malaspina may have the wherewithal to address many of the regional needs articulated in this response even as a University-College. Indeed, it has been remarkably successful in this respect over the last seventeen years. Nevertheless, direct benefits accrue from university designation which contribute more immediately to social, cultural, and economic wellbeing, and which we discuss elsewhere in this paper. We believe all the same that our capacity to serve our region may be expressed as lying on a continuum with our history and evolution, and that that is the best reason for making the change.

It is well known in what real ways universities are responsible for the stimulation of their regional economies. It is also well known that a highly educated population makes for a more prosperous society. Our region needs the social and economic stimulus of a university. It has the population to sustain a university, and will certainly require one within the next quarter century as the regional population exceeds the present population of Greater Victoria. Along with parts of the Fraser Valley, ours is the largest remaining largely urban part of the province yet to benefit from the social and economic leverage created by a university in its midst. Its people will be seriously disadvantaged. Nanaimo in particular, one of BC's oldest and most historic cities, which has tended to be a backwater for the implementation of public policy, and which has been tainted by prejudicial understandings of its resource-based history and the character of its people, needs to benefit from further economic stimulus in order to compensate for years of

neglect. The regional economy is markedly different from those of Vancouver, the Lower Mainland, and Victoria, but its seeming physical proximity to Vancouver has left it often taken for granted – or worse, mocked for inferiority or misguided opportunism.

So as to give special emphasis to Malaspina's capacity to serve its region as a university, we here represent the themes we have taken up in this and the preceding two sections in point form:

- Generation of social and cultural capability for the region;
- Contribution to increasing national and international self-consciousness of the region;
- Contribution to demographic adjustment so as to bring region in line with provincial norms;
- Transition for underprivileged sectors of the region;
- Creation of a larger entrepreneurial and managerial social sector for the region;
- Relationships with Aboriginal communities leading to social and cultural benefits;
- Indirect contribution to Aboriginal governance and related economic activity;
- Direct contribution to the regional economy;
- Indirect contribution to the regional economy;
- Contribution to specific resource-, tourism-, ecology-, and skills-based industries;
- Contribution of social and cultural factors conducive to the above industries;
- Contribution to Asian Gateway through internationalization;
- Provision of quick turnaround training for industry;
- Creation of Centres of Excellence leading to spin-off venture opportunities;
- Stimulation of research projects related to coastal and rural communities;
- Production of research in resource, technology, and other fields.

MALASPINA'S PURSUIT OF UNIVERSITY DESIGNATION

In this section, we will reiterate the case for university designation and what changes and benefits we look forward to in connection with this objective.

While the case for university designation lay, we believe, latent in Malaspina's evolutionary makeup as a university college in 1989, it first became a public issue in the 2000s. This was a period of heady expansion fuelled by student demand on the one hand and the lifting of the tuition freeze on the other. In 2002 after some discussions among the university colleges, Kwantlen University College led the way by making a case for changing its name. The subject became a topic of debate among the university colleges. Okanagan University College, answering a faculty and community initiative, did its best to poise itself for university status by negotiating arrangements (somewhat against system mandates) with its faculty it felt mimicked typical university structures. The University College of the Cariboo made its case for becoming a university, followed by Malaspina's case, made in March 2004. Some aspects of the Malaspina's "The Case for Regional University Status for Malaspina" inform this paper.

By contrast with both Okanagan University College and the University College of the Cariboo, Malaspina took a cautious approach to system structures, negotiated settlements, and university status. We believed in a cooperative relationship with Ministry officials, trusting in the fact that we had parallel and equal claims on university status. In the Spring of 2004, the government announced the creation of UBC Okanagan, Okanagan College, and Thompson Rivers University. This came as a disappointing surprise to us. We were relieved not to be in Okanagan University College's shoes (and disappointed in what had transpired for the system), but we felt also that our aspirations had not been answered by our non-politicized approach to the matter. In September 2004 we prepared a "Business Plan," and in November we indicated the financial issues for the Ministry in a "Discussion of the Financial Implications Related to the Designation of Malaspina as a University."

