

I. EXECUTIVE SUMMARY

The President and Board of Governors asked our Commission to examine the current state of inter-campus relations, with particular reference to finance, centrally provided services and governance matters. We were specifically directed to make our recommendations "within the guiding principle of one university with two campuses."

Our full terms of reference are contained in Appendix A of our report. In carrying out our work we requested and received a great deal of statistical information and background documentation from offices throughout the University. We also benefitted from meeting to discuss specific questions with a total of 91 individuals from both inside and outside the University (Appendix J) and received no fewer than 35 written submissions and comments from the people we met with and others (Appendix K).

Background: UNB's roots extend back to its 1785 beginnings in Fredericton but in 1964 it became a two-campus university when it began to offer full-time university education in Saint John. This came about not as an initiative of UNB but as a result of a public policy decision by the provincial government in response to the report of the Deutsch Royal Commission in 1962. Over the past 44 years, inter-campus relations have undergone many changes as UNB Saint John moved from being essentially a junior college to become a smaller version of UNB Fredericton, offering a more limited range of undergraduate, professional and graduate programs but with the same mission statement as the larger campus. Initially tightly controlled centrally, with its programs, faculty and staff integrated into the departments and faculties of the Fredericton campus, UNBSJ gradually gained increasing campus autonomy over academic and administrative matters during its first two decades. By 1984 its Vice President reported directly to the President, its government funding was apportioned by the University in much the same way as the University received its single grant for both campuses and it presented a separate budget to the Board. In addition, the Saint John campus, along with the Fredericton campus, was granted its own separate Senate which replaced the one University-wide Senate in which it had only limited membership.

Through these changes the Saint John campus became essentially a university within the University, smaller but organizationally on a par with the Fredericton campus – the other university within the University. Under the direction of the President and with the involvement of the appropriate Senate and the necessary final approval of all matters by the University Board of Governors, each campus has operated fairly autonomously in planning and administering its own affairs within the confines of those resources it had available -- its share of the provincial government grant, its own tuition fee revenue, and any other sources of income which it can generate.

Some functions do remain centrally administered: legal, accounting, payroll and human resource services, student financial aid, property and liability insurance, the single collective agreement that applies to faculty and librarians on both campuses, and the operation of University-wide offices such as the President, the University Secretary, Campus Planning, Development and Alumni Affairs. Until international student recruitment was assigned to the Saint John campus as a University-wide function, all centrally administered functions were based in Fredericton

campus units. Centrally provided services, or “shared services” as they are termed, are financed by each campus from its campus budget on the basis of an agreed cost-sharing formula.

Since the mid-1990s, there has been a swing back toward centralization in the management of a number of functions: communications and marketing, government relations, graduate studies and research, computing services and library collections. Created just a few months ago, the new post of provost could well impinge upon the authority of the two campus vice-presidents though the responsibilities now assigned to the incumbent are fairly closely delineated and may only be temporary. If the position does become permanent, care will need to be given to defining the responsibilities of the office and its relationship to other senior administrators.

Financing UNB’s Two-Campus Structure: In our discussions internally and externally and in submissions we received, the financing of UNB and particularly UNBSJ was a major concern. It is clear to us that the present arrangements, modified only very slightly over the last 30 years, are not generally well understood. Since 1976 there have been separate budgets for each campus with only a very modest President’s contingency fund, created by transfers from the two campus budgets rather than taken off the top. Provincial funding for the full range of programs currently delivered by UNB on both campuses has been inadequate for many years and the share of the government’s annual operating grant in the overall income of the University has sharply declined since the 1970s. This has only been offset to some extent by sharp increases in tuition and other student fees.

Our report examines the nature of university operating funds and the role of the formula financing method used by the provincial government in providing operating grants for New Brunswick’s four publicly-financed universities. Since the government has consistently and persistently refused UNB’s request to implement separate grants for the two campuses, the report reviews in detail how the Board has internally divided the single government operating grant and the smaller non-space capital and alteration and renovation grants between the Fredericton and Saint John campuses. However fair and reasonable the policies of the Board of Governors may have been over the past 30 years in dividing government funding between the two campuses – and we have concluded that they were fair and reasonable – the inherent lack of transparency in the process makes it easy for anyone or any group to characterize the “University in Fredericton” as being “unfair” to Saint John simply because it is larger, more developed and therefore has a larger budget. Some observers have even gone so far as to suggest that if this is the way things are perceived, that perception must be the reality whatever the facts may be. The only way to provide transparency is for the government to respond positively to the repeated requests by UNB for separate grants to the two campuses. In that way, the needs of each campus can be clearly presented to government and the consequence of government funding decisions better understood.

