

**MEMORANDUM OF UNDERSTANDING RELATING TO THE ROLE OF
THE COLLEGES IN THE FACULTY OF ARTS AND SCIENCE,
UNIVERSITY OF TORONTO**

LETTER OF TRANSMITTAL

To the Board of Regents of Victoria College, the Corporation of Trinity College, the Collegium of St. Michael's College and the Governing Council of the University of Toronto.

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D. R. Campbell,
Principal, Scarborough College

E. A. Robinson

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Dean, Erindale College

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P. Russell,
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Vice-President: Institutional
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J. Kelly,
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A. R. Waugh

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for Principal,
Woodsworth College

J. R. Evans

J. R. Evans
President, University of Toronto

Attached is a Memorandum of Understanding relating to the role of the Colleges in the Faculty of Arts and Science, University of Toronto.

This paper has purposely been drawn up as a Memorandum of Understanding between persons desiring to achieve certain objectives which they hold in common and which are explicitly stated. The signers are aware that many legal questions that might arise are unresolved by this memorandum, and that fundamental changes in the terms of our University Federation which dates from 1887, in the degree of autonomy to be exercised by the parties to the Federation, and in the contractual relationships of each of the parties with its own employees which are affected by the other changes already mentioned, will ultimately need to be embodied in legislative amendments to the Acts under which the parties operate, as well as being reflected in the internal legislation of the Faculty of Arts and Science. The signers are nevertheless agreed that it would be premature to codify such changes at the present time. The agreement we believe we have reached has been sought in vain for many decades; it involves very complex issues and sharing resources in times of increasing financial stringency. It is an effort of persons of good will to try a new way of working together towards shared objectives. Until there has been considerable experience with the proposed arrangements, we believe it unnecessary, and unwise, to propose changes in legislation. We recognize that these proposals may well need to be reviewed and altered, and there is provision in this document for such review.

All four of the objectives of this Understanding are related to a major revitalization of the academic role of the Colleges. The benefits will accrue not only to the Colleges but also to the Faculty of Arts and Science: closer cooperation between departments, more curriculum flexibility and innovation, easier and more effective counselling, fuller integration of part-time students into university life, a greater sense of identity among students, and a more vital staff-student relationship. In order to achieve these results, a balance must be struck between the greatly decentralized responsibilities that must fall upon the Colleges to create and maintain a strong academic environment related to the changing areas of academic emphasis and student need, and the centralizing of deployment of teaching strength so as to use our resources more effectively across the whole University. This proposal appears to be the most acceptable mechanism to achieve that balance.

April 15th, 1974

**MEMORANDUM OF UNDERSTANDING RELATING TO THE ROLE OF
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UNIVERSITY OF TORONTO**

Preamble:

Discussions have been taking place in a group that has generally consisted of the following: President J.R. Evans, Principal D.R. Campbell, President G. French, Dean R.A. Greene, Principal A.C.H. Hallett, Provost G. Ignatieff, Principal D.G. Ivey, President J. Kelly, Dean E.A. Robinson, Principal J.M. Robson, Professor W.S. Rogers, Principal P. Russell, Dean A.E. Safarian, and Mr. J.H. Sword. The following report is endorsed by all the group for presentation to the governing bodies of the University and of the Federated Colleges. * In this memorandum the term "College" refers to the seven colleges of the St. George campus and to Erindale College, unless otherwise specified. Because of its parallel relationship to the Faculty of Arts and Science, Scarborough College occupies a different position from the other eight colleges and the document does not apply to Scarborough College. The Faculty of Arts and Science, Scarborough College, Erindale College and University College have been engaged in a cooperative approach to the use of resources for some time.

I – OBJECTIVES

I.1 To make it possible for most students in the Faculty of Arts and Science to spend the larger part of at least their early years, and as far as possible of all their years, in courses and programmes taught in the College in which they have registered. This will help to overcome the problem of anonymity of students in large, amorphous classes, and to unite teachers and students in a more imaginative and co-operative relationship in learning.

