

# Integrated Education for the Progress of Newfoundland and Labrador

A Report to the Department of Education  
from Evan Simpson

## **Preface**

“If we are honest,” said Dr. Leslie Harris in a 1999 Memorial University convocation address, “we will realize that [our] largest failing ... has been the failing to provide opportunities for the kind of education that would have given us the power ... to take the shaping of our destinies into our own hands.” A serious review of higher education can be a signal contribution to provincial self-determination.

Good luck and political vision have combined to give Newfoundland and Labrador a post-secondary educational system that is unique in Canada and pregnant with new possibilities. The social and economic advantages of Memorial’s exceptional position as the sole major university in a province are yet to be fully appreciated and utilized. The creation of a single community college system also offers the province advantages that few jurisdictions enjoy. The current White Paper Commission represents a critical opportunity to seize these advantages.

Since statistics and misinform as well as enlighten, the observations made here primarily conceptual. However, data exist to back them up. They are also supported by the author’s experience as the chief academic officer of the University between 1999-2003. The objective of the report is to use generally known facts to describe appropriate developments in higher education that can contribute to gaining the power identified by Dr. Harris.

This report therefore includes

- A statement of basic principles whose observance will contribute to sustaining a successful system of education and making it stronger
- A summary of the current environment for higher education in Newfoundland and Labrador
- Identification of challenges that need to be addressed in order to respond most effectively to foreseeable changes in that environment
- Suggested responses that should be acceptable to both the providers of education and their governmental sponsors

Most of the following observations concern the last two of these points, although the first two concern important aspects of the context of post-secondary education.

Within that context, the focus of the report is a number of crucial matters that it would be perilous to neglect, including some important issues that are not explicitly captured within the Commission's terms of reference.

It is important to note that the focus upon improvements in this report does not imply deep deficiencies of post-secondary education in this province. By most standards of comparison our post-secondary institutions are already above national standards. The central point of these observations is that relationships between the College of the North Atlantic (CNA) and Memorial University (MUN) create unique opportunities for creating an educational system of international rank to the great well being of Newfoundland and Labrador.

The basic proposition that guides the conclusion of this study is simple and straightforward. To this point in its history the province has practiced an aggregative approach to education. Each of the major players has been entrusted to do its part in a sequential and branching system. If the opportunities available to us are to be seized, the aggregative approach has to be replaced with an integrative one where all parts of the educational system work willingly together.

### **(1) Essential Principles**

The present provincial Commission on Post-Secondary Education is guided by principles of quality, accessibility and affordability. Prospects for realizing these principles in practice will be enhanced by accompanying them with several others:

*Autonomy:* In order to be profound players in scenarios for social and economic development institutions of higher education must enjoy freedom of inquiry and curricular development. Recognition of the separateness of the political and educational spheres will enhance the effectiveness of partnerships.

*Partnership:* An agreement between institutions of higher education and the government to achieve mutually accepted purposes can be mutually beneficial. Significant integration of interests is compatible within a differentiated structure whose elements contribute in separate ways to the means and modalities of promoting them.

*Accountability:* Democratic societies expect their public institutions to be open and responsive. This is a mutual relationship. Its terms require collaborative definition and reciprocity. All the partners in education should be expected to work together to

define a set of benchmarks and indicators that permit measuring accepted criteria of performance.

A number of other complementary principles are embedded in a submission to the Commission from the Senate of Memorial University. In that submission the grass roots of the University have delineated some progressive directions. There is broad agreement between the spirit of that submission and the present study. However, this report is guided by one further principle, which might be called pragmatic *achievability*. The directions in question need to be supported by practical structures that embed incentives to convert good principles into effective practices.

## **(2) The educational environment and options for response**

The educational sector in Newfoundland is small by national and international standards. In order to function well, it is in need of better integration. Further fragmentation within and between the parts is to be avoided. At the same time, higher education is one of this small province's largest industries. National and international demand has created enormous potential for future growth. Given its strong base, such growth can contribute not only to the education of the province's people but also to its needs for immigration, labour market development, economic growth and social cohesion.

