

# **Brief to the Commission on Post-Secondary Education from the University of New Brunswick in Saint John 26 April 2007**

## **Preamble**

The University of New Brunswick submitted a brief to the Commission on 12 April 2007 and President John McLaughlin met with the Commissioners on April 16. The University's brief dealt with issues of importance to the institution as a whole. Drawing upon that submission as context, this document details the special circumstances of the Saint John campus within the UNB system.

## **Introduction**

### ***The Citizens' Dream***

It began as a conviction, a conviction as strong as that of the seven Loyalists who petitioned the Lieutenant-Governor in 1785 to establish the Provincial Academy of Arts and Science, predecessor to UNB. One hundred and seventy-five years later, a committee of eleven appointed by the Saint John Board of Trade convened to pursue the establishment of a university or college in the Port City.

In the early 1960s, higher education was seen as one of the most important and effective ways the City could raise its prospects after some 50 years of economic weakening. In *The "Quiet Campus" A History of the University in Saint John, 1959-1969*, sociologist Peter McGahan<sup>1</sup> portrays mid-20<sup>th</sup> century Saint John as "one of Canada's metropolitan communities in greatest need of political and municipal reform, vast improvement in its institutions of social control...and in the sophistication of its social and economic planning.

"...One of the most significant gaps existed in the educational sphere. Saint John by the 1950s still lacked its own post-secondary institutions—whether they be two-year academic colleges or fully independent universities. This omission was for many an especially dramatic symbol that Saint John was indeed an 'injured city'. Through the 1960s an increasing impetus grew to address this gap."

The committee envisioned a liberal arts college that would start granting degrees as early as 1963. As momentum grew, the committee was subsumed by the Saint John College Development Corporation. It was led by Ernest A. Whitebone, a city councilor and school principal, whose zeal for higher education was fuelled, in part, by his lack of a university degree. The Corporation's work, including an application for a college charter, was overtaken by the appointment of a Royal Commission on Higher Education in New Brunswick, which recommended in June 1962 that a permanent branch of UNB be established in Saint John, offering the first two years of arts and sciences.

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<sup>1</sup> *The "Quiet Campus" A History of the University in Saint John, 1959-1969*, Peter McGahan, New Ireland Press, 1998, page 4.

The long-held conviction was to become a reality.

Classes began in September 1964 with 97 students enrolled in Arts and Science. Interest and strength in the “branch” grew quickly, with several well-qualified faculty members recruited in English, history, mathematics, sociology, chemistry, physics and modern languages. By the time the permanent campus at Tucker Park opened in 1969, 462 students were enrolled at UNB Saint John, representing almost a fivefold increase in five years. One- or two-year programs in Arts, Science, Nursing, Business, Engineering, Forestry and Physical Education were being offered. In 1972, the BBA became UNB Saint John’s first full four-year degree.

### ***UNB Saint John Today***

Undergraduate enrolment climbed without interruption for 30 years between 1964 and 1994, making UNB Saint John the fastest growing campus in Atlantic Canada. A dramatic influx of international students began in 2000, fuelled by an active recruitment strategy and several internationally based programs, most notably with Beijing Concorde College. Over the past seven years, students from more than 80 countries have attended UNB Saint John.

Today, the campus serves 2,350 full-time undergraduate students, about 21 per cent of whom are international, in three faculties and more than 40 degree programs. Its full-time undergraduate enrolment exceeds Mount Allison (and St. Thomas University, when Weighted Full-time Equivalents are counted), and it enrolls more part-time students than any other campus in New Brunswick, save UNB Fredericton.<sup>2</sup> Even so, the campus maintains an intimate feel and calibrates its programs to reflect that in terms of their range, focus and quality.

The campus also enrolls 85 graduate students in masters and PhD programs, and its 132 full-time faculty include two Canada Research Chairs (of UNB’s total of 17) and an increasing number of active researchers, securing more than \$2 million annually in research grants and contracts.

Over the past 43 years, many new programs and specialties have been added--including Business, Electronic Commerce, Hospitality and Tourism, Health Sciences, Computer Science, Nursing, Marine Biology, and Engineering--and institutes and research centers have been developed, such as the highly regarded Canadian Rivers Institute and the Center for Criminal Justice Studies. All have been established around a solid Arts and Science core and nurtured by close ties to the Saint John community and to the Fredericton campus of the University of New Brunswick. The most recent example of an innovative program developed in this manner is the “Marine Semester” program that is

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<sup>2</sup> See the Maritime Provinces Higher Education Commission statistics: Full time UG Enrolments at Maritime universities <http://www2.mphec.ca/IMPSES/english/pdfs/TB2.pdf>; Part time UG Enrolments at Maritime Universities <http://www2.mphec.ca/IMPSES/english/pdfs/TB3.pdf>

offered through collaboration between the Department of Biology at UNB Saint John and the Huntsman Marine Science Centre in St. Andrews, New Brunswick. This program offers students an intensive 12-week semester of lecture and field based courses in a marine setting on the Bay of Fundy. While the common perception is that universities are very slow to change, most of UNB Saint John's significant programs and activities—internationalization, e-Commerce, Study Abroad, and the articulated programs with NBCC—have been developed within the past decade.

