Review of the FUAC/UW Relationship

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INTRODUCTION

A Review Task Force was established in Fall 2009 by David Johnston, President of the University of Waterloo (UW) to initiate an overview of the relationship between UW and the FUAC\(^1\) in accordance with the Terms of Reference provided by the FUAC (Appendix A).

The Terms of Reference specifically called for direction on:

- The nature and expectation of the FUAC academic contribution to UW programs
- The fundamental basis of the FUAC academic programming relationship and their role in academic decision-making at the University
- The FUAC role in providing residence space and their relationship to the broader academic learning environment.

A primary motivation for the establishment of the Task Force was the realization that the strong and mutually beneficial relationship between UW and the FUAC rests in large measure upon personal relationships developed among key senior officials. As a significant number of those individuals have either recently left UW or are about to depart, there was a sense that a more formal framework for defining and reinforcing the UW/FUAC relationship should be established. The Task Force and its work represent the first steps in the achievement of this goal.

The Task Force comprised Gail Cuthbert Brandt, Professor of History, Renison University College; Geoff McBoyle, Associate Vice-President Academic; and Rebecca Wickens, Secretariat. As part of the review process, 15 meetings were held during the first five months of 2010 with representatives from each of the FUAC institutions and relevant UW personnel (Appendix B).

BACKGROUND

From its inception in 1957, UW was designed to be a constituent University with federated university Colleges. This model, which has its roots in the Oxbridge system, was well established in Canada. In the Province of Ontario, it was already embodied in two major universities (Toronto and Western Ontario), and along with UW, three

\(^1\) FUAC = Federated University (St Jerome’s University) and Affiliated University Colleges (Conrad Grebel, Renison and St Paul’s).
other universities (Laurentian, Windsor, Ottawa) subsequently adopted the college system.

In Waterloo’s case, the new provincially funded university was designed to include the University of St Jerome’s College as a federated university. St Jerome’s had been established in 1865 and had been granting degrees through the University of Ottawa since 1947. In addition, UW’s founders quickly planned for three affiliated colleges – Renison College (est. 1959), Conrad Grebel College (est. 1961), and St. Paul’s United College (est. 1962). Under the terms of the federation and affiliation agreements, all existing or future degree granting powers, except those in theology, were to be held in abeyance as long as the federation/affiliation with UW remained in force.

All four institutions were both teaching and residential communities, and until 1965, they offered the only residence accommodation available on the UW campus. Both St Jerome’s and Renison requested and were given authority to register students. In St Jerome’s case, students may be registered in programs in the Faculty of Arts and the Faculty of Mathematics, while Renison registers students in Arts programs.

Through their agreements with UW, the Colleges\(^2\) provide teaching in liberal arts subjects and St Jerome’s also provides courses in mathematics. In addition, all existing or future degree granting powers, except those in theology, are to be held in abeyance as long as the federation/affiliation with UW remains in force. The emphasis on theology reflects their origins as church colleges for their separate denominations: Mennonite at Conrad Grebel; Anglican at Renison; Roman Catholic at St Jerome’s; and United Church of Canada at St Paul’s. Although each College operates in accordance with the principles of its own denomination, from the beginning the FUAC welcomed students from all faith backgrounds in their classrooms and their residences.

As legal entities in their own right, the Colleges share some common characteristics: each has its own governing body; is responsible for its own administration and financial management; undertakes the hiring of its faculty members and staff; and administers the tenure and promotion process for its faculty members. College faculty members are included in the definitions of “members of faculty” and “regular members of faculty” under the University of Waterloo Act (1972), and are eligible for membership in the UW Faculty Association.

While administratively autonomous, the FUAC are structurally integrated into UW’s academic structure. Recruitment activities undertaken by St Jerome’s and Renison are closely coordinated with the University’s, and College admission standards mirror those of the Faculty of Arts/Faculty of Mathematics. Under the federation and affiliation agreements, UW’s Senate bears ultimate responsibility for all academic

\(^2\) In keeping with common UW usage, the FUAC are also referred to in this report as “the Colleges”.
programming offered through the Colleges leading to a UW degree. Thus, students who take credit courses at the FUAC graduate with UW degrees.

The FUAC’s individual mission statements are shown in Appendix C. Although each institution is distinct from the other three, they share the philosophy that the supportive residential environment provided in a small college setting enhances the student’s experience of university life, both personally and academically. The Colleges are committed not only to teaching excellence, but also to promoting a strong community spirit among students, faculty and staff. This approach is aimed at easing the first-year student’s transition to university life, and at encouraging more experienced students to develop leadership and mentoring skills. Personal qualities that reflect the College’s religious values are also emphasized, and opportunities are provided for spiritual reflection and growth. The focus on the student as a “whole person” differentiates the Colleges’ approach to learning from mainstream UW programs.

THE RELATIONSHIP BETWEEN THE FUAC AND UW

Statements made by the five institutions about the relationship between the FUAC and UW indicate recognition of mutual benefit and a commitment to the relationship. The most recent such statement was made in the terms of reference for this Task Force which were agreed upon by all five institutions: “It is agreed that the Colleges and UW are in a committed academic affiliation and/or federation for mutual benefit.” In section 12 of the Sixth Decade Plan, UW describes its relationship with the FUAC as “unique” and “mutually beneficial”. Section 1 of the February 25, 1981 and Section I.A. of the May 8, 1991 University of Waterloo Agreement – The University and Its Federated and Affiliated Colleges states: “The Colleges are essential parts of the University and are ‘here to stay.’”