Memorial University of Newfoundland (MUN) and the College of the North Atlantic (CNA) offer a broad spectrum of opportunities in post-secondary education. As public institutions both are agents of public policy but they are subject in different ways to the provincial government, CNA as a branch of the Department of Education, MUN as an autonomous organization reliant upon the government for funding. Private-sector

institutions also occupy some educational niches but, while subject to provincial regulation, are essentially opportunistic and cannot be expected to respond systematically to the needs of Newfoundlanders and Labradorians.

Both the public and private sectors are experiencing the effects of the declining population of high-school graduates, influencing their capacity to continue to offer a comprehensive set of offerings for citizens of the province. The institutions have appropriate replacement strategies for declining student numbers. CNA has identified its principal opportunities offshore. MUN's reputation and resources make it better able to offer places to students from the rest of Canada and elsewhere in the world. Private institutions will continue to identify opportunities appropriate for them.

It is an obvious and crucial question for the province – it is Dr. Harris's question of destiny – whether the government will encourage its main post-secondary institutions to accommodate to changing demographics by becoming smaller to or to choose to instead to accommodate more students from away. The national and international markets for higher education and the established educational infrastructure position CNA and MUN as potential growth industries. Expertise in distance education augments this potential. The costs of growth are considerable, as will be true of any burgeoning industry, but in the long term they need not create any new demands upon the public purse. Tuition income to CNA and MUN and taxation income to the province should create a positive balance to which the social and cultural benefits are important additions. The alternative of downsizing would have at least two decisively negative effects. It would mean inefficient use of the existing resource, and it would mean a reduction in available programs that would encourage more students to leave the province. In the case

of the University it would mean a serious loss of the competitive advantage resulting from its present position as Atlantic Canada's largest university. To sacrifice this position would be a statement to Canada of Newfoundland's capitulation to the challenges of its resources and geography.

The larger the number of students who graduate from post-secondary institutions, the larger is the number who are likely to create lives and livelihoods here. The educational institutions lack direct control over the labour market but can supply an educated populace, encourage skills of local entrepreneurship and contribute to public policy with respect to immigration, regional sustainability and the social aspects of economic change.

### **(3) Problems to be addressed**

Before MUN and CNA can reach their full potential, they must address some serious misalignments in their operations, in particular ones between them, within them, and in their articulation with the primary and secondary systems. Stronger linkages with the provincial administration will also enhance transfers of intellectual expertise into the public arena.

#### ***CNA and MUN***

In order to fully realize the value of the province's investment in post-secondary education, collaboration between CNA and MUN needs to be improved. Although there is generally good will between the institutions, communication is poor and coordination is laborious. Hence problems remain to be satisfactorily addressed, including the following:

- The College-University Transfer Program (CUTY) is an effective instrument of accessibility, but needed enhancements have been slow in coming.
- CNA has repeatedly noted that graduates of its programs have only very restricted access to the University's programs.
- Given CNA's growing offshore activities, coordination between them and the University's plans is an issue to be resolved.

Continuing frustrations are counter-productive and can easily lead to competition that fragments a potentially collaborative system, increases its costs, occasions frustration and propagates confusion. A recent proposal to institute applied degrees at CNA illustrates an unhealthily fragile relationship.

#### ***WITHIN MUN***

Within MUN, Grenfell College (SWGC) has become the focus of serious problems. Given the high per capita proportion of the University's resources that go to the College, this set of problems must be forthrightly addressed. They are of two different but reinforcing kinds:

- A recent internal report confirms that communications within SWGC need substantial improvement in order for the College to satisfy the mandate given it by the University.
- Inappropriate political interference has complicated the effective integration of the Corner Brook campus into the University, creating unnecessary inefficiencies and public confusions.