UNB Saint John has clearly displayed an ability to adapt and respond to new opportunities, both within the region and abroad. UNB Saint John is an active partner in the *True Growth and Vision 2015* community development strategies, and it has been a driving force behind the 'Industrial City in Transition' Community-University Research Alliance (CURA) project, which has provided mentoring opportunities for undergraduate and graduate students engaged in community-based research with several community partners. This has been funded by a \$1,000,000 grant from the Social Sciences and Humanities Research Council of Canada and has "paved the way" for the development of a comprehensive service learning program at UNB Saint John. UNB Saint John Faculty members have also developed close research partnerships with private companies and public sector organizations including: J.D. Irving, Vibrant Communities Saint John, the Atlantic Health Sciences Corporation, Enterprise Saint John, The New Brunswick Museum, and ACAP Saint John.

All of these activities reflect the active role UNB Saint John plays in community building. Members of UNB Saint John's faculty and administration have leadership roles in a variety of community organizations (Enterprise Saint John, Saint John Board of Trade, Immigration Board, Saint John Community Arts Board, Saint John Theatre Company, Saint John Shakespeare Society etc.); and the Tucker Park campus and UNB Saint John's downtown location (the Grand Hall in the former Scotiabank Building) are the focus of academic, cultural and sporting events for the community. There has also been a tradition of cooperation with the New Brunswick Community College (NBCC) and the Atlantic Health Sciences Corporation (AHSC) on various academic and infrastructure projects (including Canadian International Development Agency grants and articulated joint degree programs). Perhaps the most recent example is UNB Saint John's recent agreement with AHSC to share steam generated at the AHSC steam plant for the Tucker Park campus' heating system, which has created cost and other operational efficiencies for the university's physical plant.

While remaining responsive to local needs and issues, UNB Saint John developed a strong international reach, with established partnerships in China, Cuba, and Vietnam, and a growing study abroad program with student exchange opportunities for UNB Saint John students in Norway, Denmark, Germany and France, and UNB-wide Study Tour and internship Programs offered in Rome, Mexico, Washington, D.C. and London. Short-term education and training programs are also delivered on the Saint John campus for teachers from China and France, and an annual summer institute offers advanced courses for New Brunswick teachers. Indeed, the establishment of Saint John College at UNB Saint John as a preparatory college for international students readying themselves

for admission to university programs in New Brunswick and elsewhere is a visible reminder of this campus' international outreach.

The impact of these initiatives has been felt beyond the campus gates. UNB Saint John has taken on a significant role as a catalyst for a variety of internationalization activities within the Greater Saint John community. International Student Society events at UNB Saint John are well attended by members of the Saint John community, and a significant number of international students remain in the community after graduation to pursue business or employment opportunities. Thus, internationalization at UNB Saint John has prompted in-migration and investment, and brought a cultural richness to the city. The international student presence on the Saint John campus is a strength that must be maintained and enhanced, both for the promotion of diversity on the campus and for the many contributions international students make to the wider urban region and the Province as a whole.

UNB Saint John also contributes significantly to the cultural vitality of the city through its highly regarded Lorenzo Society and associated activities. With the nationally recognized Lorenzo Reading Series, regular public lectures (including a current series addressing the future of energy use and development for New Brunswick), student theatrical productions and creative writing workshops, UNB Saint John makes many contributions to cultural and civic life in Greater Saint John. This role is one that has been maintained since the establishment of UNB's Tucker Park campus. Before the Imperial Theatre, before Opera New Brunswick, the Aitken Bicentennial Centre or even Theatre New Brunswick, Saint John's cultural scene was defined in large measure by UNB Saint John.

UNB Saint John makes a significant contribution to the local economy, employing just over 300 (full-time equivalent) faculty and staff, as well as a large number of students. The campus's annual operating budget is \$37 million, of which 75 per cent, or \$28 million, is wages, salaries and benefits, most of which are deployed in the community. A study conducted by the Department of Economics at UNB Fredericton estimated that for every dollar spent, the University (both campuses combined) has an economic impact of \$1.68 within the Province.<sup>3</sup> Estimates in the same study place student spending within the Province at \$57.8 million, at least \$12 million of which can be attributed to those enrolled at UNB Saint John. A study conducted by the Business Education Forum for the Saint John City Council placed this figure at closer to \$19 million.<sup>4</sup>

Over its lifespan, UNB Saint John has graduated some 6,200 alumni, a majority of whom continue to live in New Brunswick. In total, more than 7,000 UNB alumni (from both campuses) live in the greater Saint John area, working predominantly as professionals in business, education, health, law, and engineering.

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<sup>3</sup> Economic Impact of the University of New Brunswick: estimations and comparisons with other Canada Universities, prepared by Van A. Lantz, John R.G. Brander, and Yigezu A. Yigezu, September 2002.

<sup>4</sup> Final Report on the Economic Value of the Educational System in Metropolitan Saint John, prepared for the Common Council of the City of Saint John by the Business Economic Forum of the Saint John Board of Trade, 27 March 2003, page 10.

## ***Unique in the Province***

UNB Saint John truly has no parallel in New Brunswick. The offspring of an energetic and persistent citizens' movement, it has played an important and exemplary role in the development of the community in which it is located. And the relationship between the campus and the City, though not without its tensions, has been very supportive, positive and productive. There are few instances in Canada where a community feels and assumes such ownership of an educational institution.