1. AGREEMENTS

The formal agreements between and among the five institutions stand as a legal record of the above statements, as well as, a recognition of and respect for the uniqueness of each of the Colleges. The following is a brief description of the main agreements between each of the Colleges and UW and among UW and two or more of the Colleges.

a) Foundational Agreements

As mentioned above, the University’s affiliation with Renison, St Paul’s and Conrad Grebel, and federation with St Jerome’s occurred concurrently with or within a few years of its own founding. The federation and affiliation agreements establish the basic framework within which the relationship between UW and each of the Colleges could develop. The agreements set forth the terms and conditions under which students from the FUAC may obtain degrees at the University, as well as, the rights
of each College to have jurisdiction over the conduct of its students, offer religious worship to its students, offer instruction to its students in courses in arts, humanities and social sciences (subject to approval of the course by UW Senate and maintaining academic standards for curriculum and faculty members as required by Senate), and develop and offer courses in harmony with its own denominational beliefs (subject to maintaining the academic standards and curricular requirements set forth by UW Senate). The federation and affiliation agreements survive termination of subsequent agreements between and among the parties.

In the same year that affiliation agreements with Conrad Grebel and St Paul’s were established, UW entered into an agreement whereby it conveyed certain portions of its land to the Colleges. This agreement also sets out the circumstances under which the land will be returned to UW and the parties’ respective responsibilities with respect to, among other things, the original development of the land, installation and connection of utilities, maintenance of roads, buildings and services, and adherence to certain mutually agreed criteria for the construction of buildings on the land.

b) Agreements Governing Specific Academic Matters
Outside of the general framework of cooperation established by the federation and affiliation agreements and the financial arrangements established in the Equity Agreement (described below), UW has entered into agreements with certain or all of the Colleges to deal with the administration of certain academic programs.

On February 24, 1981, UW and the FUAC entered into a Memorandum of Understanding in regard to academic program signing authority for student pre-registrations, drops and adds, promotion and degree recommendations. On December 18, 2006, UW entered into an agreement with St Jerome’s and Conrad Grebel to offer conjoint graduate degrees in theology and to provide for the sharing of government operating grants, special grants and tuition revenues.

c) Agreements Governing Income Generation and Sharing
In May 8, 1991, UW entered into an agreement with the FUAC which has come to be known as the “Equity Agreement”. This agreement sets out the financial arrangements for undergraduate teaching activities whereby grant and tuition

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3 There are two affiliation agreements with Renison, which appear to co-exist (rather than the later superseding the earlier). The later agreement is similar to the federation agreement with St Jerome’s and the affiliation agreements with Conrad Grebel and St Paul’s. The earlier agreement, which touches on much of the same subject matter, is different in some key respects. This overlap creates confusion over which terms apply and how the relationship is to be administered.
4 The December 18, 2006 agreement may be instructive if the FUAC wish to develop other graduate degree programs or wish to formalize their participation in the teaching and supervision of graduate students in UW graduate degree programs.
5 This agreement does not speak to financial or operational arrangements with respect to graduate teaching or graduate student supervision by the Colleges. It does, however, anticipate that College
revenue is transferred from UW to each of the Colleges and a certain portion of the revenue is retained by UW in exchange for the provision of services by UW to the FUAC and their respective students. The 1991 agreement supersedes a 1981 agreement on the same subject matter. Both the 1991 and the 1981 Equity Agreements have a stated purpose of promoting academic cooperation among the institutions. According to the preamble in the 1991 agreement, the financial arrangements prior to the 1981 agreement had produced an unhealthy and unproductive form of competition among the institutions for student enrolment.

The mechanisms in the 1991 agreement which are intended to promote academic cooperation include: financial arrangements whereby the tuition and operating grants transferred to the FUAC will increase at the same rate as tuition and operating grants to UW (which creates an incentive on the part of the institutions to work together to develop those sources of income together); provisions re: the development and approval of new programs; transfer of programs between institutions; movement into existing disciplines and reduction of discipline support (e.g. withdrawing from a discipline); obligation to review teaching activities in shared disciplines at the Discipline Group\(^6\) level and aggregate teaching levels in shared and unshared disciplines at the Agency Group\(^7\) level on an annual basis; and an obligation on UW to discuss “policy decisions which could have serious financial effects on the Colleges” before decisions are made.

The institutions have also entered into agreements to facilitate a cooperative approach to development and to help avoid duplicative requests to donors. A new agreement is in process, so this report will not describe the existing agreements.

d) Agreements Governing Services provided to the Colleges
UW provides various services to the FUAC, its students and faculty members, including health services, library access, counselling, security, career services, support from the audio visual department, distance education. UW is compensated for the provision of these services through a service fee which currently stands at 11.8% of grant and tuition payments (Appendix D). The current service charge agreement dated June 9, 1995 also permits the Colleges to procure elective services from UW, such as financial services, computing services, data processing and human resources, at a negotiated fee.

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faculty members may be invited to teach graduate courses or supervise graduate students by a University Department.

\(^6\) Defined in the 1991 agreement as: “includes the chair of the department and the discipline representatives of the discipline from each agency that is involved in teaching activity within the discipline.”

