July 3, 2014

Committee to Review the UTM and UTSC Campus Councils

Terms of Reference

Background

When the Governing Council approved the Terms of Reference for the UTM and UTSC Campus Councils and their Standing Committees in June, 2012, the resolution included a provision which mandated a review of the new governance model at the end of the first year of operation:

> "THAT, following the first year of operation, the Governing Council conduct a review of the new model to determine its effectiveness and any changes that might be necessary."[1]

The Committee to Review the UTM and UTSC Campus Councils (CRCC) is established to fulfill the Governing Council's requirement. Appendices to this document provide detailed context and background for undertaking such a review, including an overview of the governance structures; a summary of the identification, election / selection, orientation and education of members of the Campus Councils and their Standing Committees; and background on the development of the structures.

Mandate

The Committee to Review the UTM and UTSC Campus Councils is charged with conducting a review of the manner in which the Campus Councils and their Standing Committees operated in the 2013-14 academic year. The tasks of the CRCC are to:

- evaluate the efficacy of the model and the manner in which it has been implemented,
- report its findings, and
- recommend refinements which would enhance the ability of the Campus Councils and their Committees to execute their respective mandates.

It is expected that the CRCC's recommendations will be considered by the Governing Council at its meeting in December, 2014.

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Areas for Consideration

The Committee is to consider the following issues, and use these areas to define the parameters of its work. The Committee will also make recommendations for modifications, if any, to the Councils' and their Standing Committees' Terms of Reference and/or procedures as appropriate.

1. The Efficacy of the Governance Model

a) The CRCC is to provide its assessment of the effectiveness of the UTM and UTSC Campus Council and Standing Committee structure in the context of the overall Governing Council system. To the extent possible with one year of experience upon which to base a finding, the CRCC is asked to comment on the degree to which these bodies, with responsibility for specific campus matters, have been and are understood to be effectively integrated into institutional governance.

2. Terms of Reference of the Academic Affairs Committees (AACs)

a) In consideration of the Academic Affairs Committees' (AACs) assigned responsibilities previously in the purview of the Erindale College Council (UTM) and the Council of UTSC, to what extent has this transition been successful? Those responsibilities include curricular matters and academic regulations, as well as responsibilities pursuant to the *University of Toronto Quality Assurance Process*.[2] Since few matters considered by the AACs proceed to the Campus Councils, how might the links between the AACs and their respective Campus Councils be refined and strengthened?

b) The AACs' Terms of Reference also include provisions related to research, the consideration of academic plans, academic priorities for fundraising, and academic reviews. The CRCC is asked to advise on the execution of these responsibilities and the appropriate governance paths for such matters.

3. Terms of Reference of the Campus Affairs Committees (CACs)

a) The Terms of Reference of the Campus Affairs Committees (CACs) and the Campus Councils provide for a role for these bodies in considering the campuses' operating budgets. Following discussions between leaders in governance and in the administration, the implementation of these provisions was deferred until 2014-15. How might the Terms of Reference provision be implemented to incorporate the appropriate hand-offs with the campus and institutional administrations, and between the administrations and governance? The CRCC is to provide advice on any clarification or adjustments to the Terms of Reference that might be necessary to define the appropriate role of this body in budget-related matters.[*]

[*] Discussions are currently underway among the Secretariat, the institutional administration, and the campus administrations, with respect to a process by which the current Terms of Reference can be honoured while also meeting the appropriate timelines for the current institutional administrative processes leading to the presentation of the University's Operating Budget to governance.

b) In addition to their roles in the campus operating budget in 3.a) above, the CACs' Terms of Reference include responsibilities related to consideration of establishment of Extra-Departmental Units (EDUs).[†] Based on one year's experience, more specific language on this element of the Committee's mandate may be helpful. The CRCC is also asked to review other matters brought to the CACs to advise on whether other clarifications should also be considered.[‡]

c) In consideration of the CACs' roles and responsibilities, the number of teaching staff, student, and administrative staff members of the Committees was determined by reviewing the composition of the University Affairs Board (UAB) and the Planning and Budget Committee (PB). UAB includes a large proportion of students and a relatively small number of teaching staff, while the reverse is true for PB. Using the business considered by both CACs in 2013-14 as guide, and balancing this with other responsibilities listed in the Terms of Reference, does the current balance among the internal (academic; non-academic) groups appropriately reflect the responsibilities assigned to the CACs?