In sum, the Saint John campus, with its mix of traditional, applied, professional and articulated programs, as well as its special relationship with the community, is clearly more complex than other small institutions in the region--characteristics that are both a tribute to realized aspirations and an increasing liability to its continued financial stability.

## **The Special Strengths of UNB Saint John**

### ***Accessibility***

As the earlier brief submitted by UNB notes, the creation of UNB Saint John in 1964 was a breakthrough for both UNB and for the Province. It made UNB accessible to a new constituency of students, students who likely would not otherwise have attended university. A recent Statistics Canada study confirmed that "a local degree granting institution is associated with a 28.1 per cent increase in university attendance among youth who grew up in that area. In addition, students from lower income families have significantly increased participation rates, because pursuing a university degree is more affordable when a local option is available."<sup>5</sup> And it ensured that the renewal of New Brunswick's largest city would be catalyzed and supported, for the first time, by post-secondary education.

UNB Saint John has therefore considerably expanded accessibility to post-secondary education in the Province. Furthermore, many of UNB Saint John's students are first-generation university students, who often work full-time or part-time while attending university. Thus, in general terms, there is a wider variation in age cohorts among UNB Saint John students than would be apparent on other campuses elsewhere in the Province.

At the same time, quality has been maintained, as evidenced in the increase of entering students with averages over 90 per cent and the academic achievements of those qualifying for membership in UNB's Sir Howard Douglas Society and the Golden Key International Honour Society of which UNB Saint John is a member.

### ***Responsive and Relevant***

In its curriculum development, UNB Saint John has been exceptionally responsive to the needs of southern New Brunswick. Its co-op program for Business students has been highly successful. It was the first in Canada to recognize emerging business trends and create a major in e-Commerce. It has developed teaching and research strengths in coastal

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<sup>5</sup> *Do Universities Benefit Local Youth?*, Marc Frenette, Statistics Canada, January 2007.

and marine studies, environmental biology, criminal justice, nursing and the health sciences—all in response to and recognition of their importance to the region. These solid responses demonstrate that a university can be flexible and relevant while maintaining its high quality academic integrity.

### ***Cooperation and Collaboration***

Most of all, perhaps because of the nature of its origins, UNB Saint John embodies the spirit of cooperation and collaboration. The course of its relationship with UNB Fredericton has not always run smooth, but UNB Fredericton has been a constant and important partner in the development of UNB Saint John. Through several major evaluations—including a review committee chaired by John Deutsch in 1975 and the Committee to Review Inter-Campus Relations in 1984—Saint John has evolved and matured as an institution. It shares a number of key administrative services with UNB Fredericton, has a library system fully integrated between the two campuses, operates a single graduate school with faculty from both campuses, is working to facilitate student mobility and the transfer of credits between programs on the two campuses and, increasingly, develops distinctive academic programs that complement offerings in Fredericton.

One of the best and most well-advanced examples of the benefits of cooperation is the UNB Libraries. UNB Fredericton, UNB Saint John, and St. Thomas University have already amalgamated their library resources and services. Also, libraries throughout New Brunswick and Atlantic Canada have a long and exemplary tradition of collaboration and resource sharing through organizations like the Council of Atlantic University Libraries. It is by no means a great leap of imagination to suggest that further amalgamation is possible and indeed desirable.

There are many examples to illustrate current levels of consolidation of library and IT services, and they can be used effectively to support even more consolidation. For example, if Mount A merged its electronic resources with those of UNB, they would avoid overhead like proxying/authentication requirements, administration and a number of fees for various subscriptions. As a result, all universities in the province would be served from a single source. As UNB Saint John has demonstrated with the redesign of the Ward Chipman Library website, there is nothing to prevent institutions' libraries from having a distinct identity, while the underlying resources are all served from the same source. There would be little technical difficulty in extending resource access to NBCC, and even the public library, which currently maintain separate, costly, systems such as catalogs and electronic access to bibliographic databases.

In the IT area, the story is similar. The NB/PEI Educational Computer Network, founded in 1970, is the basic backbone of Internet delivery throughout New Brunswick (and PEI for that matter). It is maintained by UNB, at UNB, with costs covered by the institutions that receive service.

UNB Saint John works effectively with the New Brunswick Community College, offering a number of articulated programs that allow students to move relatively seamlessly between college training and university education. These enriched

programs—in tourism and hospitality management, electronic commerce, applied management accounting, applied management and a number of health sciences—are outstanding models for the system of integrated and cooperative post-secondary education that UNB recommended in its earlier brief.<sup>6</sup> Bringing together the strengths of broad-based study at the university level and the applied skills development of the college has created a new breed of professional who has both breadth of experience and depth of knowledge.

Though business people were the driving force behind the creation of UNB Saint John, there was never any question about the focus of the new campus: general arts and sciences were seen as the bedrock of higher education. Just as a classical curriculum was fundamental to the 19<sup>th</sup>-century development of UNB in Fredericton, so was an Arts degree seen as the quintessential field of study at its sister campus 150 years later.

It was a wise approach, all the more enlightened given that many of the founders themselves had had limited educational opportunities. Where a utilitarian view might have predominated, in those early years no one spoke of labour force development or training young people for employment in specialized fields. Said Corporation President Ernest Whitebone, “I’m not as afraid of the hydrogen and atom bombs as I am the loss of talented people.” The belief was in the virtue of higher education—and a liberal one at that.