\(^7\) Defined in the 1991 agreement as: “the Head of each College, plus the Dean of each Faculty in which disciplines taught by the Colleges would normally be administered.”
2. REPRESENTATION ON GOVERNING BODIES

The relationship between each of UW and the Colleges is further defined by the various rights of representation afforded to UW and the FUAC on each others’ governing bodies. The President or Principal of each College has an *ex officio* position on Senate, along with one faculty member from each of Conrad Grebel, Renison and St Paul’s, and three faculty members from St Jerome’s. As a result, the FUAC have representation on all Senate Committees, including Executive, Finance, Honorary Degrees, Graduate and Research Council, Undergraduate Council, and Long Range Planning. Each College has representation on all undergraduate committees of the Faculty of Arts, as well as the Faculty’s General Group, chaired by the Dean of the Faculty. St Jerome’s teaches a small number of students in the Faculty of Mathematics but has a presence on only one of that Faculty’s committees (Undergraduate Committee on Standings and Promotions). The Colleges also have non-voting representation on the Pension & Benefits Committee which is a committee of the UW Board of Governors.

The UW President (or delegate) and the Dean of Arts (or delegate) are *ex officio* members of the Board of Governors of Renison. UW is represented on the St Paul’s Board of Governors by a UW faculty member approved by the President of UW. The constating documents of the other two Colleges do not provide for representation by UW on their respective governing bodies. However, in practice, Conrad Grebel appoints a faculty member from UW to its Board.

3. RELATIONSHIPS IN PRACTICE

Arrangements between UW and each of the Colleges in practice often do not adhere to the legal framework set forth in the various agreements; they are often driven by and succeed or fail due to the personal relationship between the stakeholders. Those interviewed during the process cited many examples of excellent relationships which have led to mutually beneficial results. Although this is heartening to hear, as discussed below, arrangements which are based on personal relationships may not be sustainable as the individuals in the relationship change.

FUAC representatives recognize the many advantages that accrue to them as a result of their formal connections to the University of Waterloo, renowned nationally for its innovative and high quality programs. Given the terms of reference of the Task Force, this report focuses on the contributions of the FUAC to the University rather than provides a detailed analysis of how the University supports the FUAC.
CONTRIBUTIONS OF THE COLLEGES TO THE UNIVERSITY

1. ACADEMIC

a) Undergraduate Teaching
The FUAC continue to account for a significant proportion of all UW's undergraduate teaching. In Winter 2010, there were approximately 70 full-time faculty members at the Colleges, and many more part-time instructors. College faculty members offered undergraduate courses in 37 different programs.

Of all courses offered at UW in the Fall 2009 and Winter 2010 semesters, 14% were delivered by the FUAC. The Colleges provided nearly 22% of all Arts classes, while two per cent of Mathematics classes were given by St Jerome’s, and 83% of International Development courses were offered by St. Paul’s. The FUAC also accounted for 25% of all UW’s undergraduate distance education courses.

Each of the FUAC has developed innovative interdisciplinary programs that collectively attract large numbers of students. They include Applied Language Studies; Church Music and Worship; East Asian Studies; Italian Studies; Legal Studies; Mennonite Studies; Music; Peace and Conflict Studies; Sexuality, Marriage and the Family; Social Development Studies; Spirituality and Personal Development; and Studies in Islam. In academic year 2009-2010 Renison’s Social Development Studies program had 461 majors. The Legal Studies program, jointly administered by St Jerome’s and UW’s Department of Sociology as of this year, had 257 majors. Among the 30 Faculty of Arts academic programs, these two programs ranked third and sixth respectively in terms of number of majors.

FUAC faculty members comprise the majority of teaching personnel for UW’s unique, five-agency Religious Studies Department. One of UW’s professional schools – Social Work – is located at Renison, and that College also provides all of the credit English as a Second Language (ESL) courses offered at UW.

In addition to assuming responsibility for providing instruction in College-based academic plans, the FUAC account for a significant share of teaching in shared disciplines within the Faculty of Arts.

Together, the four institutions provided:
- 90% of all courses in Religious Studies
- 30% of all courses in History
- 23% of all courses in English
- 19% of all courses in Sociology
- 17% of all courses in Psychology, and
- 12% of all courses in Philosophy
(Appendix E).
b) Undergraduate Degrees
Of all Bachelor of Arts’ degrees granted in 2009, 17% went to students registered at Renison and St Jerome’s. In the same year St Jerome’s University students accounted for 4% of all Mathematics degrees granted. Additional students graduated from academic programs offered by Conrad Grebel and St Paul’s, but since those two Colleges do not register their own students, those students are not separately identified in graduation data.

In 2009 Renison students were granted 144 degrees in 11 different majors in Arts: Social Development Studies accounted for 123 (Appendix F).

In the same year St Jerome’s students were awarded 151 Arts degrees in 21 different majors. No major accounted for more than 21 students (Psychology). Forty-three St Jerome’s students were awarded degrees from the Faculty of Mathematics; Computer Science and Mathematics programs accounted for the highest percentage.

c) Graduate Teaching
Given the significant involvement of the FUAC in the Faculty of Arts at UW, full-time faculty members at the Colleges have been actively involved for many years in graduate teaching and supervision in several Arts Departments. On occasion, some have even held the position of graduate officer for those Departments.

The FUAC also offer two graduate degrees conjointly with UW – Masters of Catholic Thought (St Jerome’s) and Masters of Theological Studies (Conrad Grebel) – and play a major role in the Wilfrid Laurier University-UW Joint PhD Program in Religious Studies.

d) Student Financial Support
Through their scholarships and bursaries, the FUAC provide a considerable amount of financial support to UW students. In the Fall 2009 and Winter 2010 terms, they collectively provided $746,610 of financial assistance. That amount represented 17% of all financial aid provided to students registered in Arts programs.