Malaspina's March 2004 paper, "The Case for University Status," set out the following ten reasons supporting the proposed change:

- Malaspina University-College is already a comprehensive, "primarily undergraduate university" in every way except name, offering a wide range of vocational, trades, career, technical, and upgrading programs in addition to university degree-completion programs.
- Without undermining our ability to offer a comprehensive range of vocational, technical, and developmental programs, university status would enable us to provide a greater range of undergraduate and graduate programs to meet regional demand for postsecondary education.
- A wider range of degree-completion options would provide more choices and opportunities for our students at a significant cost advantage.
- Our graduates would receive more recognition for their university credential when seeking employment or applying for postgraduate studies.
- University status would improve our success in recruiting and retaining new students, faculty, and staff.
- Increased tuition revenues generated more international students would allow us to self-fund new courses, services, and facilities for all students.
- University status would improve our ability to attract private donations and carry out fund-raising activities outside the institution.
- University status would enable us to build appropriate research activities through more opportunities for grants and infrastructure funding.
- Increases and students and activities as Malaspina would have spin-off economic benefits in our communities.
- Regional university status would enable us to contribute more to regional economic, social, and cultural development.

We continue to view these as clear advantages. But in the context of Campus 2020, we feel it important to emphasize both the evolutionary character of our institution and the evolutionary characteristics of postsecondary education worldwide and in the province. University designation, in short, is not simply a matter of economic and other extrinsic

advantages and conveniences. It is a matter of the community of scholars with whom one relates on a professional level, and it is a matter of shared and common concerns. While Malaspina continues to have strong professional relationships in the college and institute sector, far and away its greatest area of relationship is with the university sector. This is evidenced by the makeup of our student body, the qualifications of our faculty, the nature of their scholarly and research activity, and the institutional culture as a whole.

Besides the evolution of the University-College, we have witnessed the evolution of postsecondary education globally and in the province. It is clear, for example, that concepts of the university have shifted in the last two decades. In some jurisdictions, such as the UK, evolutionary change has been influenced by political intervention. In Britain there are now more than double the number of universities there were twenty years ago. Many second-sector and polytechnic institutions were installed as universities by government fiat. This changed the system simply by virtue of the differing profiles of such institutions; while they were subject to immediate pressure to mimic the form and character of traditional universities, traditional universities also felt pressure and have undergone change as a result. The change was by no means applauded in the university sector, and is by no means all for the better, but it is illustrative of the changing face of universities.

The very nature of technological development has been such that universities worldwide have pursued applied technologies in the interests of research production. Most major Canadian universities can no longer be understood on the basis of liberal arts and sciences values alone. Their approach to and definitions of research have likewise undergone shifts such that technical applications of research are now part of the research establishment. In the dyed in the wool humanities, for example, humanities computing now values design and dissemination as key aspects of research production. We do not want to exaggerate the extent of the change; rather, we wish to emphasize that university education has encroached on applied and skills-training education. Whereas pedagogical aspects of university disciplines were historically treated as invalid research for most university purposes, they have recently begun to attract credibility. This is a recurring theme among the Campus 2020 think pieces, in part as a reflection of sea-changes occurring in the university sector. The scholarship of teaching is now the subject of more sustained and detailed study; so is the incorporation of research skills at the undergraduate level. Malaspina is a recognized leader in such fields, a Carnegie Foundation “cluster leader” for an international group of universities, including the Universities of Alberta, Waterloo, Gloucestershire, Southern Florida, and Notre Dame.

No university seeks to change its name or mandate to encompass applied education; universities simply appropriate where necessary. Some institutions, however, are better poised to express the wide career of academic and applied study, joined as it were at the hip; we are one such institution. It is our belief that Malaspina’s profile better reflects the directions university education must find in the next century than most Canadian universities. We believe that our distinctive strengths in this regard are reflected by the Campus 2020 think pieces – and that they are represented by open-minded and non-prejudicial understandings of the university.

We believe, moreover, that the high level of differentiation of postsecondary education in this province, which scholars in the field of higher education applaud as in keeping with the needs of the twenty-first century, reflects a policy expression of changes that have been occurring in the sector for some time. Those changes are pointed at changing the face of the university in the twenty-first century. Regardless of the success of the models represented by Royal Roads University and Thompson Rivers University, which do not resemble the older research universities, it seems clear the model is changing, and that such change is appropriate. So the question becomes not “Does the province really need more universities?” but “Can the province afford not to create more universities?”

When we indicated the anticipated costs of university designation in November 2004, we based our argument on standards of equity. We did not identify the need for infrastructure funding for the dramatically increased profile of our Aboriginal students, services, and programs but that has emerged as a priority need in the last two years – at a cost open to discussion, as with all costs we anticipate in connection with university designation.