### ***The Liberal Arts***

The liberal arts have been a dominant force on the Saint John campus, helping to define its character and its capacity to educate students. Every year, more than half of all students enrolled at UNB Saint John take courses in the Arts, as requirements for the BA, electives for other traditional and articulated degree programs or simply out of interest. Of UNB Saint John’s 6,200 alumni, one-third hold an undergraduate or graduate degree in an Arts discipline.

A grounding in the liberal arts—broadly defined as languages, world literature, history, philosophy, sociology, political thought, economics, aesthetics, and cultural studies—provides a common body of knowledge that informed citizens in a meritocratic society need to share. Even those whose life’s work focuses on the applied disciplines of business, law, engineering, science, medicine and the like benefit from an understanding of the human condition—its past, its values, its aspirations over millennia, its artistic expression, its achievements and its failures.

Exposure to the liberal arts through university study develops a diversity of perspectives, a versatility of mind and adaptability to intellectual and occupational change. Analytical and communication skills are honed. A predilection for lifelong learning is developed. Curiosity, sympathy and moral values are strengthened, all criteria for active and effective citizenship.

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<sup>6</sup> See *Brief to the Commission on Post-Secondary Education* from the University of New Brunswick, 12 April 2007, <http://www.idconcept.net/cpse-ceps/EN/docs/UNB.pdf>, pages 14-19.

Successful leadership, sound governance, and a civil society depend on the elements of a liberal arts education.<sup>7</sup>

## **The Special Challenges of UNB Saint John**

Despite these many successes, it has become increasingly difficult for UNB Saint John to sustain this growth and innovation. In the four decades since the campus was founded, it has outgrown the existing funding formula, its infrastructure for supporting academic programs is in need of renewal, and its administrative structures and relationships with UNB in Fredericton and with other post-secondary institutions within the region need to be re-assessed for improvements and efficiencies. Renewal of the system of Post-Secondary Education in New Brunswick is an opportunity to reposition and reinvest in a way that can enhance UNB Saint John's academic core and produce a positive future for UNB and for the Province as a whole. In the context of the current climate of investment and social and economic change in Greater Saint John, UNB Saint John's role in the community and beyond is more important than ever before.

Students who wish to stay in New Brunswick or to relocate to the Province to complete a post-secondary education deserve to earn credentials that are recognized in a national and global context, and that reflect a high quality of instruction and learning that meets or exceeds national standards. New Brunswick's institutions need to continue to deliver a rich and transformative student experience that is equal to any in Canada. Yet, there needs to be improved equitability for students in the proportion of the educational costs they bear, regardless of campus location, and there should be reasonable accessibility, both in geographic and financial terms. Tuition levels should also be predictable, student debts should be manageable, and the choices available to students should not be constrained by institutional barriers. These issues are especially significant in Saint John where, as mentioned earlier, a sizeable portion of the student body are the first members of their families to attend university, and where poverty rates remain stubbornly higher than Provincial and national averages. Indeed, if it were not for UNB's Tucker Park campus, the opportunity for a post-secondary education would remain well beyond the reach of a large proportion of Saint John residents.

### ***Funding***

UNB is a national comprehensive university because it is the provincial centre for graduate students and research, the centre for large professional programs which require national accreditation and it must set standards that will attract students and faculty from around the world.

As New Brunswick's national comprehensive university, UNB comprises two integral parts—the Fredericton and Saint John campuses—both of which, with their mix of graduate studies, research and professional programs, contribute substantially to the institution's mission; its overall teaching, research and service capacity; and its national

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<sup>7</sup> For a comprehensive description of the value of the liberal arts, see the brief submitted to the Commission by the Faculty of Arts at UNB Fredericton, <http://www.idconcept.net/cpse-ceps/EN/docs/UNB%20Faculty%20of%20Arts.pdf>



stature. The Canadian Rivers Institute, which operates from both campuses, is an example of the advantages of this collective strength. Despite the combined effect of the two campuses, UNB remains one of the smallest universities in the national comprehensive arena.

The two-campus reality offers challenges as well as opportunities. The Fredericton campus provides its students with an experience associated with a comprehensive university: undergraduate, graduate and professional programs, and research. The Saint John campus offers its students the experience of a small, liberal arts and science institution as well as the benefits of comprehensive programs and associated activities. The duality of experience allows UNB, as an institution, to offer its students a choice in their experiences while still providing them the benefits of a single, larger institution. However, this opportunity comes at a cost.

In light of this reality, UNB has tried on several occasions over the past 20 years to convince the government, through the Maritime Provinces Higher Education Commission (MPHEC), to fund each campus as if it were a separate institution. On one occasion, in 1988, UNB Saint John was granted a one-time, incremental adjustment to its base of \$700,000—about half of what was requested at the time. This additional funding was put to good use, addressing the recommendations of a UNB Saint John Senate task force which included an increase in faculty positions; creation of the Business Co-op, BN and MBA programs; and development of facilities. Though this supplementary grant brought UNB Saint John's weighted full-time equivalent (WFTE) funding into relative alignment with Mount Allison and St. Thomas, with an even greater number of new programs, additional infrastructure and, until quite recently, unrelenting enrolment growth, the problems of underfunding and disparity have only grown since then.