2. RESIDENCES
The FUAC were founded as small residential academic communities; providing a supportive residential environment to UW students continues to be a key part of their mandates. Together, they provide 838 spaces for undergraduate students, and St Paul’s graduate student residence has 103 tenants in 72 apartment units. These numbers represent 14% of all undergraduate housing on the UW campus, and 20% of graduate housing.

Beyond providing rooms and meals, the FUAC residences offer students many opportunities to enhance their academic studies. They include student government activities, athletic programs, social and recreational activities, and spiritual
development. Formal “living-learning” communities (students registered in the same academic program living together) have been constituted at Conrad Grebel (Music, Peace and Conflict Studies), Renison (Social Development Studies), and St Paul’s (Environment, International Development).

The FUAC tradition has been to create residential communities that include a significant portion of upper-year students. In this way, the FUAC have successfully supported the development of experienced student leaders and mentors for first-year students. This strategy has accounted in large measure for the strong sense of attachment to the FUAC – and, by extension, to UW - which residence alumni have demonstrated over the years.

3. COMMUNITY AND GLOBAL OUTREACH

Founded by local religious communities, the FUAC have continued to maintain close connections with those groups, and with many other community groups in Waterloo Region and southern Ontario. Since the FUAC are not eligible to make direct application to the Province for capital funding, it is the commitment and generosity of community stakeholders that have enabled the FUAC to build the extensive infrastructure that currently supports UW’s teaching and residence activities.

Several of the academic programs developed by the FUAC are applied social science programs that bring local professionals to campus as adjunct professors and place students in practicums with community agencies. Public lectures, speakers’ series, concerts, art shows and conference activities are but some of the other ways in which the FUAC engage with the wider community.

The FUAC are also making a valuable contribution to UW’s key Sixth Decade Plan goal of internationalization. All four institutions are active in international federations of colleges and universities characterized by a shared denominational background. Conrad Grebel plays a key role in recruiting students to UW from the USA, while Renison provides the English language courses required by both undergraduate and graduate international students. St Paul’s has established the International Development program in collaboration with the Faculty of Environment. The FUAC also play an important role in the delivery of foreign languages at UW, offering courses in Arabic, Chinese, French, Italian, Korean and Japanese. Many College courses are also designed to provide UW students with a global perspective on contemporary issues.

WHAT IS WORKING WELL

Senior administrators at all five institutions describe the relationship between UW and the FUAC as positive, emphasizing the collaborative and cooperative nature of the relationship. This is in direct contrast to interviewees’ experiences at other
constituent universities with federated and affiliated institutions where the relationships were described as much less integrated.

Senior administrators at the FUAC agree that there is a tremendous amount of cooperation at senior levels of the existing UW administration, as well as, openness to new ideas and willingness to address and attempt to resolve issues as they arise. The relationships between the FUAC and academic support units such as Institutional Analysis and Planning (IAP), Information Systems and Technology (IST), Marketing and Undergraduate Recruitment, Finance, and Office of Development and Alumni Affairs (ODAA) were also generally cited as positive, particularly where personal relationships have been cultivated over time. In turn, senior administrators at UW, as well as, those involved in marketing and recruitment recognize the value the FUAC bring to UW, citing, among other things, the strength of the interdisciplinary programs, the personal nature of the residence experience and the diversity of experience offered to students.

It is generally agreed that the Equity Agreement, despite its issues (as discussed below), is beneficial because it provides the FUAC with a source of stable, predictable funding. It has also served to reduce competition among the agencies for student enrolment.

The Religious Studies program at UW appears to be a model for jointly offered academic programs in terms of cooperation, communication and equity among the various agencies. There are regular meetings with representation from all five institutions with one meeting per year devoted to planning curriculum. The relationships are collegial and equitable and no one institution asserts its interests over the others.

**CURRENT ISSUES AND PROPOSED REMEDIES**

1. **WORKING RELATIONSHIPS**

During the Task Force’s meetings with FUAC and UW personnel, a number of concerns were raised about the unclear and often uneven day-to-day working relationship between the FUAC and UW. FUAC members made it clear to the Task Force that they felt that the value and strengths of the Colleges were not fully appreciated by UW. In some instances, it was claimed, the Colleges were considered only as an afterthought; at other times completely ignored. Examples provided to illustrate the costly impact of UW’s unilateral decision-making processes on the FUAC included the implementation of the President’s Scholarships, first-year residence guarantee and the increase in teaching stipends. The perception that UW does not fully value the FUAC creates a poor work environment for joint administrative planning and academic projects.
Since the major academic connections between the FUAC and UW are with the Faculty of Arts, and to a lesser degree with the Faculties of Mathematics and Environment, most UW personnel are unaware of, are unaffected by, and have therefore little concern for the FUAC activities. Furthermore, much of the interaction that does arise between the FUAC and their UW partners occurs as informal, personal relationships so that knowledge of joint issues is limited to a small number of individuals.

Where the FUAC’s interaction with UW personnel occurs in the form of informal personal communication, the result is that little or no recorded history of past decision-making is available for new administrators. Informal arrangements have built up over time in such a way that they may diverge from the requirements of the formal institutional agreements between UW and the FUAC. To overcome this deficiency, there should be designated individuals at UW who are responsible for various facets of the UW/FUAC relationship. There also needs to be more regular and reliable documentation of decisions taken. St Jerome’s faculty members and librarian may require different procedures in future to those used for all other FUAC personnel since they recently unionized.