I.2 To foster in the Colleges the development of distinctive approaches to educational programmes and teaching within the Faculty of Arts and Science, for example through the selection of particular academic emphases and appropriate pedagogic approaches, the development of theme programmes, and the facilitation of independent study.

I.3 More specifically, to broaden the scope of college programming to include teaching in subjects corresponding to student needs and preferences, including the humanities and the social, physical and life sciences, as may be agreed between the Colleges and the University.

I.4 Each College to engage in broader academic counselling; to facilitate informal interaction between its students and professors; to arrange with University department chairmen for college sections of populous courses where these are desirable and feasible, having in mind the expressed course choices of its students; to develop proposals for programmes consonant with the academic emphasis of the College and the needs of its students and to present such proposals to the Faculty of Arts and Science and the Collegiate Board:

II – MECHANISMS

II.1 University Departments in the Present College Subjects

II.1(a) There shall be a University Department for each of the present college subjects.** Initially, the staff of the University Department will include all members of the present College Departments. Members of college staffs will have the option of continuing to hold their college appointments as

* For the purposes of this document, "Federated Colleges" refers to the colleges of the Federated Universities teaching in the Faculty of Arts and Science, namely, Victoria College, Trinity College and St. Michael's College.

** Classics, English, French, German, Near Eastern Studies, Philosophy, Religious Studies

well. The University Department will be a functioning unit, not a single physical location for all members of the Department; it is not the intention to uproot existing members of staff. Every effort will be made to prevent dispersal of members of the same Department who choose to leave their College. The deployment of personnel to cover the teaching of part-time, graduate, and professional faculty students, in addition to regular students in the Faculty of Arts and Science, will be effected by the chairman of the new University Department. In making teaching assignments, he will consider the full complement of teaching personnel in the Department in consultation with his advisory senior committee and the individuals concerned, so that individuals' preferences will be respected to the greatest possible extent. (The systematic pooling and coverage by the University Department of all the various teaching commitments – undergraduate, graduate, part-time and professional – will be a source of security to members of staff by cushioning the effects of fluctuations in student demands; this will be of particular value in Departments where full-time student enrolment on the St. George Campus is declining.) The academic rank of existing members of College Departments, their possession of tenure, and their eligibility to be considered for tenure, will be fully respected by the University Department. The procedures being defined by the University regarding future consideration for promotion and tenure will apply to future appointees, including the stipulation that when anyone who has contributed substantially to a college programme is being considered for tenure, his College shall be represented on the tenure committee.

II.1(b) The administration of the new University Departments in existing college subjects shall follow the general pattern described in the Haist regulations (pp. 3–5), except for an initial difference from the Haist regulations in the appointment of the Chairman. During a transitional period of three years, the Search Committee for the Chairman will have representation from the Department which includes two staff members from the Federated Colleges and two from the Constituent Colleges (including Scarborough and Erindale), and one of the two members representing cognate Departments will be from a Federated College; but no College will have more than one representative. (In the case of Near Eastern Studies, which exists in only two colleges, the Collegiate Board shall determine the composition of the initial Search Committee.) A Search Committee might well include the present Chairman of the Graduate Department unless he is a candidate for the chairmanship. The composition of each Search Committee will be determined in consultation with the Collegiate Board.

II.1(c) The Chairman shall be free to choose an Associate Chairman for Undergraduate Studies and an Associate Chairman for Graduate Studies. In the interest of continuity it would be desirable, in the first instance, for the latter to be the present Chairman of the Graduate Department if he has not been made Chairman of the Department. It would also be desirable for both Associate Chairmen to be endorsed by a general meeting of the Department.

II.1(d) The Chairman shall be advised by a senior committee which will function in accordance with the Haist regulations. This committee should be a group of limited size, the composition of which should be determined by the members of the Department. This committee must be consulted by the Chairman on appointments, promotions, and the general development of the Department.

II.1(e) A committee structure, suitable to the size and best interests of the Department, shall be worked out by the Chairman in consultation with the members of the Department, and presented to a general meeting for discussion and approval.