We acknowledge that all New Brunswick universities are challenged by the government funding formula used by the MPHEC to determine institutional operating grants. However, the disadvantages of the formula are more dramatically experienced by the Saint John campus. A major reason UNB Saint John has been disadvantaged is that its enrolment is masked by being blended with UNB Fredericton when enrolments are calculated in the funding formula.

As the Commission undoubtedly knows, the MPHEC adopted its current formula almost 30 years ago, in 1979-80. The formula is broken into two components: 75 per cent is a fixed allocation and is based on history (to provide a stabilized fund less sensitive to enrolment changes as many university operating costs are fixed or do not fluctuate directly with enrolment); 25 per cent is variable and is based on a rolling three-year enrolment average of WFTE student enrolment figures at all New Brunswick universities. At one time, the formula included a provision for a flat grant adjustment to a university that showed a substantial increase in student enrolment above a certain threshold level but this was suspended indefinitely in 2002.

UNB must also consider the provincial funding formula in relation to its two campuses.

UNB applies the government formula when allocating the provincial grant between the two campuses. Since 75 per cent of the formula is fixed, there has been little change to the level of funding at either campus, despite how each campus has evolved in the last 15 or 20 years. The remaining 25 per cent of government funding is variable depending upon enrolment.

The following table from the Betts-MacDonald Report of the Financial Review for the University of New Brunswick<sup>8</sup> shows the level of operating funding and provincial operating grant funding, on a per student basis, for each university in the province. It also illustrates the level of each university's comprehensiveness. A higher number indicates a more comprehensive combination of programs, such as engineering, which are more costly to deliver. (This is due to curriculum content which influences things such as infrastructure, maintenance and lab requirements, specialized course materials and equipment, and accreditations.)

An analysis of the information in this table raises many questions, demonstrates inconsistencies and points to the need for a re-examination of the provincial operating grant funding formula. (The figures include international students.)

<b>New Brunswick Universities Degree of Comprehensiveness and Funding 2004-05</b>			
	<b>Comprehensiveness Indicator Ratio WFTE/FTE</b>	<b>General Operating Funding Per WFTE Student</b>	<b>Provincial Unrestricted Operating Grant Per FTE Student</b>
Université de Moncton	2.75	\$14,166	\$8,295
UNB*	2.73	13,701	6,810
Mount Allison	2.25	13,748	6,221
St. Thomas	1.64	7,310	2,400
*UNB Fredericton	2.91	14,299	7,638
*UNB Saint John	2.18	11,873	4,276

Source: MPHEC, CAUBO, UNB Financial Services.

### ***The Model—One University, Two Campuses***

UNB continues to adhere to the model of one university with two campuses. Our two-campus situation is somewhat unique in that we have decided, based on the one-university concept, to:

- Standardize salaries and benefits through a common collective agreement for faculty and similar agreements for unionized staff;
- Standardize workloads and conditions of employment;
- Standardize tuition policy;
- Avoid, for the most part, competition between the campuses;
- Avoid unnecessary program duplication.

<sup>8</sup> For the complete text of the Report of the Financial Review for the University of New Brunswick, July 21, 2006, see <http://www.unb.ca/vpfin/financialreview.html>

At UNB, the elements that bind us together (make us one university) also have the potential to drive us apart. Living with standardized costs while revenues are disproportionately distributed introduces unavoidable strain to the two-campus relationship.

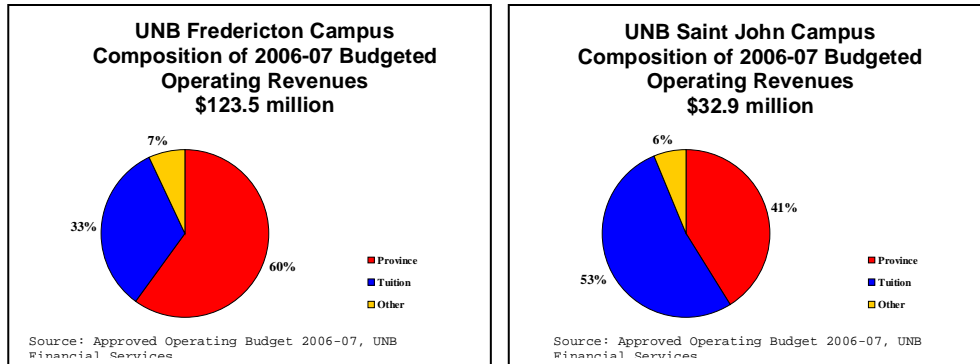
Part of the two-campus reality is that UNB Fredericton has a larger infrastructure and concentration of university services than does UNB Saint John. Indeed, the Saint John campus participates in a shared service agreement with the Fredericton campus by which it purchases annually, on a cost recovery basis, operating services that are centralized on the Fredericton campus. The amount transferred to the Fredericton campus for shared services in 2006-07 was about \$900,000. While it may be the case that some disparity in FTE or WFTE funding level is in keeping with the proportion of infrastructure and services located on each campus, the growing spread between the campuses would not appear to be justified during a period when growth of enrolments, programs and infrastructure on the Saint John campus has proceeded at an accelerated pace. Any solution of the structural funding imbalance that would lead to the relative impoverishment of UNB Fredericton by giving a greater proportion of the UNB provincial operating grant to the Saint John campus is a problematic option.