The University characterizes itself as having two further campuses. One of these, the Marine Institute (MI), continues its administrative and academic integration with the

University. The impending retirement of the director who has guided it since its establishment within MUN, coincides with a pair of critical imperatives.

- MI requires a vision that will position it appropriately for future education, training and research in ocean industries. Consultations under way to this end and must be monitored carefully by all interested parties, including CNA, with which MI has some programming similarities.
- MI has made frequent demands for transfers of funds from strictly academic units in support of the entrepreneurial and job-creating activities of the Institute. Although the activities are sound from the standpoint of provincial development, the use of University funds for these purposes is not consistent with either MUN's means or its mission.

The other campus is a small establishment in Harlow, England. Despite extensive renovations and support, this "gateway to Europe" has not fulfilled the objectives established for it. There is general recognition of the great value of study abroad, but costs at Harlow are increasing and the campus does not enjoy wide support at MUN below the executive level. The principal questions for Harlow are these:

- Is the campus addressing academic needs in the best possible way or are there preferable means for encouraging and supporting study abroad?
- Is the maintenance of an offshore campus optimal for the post-secondary system and provincial strategies for international education?

MUN has one additional "campus" on which the ultimate effectiveness and status of the University crucially depends. On a normal day 5000 or more students, faculty and staff enter the QE II Library. Because the library system has aggressively adapted to the



age of digital information many others access its resources remotely. With a budget comparable to that of Grenfell College or the Marine Institute, it is an enormous provincial resource. In any recommendations concerning post-secondary education, certain problems affecting it should receive attention.

- The University's declining discretionary revenues place particular pressure on an entity whose costs are rising faster than inflation. If the Library is to remain a superior asset, creative support for its roles will have to be identified
- The Library is not well connected with the information systems of the province, but the principle of integration could lead to a substantial contribution to the needs of communities throughout the province.

### ***THE BROADER SYSTEM***

It has long been recognized that articulation between the primary, secondary and post-secondary sectors needs deep improvement. The familiarity of the problem does not make it any the less urgent. Foundations for educational success by the Province's students begin by the third grade. Despite efforts by all concerned there are unnecessary and damaging disconnections in the primary, secondary and post-secondary curricula. Several problems require urgent attention in order to protect the intellectual capital and social health of the province:

- Deficiencies occur in such critical areas as English and mathematics, making the transition to the post-secondary level frustratingly difficult for many and preventing some otherwise able students from becoming eligible for University admission.

- Too many eligible students, especially rural males, do not progress to higher education. This diminishes the supply of students to CNA and MUN and complicates the development of effective strategies for all regions of Newfoundland and Labrador.
- Lack of closer relationships within the educational sectors mean foregone opportunities for greater achievement.

### ***PARTNERSHIP AND ACCOUNTABILITY***

The preface to this report referred to an educational system that is unique in Canada and pregnant with possibility. Most provinces have multiple universities and colleges, requiring a framework of regulations that buffer the institutions from one-on-one political relationships. This separation helps to protect the autonomy of education and fosters an element of healthy competition. At the same time it means that colleges and universities are only indirect partners in the pursuit of the larger public interest. Where matters of population and economics mean that only one university and college make sense, such partnerships can flourish as nowhere else.

MUN subscribes to a principle of engagement with the community, but the contribution of its expertise has in some respects (as to public policy) been weak and in other respects (as in a plethora of activities across the province) been little recognized. The new Harris Centre for Regional Policy and Development is a deliberate effort to improve this situation. It exemplifies the potential for productive partnerships with governments, CNA, and diverse boards and councils throughout the province

Bringing the province's deepest reservoir of brainpower to bear upon public policy and regional development is part of larger issue of accountability. The openness of the

University and the frequency and fullness of its reports to the public make it difficult to understand the persistence of this issue. References in this report to public expectations and possible performance indicators in this report suggest how the matter might be put to rest, but if this is to happen at least two prior conditions need to be satisfied:

- What is meant by accountability of the University needs to be clearly defined and justified in frank discussions between those most directly concerned.
- Mutual accountability should be recognized as essential in contrast to essentially unilateral action by the government on matters crucial for post-secondary education. Tuition levels are a case in point.