RECOMMENDATIONS APPLICABLE TO MALASPINA UNIVERSITY-COLLEGE

Malaspina University-College therefore makes the following recommendations:

1. University Designation. We recommend that within the next two years the University-College be designated a university with a strong regional mandate, an emphasis on undergraduate teaching as its first priority, commitment to open access, strong transitional and developmental programs, and a comprehensive mix of academic, applied, professional, career/technical, and vocational programs. This university would be mandated to pursue scholarship and research as necessary adjuncts to instruction, with special emphasis on the undergraduate research experience. As required by legislation, if necessary, institutional research priorities would reflect regional economic developmental and other needs, including resource management and sustainability. The university would be mandated to offer a small range of graduate programs in fields of specific institutional or regional strength or priority. Our regional mandate would be to work closely with communities on Vancouver Island north of the Malahat and mainland coastal communities north of Howe Sound, in collaboration with all relevant colleges, to promote sustainable rural and urban communities, foster societal, cultural, and economic development, and to help this broad region to share equally in the fullest benefits of life in British Columbia.

In connection with university designation, and as a reflection of ways in which we may meet provincial objectives, as well as fulfilling the spirit of the Campus 2020 initiative, we recommend that Malaspina be identified with the responsibility (and appropriate funding) to serve as a provincial Centre of Excellence in four spheres: Vancouver Island and Coastal BC Education; Aboriginal Education; International Education; and Applied and Technical Education. We regard these as galvanizing points for our contribution to the public good as a university. While we anticipate some form of funding in connection with them, notably in the area of infrastructure for Aboriginal education and as yet to be

determined capital funding for Trades and Applied Technology, we view these largely as areas of current interest and expertise giving further leverage to our distinctive case for university designation.

2. *Legislation.* We recommend that Malaspina be given legislation (preferably an independent act) sufficient to enable its full and equitable participation in the postsecondary system and its communication and interaction with other universities, as well as enabling it to continue in its appropriate relationships with system colleges and institutes. Malaspina is on record as being amenable to modest modifications to its present governance structures; even so, we believe due consideration should be given to logical fit with existing or planned university governance structures, and that a university senate should not be excluded as a possible consequence of legislation.

3. *Autonomy.* We recommend that Malaspina's university mandate and legislation take account of its needs as an autonomous institution to be free to negotiate contractual provisions and salary provisions and benefits suitable to university designation; and that Malaspina not be held accountable to system structures intended to serve institutions of different character or kind.

It should be emphasized that we are facing a faculty retention and recruitment crisis and that we need the means to address our salary grid and top-of-scale salaries, as well as other cultural needs, simply so as to be able to compete. We do not anticipate dramatic changes in the area of rank and title or across-the-board workload, but we cannot continue to be held accountable to standards not applicable to our institution.

4. *Capital Funding.* We recommend that Malaspina be awarded suitable capital funding to enable it to implement changes in keeping with university designation. We have already identified a capital plan and have been working closely with the Ministry of Advanced Education on this. We anticipate additional capital funding costs in the Trades and Applied Technology and Science and Technology jurisdictions. In connection with capital funding, we urge the Ministry of Advanced Education to apply general standards in keeping with university standards. Moreover, we urge the Ministry, in expression of a new approach to facilities development, to support as a matter of priority our goals of fostering a fulfilling campus life for students through capital planning.

5. *Equitable FTE Funding.* We recommend that Malaspina be given ongoing funding if not reflective of a more equitable distribution of university undergraduate funding system-wide at least leading to our capacity to function more equitably as a university. We understand the implications of our system recommendation for balanced funding, and we understand its practical limitations at this time.

6. *Infrastructure Funding for Aboriginal Students.* We recommend that Malaspina be given infrastructure funding better to enable it to serve the needs of its existing Aboriginal student population, and to continue to function as a Centre of Excellence in Aboriginal education. This reflects both a pressing regional, provincial, and national

need and the government's determination to undertake new initiatives making a difference to First Nations people in their personal lives and their communities.

7. *Start-up Funding.* We recommend that Malaspina be given one-time funding, which we believe will be modest, to facilitate its conversion to university status.