This particular one-university, two-campus model is unique in the region and indeed in the country. Each campus has been, and is developing different areas of specialization which allows the University to better coordinate its offerings and services to New Brunswickers, Canadians and the world. Given the fact that UNB has never received due funding consideration for its two-campus situation, we have achieved some truly remarkable results: economies of scale, complementary programs, efficiencies and synergies far beyond what was imagined in 1959 or 1962. It is important to realize that at a time when in the name of public interest, the government is looking for new ways of doing things, we have a cooperative model that has worked.

Through step after step of planned development of the Saint John campus within this unique model, the MPHEC has declined to put in place a correspondingly distinctive funding arrangement. The insistence on one operating grant for the university (and ad hoc adjustment to respond to extreme need) has contributed to the funding disparity between the campuses. Ironically the failure to recognize the unique relationships of the campuses through appropriately textured funding threatens the continued viability of the relationship. One cannot expect to have common practices and procedures without common resources (proportional funding).

The formula allocates different funding amounts for students based on their study program and their status as an undergraduate versus a graduate student. For example, a university receives funding of approximately \$1,089 for an undergraduate student in an arts program versus \$8,715 for a graduate student in an engineering program. These parameters result in the Saint John campus receiving less government funding due to the make up of its student body - with its high levels of both undergraduate and international students – rather than as a result of supporting strategic priorities or initiatives between

the two campuses. The following charts indicate the impact this has on the operating revenues of each campus.



In New Brunswick, the average ratio of government funding to tuition fee income at universities is 53.1% to 38.2%.<sup>9</sup> In Canada, it's 56.7 per cent to 30.4 per cent.<sup>10</sup> If the UNB Saint John ratio of 41 per cent to 53 per cent were adjusted to the Provincial norm, students would be receiving substantially more services and support than is currently the case.

The reality is that UNB Fredericton is being funded in the same way that all other New Brunswick universities have been funded. UNB Saint John is the exception. Estimates made in 1999<sup>11</sup> projected that, if UNB Saint John had been funded in the previous decade on the same basis as the other institutions in the Province, it would have had an additional \$15 million in its operating budget.

Looked at another way, for UNB Saint John alone to support student-focused items like infrastructure renewal, tuition equalization, library acquisitions, scholarships, bursaries, prizes and other student services on par with New Brunswick institutional standards would require an additional \$8.7 million in ongoing incremental funding. To achieve “best in class” in these areas on a regional level would require an additional \$10 million. And to meet *Maclean's* Comprehensive standards on a national level would require \$12.4 million.<sup>12</sup>

But the question of how to distribute available government funding to institutions, while important, is secondary to the key financial issue: inadequate funding levels. The level of increase in provincial operating grants over the last two decades has not kept pace with university inflation. This has resulted in a major shift in the burden of costs paid by students through higher tuition fees. UNB's funding from the provincial government, in

<sup>9</sup> Canadian Association of University Teachers Almanac 2007, 2705 Queensview Drive, Ottawa, page 3.

<sup>10</sup> Ibid, page 4.

<sup>11</sup> Internal projections, prepared by J.F. O'Sullivan, Vice-President (Finance and Administration), University of New Brunswick, 30 July 1999.

<sup>12</sup> See *Brief to the Commission on Post-Secondary Education* from the University of New Brunswick, 12 April 2007, <http://www.idconcept.net/cpse-ceps/EN/docs/UNB.pdf>, pages 19 and 20, for this calculation as it relates to UNB as a whole.

constant 2005 dollars and measured as a percentage of total revenue, has declined from about 57 per cent of revenue in 1991-92 to 37 per cent in 2004-05, as compared to the national average decline from 58 per cent to 42 per cent.

The Commission has rightly identified finance as “one of the most contentious issues” it faces. At UNB Saint John we are deeply cognizant of the disproportionate contribution our students make to the operating budget. That challenge and those outlined above are not simple problems to solve, especially in a province where the fiscal capacity is limited.

In his review, *Ontario: A Leader in Learning*,<sup>13</sup> the Honourable Bob Rae provides some interesting ideas for the allocation of funds among institutions there for the primary goal of achieving quality for students. His recommendation for an iterative process among federal and provincial governments, institutions, students and donors for determining appropriate, long-term funding levels might be a good first step for New Brunswick, a first step toward replacing a 30-year-old rigid and not very strategic formula.

### ***Internationalization***

As documented earlier, since 2000, UNB Saint John has been extremely successful in attracting international students to its campus. Clearly, this has contributed in an important way to the City’s *True Growth Strategy*, to the goals announced by the Provincial Government to attract 5,000 immigrants a year to New Brunswick, and to work of the recently established Population Growth Secretariat.

The fact that the provincial funding formula currently excludes international students is counterproductive to achieving population growth. By requiring universities to charge a differential fee (twice the regular tuition, in UNB’s case), the Province is making its post-secondary system less attractive to the very people we wish to settle here, people willing to spend four or more years obtaining an education, people who would make ideal citizens for our Province. In addition, the impact of this policy is to make UNB Saint John, with 21 per cent of its students from outside Canada, even more disproportionately dependent on tuition revenues.

We strongly recommend that, no matter what other changes may be made to the funding formula, that undergraduate international students be reinstated in the calculation of the provincial operating grant.