The dominant fact among these families of problems is disconnection. The remainder of this report proposes ways of changing this reality in a manner that is faithful to the essential principals stated in Part (1) and consistent with the salient elements of a changing educational environment summarized in Part (2).

#### **(4) A framework for progress**

In recent years the educational institutions have actively responded positively to their circumstances. CNA's pursuit of international opportunities and MUN's successful work on its ambitious strategic framework serve as examples. However, the dominant focus has been internal in both cases, so that opportunities for linkages have not been as aggressively pursued. It is time now to stress collaboration in order to ensure that the public's investment in education is clearly rewarded. Real rather than in-principle acknowledgement of this need by the post-secondary institutions is one of two first steps towards solutions.

The other initial step is for persons with little experience of educational administration to mistrust doubts that the post-secondary system is prudently managed. Those who have worked in both government departments and in universities and colleges understand that there is no significant “fat” in the latter. Costs are consistent with those of similar institutions elsewhere in Canada, especially when the demands of distance and multiple campuses are considered. Most trend lines are good. When students leave the province they learn from their contemporaries elsewhere how well they are prepared for their work or further studies. Their developing pride of place encourages them to return to productive employment in the province. These facts need to be celebrated.

With these steps taken, the principles of autonomy, partnership and accountability can guide decisions intelligently. Autonomy means that the post-secondary institutions will be responsible for their own course of development rather than narrowly directed by external bodies. Partnership means that public objectives are nevertheless legitimate factors in this development. Accountability means that there should be mutual agreement on the terms of enhanced relationships. In particular, as the principal funding body the government can connect its grant to incentives that reward achievement with respect to generally accepted targets and indicators of performance.

### ***CNA and MUN***

Despite good management, it is possible to exercise more courageous institutional leadership. CNA has many campuses that can no longer be justified by local demand. Looked at solely from the standpoint of educational services a number of them should probably be closed, but before this unpopular action is taken some potential new uses for

the facilities deserve exploration. An obvious possibility is to align them more fully with the needs of regional development. The Harris Centre needs to locate itself throughout the province, and the campuses of CNA are inviting prospects, especially because it was a founding assumption of the Harris Centre that it would work together with CNA to promote sites of research and training relevant to regional development. Similar opportunities exist for MI and a number of MUN faculties and schools.

The capacity of CNA and Memorial to work together has been demonstrated by CUTY and collaborations at specific sites, notably Grand Falls and Goose Bay. The Labrador example demonstrates the feasibility and efficiency of employing distance delivery at campuses whose student numbers do not justify the use of an on-site instructor but where local tutors can supply the contact that is important for learning. The costs and benefits of making transfer courses available at other sites not now served by the CUTY deserve exploration. Developments to date have been much too laborious, however, requiring the attention of senior administrative personnel to matters that should be elements of routine management.

The difficulty to be resolved is well illustrated by the fact that Memorial has not been brought into ongoing discussions about the College's activities abroad. Clear objectives for effective, ongoing collaboration should be developed, including the expectation that barriers to transfer will be reduced wherever this is educationally reasonable. Processes of collaboration can be encouraged through appropriate institutional interlocking at three levels, namely, (a) the level of academic approval, (b) the level of senior administration, (c) the level of governance. At each level, motivations

need to be established for collaboration in order to augment the good will that can otherwise be dissipated in trying to move from principle to practice.

Regarding (a), academic inertia is an inevitable product of high standards and respect for due process. In order to do justice to both standards and process, some means of facilitating connections in spite of this natural resistance should be developed. A pair of mechanisms can secure this result. The first is a strengthened Joint Academic Committee of MUN and CNA whose powers and terms of reference include timely sharing of academic plans and minimizing institutional barriers to transfer. The second is a rationale for quick adjudication of proposals. The University's academic bodies will be convinced to be accommodating if action on such proposals is stated as a clear condition of a stable funding framework. Such a framework will be discussed further below in connection with the development of appropriate indicators for ongoing support.