Budget projections for the next four years, reviewed by the Board at the time it approved the budget for 2008-09, suggest that both campuses of UNB – and UNBSJ in particular - face very difficult times ahead. Moreover, there is at present considerable uncertainty about just how New Brunswick universities are to be financed in the years to come. Major changes have been outlined in the government’s “Action Plan to Transform Post-Secondary Education in New Brunswick,” but the document is short on specifics. The funds which the government has

projected to implement the Action Plan seem also to be considerably short of what is needed. Despite these uncertainties, the University needs to carry on and so we examine how to deal with the as yet unallocated funds in the 2008-09 budget on which we were asked to make a recommendation.

Shared Services: From its beginning, UNBSJ has drawn on the Fredericton campus for a variety of administrative and support services. As the campus grew in size and complexity, it made sense to download some of these services in whole or in part to the Saint John campus in order to better meet the needs of its students and faculty, and to meet its responsibilities as a corporate citizen in Saint John. Initially they were provided on a kind of “grace and favor” basis, which was never very satisfactory. It has long since become the practice for the Saint John campus to pay for the services obtained from Fredericton from its regular operating budget funds, with adjustments made as activities are devolved to Saint John or new services come into being. The consulting firm of Clarkson Gordon examined the matter of shared services in the 1980s and concluded that both campuses benefited from this arrangement, which provided each with efficiencies and cost savings. This still seems to be the case.

As universities everywhere are increasingly finding ways of working together in research and teaching, in purchasing supplies, in creating common computer services and networks, UNB’s two campuses have been finding ways of doing more together, extending the concept of shared services. The two campuses are now doing more by way of coordinating computer activities, sharing expensive library resources for teaching and research, and working together in student recruiting, communications, marketing, development and government relations. Some of these efforts are in early stages and will need to be tested to ensure the actual needs of each campus continue to be met effectively. Some seem to have come into being in unplanned, informal ways and through *ad hoc* arrangements. In fact, at the present time, neither senior management nor the Board of Governors receives a formal annual budget covering the full range of shared services now in place, and there is no regular review of how well the shared services are working, what needs to be done to improve them, and the merits of extending the sharing of services to other campus operations. It is clear to us that the University should become much more proactive and systematic in monitoring the operation of all shared services and in exploring new areas for cooperation and collaboration.

Governance Issues: We were asked to look at a variety of issues related to the governance of a two-campus university. These include the functioning and relationship of the two Senates within the University and how basic uniformity in policies can be maintained with sufficient flexibility to recognize appropriate differences in the size and programs of the two campuses. When there are differences between the views of the two Senates there is clearly a need for dispute resolution mechanisms to be in place so that the Board of Governors is not placed in the awkward position of having to choose between conflicting academic recommendations. Given the importance of inter-campus relations to the well-being of the University, we have examined how well the University is managing this extensive and complex area of UNB life. We were asked as well to examine the ease with which students can transfer within the University and from other institutions. The need for greater community involvement in matters related to the governance of the Saint John campus and the University is frequently voiced and we have considered ways in which more can be done. In the light of the government’s expressed interest in receiving five-

year strategic plans from all New Brunswick universities, we explore how important it will be for UNB to use this opportunity to develop specific mandates for its two campuses and to set new goals for each.

Concluding Comments: For better or worse, the two campuses of UNB have been joined together for the past 44 years. The relationship has had its ups and downs but on the whole it has worked reasonably well, providing benefits for both campuses. The refusal of successive governments over the years to provide separate grants for Saint John and Fredericton has occasioned frustrations and misunderstandings within the University and between the Saint John community and the University. We feel the time has come for government to deal with this fundamental financial issue and to recognize that UNBSJ has transitioned from being a junior college to a full-fledged university, comparable in educational functions and financial requirements with the other universities in New Brunswick.

Summary of Recommendations: We have summarized our eight recommendations at the end of our report. Full details and the analysis supporting our proposals are set out in the appropriate sections.

II. INTRODUCTION

The defining feature of today's UNB is that it is a *two-campus* university. Yet the daily perceptions and preoccupations – both inside and outside the University – are quite different.