4. Identification, Recruitment, Election and Selection of Members

a) The Task Force on Governance[3] recommended that there should be active recruitment of potential candidates, initiated and coordinated by the governance leadership, whether individuals are to be elected or appointed. It also noted that good governance should ensure that, whether elected or appointed, each estate's recruitment process should take into account a number of elements:

- Identification or nomination of potential candidates based on identified skill preferences and experience,
- Clear information to potential candidates on University governance and expectations,
- Assessment of qualifications relative to the Governing Council's needs,
- A well-constructed interview or similar opportunity for selectors / electors to understand the candidate and his/her qualifications more fully,
- Election or appointment, and
- Timely communication to successful candidates and feedback to those who are not successful.

These basic features of a recruitment process ensure participants' and observers' understanding of the processes overall, as well as of their individual components; and allow the processes to be seen to have a high level of professionalism and careful thought throughout the identification and selection processes.

[†] It was determined in 2013-14 that as it would normally be a faculty council decision, the Campus Councils shall approve the establishment of EDU-Cs upon the recommendation of the CACs.

[‡] The Terms of Reference do not explicitly provide for the consideration and approval of "Strategic Plans" – nor do the Terms of Reference of any body of the Governing Council. As a foundational plan that would guide future capital and academic planning, the governance path taken for the 2014 UTSC Strategic Plan was CAC→CC→EX.

Incorporating these and other relevant recommendations and principles from the *Report of the Task Force on Governance*, how might the processes related to the identification, recruitment, election and selection of Campus Council and Standing Committee members be enhanced – for example, with respect to expanding and fostering the pools of interested and eligible candidates?

5. Orientation, Awareness, and On-Going Education of Members

a) The CRCC is asked to provide advice on refinements to initial orientation offered to members of the UTM and UTSC Campus Councils and their Standing Committees. Such advice will inform and be integrated with the Governing Council's ongoing efforts to enrich and strengthen orientation and education across all of its bodies.

b) In order to continue to assist members and Assessors in fulfilling their roles and to raise awareness of the Campus Councils and their work, what advice might the Committee provide with respect to:

- ongoing education on particular topics for members, and
- ongoing communication with the campus communities with respect to the role and function of the Campus Councils?

Resources

In order to assist the Committee in its work, data and information regarding the experience of the 2013-14 year shall be provided, including, but not limited to: lists of matters considered and decisions made therefrom as well as those presented for information; summary attendance data; feedback provided by members through orientation and year-end surveys; and other relevant information.

The Governing Council Secretariat shall provide secretariat support to the Committee.

Consultation

The CRCC will issue a broad call for submissions to the University of Toronto community, which will include targeted communications to UTM and UTSC faculty, staff and students, the relevant bodies and student societies on the UTM and UTSC campuses, and University-wide associations and Representative Student Committees.[§] As part of its deliberations, the CRCC Committee will also consider in-person consultations.

[§] The Representative Student Committees are the Students' Administrative Council (operating as the University of Toronto Students Union, UTSU), the Association of Part-time Undergraduate Students (APUS), the Graduate Students' Union (GSU), and the Scarborough Campus Students' Union (SCSU). For the purposes of the Review, the Erindale College Student Union (operating as the University of Toronto Mississauga Students' Union, UTMSU) is treated as if it is a Representative Student Committee.

Membership

The CRCC will comprise twelve members, in addition to the Chair, drawn from the Governing Council and from the UTM and UTSC Campus Councils. The proposed membership attempts to balance among the estates, the two campuses, Governors and Campus Council members. Two members shall be from each of the three internal estates having served in the 2013-14 academic year, or serving for 2014-15 year. For the purposes of this Review Committee, Alumni, Lieutenant-Governor-in-Council (LGIC) appointees to the Governing Council, and individuals from the broader community appointed to the Campus Councils are considered members of the same estate, and four members shall be drawn from this group. The Vice-President and Principal of each campus may serve, or designate a Presidential Assessor from one of the Campus Councils' Standing Committees to serve as members of the Committee on their behalf.