Regarding (b) a Senior Council at the executive level should be given the mandate to share information about major projects and potential initiatives. The Council's responsibilities would include the mutual expectation that both post-secondary institutions keep one another systematically apprised of their initiatives from the very beginning and open doors more widely to joint participation. This Council should meet to an established schedule, report upward through a restructured Council on Higher Education (of which more is said below) and internally to the responsible units through MUN's Vice-President (Academic) and CNA's Director of Programs. Among the early objectives of such a Council would be the development of a common, transparent

international plan. Ending the anarchy surrounding CNA's marketing of MUN's B. Tech. abroad could be an early achievement

Regarding (c), acceptable mechanisms of institutional collaboration would include an instrument for keeping the governing bodies mutually aware of post-secondary agendas. One such instrument could be secured by cross-appointing several members to MUN's Board of Regents and CNA's Board of Governors. These members could form a joint standing committee to monitor progress and report regularly to the two Boards.

### ***WITHIN MUN***

**Grenfell College.** This unit was given responsibility for selected degree programs under less straightened circumstances for post-secondary education. The imperative now is to make the most of that earlier decision. The campus must learn to promote its programs more effectively as part of the University's overall offerings, while MUN needs the government's help to protect the integrity of the university system. However well intentioned, political suggestions to locate particular programs and agencies at Grenfell interfere with rational development. Grenfell cannot succeed if it is encouraged to undertake new endeavours before it has proven capable of achieving the objectives it has already accepted.

As one of MUN's major academic units, the Corner Brook campus can build upon its location and facilities to become a brilliant part of the University, but it will not thrive unless it puts its management in order and works more cooperatively with its academic partners and the University administration, which is undermined in its duty if Grenfell thinks that it has a unique right to appeal beyond the University. Local politicians need accept that matters of internal governance belong within the University so that MUN can

give the campus the advantages of unequivocal integration within the public image of the University.

An important contribution to the future flourishing of university-level education in Western Newfoundland has been made by an internal Committee to Review the Adequacy of Funding for Sir Wilfred Grenfell College. In a consensus report of October 18, 2004, representatives of both main campuses have suggested that it would be salutary to rename this unit *The Corner Brook campus of Memorial University*. This change would have important advantages. It would clarify the fact that the campus offers university degree programs. It would clearly attach a campus that is sometimes confused with CNA to the province's revered university. In so doing, it would encourage taking advantage of the resources of the whole university rather than trying hopelessly to gain distinction as an independent "brand." The clearer designation would also convey appropriate equality rather than subordinate status to the St. John's campus.

**Marine Institute.** Part of MI's mandate in addition to its academic programs is to assist maritime industries, for which it needs to grow its capacities in order to contribute to provincial employment opportunities. However, the resources for the required investment are not available within the University. The current block grant to MUN neither can nor should subsidize MI's essentially commercial training activities.

Targeted funding to universities is not consistent with their autonomy or their ability to deploy their resources to greatest overall effect. While the government should not designate a portion of its grant to MUN to any narrowly dedicated purpose, it may wish to give more attention to MI's role in economic development and consider making the investment the Institute requires in order to move its entrepreneurial activities to the



next level of effectiveness. In the spirit of partnership and accountability, it is imperative that any relevant negotiations be conducted from the beginning in close consultation with the executive of the University

**Harlow.** It is a significant internal question for MUN whether the approximately \$500,000/year expended on the campus in England constitutes a wise expenditure, but if there is to be a coherent international strategy for the province then it is also a wider question. There is no doubt that the students who attend Harlow find it a wonderful educational experience or that the instructors who travel from Newfoundland to teach there enjoy their assignments. However, programs at other Canadian universities and other study-abroad options at MUN show that there is also no doubt that the advantages for students could be achieved without the burdens of a single campus abroad or the cost of having some of the University's best instructors regularly absent from the country. Since Harlow has not become a significant instrument for recruitment to or branding of the University, nothing materially impedes a discussion of abandoning the campus and redeploying the investment towards a better coordinated approach to international affairs.