UNB in Fredericton is rooted deep in the past. It came into being years before Canada became a country. It was for many decades the only university in New Brunswick receiving financial support – however scanty – from the provincial government, and was a leader nationally in pioneering such degree programs as engineering, forestry and computing science. The “Old Arts Building” and the surrounding red-brick campus on the hill is a dominant feature in the City of Fredericton, and the Fredericton campus has become one of the largest employers in the community.

The UNB campus in Saint John came much later. It is the university presence that the residents of the Province's largest city struggled to obtain 50 years ago and to maintain ever since – the one they fought so vigorously and effectively to keep this past year when it was threatened with separation from UNB and merger with the Community College to form a “polytechnic.” While it has introduced programs of its own, the Saint John campus offers traditional programs in arts, science and business like those in Fredericton and at other universities, and provides a research base through graduate programs to the Ph.D. level that is needed in greater Saint John. However, it remains much smaller – with only about 25 percent of the enrolment, fewer degree and graduate-level programs and roughly one-quarter of the budget of the older campus in Fredericton.

How to govern and manage the current two-campus university is the preoccupation of only a few – the members of the Board of Governors, the President and the senior administrators on both campuses. Many decision-making processes and services now take place at the campus level, and for most faculty, staff and students daily life is what happens on their own campus. In terms of awareness much activity on the other campus could as well be occurring in a separate university far away.

Yet the overriding reality is that the futures of the two campuses are bound together. If one gets into difficulty, the consequences spill over onto the other. If one seems to prosper more than the other, concerns about “fairness” are bound to arise.

Our Commission was established in late March of this year to look into the current state of inter-campus relations and to make recommendations “within the guiding principle of one University of New Brunswick with two campuses.” We were asked to propose:

- “1. a financial and funding model appropriate to the two-campus structure, that will support and enable financial sustainability of each campus and the University over the long term;
2. the role and financing of services provided centrally to both campuses;
3. a governance structure and functions appropriate to the two distinct but integrated campuses of UNB”

Not surprisingly the question of finance was the subject most commonly raised, directly or implicitly, in the submissions we received and the meetings we held. But the focus of our other terms of reference – joint endeavour and the sharing of services, and appropriate forms of governance for a two-campus enterprise – could well have greater long-term significance. Certainly they have been the more difficult to analyze and address.

We have been impressed, unfavorably we have to say, about the little attention paid to inter-campus relations in UNB's day-to-day operations. The last comprehensive review of inter-campus matters initiated by the University was in 1984 – a quarter-century ago. It is striking that such a key part of UNB's reality could go so long without a serious review. It has meant, for one thing, that much information on current arrangements that we thought would be available as a matter of course had to be compiled especially for us.

We hope that this report will cause the University to think about inter-campus matters more carefully – and more frequently – and to chart a clear course that will be of greater benefit to both the Saint John and Fredericton campuses in the years ahead.

Acknowledgements

We received help from many people in carrying out the work of our Commission. We are particularly grateful to the 91 individuals from inside and outside the University who provided information and met with us, some of them several times, to discuss various aspects of the current relations between the Saint John and Fredericton campuses (Appendix I). Some of them – and others – also provided us with 35 written submissions or comments (Appendix J). We benefited greatly from the knowledge, experience and perspectives they shared with us.

Others helped in various ways to compile important background information and documentation, including Stephen Strople, Sarah DeVarenne and Betty Madsen of the University Secretariat; Cathy Mahboob in the Office of the Vice-President (Finance and Corporate Services); Larry Guitard, Ernie Robinson, and Trevor Gonnason of Financial Services; and Susan Allen in the Office of the Assistant Vice President (Financial and Administrative Services). All of this was in addition to their regular duties.

We are especially indebted to Jane Marr for a wide range of administrative services and for so ably maintaining our virtual office. She organized scores of meetings, deciphered our drafts and produced this report with patience, skill and good humour. It was a pleasure to work with her.

VII. CONCLUDING COMMENTS

During the 1950s and at various times since, there have been voices in the Saint John community arguing for the creation of an independent university there. They reflect a view that being part of a single University of New Brunswick works to the disadvantage of the Saint John campus. In the absence of separate government operating grants for each campus, there is a deep-rooted suspicion that the distribution of budget resources and approval of new programs by the Board of Governors favors Fredericton. There is also a feeling that the University has unfairly lobbied, for example, to have the New Brunswick branch of the National Research Council's Institute for Information Technology located in Fredericton and not Saint John, and to discourage the initiation of a degree program in medicine in Saint John. Our Commission's review of the history of inter-campus relations has found no evidence to support the view that the responsible administrators and the members of the Board of Governors have aimed to undermine the interests of the Saint John campus. We feel it is important to confront these allegations.