To improve the situation moving forward, the FUAC have called for a set of principles on which to base the working relationship between UW and the FUAC. A number of suggested principles are listed below for consideration in a possible Memorandum of Understanding regarding the relationship between UW and the FUAC:

- That UW and the FUAC recognize that each institution has its own distinct identity and priorities in fulfilling its individual mission, and that this diversity is an advantage that should be celebrated, harnessed and identified closely with the UW “brand”
- That UW and the FUAC operate on the basis of complementarity rather than competition
- That UW and the FUAC work together to improve the quality of student education and student life at UW/FUAC
- That UW and the FUAC share information on a regular basis and strive for integrated planning and academic program delivery
- That UW and the FUAC work together to enhance the efficiency of academic and administrative decision-making
- That UW and the FUAC work towards increasing knowledge of the Colleges’ contribution to UW
- That UW and the FUAC personnel recognize the other as valued colleagues.

These principles are valuable guidelines but their effectiveness relies on a willingness to co-operate and compromise at the personal level.

Reliance on informal decision-making processes may also result in an inability to achieve collaboration on the kind of joint decisions necessary for seamless delivery
of shared academic programs. Problems have arisen in terms of: provision of the same course by both UW and the FUAC, often with no regard to student demand; and lack of cooperation on course time slots to harmonize scheduling. Failing resolution at the personal level, use could be made of more formal procedures through the Discipline, Agency and Executive Head Groups to ensure problem resolution. At present these Groups are mandated in the Equity Agreement to address teaching levels and assignments; however there is need for their role to be expanded to include all issues related to joint academic planning and programming.

To be effective, the Discipline and Agency Groups should meet at least once a term. Chairs of the Groups should be appointed for a one year term, and be drawn every second year from UW and the year in between from a representative of the FUAC. The same three-step procedure should be followed as outlined in the Equity Agreement i.e. from Discipline to Agency to Group of Executive Heads.

The Vice President Academic and Provost is the individual ultimately responsible for UW/FUAC relations and has the authority to delegate individuals to be academic and administrative liaisons to facilitate day-to-day interaction between UW and the FUAC.

2. THE FUAC’S REPRESENTATION ON UW DECISION-MAKING COMMITTEES

The FUAC feel that many of the issues that create tension with UW could be overcome by having representation on Deans’ Council where key academic and administrative decisions are made. The Task Force is suggesting an alternative FUAC/UW Joint Planning Committee established at the highest decision-making level to:

- initiate a process to address problems that arise in the academic interaction between UW and the FUAC
- examine opportunities for advancing shared goals within the context of UW’s broader mission
- formalize a Memorandum of Understanding that outlines the main features of the UW/FUAC relationship.

It is envisaged that the Committee would comprise the following membership:

- VP Academic and Provost
- Presidents of St Jerome’s and Conrad Grebel and Principals of Renison and St Paul’s, or designates
- Deans of the Faculties with whom the FUAC have formal agreements
- Recorder from UW Secretariat
- Others as required.

The proposed FUAC/UW Joint Planning Committee would meet once a term to:
• share information in a timely fashion regarding current issues and plans that relate to both UW and College mandates e.g. residences
• engage in a joint planning and decision-making exercise to achieve more integrated academic program development and support for academic growth
• identify and deal with problems that have not been resolved in lower level committees
• identify opportunities for mutually beneficial initiatives e.g. involvement in international activities
• identify an appropriate role for UW in resourcing FUAC initiatives that support shared strategic objectives;
• enhance the “brand”/unique characteristics of each of the Colleges within the context of UW priorities
• determine whether the enabling documentation for the FUAC requires amendment to meet contemporary College initiatives

It is assumed that the annual meeting between the FUAC Heads and UW’s President would continue.

3. UNDERGRADUATE TEACHING

There are many examples of good academic collaboration between UW and the FUAC at the undergraduate level for example, in English, History and Sociology. In some cases College faculty members have been used in administrative roles at UW e.g. Sociology, History and Women’s Studies. However, some UW Departments have experienced problems with regard to: duplication of course offerings; College course times being out of sequence with UW course times; inaccurate student advising about UW academic programs; and inefficient space utilization. For their part, the FUAC have claimed that open and productive discussions with UW personnel are sometimes difficult to achieve. UW was sometimes described as being heavy-handed, with a “take it or leave it” approach in discussing joint issues.

The Equity Agreement calls for relevant UW heads of disciplines and their equivalent representatives from the FUAC to meet annually to deal with issues of teaching equity. Problems not resolved at the first level, the Discipline Group, may be referred to the Agency Group, comprising the FUAC Heads and appropriate Deans. This Group may also consider and advise on proposed College initiatives and proposals for discipline changes. When problems cannot be resolved at this level, matters may be referred to the Group of Executive Heads which is chaired by the University President or Provost, and includes the FUAC Executive Heads along with the Dean of each Faculty in those disciplines in which the FUAC normally teach. Appendix G shows a schematic of the existing approval process for a proposed College course or program.

It appears that the Discipline and Agency Groups have met infrequently at best and often not at all. Accordingly, there is little or no joint planning being undertaken
between the FUAC and UW disciplines. In certain cases it is unknown whether the actual level of teaching undertaken by a College adheres to, or significantly varies from, the levels set by the Equity Agreement.