The proposed membership is as follows:

Ms Shirley Hoy (LGIC Governor, Vice-Chair of the Governing Council) – Chair

Ms Sara Allain (Administrative Staff Member, UTSC Campus Council; Special Collections Librarian, UTSC)

Mr. Andrew Arifuzzaman (Chief Administrative Officer, UTSC; Assessor, UTSC Campus Affairs Committee)

Ms Melissa Berger (Administrative Staff Member, UTM Campus Council; Coordinator for Community Outreach and Experiential Education, UTM)

Mr. Simon Gilmartin (Community Member, UTM Campus Council)

Professor William Gough (Teaching Staff Governor; Chair, UTSC Campus Council; Vice-Dean, Graduate Education, UTSC)

Ms Sue Graham-Nutter (Community Member, UTSC Campus Council; Chair, UTSC Campus Affairs Committee)

Ms Nancy Lee (Alumni Governor; Member, UTSC Campus Council)

Ms Alice Li (Undergraduate Student Member, UTM Campus Council)

Mr. Hussain Masoom (Graduate Student Member, UTSC Campus Council)

Ms Judith Poë (Teaching Staff Member, UTM Campus Council; Chair, UTM Academic Affairs Committee)

Professor Deep Saini (Presidential Appointee Governor; Vice-President and Principal, UTM)

Mr. John Switzer (Alumni Governor; Chair, UTM Campus Council)

The Secretary of the Governing Council, Mr. Louis Charpentier, will serve as Secretary of the Committee.

Appendix A

Overview of the Role and Membership of the Campus Councils and their Standing Committees

On behalf of Governing Council, with responsibilities delegated to them by the Governing Council, the **Campus Councils** (CCs) exercise governance oversight of campus-specific matters arising from their Standing Committees (the Academic Affairs Committees, the Campus Affairs Committees, and the Agenda Committees), as well as any other matters assigned to them by Governing Council. The Campus Councils are comparable to the Boards of the Governing Council and, as such, comprise representatives of the five estates: administrative staff, alumni, students, teaching staff, and Lieutenant-Governor-in-Council appointees or members of the external community.

Responsible for academic matters, the **Academic Affairs Committees** (AACs) reflect the structure of the Academic Board and the former faculty councils and their academic sub-committees. Essentially, the AACs replace the academic program and regulatory functions of the former Faculty Councils (i.e., the Council of the University of Toronto Scarborough, and the Erindale College Council). The AACs are relatively large bodies, with membership mirroring the distribution of estates on the Academic Board and which is intended to ensure a majority representation for teaching staff. While there are a few areas of business which may be recommended to the CCs for approval, the vast majority of proposals brought to the AACs either have final approval at the Committees themselves (as was formerly the case with the Faculty Councils), or would be recommended for approval directly to other bodies of the Governing Council (such as the Committee on Academic Policy and Programs) without being considered by the CCs.

In respect of the UTM and UTSC campuses, the **Campus Affairs Committees** (CACs) have taken on many of the responsibilities related to business previously brought forward to the University Affairs Board (UAB) and the Planning and Budget Committee (PB). The CACs include approximately two dozen members and, consistent with the composition of UAB and PB, the majority of members are drawn from the internal campus community. Some matters brought forward to the CACs are recommended for approval to the CCs (subject to confirmation by the Executive Committee). Other proposals are then recommended by the CCs to the Boards and then possibly the Governing Council itself.

The **Agenda Committees** (ACs) are smaller bodies and, in addition to having a formal agenda setting role for meetings of the CCs, serve, in slightly expanded form, as the Nominating Committees for community members on the CCs.

For an authoritative and detailed list of the responsibilities of the each of the bodies, refer to the Terms of Reference of the UTM Campus Council[4] and the UTSC Campus Council.[5]

Appendix B

A Brief History of the Development of the UTM and UTSC Campus Councils and Their Standing Committees

The design of the UTM and UTSC Campus Councils and their Standing Committees arose from an iterative series of consultative steps.

1. Task Force on Governance, Phase One

As part of the University's Towards 2030[6] planning exercise, a Task Force on Governance[7] was established in 2007. During the first phase of its work, the Task Force was charged with identification of problems in order to clarify what worked well in governance and what did not. The Task Force concluded that there was no compelling reason to move away from the University's unicameral system of governance and that representation of the five key estates (administrative staff, alumni, students, teaching staff and Lieutenant-Governor-in-Council appointees) should be preserved. A core belief articulated by the Task Force was that the essential role of governance is to provide guidance on the University's long-term strategic directions and to provide active oversight of the University's management and that its role is not to duplicate that of the University's administration. Among many principles of good governance, the University's model needed to be compatible with the University's mission and it needed to be multi-dimensional, given the various and complex characteristics of the University. Following from this, a key outcome of the first phase was the conclusion that the University's governance must address the complexity of decision-making and improve governance oversight of all three campuses.