We have suggested elsewhere in the report that the \$1.085 million that the Board has reserved for allocation between the campuses pending our report should be divided so as to restore the dollar yield per WFTE student to the bi-campus equivalency that existed in 1986-87. This is something the University can do in the present circumstances but we labour under no illusion that this will fix the current and on-going budget problems. Our terms of reference challenged us to recommend "a financial and funding model appropriate to the two-campus structure that will support and enable financial sustainability of each campus and the University over the long term." Such a "financial and funding model" can only be devised by the provincial government. It is for this reason that we have emphasized throughout the report the importance of the government finally agreeing to the repeated requests of UNB for separate government grants to each of its two campuses.

This is the only way that the needs of each campus can be addressed fully and fairly. For too long, successive governments have avoided recognizing that UNBSJ has become the institutional and educational equivalent of UNBF, Mount Allison, Saint Thomas and Université de Moncton.

As a result of public policy that set the future direction for all New Brunswick universities in 1963, UNBSJ was initially planned to be a two-year junior college. Its first programs, physical plant, and financing were planned on the basis of that scenario, with its future development left in the hands of UNB. Despite many start-up problems and difficulties along the way, UNB, with presumably the assent of government at each step, has done just that, developing UNBSJ into essentially a smaller version of itself.

When UNBSJ started offering four year degree programs in 1972, with approval of the University Senate and the Board, beginning the task of turning itself into a full-fledged university instead of a junior college, the government refused to provide start up costs for this major step in its development on the grounds that it was not funding program start-up costs elsewhere. But this, of course, was not the initiation of another new program at a university; it represented the transition of UNBSJ to realize the ambitions of the Saint John community for a full university presence in the city. That this step was different and was changing the fundamental status of UNBSJ was simply not considered. While UNB approved this new

direction, it could not then fund its implementation. Instead, a Saint John philanthropist provided the funds to launch the BBA program at UNBSJ until it could be absorbed into the UNB budget. Once started, momentum followed and so too did increases in enrolment, as UNBSJ added a fuller range of undergraduate programs.

Developing a separate campus of the University is not the same as adding another faculty to the same campus. The costs of fully developing and operating a two-campus university are considerable and have never been recognized by government. Many of the same services need to be provided and there are additional costs to administering two campuses instead of one. As noted elsewhere in our report, a study was done under the auspices of the Maritime Provinces Higher Education Commission in 1981 to assess what the costs then were to operate UNB's two campus structure. The study determined that the additional annual costs were approximately \$3 million, which were being paid from the University's existing resources -- the equivalent of about 8 percent of the University's total government grant for that year. Nothing was done to provide additional government support.

In the first three years of operation UNBSJ's expenses exceeded estimated costs and in 1967 the government reimbursed UNB for the over runs. Since then the government has consistently passed the buck to UNB to use the regular resources provided by government plus its tuition fee and other and its other sources of income to operate the two campuses. For the most part UNB has done the best it could, in the face of overall inadequate government funding for both campuses. For the past 20 years at least, the Board has divided its single government grant between the two campuses by applying the same method the government uses to calculate the total grant for the University. All government funding is thereby allocated to one campus or the other and each is expected to budget annually within their available resources and not incur a deficit. Unlike the government it has aimed to treat both campuses as if they were separate universities. This has meant at times that the Fredericton campus budget has had to support the Saint John campus budget even when it was experiencing real difficulty in meeting its own needs.

When the government introduced its new 75 percent flat/25 percent enrolment based formula for 1979-80, which served UNBSJ less well because its enrolment was then growing more rapidly than UNBF's, the University continued internally to use the government's former formula which was more favorable to UNBSJ and gave that campus 17 percent more funding over the succeeding six years. When in 1987 the Fredericton campus's accumulated operating budget deficit reached more than \$1 million, with no accumulated deficit in Saint John, the Board determined that henceforth the government grant would be divided by the new formula in the interest of inter-campus fairness. Even then the Board provided an additional \$100,000 from the Fredericton campus budget a year for three years to phase in the application of the government's formula.