UNB Saint John, through Saint John College, which provides academic preparatory courses for incoming international students, is well-positioned to become a focal point for the Province’s immigration strategy. We are very interested in becoming a centre to evaluate academic and professional credentials for the purpose of facilitating immigrants’ participation in the labour force, taking full advantage of their education and training and maximizing their contributions to the economy.

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<sup>13</sup> *Ontario: A Leader in Learning* Report and Recommendations by The Honourable Bob Rae, Advisor to the Premier and the Minister of Training, Colleges and Universities, February 2005, pages 92-99.

### ***Infrastructure***

In its institutional brief to the Commission, UNB identified its capital renewal requirements at \$108 million.<sup>14</sup> UNB Saint John's portion of this total is \$16 million. While UNB Saint John is a newer campus than Fredericton, with no buildings predating 1969, the facilities have two major challenges: they are in many instances out-of-date (for example, insulated with asbestos) and they have been required to accommodate a significantly larger population of students, faculty and staff than they were designed for. This has resulted in considerable wear and tear, as well as an almost constant state of redesign and renovation.

For UNB Saint John to continue to advance as an institution of quality, investments must be made in the maintenance and improvement of our classrooms, laboratories and library. As a partner in New Brunswick's national comprehensive university we must be able to offer our students the best possible learning environment and our faculty researchers the facilities in which they can excel.

### **The Future of UNB Saint John**

UNB has described at some length in its institutional brief its vision for an Anglophone post-secondary system in New Brunswick. UNB Saint John can be a leader in this new collaborative and coordinated structure in any number of ways.

### ***Bi-campus Relations***

UNB Saint John's experience as a partner in the existing UNB system provides a long-tested and highly evolved model for further integration of post-secondary institutions across the Province. Though by no means without their differences over the past 43 years, UNB Fredericton and Saint John have succeeded on many fronts, creating a well-integrated and synergistic library system, sharing many "back-office" services, exploiting electronic infrastructure to allow students to take courses at the other institution, developing one university-wide graduate school, and co-branding the institution while maintaining an award-winning individual campus identity and promoting the City of Saint John. Significant consultation and information sharing exists between the two campuses's senates, which has a direct influence on curriculum development. Research collaboration is strong, best evidenced in the internationally known bi-campus Canadian Rivers Institute, whose newest state-of-the-art labs opened just last year on the Saint John campus.

### ***Co-location with NBCC***

UNB Saint John is also a leader in co-location with active discussions taking place between the campus and the NBCC in Saint John. The potential gains in terms of shared facilities, integration and articulation of programs, the complementarities of applied and theoretical programming, the culture of lifelong learning and the opportunities for faculty collaboration in teaching and research are exciting and energizing. UNB Saint John can be the prototype for this new and expansive system, which, as it has been envisaged,

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<sup>14</sup> See *Brief to the Commission on Post-Secondary Education* from the University of New Brunswick, 12 April 2007, <http://www.idconcept.net/cpse-ceps/EN/docs/UNB.pdf>, pages 9 and 10.

would place New Brunswick in the forefront of innovative and student-centred educational approaches.

More specifically, we have been working very hard to determine the physical infrastructure needs and costs to allow for the training of NBCC LPN students, UNB Saint John Nursing and Bachelor of Health Sciences students and the medical students destined for Saint John. In addition there will be on-going work to determine programming overlap and redundancies as well as potential expansion and improvement of existing diploma and degree programs.

All of this will create an expanded and cooperative Tucker Park location with The Atlantic Health Sciences Corporation (AHSC), NBCC and UNB Saint John all having an autonomous and cooperative presence at one location. This will then allow for creative initiatives in research, health policy and delivery.

We believe this initiative is exactly what the PSE Commission should be asking for and that we are ahead of that curve. Efficiency, effectiveness, lower cost (do and build once rather than three times): these are better investments for New Brunswick and for New Brunswickers. This could and likely will be a model for many other jurisdictions challenged by funding, low and widely distributed populations in a rapidly changing world.

There will also have to be a creative and effective way to manage and grow this initiative. Administrative structures and advisory bodies will have to be created to oversee and not hinder a "made in New Brunswick" solution to health care development and delivery. This will be exciting and again fall into a progressive, cost effective and visionary approach to large institution cooperation.

### ***Community Service Learning***

UNB Saint John has other aspirations, as well. The ability to offer a rewarding and competitive post-secondary student experience is essential to attract and retain people in New Brunswick. The student experience, to a large degree, is defined by the interactions students have off-campus with their communities; thus, post-secondary institutions need to closely consider this relationship from a student's perspective, and develop ways and means of enhancing this interaction. Research, outreach activities and cultural enrichment all have the potential for mutual benefit. The cohort of international students at UNB Saint John brings cultural richness and promotes in-migration and investment to the community. With its long tradition of close connections to the city, this campus stands as a model of community interaction.

To recognize these activities more formally through the design and implementation of a "community service learning" program at UNB Saint John would adhere closely to the spirit of UNB's mission statement by: "...capitalizing on its comparative advantages and by maximizing the benefits to be derived from its two-campus structure through reinforcement and enhancement of their individual strengths"; and by: serving "New Brunswick, the Atlantic Region and the Nation through the provision of broadly educated graduates ..." (University of New Brunswick Undergraduate Calendar, 2006/07).