2. Task Force on Governance, Phase Two

During the second phase, the Task Force focused on determining solutions to concerns identified previously, along with other enhancements to governance. Among the recommendations emerging from phase two of the Task Force on Governance, one spoke explicitly to the creation of governance bodies, as part of the Governing Council structure, related to matters specific to the UTM and UTSC campuses: The Task Force recommended "the establishment of campus affairs committees for each of the three campuses to focus on campus, staff and student life matters specific to those campuses" (Recommendation 20).

The Task Force completed its Report on June 22, 2010. Following a full discussion, and addresses by representatives of two of the four Representative Student Committees,[**] the Report was approved in principle, and an Implementation Committee was established by the Governing Council on October 28, 2010.[8] The mandate of the Implementation Committee

[**] The Representative Student Committees are the Students' Administrative Council (operating as the University of Toronto Students Union, UTSU), the Association of Part-time Undergraduate Students (APUS), the Graduate Students' Union (GSU), and the Scarborough Campus Students' Union (SCSU). For the purposes of the Review, the Erindale College Student Union (operating as the University of Toronto Mississauga Students' Union, UTMSU) is treated as if it is a Representative Student Committee.

included oversight and coordination of the implementation of a number of the Task Force's recommendations, including the recommendation for the establishment of campus affairs committees as outlined above.

3. Working Group on Tri-Campus Matters

The Implementation Committee formed an *ad hoc* Working Group on Tri-Campus Matters which was charged with exploring in detail the manner in which Recommendation 20[††] could be realized. The Working Group advanced the idea that the structures and processes developed for the UTM and UTSC campuses should be expected to enhance campus-based decision-making and ensure accountability with respect to that responsibility. It also emphasized that, in future, the governance structure should also be responsive or easily adapted to changes to the institution's administrative organization.

Independently, governance review committees were established at UTM and UTSC, which provided significant and essential input to the Working Group in the formulation of its recommendations.

Ultimately, the proposed structure included a Campus Council and three Standing Committees on each campus: an Academic Affairs Committee; a Campus Affairs Committee; and a formal agenda setting body for each Campus Council (which, with expanded membership, would also serve as a Nominating Committee), the Agenda Committee.

The Working Group consulted widely, and especially within the UTM and UTSC campus communities, with respect to the mandates and design of the governance bodies that would have responsibilities in respect of these two campuses. A summary of the consultation activities and the outcome of these are summarized in the documentation provided to members of the Governing Council on for its meeting held on June 25, 2012.[9] This memorandum which also summarized the proposed Terms of Reference of the Campus Councils (revised as a result of the consultation process) included the following:

> "As with any change process, implementation will highlight the need to refine and re-calibrate – and sometimes re-think – particular elements of a new model or process. Given the scope and importance of the proposed approach, the introduction of Campus Councils will merit a careful review. In this context, we would recommend that there be a review undertaken by the Governing Council after the first full year of operation."

At this meeting, the Governing Council approved the Terms of Reference of the Campus Councils and Standing Committees, a requirement that quorum provisions be reconsidered, and the following:

[††] Note: The Implementation Committee concluded that with respect to the St. George Campus, the campus-specific duties should be included in the Terms of Reference of the University Affairs Board along with the University-wide responsibilities for policy and oversight it would continue to have as recommended by the Task Force.

THAT, following the first year of operation, the Governing Council conduct a review of the new model to determine its effectiveness and any changes that might be necessary.[10]

4. Further Consultation and Changes to Membership and Quorum Provisions

In the period between June and December, 2012, further consultation took place with respect to the quorum and membership provisions for the UTM and UTSC-related bodies. This series of consultation activities is summarized in the documentation provided to the Governing Council for its meeting held on December 13, 2012 as well as in the minutes for that meeting.[11]

The Governing Council was addressed by representatives of several of Representative Student Committees, and a member of the teaching staff. The Governing Council considered and approved changes to quorum and membership provisions.