II.2 Appointments

II.2(a) Every appointment or cross-appointment in any subject that is made to any College staff must have the approval of that College, and, in the case of the Federated Colleges, of its governing body, so that faculty so appointed are, in fact, jointly appointed. The terms "jointly appointed" and "joint appointment" throughout this Memorandum refer to such mutual approval of the appointment and

do not refer to the staff member's employment contract. The employment contracts of the existing College staff (unless the staff member opts for a University contract) will remain with the College; the employment contracts of persons appointed in future to the University Departments will be made with the University except as provided in II.2(c) hereunder. This distinction between appointments and employment contracts is essential because while the site of appointments may shift with time, employment contracts should not. From the point of view of the individual staff member, his legal rights to pension and other benefits must not be jeopardized as might conceivably happen if the desired flexibility in the new arrangements meant a shifting of individuals back and forth from one payroll and benefit scheme to another. The distinction between appointments and employment contracts is advantageous to the College since it should be free to change the nature of its programme over the years without the constraint of an abiding fiscal responsibility to one group of faculty members. Both the individual and the College should be able to agree to part company after a fair trial without loss to either. It remains to be demonstrated whether members of staff appointed by, but not employed by, a College will develop and maintain the same loyalty and commitment that the existing College staff display, so that the stated objectives of this Memorandum providing for a more vital and distinctive academic role for the Colleges will be realized. Over the next five years there will be the opportunity to test this concept, and this should form an important part of the review and evaluation which is to take place by 1979.

II.2(b) Any College may propose to any Department Chairman persons whom it recommends for joint University/College appointments.

II.2(c) Any Federated College shall retain the right to make appointments to its own staff from its own resources with no recourse to funds that reach it through the University. Such appointments must, however, have the approval of the appropriate university authorities if the teaching done by persons so appointed is to have academic recognition by the University.

II.2(d) When a Department in one of the present college subjects, or in any subject being taught in the Colleges, makes a successful case to the Dean of Arts and Science for a new appointment or a replacement, the fact shall be made known to the Colleges, and where there is a match between college programme needs and the Department's priorities, the College shall have an opportunity to participate with the Department in the recruitment and selection process.

II.2(e) All new appointments to a new University Department in one of the present college subjects shall be recommended to the Dean by the Chairman after consultation with his Associate Chairmen and senior committee. If the staff member is to teach in a College, the appointment will be a joint appointment, i.e.: to the University Department and to the College. Such joint appointments shall be made with the agreement of the individual, the Department and the College.

II.2(f) Discussion of appointments in any subject related to a College's programme could be initiated either within the Department or in the College; possibly the College Programme Director, being cognizant of the distinctive emphasis being developed, should be the person to make any suggestion to the Chairman of the Department. Prospective appointments should be foreseen as far in advance as possible.

II.2(g) As in the case of appointments, decisions regarding promotions, merit salary increases, etc., for those individuals appointed to both a University Department and a College (including the existing College staff) shall be recommended by the Chairman of the Department after a joint review by the Chairman and the College Head.

II.3 Cross-appointments

II.3(a) Negotiations for cross-appointments to the Colleges should begin with discussion and recommendation in the individual College, followed by joint discussions of College proposals in the on-going meetings of Programme Directors with the Dean of Arts and Science; there will then be

arrangements made with Department Chairmen, and confirmation by the appropriate University and College authorities. It is important for the Dean and the College Programme Directors to sort out the proposals first; otherwise the Department Chairmen might be faced with uncoordinated requests.

II.3(b) Cross-appointments might take a variety of forms, ranging from those involving substantial or possibly full-time commitment to those where only a minor teaching commitment to the College programme is entailed. Cross-appointees of the former kind should enjoy the full rights of College membership such as are normally granted by the College to members of its teaching staff, including membership on the College Council and so far as possible office space in the College.