At this point in the evolution of the UW/FUAC relationship, informal arrangements for teaching in shared disciplines are proving inadequate to ensure a seamless program delivery to students. The implication is that processes must become more standardized and formalized. This is particularly true in the situation of St Jerome’s which now has a unionized faculty. These problems cannot be individually resolved by a Task Force. Many of the issues could be addressed using the Discipline and Agency Group forums if they were reformulated as indicated above.

It cannot be stressed enough, however, that without cooperative attitudes on both parts, joint discussions are not likely to be successful. On the one hand, it is incumbent upon UW personnel to respect the fact that the FUAC are separate legal entities, and so, on an individual level, their faculty members are not subject to UW faculty directives. By the same token, the FUAC faculty members have to recognize that UW priorities are those of a large, secular university which has the right to determine its own objectives. The reality is that because of UW’s size and its entitlement to grant degrees for the Colleges, UW’s interests will usually take priority in academic matters.

4. GRADUATE TEACHING AND SUPERVISION

Given the emphasis placed on research for academic career growth, some FUAC faculty members have sought opportunities for graduate teaching and/or supervision in UW Faculties. The 1991 Agreement (University of Waterloo Summary of the Agreement - The University and its Federated and Affiliated Colleges, May 8, 1991) allows for the FUAC’s faculty members to be invited to teach and/or supervise graduate work at UW but provides no protocol for doing so. For the most part arrangements have tended to be informal and ad hoc, initiated by individual faculty members through personal contacts, usually with no financial compensation for their home institution. This presents a problem for the FUAC’s administrators when they find themselves under pressure to reduce a participating faculty member’s College teaching load without the benefit of remuneration from the UW Department.

Using the Discipline/Agency Committees as forums, relevant personnel of the FUAC and UW could determine what approaches have been found successful and devise a protocol or set of guidelines based on “best practice” options. The guidelines could ensure that participating faculty members would be clear from the outset about the implications of a “crossover” agreement; and that misunderstandings between administrators of the FUAC and UW could be avoided.
It may be advantageous, under certain circumstances, to consider a joint appointment between UW and a College, if such an arrangement would be beneficial to both institutions in the delivery of their programs. In the case of their new faculty appointments, the FUAC should consider, as a courtesy, sending a copy of the curriculum vitae of the individual, with his/her permission, to the relevant Dean and Department Chair, so that they are aware of the appointment and the individual’s credentials.

In fact the affiliated and federated agreements do not prevent the FUAC from offering their own graduate programs if they meet the approval of relevant UW Committees. If a College wished to propose a new graduate program, it would be required to: a) be consistent with the future academic plan of both the College and UW, in order to achieve UW approval; and b) achieve positive revenue at steady state. If both requirements could be met, then there may be a case for UW assisting in the start-up phase.

5. GROWTH AND INNOVATION

The Equity Agreement provides stability of funding to the FUAC but may work against a College in the following way. The amount of teaching in the FUAC is aggregated to represent a single “College” figure. One College may have experienced a drop in teaching, another a gain, but both are represented in the same aggregate number. Under the terms Arts activity under the Equity Agreement:

a) If the Faculty of Arts teaching level increases, and the aggregate College figure increases, all parties receive additional funding\(^8\)
b) If the Faculty of Arts teaching level increases, and the aggregate College figure declines, the Colleges experience no loss of funding; but
c) If the Faculty of Arts teaching level declines or remains static, and the aggregate College figure increases, the FUAC lose revenue in the first case or receive no additional funding in the second case.

Any income from aggregate growth in the Colleges is dependent upon growth in the Faculty of Arts since it represents 80% of the teaching activity on which the Equity Agreement is based. Although the FUAC appreciate the stability the Equity Agreement provides, they see this financial interdependence with the Faculty of Arts as an obstacle to the development of new initiatives. Even with this funding stability the FUAC cannot meet the demand for existing programs e.g. Music, Chinese and Japanese, under the present funding agreement. In addition there are historical inequities between Colleges in the dollar amount per student received. This issue needs to be visited.

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\(^8\) The funding is on a slip year basis.
One method of addressing this problem could be to add a provision to the Equity Agreement such that, if the aggregate College teaching amount increased by 10% or more, then the FUAC would be eligible to receive additional grant and tuition fees. The level of additional funds would be according to a formula approved by UW in conjunction with the FUAC.

The Task Force heard on several occasions that the FUAC felt unable to develop new academic program initiatives that require funding assistance because of the financial constraints of the Equity Agreement. Where such a proposal is accepted by the Heads of the FUAC, a business plan should be developed for possible agreement in principle for start-up funding by a higher level committee (the FUAC/UW Joint Planning Committee) that includes the VP Academic and Provost. If given approval in principle for funding, the new program initiative would then require academic approval through the normal channels of a Faculty and the Senate. The FUAC/UW Joint Planning Committee, mentioned earlier, has as part of its mandate the review of initiatives of this nature.

6. SERVICE AGREEMENT

The FUAC pay 11.8% of their grant and tuition revenues back to UW under a service agreement which includes 17 different activities (Appendix C). The most recent service agreement (1995) calls for a review of its terms at least once every seven years; in fact, no review has occurred since 1995. Since that time computer technology has become a fundamental part of university life, yet UW’s provision of internet service and technical support to the residence community of three of the Colleges is not included in the Service Agreement.