The Campus Councils and their Standing Committees came into effect on July 1, 2013, and each of the bodies held their first meetings in the fall of 2013.

Appendix C

Identification, Recruitment, Election and Selection of Members of the Campus Councils

With procedures consistent with the principles underlying Recommendations 5 through 10 of the Task Force on Governance, the identification, election and selection of members of the Campus Councils follows a process similar to, or adapted from, those established elsewhere in governance.

Members of the Governing Council, regardless of estate, are appointed by the Governing Council. The Chairs and Vice-Chairs of the UTM and UTSC Campus Councils are elected annually from among the Governors appointed to the respective Councils. Non-Governing Council student members are elected annually for one-year terms and may be re-elected.[‡‡] Non-Governor teaching staff and administrative staff members are elected for three-year terms and may also be re-elected.[‡]

Following a broad call for applications, alumni and individuals from the broader community with close relationships to UTM or UTSC are nominated or put their names forward to become members for the eight positions available on the Campus Councils, and the two positions available on the CACs. Using the principles established by the Task Force on Governance, the Nominating Committees take into account the knowledge, skills, and experience of each applicant. Efforts are made to ensure diverse representation from campus communities, the broader communities, as well as from among key stakeholder groups, so that the governance bodies may benefit from the varied views of community and alumni members. The Nominating Committees also consider involvement in, and contributions to, the campus communities; and experience in governance, especially in not-for-profit or public sector organizations.

[‡‡] Non-Governing Council members may serve for a maximum of nine consecutive years.

Appendix D

The Requirement for a Review

The memorandum summarizing the proposed Terms of Reference of the Campus Councils and their Standing Committees presented to the Governing Council on June 25, 2012 included the following recommendation:

> "As with any change process, implementation will highlight the need to refine and re-calibrate – and sometimes re-think – particular elements of a new model or process. Given the scope and importance of the proposed approach, the introduction of Campus Councils will merit a careful review. In this context, we would recommend that there a review be undertaken by the Governing Council after the first full year of operation."[12]

Accordingly, the resolution approving the Terms of Reference included the following provision:

> "THAT, following the first year of operation, the Governing Council conduct a review of the new model to determine its effectiveness and any changes that might be necessary."[1]

During the course of the first year of operation, the Secretariat has compiled a short list of issues identified by Chairs, Vice-Chairs, and members of various bodies, Assessors and other members of the Administration, as well as issues recognized within the Secretariat itself.

Matters of substance which require careful analysis and consideration are reflected in the proposed Terms of Reference for a Review Committee. These include the primary mandate of the review (i.e., determining the efficacy of the model), issues related to the Terms of Reference of the Standing Committees, and issues related to orientation and on-going education.

Other issues are simply operational and will be addressed within the Secretariat during the summer of 2014, or as soon as practical. These issues include, but are not limited to, expansion of the Calendar of Business system/database; the workflow of proposals which enter governance at UTM or UTSC with governance paths leading to the Boards, the Executive Committee, and the Governing Council; and other workflow processes.

As a review conducted by the Governing Council, the Committee is proposed to comprise Governors and members of the Campus Councils and their Standing Committees, and will be supported by the Secretariat. However, the Committee may, and it is proposed to, actively seek the advice and input of members of the University of Toronto community, including various associations, the Representative Student Committees[§§] and Student Societies, and relevant members of the Administration.