II.3(c) A high degree of responsibility and co-operation will be required from college and departmental authorities in order to evolve, and to staff, increased and varied teaching within the Colleges. The Dean of Arts and Science will play a central role in establishing the initial links and insuring co-operation. Both College and departmental authorities should make use of the Dean's office for advice and direction. When the needs of an individual College and the desires of a Department with respect to staffing college programmes are not complementary, the Dean should provide mediation, along with the Collegiate Board as described in III.3(7) below. The Dean's office will require and should gather new kinds of statistical data on which to base decisions regarding support or rejection of various proposals. Staffing agreements will be made between Colleges and Departments, usually for a specific limited period. These agreements may not be abrogated without the consent of both the Department and the College involved.

II.3(d) Members of University Departments who make contributions to a college programme have a right to expect that these contributions will be recognized, along with regular participation in departmental activities, when career decisions are made. Information regarding the nature and quality of an individual's contribution to both college and regular department programmes shall be gathered together by the Chairman of his Department and the appropriate college administrator. This information will be reflected in recommendations and decisions regarding merit increases in salary, promotion, tenure, and leaves.

II.3(e) The assurances that the Colleges will have regarding the staffing of college programmes and the commitment to Colleges of staff appointed from other Departments will be found in the nature of the staffing negotiations, the roles of the Dean of Arts and Science and the Collegiate Board, and the formal agreements between Colleges and Departments. Those agreements will reflect the needs of the Colleges and the availability of staff in Departments. Appointments will be made on the basis of a percentage of an individual's time, reflecting the teaching, counselling, and committee responsibilities which might be part of the College appointment. When agreement has been reached between the College and the Department, the percentage of salary reflecting the college commitment will become a "college item" in the departmental budget to be set out in such a way that the Department's involvement in, and contribution to, the College programme is clearly visible and redounds to the credit of that Department. As described in Section IV below, a sum representing that commitment will be transferred by the University to each Federated College, earmarked for payment to that Department. Like the appointment itself, the sum cannot be altered without department and college approval. As noted above, input regarding merit salary increases should reflect this dual commitment.

II.4 College Programming

II.4(a) The changes outlined above will require reconsideration of the role of the College Councils. In order for a College to plan and implement new academic programmes which reflect its special strengths and goals, without detriment to the maintenance of strong programmes in such single disciplines as continue to be taught in the College, the College Council should become the basic programming policy unit in the College.

II.4(b) The college programme is the sum of courses taught by faculty appointed (or cross-appointed) to a College. Assessment and planning of college programmes and their co-ordination with the programmes of Departments in single disciplines might well be carried out in a college Programme Committee consisting of representatives of the academic areas in which the College is developing its programmes. The membership would thus reflect both the programmes now in being and those that the College proposes to develop. Proposals from this Committee would be taken to the College Council by the Programme Director for approval, before they are submitted to individual Departments and the Faculty of Arts and Science through the appropriate Faculty committee. Consultation of the Programme Directors and the Dean of Arts and Science would take place as noted in II.4(c) below.

II.4(c) While the Collegiate Board will serve a monitoring function, as described below, to assure adherence to agreed principles and to provide a review mechanism, College Programme Directors will continue to meet regularly with the Dean of Arts and Science. This group, consisting of all the College Programme Directors, will insure liaison among Colleges and should attempt to avoid unproductive duplication and competition. It should also generate the co-operation and co-ordination needed before negotiations with any University Department are initiated by an individual College Programme Director. This group shall keep the Collegiate Board and the Faculty of Arts and Science informed of its deliberations, and look to the Board for mediation when necessary.

II.4(d) Besides the matters related to undergraduate teaching, there will be involvement of the Dean of Graduate Studies in the area of graduate teaching, since all the members of a Department must share the entire teaching load of the Department including, where applicable, graduate teaching and supervision.

III – COLLEGIATE BOARD

III.1 It has been agreed that, in order to undertake the planning and development of policy to further the objectives listed in Section I, there shall be a Collegiate Board initially composed of the Heads of all Colleges, the Deans of Arts and Science and of Graduate Studies, and the Vice-President, Institutional Relations and Planning. (Basically this is a continuation of the group that has been meeting with the President of the University to formulate this agreement, and it is deemed necessary for this group to continue to meet during 1974–75 in order to facilitate the transition to the new arrangements.)