It would appear that a review of the Service Agreement is now timely to: a) ensure both parties have an accurate assessment of its value and its cost; and b) modernize and refine the text. Further, until a full review of the Service Agreement has been undertaken, fees relating to residence computer service and support should be negotiated as a separate agreement.

7. USE OF COLLEGE RESIDENCES

In recent years it has become general practice for Ontario Universities to guarantee first-year students the opportunity for on-campus accommodation. UW Housing has approximately 4,600 beds allocated to undergraduates, but when a shortfall occurs, as happened in 1998 when the Faculty of Mathematics changed its co-op sequence, UW has turned to the FUAC to make up the difference.

For Fall 2010, UW Housing is allocating 4,637 beds to first-year students; but it is estimated that a total of 5,667 beds will be offered to this group. The problem is likely to continue for the next few years as the intake of first-year students rises and
the number of beds remains static until additional sources of accommodation are found.

As legally separate entities from UW, the FUAC regard UW’s requirement for their beds to make up a UW Housing shortfall as an imposition on their administrative independence. Further, raising the percentage of first-year students alters the preferred age mix in residences of approximately two-thirds first-year students, and the remaining third as higher-year students. The FUAC believe this ratio to be the most effective in creating the kind of collegial community they seek for their students. Some Colleges claim that uncertainty about the availability of beds for higher-year students has deterred valid upper-level applicants to the extent that beds have remained unallocated, and a loss of revenue has resulted. In addition, some Colleges have reported that the reduced length of stay in residence is detrimental to developing the kind of lasting bond that underpins future alumni engagement.

It seems clear that, until additional first-year accommodation is available at UW, the University is faced with a number of options in dealing with the first-year residence guarantee: a) consider converting graduate housing to undergraduate use; b) rent accommodation off campus; c) work collaboratively with the four Colleges to negotiate the number of first-year beds that the Colleges feel appropriate in the context of their mission; or d) some combination of the above three. Long-term forward planning is necessary to find a sustainable solution.

8. FUNDRAISING

In February 2001 an agreement for a cooperative approach to development activities was reached between UW and the FUAC. Since then methods of dealing with dual prospects; timelines in information recording; clearance procedures; and appeals to donors have proven problematic. A new draft agreement (Agreement for a Co-operative Approach to Advancement, May 2010) is currently under discussion between UW and the FUAC to overcome these and other development problems.

9. CAPITAL FUNDING

At present the FUAC institutions are not eligible to apply directly to MTCU for capital funding. While they may do so through their constituent universities, the practice at UW has been to include College projects on occasion in its submission but with lower priority ratings then University projects. The result has been that no College project has been successful to date, and therefore the FUAC have had to find funding for major renovations and new College structures in the private sector. Given the FUAC’s significant contribution to UW teaching, and the University’s commitment to improving its infrastructure to support instructional excellence, securing agreement
about how the University and the FUAC can best collaborate on capital projects is important. This matter could be one of the items for discussion by the proposed FUAC/UW Joint Planning Committee.

In May 2010 MTCU approached Universities across Ontario to submit their ten-year capital plans for possible funding assistance. This may be an opportune moment for affiliated and federated Colleges across the Province to join together and request that MTCU develop a special category in the ten-year capital plan for funding for affiliated and federated Colleges.

CONCLUSIONS AND RECOMMENDATIONS

The UW Sixth Decade Plan commits UW to the broad goal of “engaging students intellectually, culturally and socially”, as well as to international initiatives, graduate growth, experiential learning and student engagement. Achieving the optimum benefits for the student’s educational experience requires an on-going decision-making process between the FUAC and UW focused on identifying shared objectives and designing effective ways of providing an outcome that is of mutual benefit. The contemporary goals of the FUAC would seem to overlap with several of UW’s priorities outlined in the Sixth Decade Plan.

To that end, the Task Force makes the following recommendations:

1. ADMINISTRATIVE AND ACADEMIC

- That a FUAC/UW Joint Planning Committee be established to initiate a process to advance shared goals and to ensure effective interaction between the FUAC and UW on administrative and academic matters. Further, that the Committee comprise: VP Academic and Provost; Presidents of St Jerome’s and Conrad Grebel, or designates; Principals of Renison and St Paul’s, or designates; Deans of relevant Faculties; Recorder from UW Secretariat; and others as required.

- That the provisions of the Equity Agreement be expanded to include use of the Discipline, Agency and Executive Groups to address academic planning and program issues that arise between the FUAC and UW. Further, that Discipline and Agency Groups:
  - be required to meet at least once a term
  - appoint Chairs for a one year term, to alternate every second year between UW and the FUAC’s representatives
  - meet at the request of either UW or the FUAC’s members
  - the Chairs of each of the Groups have to call a meeting at least once a term.
• Where a new academic program has the approval of the Executive Heads, that initiative may be referred to the proposed FUAC/UW Joint Planning Committee for consideration of start-up financial support.

• That a protocol be developed to set up the conditions, both academic and financial, for graduate teaching and supervision by the FUAC’s faculty members at UW.

• That a review of the Service Agreement be undertaken every five years to accommodate change in service conditions. Further, that fees relating to residence computer service and support be negotiated as a separate agreement until a full review of the Service Agreement has been undertaken.

2, RESIDENCES

• That UW and the FUAC work together to improve the quality of student education and student life at UW/FUAC; that UW respect the importance of residences to the FUAC in their mission and their “brand”; and that UW work collaboratively with the four Colleges to negotiate the number of first-year beds that the Colleges feel appropriate in the context of their mission.