APPENDIX E

**SECONDARY CONSIDERATIONS AND RECOMMENDATIONS FOR THE SYSTEM
AND MALASPINA UNIVERSITY-COLLEGE**

For the reader's convenience, we have here extracted passages or amplified ideas from Malaspina's position paper. Noteworthy secondary arguments, observations, and recommendations are quoted in order as they occur in the paper.

CONSIDERATIONS AND RECOMMENDATIONS FOR THE SYSTEM

1. *Student Exchange Programs.* "There will be more international students on our campuses in 2020, and we may expect more of our students to want to complete parts of their postsecondary education abroad. To this end, a good innovation would be a substantial provincial investment in student exchange programs – not for the sake of financial gain so much as to foster strong international relationships and the sharing of values." (See pp. 9-10)

2. *Provincial Portal.* Malaspina is supportive of the idea of a provincial portal. We do not see this as either a cost-saving or efficiency-increasing measure, and we would not like to see a public survey function on such a portal shaping or in any other direct way influencing public policy on education. Thus, ours is a form of qualified support for the concept outlined in Sinclair, McClaren, and Griffin's Campus 2020 think piece, "E-Learning and Beyond." (See p. 11)

3. *Men in Postsecondary Education.* "Malaspina is concerned about the potential implications of the demographic shift of students, and we are concerned about its potential consequences for both the liberal arts and the sciences and technology. We will look for in-house strategies to address the situation (such as strategies putting greater emphasis on remediation of primary skills), but we also believe this should be a priority for system planning. We do not believe the answer simply to be in the direction of greater priority to science and technology fields in either the K-12 or postsecondary systems. We might attach greater priority to the ways in which these subjects are taught, as one Campus 2020 think piece suggests, and we might consider ways in which science disciplines can find more seamless connection with foundational education, becoming desirable pursuits for personal as well as public reasons. We would like to see greater attention given to the evolution of scientific thought and methods in historical and philosophical contexts, and at Malaspina we are debating the role that science education should play in the non-science curriculum. We have placed some emphasis on science and technology programs at Malaspina in recent years, having concluded that their profile (and notably their funded profile) was not in keeping with an appropriate institutional mix, but we have not had the means to make science an expected part of the curriculum for all academic students." (See pp. 13-14)

4. *Positions of Trust.* "It must be recognized that the business of teaching in postsecondary education is a difficult task, challenging in ways unimaginable to those

who have not participated in it. Government should not be in a position, or put itself in a position, of apologising for postsecondary education. Nominal workloads of faculty are but a small reflection of the demands of the responsibility. Faculty in postsecondary education are or should be in positions of societal trust. If they are not, to the extent that they are not, policy should be directed at making them persons of trust, and accountable as such. It should be the objective of system change to promote the trust of the entire professoriate – and not in a hierarchy in which some institutions are by definition regarded as tiered above the rest. This is not a call for equality but for some measure of equity. The system is not equitable now, and Campus 2020 should look to ways in which such an objective may be achieved.” (See p. 17)

5. *Formal Cross-Sectoral Communication, Including with the K-12 System.* Although we make this point in our system recommendations under the category of a recommended provincial council, we are eager not to have this isolated concern overlooked. “[The system] should facilitate active communication and cross-fertilization among educators and across educational sectors, and between the postsecondary system and its many parts and the K-12 system and its parts.” (See p. 18)

6. *Sessional Instructors as a Proportion of Institutional Instruction.* “While at Malaspina, unlike many universities, we do not have a mandated percentage of instruction to be performed by sessional instructors for fiscal reasons (and system collective agreements have imposed limits on the ways in which we can depend on sessional instructors – sometimes with deleterious consequences for instructional units), the very nature of the endeavour often leads to sessional employment. In periods of rapid institutional growth, our programmatic functions often cannot keep pace and we hire sessional instructors as a temporizing action. Secondments and leaves for research and other purposes also lead to sessional bottlenecks. We would like to see this matter addressed as a qualitative issue for the postsecondary system.” (See p. 23n.)