After a great deal of negotiation the government recognized for the first time in 1989-90 that UNBSJ's enrolment had been growing rapidly and even though the combined Fredericton/Saint John enrolment total had not reached the threshold for adjustment, which had been the basis for rejecting earlier requests, it did increase the base grant to UNB by \$700,000. UNB added this

full amount to the UNBSJ base grant in its formula calculation without any payback to the Fredericton budget campus for previous transfers.

In developing the University's current 2008-09 operating budget, the Fredericton campus once again has contributed \$600,000 from its funding to the Saint John campus on a one-time basis to help offset a serious revenue shortfall. We ourselves are recommending that the \$1.085 million withheld by the Board of Governors pending receipt of our report be allocated essentially to build up a higher though still inadequate level of base funding for the Saint John campus.

It is not only operating funds that have been transferred from the Fredericton campus to Saint John over the years but capital funds as well. In 1984 the University recommended that the \$2.4 million that had been approved by the government for an addition to the Harriet Irving Library be transferred to construction of the Student Centre at UNBSJ because of a change in planning for library renovations in Fredericton. The government agreed.

For better or worse, UNBF and UNBSJ have been joined together since 1964. We can never know how things might have developed if the government had opted at the outset to create a separate university in Saint John. A completely new university would have been able, however hesitatingly at first, to shape its own identity rather than grow up in the shadow of the larger campus in Fredericton. Its role within the New Brunswick university system might well have been more clearly assigned, allowing for a different form of growth to take place. As a competitor rather than a dependent of UNB, its battles would have been of an entirely different nature. It would have been a co-equal of the other four universities in the province, able to plead for its own development needs rather than have them bundled with those of UNBF. It would have had separate government funding. It almost certainly would have offered some degree programs from the start. Planning for a new university in Saint John might well have entailed the kind of careful planning that took place at Trent University or the University of Waterloo and other new universities around the country in these years, with greater consideration given to what kind of university would be created and how the needs of the community might best be met. A new university in Saint John might have succeeded brilliantly. It might have failed spectacularly. It might have become less than it has become if its role had been too narrowly circumscribed. It might have become more than a smaller UNBF or the very small comprehensive university it has in fact become and done this faster as an independent university. We simply cannot know. For whatever reasons, gradualism rather than vision and careful planning was the way forward with its own attendant advantages and disadvantages. At the same time, UNBF might well have developed in different and more focused ways over the past four-and-a-half decades if it had not always to consider and accommodate the interests and needs of the campus in Saint John.

If the government follows through on seeking five-year strategic plans from the universities and the colleges as outlined in its Action Plan, an opportunity will be provided for UNB to examine directly with the government what specific mandates its two campuses should have for future years. These mandates need to be supported by separate government grants, finally putting an end to the long-standing practice of providing only one grant for both campuses which has led to unproductive frustration and misunderstandings, at some times between Fredericton and Saint John and at other times between the Saint John community and UNB. Appropriate deliberations between the government and UNB must not only clarify the roles and mandates of these two

educational enterprises, they need also deal with the chronic under-funding of UNB with respect to the costs of operating a two-campus university and the government's failure to properly adjust the base grant of UNBSJ as it moved from junior college to university status.

VIII. SUMMARY OF RECOMMENDATIONS

- 1) The University of New Brunswick must take whatever steps are required to achieve the implementation of separate provincial government operating grants for the Fredericton and Saint John campuses, beginning in 2009-10.

We have concluded that the University's existing internal arrangements for splitting its total provincial government operating grant between the two campuses are fair and reasonable. But no matter how the University itself divides a single grant between the campuses, there will be suspicion in some quarters that one campus or the other has been treated unfairly by the Board or the administration. The real problem is that the University does not now have adequate ongoing revenue sources to support current budget commitments. With the levels of enrolment now projected and current spending commitments, both campuses of the University face growing operating deficits ahead to at least 2012-13. The budget outlook is especially severe for the Saint John campus. These annual deficits can only be avoided if government or other revenues increase more rapidly than now projected, and/or existing spending commitments are reduced. The increase in total annual grant support for all publicly-supported universities promised in the provincial government's recent "Action Plan to Transform Post-Secondary Education in New Brunswick" will probably not be adequate for these institutions to do all they are being called upon to do. However, the Fredericton and Saint John campuses exist as expressions of long-standing public policy, and the introduction of separate government grants is critical to clarifying the provincial government's basic responsibility for determining the financial capacity of each campus to carry out the educational and service mandates assigned to it.