A community service learning program in Saint John could also stand as a model of community-based learning for the wider region. Classroom knowledge would be applied and tested through structured experience with social service organizations, school improvement projects, municipal government initiatives, health care groups, and other community-based organizations and businesses. Students would both contribute to and learn from these experiences, and would be required to evaluate these interactions as part of their formal course work. Some of this is already underway at UNB Saint John through its nationally accredited Business Co-op program, through the “Industrial City in Transition” CURA research program, and through existing relationships between individual faculty members and community institutions and organizations. Thus, to achieve this would be, to a large degree, simply broadening the scope of many of UNB Saint John’s current activities and more formally recognizing them as part of UNB Saint John’s curriculum.

This could be built upon UNB Saint John’s strong core of Arts, Science and Business programs; it could also cut across discipline divisions and promote interdisciplinary teaching and research activities.

### ***Health Sciences Expansion***

With a program of Medical Education soon to be launched with Dalhousie University and the Atlantic Health Sciences Corporation (AHSC), and with the health sciences sector identified by Enterprise Saint John as one of the area’s priority economic growth areas, UNB Saint John and its Department of Nursing are developing a broader array of health-related programs that are better integrated with NBCC and the AHSC; foster professional development opportunities for practitioners; and increase emphasis on health policy, community development information literacy, rural nursing practice and health research. The current health care system is undergoing continuous change, a fact that is reflected in the Department’s frequent curriculum review and its extensive involvement of professionals in the delivery of courses.

### ***Supporting the Energy Hub***

Energy is another priority economic growth area for the City and UNB Saint John stands poised to support and contribute to the burgeoning energy sector. Working with Enterprise Saint John, the Atlantica Centre for Energy and private industry, our soon-to-be-established energy institute will conduct research and analysis providing timely, relevant and accurate information that will enable informed planning and decision making; offer leadership in the provision of continuing education opportunities for managers and others in the private sector and government; and provide enrichment of education opportunities through research, seminars, and workshops for interested graduate and undergraduate students.

### **Conclusion**

Just as New Brunswick’s communities (especially, where post-secondary institutions are presently located) recognize the importance of universities and colleges for their social, cultural, and economic well-being, the Province of New Brunswick needs to fully embrace the notion that investments in the post-secondary system can contribute immense value beyond these communities to the whole Province. Thus, New



Brunswick's post-secondary institutions should have access to adequate, equitable and predictable funding that is delivered in a way that supports sustainability. The level of funding should be adequate, relative to national norms, and delivered within a formula that recognizes current realities of each institution (size, growth, internationalization, etc.). Performance for reaching institutional and provincial goals should be rewarded. Perhaps an envelope funding model might be implemented for particular strategic initiatives (such as, for example, a Provincial literacy enhancement program). The Province's post-secondary institutions should have access to shared infrastructure and services, thereby lowering the bar for sustainability and allowing resources to be focused on programs and the student learning experience.

Having said this, we recognize that our traditional academic base is entering a different environment with the changing composition of the student body, changing expectations of course delivery, evolution to greater inter- and multi-disciplinary and problem-based learning, and emphasis on identifiable outcomes. We also recognize that accountability--based, we hope, in realism and the recognition of the multiple functions of a university and the post-secondary system in general—is going to be increasingly a condition of public funding as it will be the *sine qua non* of our ability to attract and retain students. We embrace this trend, as we are confident that UNB Saint John's past record of achieving much with little will stand up to scrutiny and that our current commitment to academic planning and quality assurance measures will stand us in good stead in the future.

Large, system-wide initiatives such as: a web portal for course transfer and the marketing of New Brunswick's post secondary education system, a province-wide library and academic records registry, and perhaps even the establishment of a provincial credential assessment agency (for evaluating credentials achieved outside of Canada, and recommending an educational course of action for achieving Canadian credentials) are some of the many possibilities. Each needs to be evaluated on its merits, and on the potential for enhancing and improving the overall post secondary system.

The Saint John region is on the cusp of significant structural social and economic change, and post-secondary education will play a central role as the city and region evolve. UNB Saint John has been an adaptable and innovative institution. By building on its solid core of Arts, Science and Business offerings, it has been remarkably responsive to changes in the post-secondary environment. It has forged multiple partnerships with the New Brunswick Community College, and with international partners like Beijing Concord College. In both of these cases, articulation agreements, procedures for delivering courses and for providing academic advising (often at a distance) had to be developed. Such adaptability bodes well for future partnership arrangements within Canada and abroad.

Significant reinvestments at this time in New Brunswick's post-secondary education system can reap positive outcomes for New Brunswick students and provincial communities. UNB Saint John is well positioned to take advantage of such investments. UNB's Saint John campus can be a model for articulation of institutions, programs, and community engagement. Indeed, UNB Saint John is ideally suited to serve as a laboratory for a community service learning program that could be piloted in Saint John, and the

model applied elsewhere. The community of Greater Saint John could be viewed as a ‘living lab’, and the UNB Saint John campus can serve as a platform for the development of new forms of interdisciplinary and inter-professional programs and articulations.

New Brunswick must generate wealth if it is to fuel social and cultural change. The combination of internationalization and community engagement, as well as the presence of a solid Liberal Arts and Science foundation and our professional programs such as Nursing and Engineering, makes UNB Saint John integral to our future success as a province.