7. *Funding Disparities for Non-Open-Access and Open-Access Institutions.* “As open-access institutions, the university colleges have certain undergraduate challenges exceeding those of research universities whose students are of more uniform ability. Our instructional endeavour teaches to wide-ranging abilities; it might reasonably be expected to incur greater expense and be buttressed by greater funding.” (See pp. 24-25)

CONSIDERATIONS AND RECOMMENDATIONS APPLICABLE TO MALASPINA UNIVERSITY-COLLEGE

1. *Hybridization and Cross-Sectoral Credit.* “We would not want to place two important functions of the University-College at odds with one another by having them make competing claims. Our province needs highly educated people in larger numbers and proportion who can contribute to public service and good citizenship, and it needs skilled employees. But the seemingly antithetical nature of these two needs should be addressed, possibly through attention to hybridization. We look forward to a day when more university graduates with liberal educations choose to pursue skills training, and we are committed to exploring ways in which skills training may be given appropriate credit in academic programs. To this end, an interesting provincially-funded project would be

a pilot assessment of accreditable skills. The key is for us to establish reasonable points of intersection between academic and skills-training cultures. We have already paved the way for such activity by building an institutional culture of respect in which faculty with different kinds of credential work side-by-side and in close collaboration. For us, it has been important to break down arbitrary and unnecessary hierarchical boundaries. Certain kinds of degree programs in the trades, not unlike what Thompson Rivers University is experimenting with, might further convey the message that skills-training disciplines are open for program development and innovation – giving such disciplines a new stake in the twenty-first century university.” (See pp. 14-15)

2. *Undergraduate Student Research*. “One distinctive facet of [Malaspina’s] research culture is to integrate research into the undergraduate curriculum, a practice recommended by recent scholarship; see, for example, Jenkins, Breen, and Lindsay, *Reshaping Teaching in Higher Education: Linking Teaching with Research* (London and Sterling, VA: Kogan Page, 2003). We feel this is an area of strength for Malaspina (and its type of university) that should gain policy and, indeed, funding recognition (see Jenkins et al., pp. 143-81).” (See p. 26n.)

3. *Aboriginal Centre of Excellence*. “In fact, the large number of students from North Vancouver Island suggests that Malaspina is the four-year institution of choice for all but Southern Vancouver Island. Northern Mainland coastal communities also regard Malaspina as a preferred institution. Nanaimo is viewed as a kindred community, not too large or too urban, with all the necessary amenities; Malaspina is regarded as highly responsive to First Nations student needs. These factors explain why, as we have said, we have the largest Aboriginal student population in the province, and why we would like to be acknowledged as a provincial Centre of Excellence in Aboriginal education.” (See pp. 32-33)

4. *International Education Centre of Excellence*. “Development themes related to tourism and international gateway development should benefit from Malaspina’s excellent profile in international education. Among objectives identified by the Ministry of Advanced Education strategy document ‘International Education Policy Framework and Key Initiatives: Goals and Objectives’ are those suggesting the use of international education programs to address labour-market shortages and the linking of such programs to tourism. As a university, Malaspina will be well-placed to serve as a provincial leader in international education.” (See p. 33)

5. *Social and Cultural Mandate*. “Twenty-first century industry is motivated by the availability of technology, the demand for a highly educated and flexible workforce, and social cultural environments demanded by a new generation of employees. Nanaimo has grown remarkably in these respects, and Malaspina has played a substantial role in providing a climate which promotes social and cultural activities; we need to be given an express mandate and the means to do so in still more concerted ways.” (See p. 35)

6. *Applied and Technical Centres of Excellence*. “The identification of applied and technical centres of excellence at public institutions might be a positive innovation for

2020. Such centres would have the physical infrastructure and the funding to provide training development to meet the needs of industry. Guided by industry advisory boards, such centres could be keyed to the specific kinds of industry represented in the region, or to industries projected by regional planning processes. The university setting affords maximum flexibility, for one of the primary roles of a university in the twenty-first century will be to reflect on pedagogical needs for optimum learning, a form of reflection that will best feed industry training, providing much-needed efficiencies; the best teaching comes from teachers who are prepared for the vagaries of learning. As a part of our pursuit of university designation, we would like to see Malaspina identified as an Applied and Technical Centre of Excellence. This would require the creation of flexible infrastructure suitable for quick-turn-around training and development.” (See p. 36)

7. *Vancouver Island and Coastal BC Centre of Excellence.* “Our region, as formally defined, does not take into account the wider profile of the University-College in island and coastal BC, which suggests a potential for the University-College to serve as the primary Vancouver Island and coastal BC Centre of Excellence. All of these factors point closely to Malaspina’s ambitions for university designation.” (See pp. 36-37)