3. OTHER

• That UW and the FUAC develop an agreement about how the FUAC’s capital projects can have improved chances for securing provincial funding. One possibility may be to work with the other constituent universities in Ontario to develop a joint proposal to MTCU that affiliated and federated Colleges be considered as a special category to allow them access to Provincial capital funds, specifically the ten-year capital plan budget.
Appendix A

Terms of Reference for a Review of the FUAC/UW Relationship

“It is agreed that the FUAC and UW are in a committed academic affiliation and/or federation for mutual benefit. It is further agreed that from time to time the FUAC and the University should review the existing strengths and weaknesses of their academic relationship in order to look for ways to ensure that the University strengthens the FUAC and the FUAC strengthen the University within the scope of their missions and ability to do so. The FUAC believe that it is now time for such a review and that it should focus on clarifying the principles upon which their contribution to the academic and student life of the University is based. This should be done in such a way as to provide clear, agreed direction on the following matters:

- The nature and expectation of the FUAC academic contribution to UW programs
- The fundamental basis of the FUAC academic programming relationship and their role in academic decision-making at the University
- The FUAC role in providing residence space and their relationship to the broader academic learning environment.”
APPENDIX B

Meetings Held by the Task Force

Federated University and University Colleges’ (FUAC’s) President/Principals: Graham Brown, Glenn Cartwright, Henry Paetzau, David Perrin

Conrad Grebel University College: Henry Paetzau, Jim Pankratz

Renison University College: Glenn Cartwright, Judi Jewinski, Jeff Newell, Barbara Checketts

St. Paul’s University College: Graham Brown, Peter Frick, Lindsay Restagno

St. Jerome’s University: David Perrin, Myroslaw Tataryn, Darren Becks

Bob Truman, Director of Institutional Analysis and Planning (UW); met twice

Bud Walker, Director of Business Operations and Interim Associate Provost, Student Services (UW)

Dennis Huber, Vice President Administration and Finance (UW)

Ken Coates, Dean of Arts (UW)

Deep Saini, Dean of Environment (UW)

Tom Coleman, Dean of Mathematics (UW)

Feridun Hamdullahpur, Vice President Academic and Provost (UW)

Department Heads of St Jerome’s University: Norm Klassen, Gabriel Niccoli, Cristina Vanin, Nikolai Zunic

Faculty Members and Staff Members of Affiliated Colleges: Hsiao D’Ailly, Lowell Ewert, Ken Hull, Rob McAllister, Ellen Sue Mesbur, Judith Miller, Larry Swatuk

Faculty and Staff Members of Faculty of Arts: Eric Breugst, Emanuel Carvalho, Bill Chesney, Fraser Easton, Mavis Fenn, Danielle Jeanneault, Tim Kenyon, Julie Mulvey, Joseph Novak, Francois Pare, Heather Smith, Jim Walker, Keith Warriner, Mark Zanna
Appendix C

Mission Statements

St Jerome’s University:

“We are committed to learning and academic excellence; the gospel values of love, truth and justice; and the formation of leaders for the service of the Community and the Church. In all of our activities and practices, St Jerome’s University functions within the context of the Roman Catholic tradition and the principles of academic freedom.”¹

Conrad Grebel University College:

“The mission of Conrad Grebel University College is to seek wisdom, nurture faith, and pursue justice and peace in service of church and society.”²

Renison University College:

“In the spirit of the Anglican tradition, Renison University College, an affiliate of the University of Waterloo, is committed to providing a strong grounding in the Humanities and Social Sciences, thereby instilling in its students a life-long love of learning, pursuit of truth, and dedication to community service.”³

St Paul’s University College:

“St Paul’s mission is to research and teach the knowledge, skills and values needed to address complex local and global development issues.”⁴

¹ http://www.sju.ca/faculty/SJU_handbook/mission_statement.html
² http://grebel.uwaterloo.ca/aboutgrebel/mission.shtml
³ http://www.renison.uwaterloo.ca/about/mission/index.shtml
⁴ http://www.stpauls.uwaterloo.ca/about/visions.html
Appendix D

Direct Service Departments (or Services) Included in the Service Charge

- Athletic Administration (portion¹)
- Audio-Visual
- Convocation
- Distance Education
- COU Fees
- Counselling (portion¹)
- Development and Alumni Affairs
- English Language Proficiency Program (portion¹)
- Institutional Analysis and Planning (portion²)
- Library Operations and Acquisitions
- Office of Development
- President’s Office (portion²)
- Registrar
- Safety (portion¹)
- Secretariat (portion²)
- Security
- TRACE
- Waste Management

¹ This represents the portion of the service that is not recovered from the students via the Student Services Ancillary Fee
² This represents a portion of the service allocated on a specific basis

## Appendix E

**Per Cent of Courses by Rubric taught by Colleges (Fall 2009 to Winter 2010 Inclusive)**

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Appendix F

Degrees Granted in 2009 to Students Registered¹ in Renison and St Jerome’s

Renison:
144 Arts degrees from 11 of 33 majors:

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St Jerome’s:
151 Arts degrees from 21 of 33 majors:

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43 Math degrees from 10 of 19 majors:

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¹ Of the four FUAC institutions, only St Jerome’s and Renison register their own students, thus graduate data does not include those students who graduate with degrees in courses from the other two Colleges. All degrees granted are UW degrees.
Appendix G

Schematic of Approval Process for Proposed College Course(s)

Y = Yes or approved; N = No or not approved