- 2) The University's internal use of the provincial government's operating grant formula to divide its single grant between the Fredericton and Saint John campuses has produced a different dollar amount per eligible Weighted-Full-Time-Equivalent (WFTE) student. This difference reflects the nature of the provincial formula and would have been about the same if Fredericton and Saint John had been separate universities since 1986-87. Nevertheless, and as an investment to improve inter-campus relations, we recommend that the University split the currently unallocated balance of \$1,085,000 in its unrestricted provincial government operating grant for 2008-09 as follows:

Saint John	\$ 781,000
Fredericton	<u>304,000</u>
	1,085,000

This will produce an equal amount of \$3,252 per eligible WFTE student for 2008-09, with the following total grant for each campus:

Saint John	15,728,047
Fredericton	<u>80,106,713</u>
	95,834,760

(The fiscal transfer of \$1,787,900 to compensate the Fredericton campus for services provided to St. Thomas University brings the total grant amount for Fredericton to \$81,894,613.)

This internal allocation of government grant funds for 2008-09 should serve as the base for the introduction of separate government grants for 2009-10. While this grant adjustment will improve the current budget position of the Saint John campus, there will still be a substantial gap between recurring revenue and expense that requires corrective action.

If the government does not act in time to implement separate grants for 2009-10, the University should use its existing internal formula to distribute its 2009-10 grant between the campuses, using this 2008-09 allocation as the starting point for the calculations. In this case, it is possible that some difference in yield per average WFTE could reappear for 2009-10, but that would be a consequence of the government's continued failure to act on a recommendation first made more than 30 years ago.

- 3) Cost-sharing for each University service provided to both campuses should be subject to annual review, and adjusted as service levels change and use patterns evolve. An integrated budget for these shared services should be subject to specific review and approval by the Board of Governors.
- 4) The University should develop and pursue specific and separate program mandates for the Saint John and Fredericton campuses, aiming to have them fully in place no later than the 2012-13 academic year.
- 5) The University should appoint a community liaison council, consisting of members of the Board of Governors plus the President and the Vice-President (Saint John), and an equal number of community leaders, drawn from local government, business and the not-for-profit sector, to advise on the development of the new mandate for the Saint John campus. The council should be empowered to select its own chair, as an additional non-voting member. This council should have an initial life of five years, and the Board's decision whether to extend its life should be based on the value and acceptance of its contribution by the Board and the community representatives.
- 6) The defining feature of today's UNB is that it is a **two-campus** university, yet the management of the inter-campus relationship receives little attention on a day-to-day basis. In the current environment, small problems can go unresolved until they escalate into full-blown crises which affect the University's public image and demand senior-level attention. Opportunities to exploit new cooperative ventures for mutual benefit can go unexplored because they require crossing traditional departmental boundaries and the incentive to proceed is lacking. As an immediate priority, the University should create in the President's office the senior position of Executive Assistant for Inter-campus Relations with a clear authority and responsibility to ensure the effective operation of University policies, measures and offices bearing on the operation of both campuses. One of the duties of this Executive Assistant would be to prepare an annual report on inter-

campus relations and developments, with recommendations as required, for presentation to the Fredericton and Saint John Senates and the Board of Governors.

- 7) To promote greater coordination and cooperation between the Fredericton and Saint John campuses in the development of academic policies and procedures, the University should establish a Joint Liaison Committee for the two Senates, as recommended by the Committee to Review Inter-Campus Relations (CRICR) in 1984 but not implemented at that time.
- 8) We believe that UNB should remain a two-campus institution as long – and only as long – as both campuses benefit – and are seen to benefit – from this arrangement. Although the University does not seek the eventual separation and independence of the two campuses as a positive goal, this could still take place, and in the right circumstances could be an appropriate development. It would therefore be prudent to develop a protocol to apply if and when separation happens. This protocol should specify how the assets and liabilities of the current University are to be distributed, with provision for independent arbitration of disputes which cannot be resolved by acceptable compromise. In addition, it should allow for the continued sharing of services and permit joint endeavours where there is agreement on the mutual benefits to be achieved. The prior existence of a well-thought-out protocol would inject a useful element of realism into otherwise fanciful speculations about the practical outcome of a separatist thrust, and allow any actual separation to occur on predictable and equitable terms for each campus.