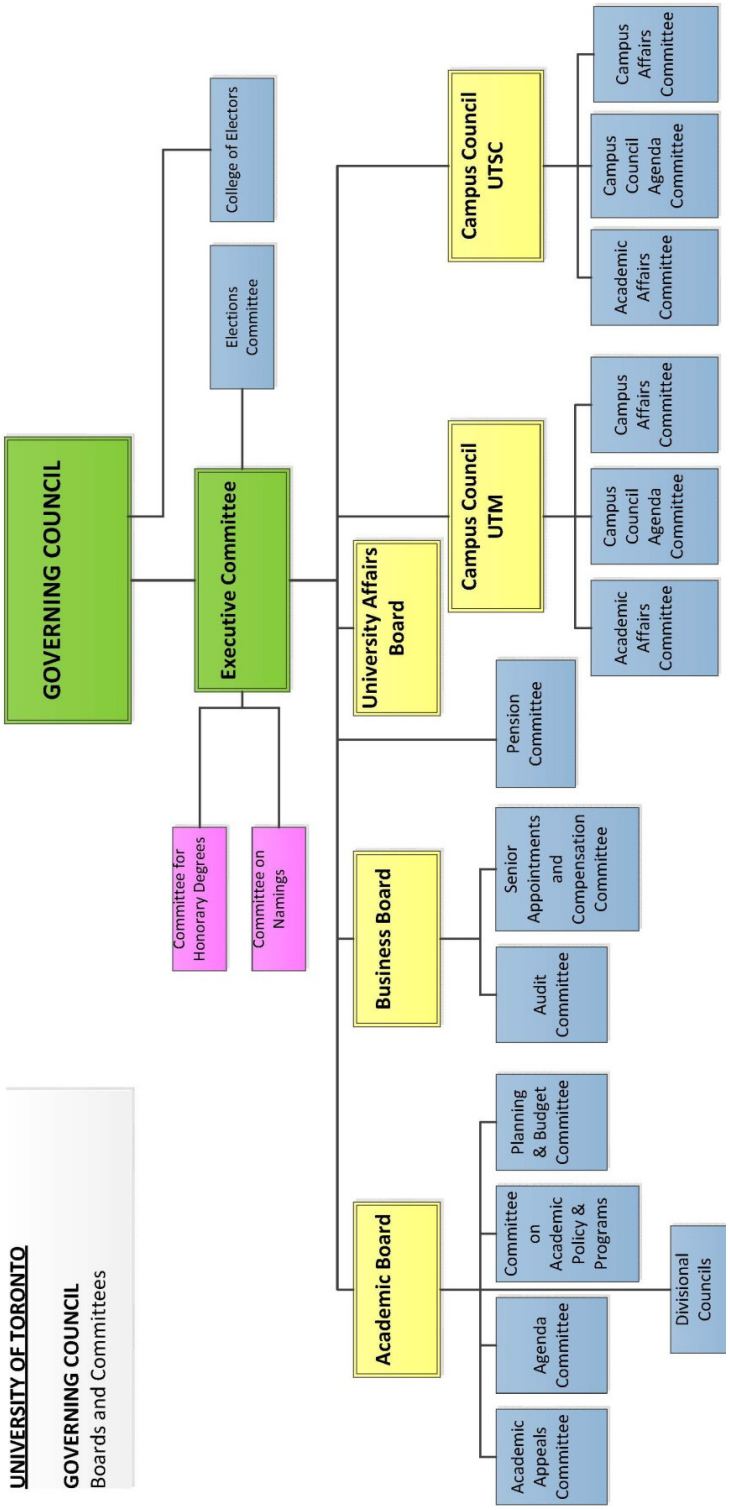
[§§] These are the Students' Administrative Council (operating as the University of Toronto Students Union, UTSU), the Association of Part-time Undergraduate Students (APUS), the Graduate Students' Union (GSU), and the Scarborough Campus Students' Union (SCSU). For the purposes of the Review, the Erindale College Student Union (operating as the University of Toronto Mississauga Students' Union, UTMSU) will be treated as if it is a Representative Student Committee.

It is suggested that a broad (tri-campus) call for submissions would be distributed, with targeted communications for members of the UTM and UTSC communities, including the relevant associations and student societies. It is also suggested that the Committee consider in-person consultations.

In addition, other information would be provided in order to assist the proposed Committee in its work (including, but not limited to: feedback provided by members through orientation and year-end surveys; lists of matters considered and the decisions therefor as well as those presented for information; attendance data; and other relevant information).

Appendix E

Organizational Chart of the Governing Council



Endnotes

[1] http://uoft.me/GC2012Jun25
[2] http://www.vpacademic.utoronto.ca/Quality_Assurance/UTQAP.htm
[3] http://uoft.me/ReportTaskForce
[4] http://uoft.me/utmcctor
[5] http://uoft.me/utsccctor
[6] http://www.towards2030.utoronto.ca
[7] http://www.towards2030.utoronto.ca/gov-terms_of_ref.html
[8] http://uoft.me/GC2010Oct28
[9] http://uoft.me/CCsProposedQuorum
[10] http://uoft.me/GC2012Jun25
[11] http://uoft.me/GC2012Dec13
[12] http://uoft.me/CCsProposedTOR