III.2 During that period there shall be discussions among all the groups concerned about the eventual composition of the Collegiate Board. Although it will not be a policy-making or decision-making body, its over-view of the College system and individual Colleges' plans and its monitoring and evaluative functions will endow it with considerable influence. The question of representation, not only of the Colleges but also of the various estates within the University community, will need wide and careful consideration. The advisability of faculty and student representation has already been raised, and a case could certainly be made for alumni representation; but with eight colleges involved, the dangers of elephantiasis must be borne in mind. These discussions about the eventual composition of the Collegiate Board shall be initiated at the earliest time after this agreement is accepted when the community is fully represented on campus.

III.3 Terms of Reference

1. To act as liaison with the individual College Councils (and, in the case of the Federated Colleges, the respective governing bodies), especially during the initial transitional period.
2. As the first concrete task, to invite the Colleges to formulate their objectives five years hence in

terms of projections of (a) programme areas, (b) staff appointments and (c) students. The proposals from the Colleges will be reviewed by the Collegiate Board, and its recommendations will be referred to the College Councils and other appropriate bodies in the Colleges and the University for action.

3. To review and co-ordinate the immediate plans of the individual Colleges, in order to minimize unnecessary duplication and further the objectives of this Understanding. These plans should include a projection of student enrolments and course preferences, a projection of the teaching activity to be conducted by the staff of each College, and a projection of the teaching services to be sought from specified University Departments. (In developing these plans, College Councils should provide for student as well as faculty participation on Programme Committees, so that the College plans submitted to the Collegiate Board should reflect student preferences and opinions relating to the teaching activity of the College (in terms of both courses and tutorial sections), in addition to the type of cross-appointments and appointments to be sought.)

4. In succeeding years, to monitor the implementation of plans, and to evaluate annually the success of individual Colleges in meeting their objectives and the progress being made towards attaining the objectives of this agreement. The Collegiate Board should make their comments on the College plans, which would then be reconsidered by the College Council to take into account the reaction of the Collegiate Board, before recommending their approval, where appropriate, to the governing bodies of the Colleges.

5. To receive and consider appeals from any College that believes it is being unfairly treated in terms of cooperation from Departments (new or old), distribution of faculty appointments, or other matters which might prejudice its approved plans, and to make recommendations to the appropriate bodies, both academic and fiscal.

6. Within the terms of Faculty policy, to monitor the Colleges' practices on admission and transfer of students to ensure compatibility with the objectives of this agreement.

7. For the three-year transitional period, to approve the composition of the search committees for chairmen of the new University departments in the present College subjects.

8. To make representations to the Dean about any search committees for chairmen in subjects where substantial college teaching is involved.

IV – FINANCIAL ARRANGEMENTS

Principles

IV.1 The financial arrangements between the University and the Federated Colleges (excluding Faculties of Divinity and Theology) should be consistent to the maximum possible extent with the following principles:

1. They must further the educational objectives listed in Section I of this Memorandum.
2. They must recognize the Federated Colleges' right to allocate their own (non-formula) funds, manage their own physical plant, choose the nature of their academic programme, and make appointments of staff as described in II.2 and II.3 above by joint decision with the University, subject to agreement with Departments and the Collegiate Board.
3. They must recognize the University's right to ensure economy in the use of resources, particularly academic personnel, and, if possible, incorporate incentives to achieve this end.
4. They must not foster competition for students.
5. They must not detract from control of academic standards by the Faculty of Arts and Science or the School of Graduate Studies.
6. They must guarantee the continuing employment of existing College teaching staff on the same basis as faculty in the rest of the University.
7. They must relate to the present financial situation as a starting-point.

8. They must be administratively feasible.
9. They must not produce unforeseen and substantial perturbations in the income of any Federated College.
10. They must include incentives to shift resources so as to respond to changing needs and commitments.