**Library.** Libraries are fundamental to all education, and opportunities exist for better connection in this sphere as in others. Over the years, the University and the provincial libraries have cooperated on projects in the general area of Newfoundland Studies but not more broadly. In consequence, the clientele of the provincial libraries lack on-line services that could be made available through the resources of the University at little additional cost, helping to move the province into an information-rich community. It would also be possible to build upon the experience of the Newfoundland and Labrador Health Knowledge Network in promoting access to the medical literature, bringing a

similar wealth of information to other professional sectors. By creating an Information Board as a consortium of the provincial library, MUN and CNA library systems, existing resources could be redeployed more effectively to the general advantage without disadvantaging any of the partner institutions.

In addition to its benefits to the culture and economy of the province, such an arrangement could help to address a critical problem for the University. The province's de facto national library is losing ground to other leading university libraries where the public purse is not so depleted. An initiative to make the province a leader in the information age might intelligently be combined with a public campaign for support from the private sector and foundations for one of the most progressive institutions in Newfoundland and Labrador. Certainly the long-term health of the MUN Library should be a matter of grave public concern.

### ***THE BROADER SYSTEM***

In a school system as small as Newfoundland's and Labrador's it is disturbing that unnecessary areas of disconnection persist. In the last several years, deliberate efforts have been made to enhance collaboration among primary, secondary and post-secondary interests – notably in the area of math education – but in spite of small improvements the spirit of mutuality and common purpose is weaker than it should be. As a result, there is no integrated set of expectations about progress towards mastery of essential subjects. In principle, the Council on Higher Education (CHE) provides a forum for monitoring such expectations, but it has no authority to enforce the long-term commitment needed to overcome jurisdictional jealousies and no capacity to promote a workable consensus on improvements.

These problems could be addressed along two avenues. First, some of the present functions of CHE would be largely taken over by the arrangements proposed above for better working relationships between CNA and MUN. They would permit restructuring the Council with the primary aim of bringing coherence into the educational system overall. Since CHE is a consortium of the Department of Education, CNA and MUN with representation from K-12, any such restructuring could be a useful example of mutual determination to work out better forms of collaboration. A possible operating structure could be found in a Higher Education Forum large enough to represent personnel on the ground in all sectors. The Forum would replace present ad hoc committees, such as the Mathematics Group, and have the expertise to deal with the myriad of details necessary for successful coordination of the educational levels. The second avenue would be to connect this restructuring with the blessing of government, which would reasonably insist that progress towards greater coherence be demonstrated as a condition of eligibility to participate fully in a stable funding system for education.

Post-secondary education should connect with all formal learning, including that which continues after diplomas and degrees have been earned. The government should expect its educational partners to work with the Department of Education to fashion a coherent set of realistic benchmarks for participation. Acceptable departures from the ideal of 100% participation in post-secondary education by all capable individuals should be set out so that there is no unnecessary waste of human capital. Of course, expectations for participation must be carefully defined, but levels of participation are obvious criteria within any set of indicators that the post-secondary institutions might reasonably be asked to accept as part of their commitment to the province.

## ***PARTNERSHIP AND ACCOUNTABILITY***

The essential role of the post-secondary institutions is to provide the educational opportunities that are necessary for sound citizenship. The essential role of government is to provide sufficient stable support for this crucial public function. The combination of these roles implies that the post-secondary institutions should agree to work towards objectives that warrant guarantees of predictable support that make good planning possible. These objectives should be stated generally, avoiding details and prescriptions that would compromise the ability of CNA and MUN to do what they know best.

A number of general dimensions of partnership and accountability are stated above. More particularly, the government has few dependable sources of knowledgeable and impartial policy analysis. Without it, goals of regional sustainability in a province that will have a significant rural population for the foreseeable future will be unrealized. The establishment of The Harris Centre is an indication of post-secondary educators' commitment to a principle of engagement with social needs. In the spirit of partnership a decision to support these initiatives is required.

The Harris Centre symbolizes an interest in partnership but does not exhaust it. Partnership is a symmetrical relationship, making mutual accountability essential. This condition of partnership is not satisfied when political interests disrupt educational activities. Tuition freezes are a case in point, reflecting insufficient consultation and failure to identify sources of replacement income for foregone revenue increases. The White Paper will do an important service by identifying a proper separation of spheres as an essential ingredient of a new partnership and framework of accountability.

In the past representatives of the University met regularly with the Cabinet of the provincial government. The arrangement had the great advantage of sustaining a level of useful knowledge. To a certain extent the same advantages are achieved through periodic meetings between deputy ministers and senior members of the University administration, but these meetings have not proven to be very effective. The renewal of one arrangement or the other and its extension to both post-secondary institutions would cement the determination to forge a new partnership. It would also possess the new and additional rationale of completing the structural elements of connection described in this report.

### **Summary of Suggested Actions**

In order to realize their full potential the post-secondary institutions need to dramatically improve their effective collaboration with one another and with other relevant elements of the broader educational system. New facilitating structures will contribute to this task. These new or improved organizational structures will consist of a cluster of arrangements that may include the following.

- Joint CNA/MUN Academic Committee and Senior Council
- Interlocking governing boards for CNA and MUN
- Restructured CHE and Higher Education Forum
- Information Board
- Regular meetings between Cabinet or the senior civil service

These arrangements require another level of detailed description before they can be implemented. With this proviso, most of them can be initiated and sustained by the autonomous post-secondary partners, although some require actions of government or its

departments. The government has a further essential role that can provide the necessary initiative to the partners to act deliberately in their own interests. If the institutions are to contribute fully to provincial development, they require a stable funding structure that enables them to plan effectively and connect appropriately with provincial objectives. In the spirit of partnership and accountability, the details of this structure should include targets and indicators that are agreed to be reasonable by all parties. Such indicators could include but are not limited to the following:

- easy access to CUTY at multiple sites throughout the CNA system
- enhanced provision for transfer of CNA graduates to MUN programs
- benchmarks for participation in post-secondary education
- [incomplete]

The government should also be encouraged to work with the post-secondary institutions to further common interests that lie beyond the conventional roles of colleges and universities. These include the contributions to regional development that are the mandate of the Harris Centre, the promotion of ocean industries that is part of the entrepreneurial activity of the Marine Institute, and the transformation of Newfoundland and Labrador into an information-rich province in ways that can be promoted by the University Library. These objectives require separate provision of some kind.

# Integrated Education for the Progress of Newfoundland and Labrador

## Executive Summary

To this point in its history the province has practiced an aggregative approach to education. If the available opportunities are to be seized, this approach has to be replaced with an integrative one where the educational partners work willingly together. This approach to progress presupposes mutual acceptance of principles of autonomy, partnership and accountability. It also assumes willingness to embed this acceptance in practical structures that will make the principles realizable.

There are compelling reasons to respond to the demographics of declining provincial population through growth in post-secondary education. In order to do this most productively a number of misalignments within and between provincial institutions need to be addressed. These include identified relationships between the College of the North Atlantic and Memorial University, relationships within the University, relationships to the wider educational system and relationships with the provincial government.

Consistent with the principle of autonomy, the system needs a set of interlocking lines of decision and communication. A set of workable structures is easily described. These structures can be sustained through the incentive of a stable and predictable source of funding to the post-secondary institutions. The institutions should be answerable to the public for this support through satisfaction of a number of performance indicators on which there is mutual agreement.