General Approach

IV.2(a) The transfer of funds to the Federated Colleges – like the determination of budget allocations to the Constituent Colleges – should ultimately be based upon defined need, and should relate to each of the instructional programmes of the Colleges. The need can be defined only by the careful co-ordination of programmes across the Faculty of Arts and Science and their matching with available resources. This in turn can only be achieved by careful planning at the Departmental, College and Faculty levels.

IV.2(b) It is accepted that planning will have to start from the existing base. Therefore the planning exercise will involve: (1) the formulation of College objectives in quantitative as well as qualitative terms by all Colleges, federated and constituent, and their scrutiny and reconciliation by the Collegiate Board; (2) the evaluation and review of policies at the departmental level, including both new and old departments; (3) the review and acceptance of academic implications of the plans by the Faculty of Arts and Science; and (4) the review of the financial implications by the Budget Committee. Existing situations must be examined in detail and compared to norms that can be calculated for the Faculty as a whole. It will then be a matter of qualitative judgment to decide to what extent any discipline involves special circumstances justifying a variation from the norm.

IV.2(c) In accordance with the principles listed above, Federated College expenditures in the sense of “operating costs” and “instructional costs” should be eligible to be considered for support if (i) the services rendered by the College meet the priorities of the University; (ii) the performance of the College’s functions meets the University’s standards; and (iii) the functions would be approved for financial support, were they to be carried out by other divisions of the University. It follows that present and future support from the University should apply to both “operating” and “instructional” expenditures, insofar as they represent services to the Faculty of Arts and Science through the programmes of the respective Colleges, approved by the Dean and Faculty and monitored by the Collegiate Board.

IV.2(d) Pending the working out of the normative measurements to serve as parameters for the funding of College finances (federated and constituent) on comparable standards, the financial arrangements between the University and the Federated Colleges will have to go through two periods of adjustment, in conformity with the above principles: (i) interim financing for 1974–75, and (ii) transitional financial arrangement.

Interim Financing, 1974–75

IV.3 During 1974–75 the financing of the Federated Colleges will be based upon a “double slip-year”, that is, using the 1972–73 figures of FTE students taught and incremental factors reflecting the increased BIU value and the net addition to the government grant resulting from “full” grants for Arts and Science students in the church-related colleges.

Transitional Financial Arrangement

IV.4 In 1975–76 and thereafter, each Federated College will receive:

1. A sum equivalent to the total of the academic salaries of the full-time teaching staff, of the rank of Lecturer and up, in the existing College subjects; in respect of this payment, the College will

- guarantee the continued employment of those members of the College staff who continue to be employed by the College after this agreement comes into effect as provided in IV.1, 6 above.
2. During 1975-76, 1976-77 and 1977-78, payments to accomplish the equalization of average salaries of its staff teaching in the existing College subjects with the average of those teaching in comparable "University subjects", which payments would be earmarked for that purpose; this process is to be completed within three years.
 3. An earmarked grant representing the agreed College teaching to be done by University Department members in the College, following negotiation between the College and the Department as provided in II.3(e) above.
 4. A block grant, related to the agreed-upon student registration in each College, to be calculated annually on a basis that reflects the change in the amount of teaching done in the College and the teaching methods employed; the expenditure of such block grant would be wholly in the discretion of the College, save that none could be used to supplement the full-time academic salary payments provided for in (1) and (2) above.

IV.5 The University will receive all government grants and the Colleges will receive the tuition fees; the final settlement will take into account both sources of income.

IV.6 Each Federated College will have the option of moving from the transitional financial arrangement to an arrangement based on programmatic costing if the planning and monitoring mechanisms of the University and the College are sufficiently well established, and the College's programme and financial planning sufficiently advanced, in the opinion of the Collegiate Board, for such a move to be justified.

V - REVIEW

V. The Collegiate Board will make a formal review of this Understanding no later than July 1st, 1979.

April 15th, 1974,
rev. May 10th, 1974