



Government of Nunavut University Feasibility Study

FINAL DRAFT: Phase II Analysis

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Contents

	Page
Introduction/Context	4
Summary of Phase I Analysis	4
Phase II Introduction	6
Transition Case Studies	9
Joint Venture - Findings	16
Nunavut Arctic College Gap Analysis	31
Implications for Government of Nunavut	44
High Level Action Plan	46
Appendices	53

Introduction/Context

KPMG was engaged by the Government of Nunavut to conduct a feasibility study for the potential establishment of a university in Nunavut. We conducted a Phase I analysis outlining potential student demand, program areas, costs and fees, governance and quality assurance requirements, and a summary of global comparator models. A summary of this report is presented below. The analysis presented five strategic options that the government could pursue to progress higher education in the territory, out of which the following two options were selected by government for further research:

- Joint Venture between Nunavut Arctic College (NAC) and a university partner in Canada
- Transition of NAC into the Nunavut Arctic University College

Summary of Phase I Analysis

Phase I analyzed the following key areas:

- **How a University is defined in Canada - by Universities Canada:** Universities in Canada are granted authority to issue degrees by their respective provincial/territorial governments. In order to ensure consistent standards across the country, credible universities choose to become members of Universities Canada. Membership requires each university to have formal and comprehensive quality assurance policies. Universities Canada membership serves as de facto accreditation, thus providing a stamp of legitimacy.
- **Student Demand:** The population of Nunavut is projected to grow at 1.3% per year. The 15-24 year old age group is growing at an even lower rate. With no change in high school achievement and university participation rates over the next 10 years, FTE at NAC would reach only 192 by 2027, assuming no international or out-of territory students.

Key Universities Canada Requirements

Governance and administrative structure, including an academic senate and an independent board of governors.

An enrolment of at least 500 FTE per year

Highly qualified academic staff, e.g. holding PhD's

A proven record of scholarship, academic inquiry and research

A quality assurance framework

Access to library and other learning resources

Breadth and depth of undergraduate degree programs

Summary of Phase I (con't)

- **Potential Program Areas:** The following program areas were identified based on an assessment of labour market needs:

Bachelor of Public Administration	Healthcare	Social Work	Project Management
Education	Facilities Operations	Justice Studies	Tourism Management
Inuit Studies	Environmental Studies	Accounting and Business Admin	

- **Potential Costs and Fees:** Based on benchmark information and 500 students, it is estimated that a capital cost of \$91 to \$171 million would be required. This excludes potential costs for faculty housing and student accommodation. Operating costs would amount to \$13.1 to \$16.6 million annually. Assuming potential student fees in line with Canadian averages this could range between \$10,218 - \$12,948/ year per student but this would be dependent upon fees policy decided by government.
- **Quality Assurance:** Quality assurance in Canada is multi-layered, comprehensive, and rigorous.
 - Each Canadian university is autonomous in academic matters and determines its own quality assurance standards and procedures.
 - These quality assurance procedures are further ratified by Universities Canada, whose standards must be met in order to gain membership.
 - In every province or territory, higher education falls under a department of education or department of advanced education that undertakes its own quality assurance reviews around degree accreditation.
 - Canadian universities receive the authority to grant degrees from provincial legislation.
- **Strategic Options:** KPMG determined the following 5 strategic options : Autonomous University, Joint Venture, Satellite Campus, Arctic Confederation, Nunavut Arctic University College. The options selected for further research were: Joint Venture and Nunavut Arctic University College.

Key Findings from Global Comparator Analysis

It will be challenging to operate a quality viable university given the small numbers involved

Collaboration should be considered to achieve a robust and relevant curriculum and research activities

Any institution created should consider membership of UArctic to establish profile/brand and form strategic alliances

University of Southern Queensland a strong model to consider as a leading practice related to staffing in remote locations.

Balance in programming and curricula offerings to meet regional needs should be considered, U Lapland seen as a strong example

Balance between remote delivery and campus-based delivery is important, Tomsk State seen as a strong example

Consideration of development or participation in international student engagement activities, U of Greenland seen as a strong example

Phase II Introduction

The activity for this phase was split into three connected work streams:

Review of NAC Plans and Documents	Case Studies and Market Testing	Development of High Level Action Plan
We reviewed NAC's plans and strategies, and undertook a gap analysis in relation to the following areas: • Governance • Program Areas/Curriculum • Staffing • Quality Assurance • IT • Capital Build • Partnerships • Research • Student Support Services We performed the gap analysis for all of the above areas for both options - the college transitioning into a university, as well as the joint venture option.	We identified college transition models (Yukon College, Sheridan College), as well as similar Joint Venture models (such as Guelph-Humber), conducted desktop research on these models, and held interviews with their senior management. We summarized our findings in the Case Studies area of this report. We identified ten possible joint venture partner universities and conducted interviews with them to gauge market interest for a joint venture with NAC.	Using the information gained in the first 2 steps, we prepared a high level plan for the government to work with NAC to expand their credential offerings to degree programs by either entering into a joint venture with another university, or by developing its own programing. We also outline high level implications on policy, Department of Education resources, and issues for the Government of Nunavut.

This analysis is aimed at understanding the following:

Joint Venture Option	What changes would be required at NAC in order for a successful JV to be implemented	Level of market interest in a joint venture with NAC and factors that could make a JV successful	What would the impacts of this option be on policy, Department of Education resources, and the Government of Nunavut
Transition Option	What changes would be required at NAC in order for it to transition into a university	What can we learn from other colleges that have transitioned into universities	What would the impacts of this option be on policy, Department of Education resources, and the Government of Nunavut

This report presents the findings from all three work streams and presents our recommendations to the Government of Nunavut on how it could proceed with either options.

Definition of Preferred Options

From the list of five options determined in Phase I, the development of NAC to become a University College and a potential Joint Venture with a university were the two options chosen for further investigation by the Government of Nunavut. During the course of our study in this phase it has become evident that the actual vehicle that could be used to gain the advantages of a joint venture could equally be achieved through a partnership model. We have therefore used the expression joint venture / partnership through the report and suggest that the decision to create a separate legal entity should be made at a later date. Our working definitions are:

	Nunavut University College	Joint Venture	Partnership
Definition	NAC transitioning from a college into a university over time, by making incremental changes to its infrastructure, governance, curriculum, and program offering	"a business arrangement in which two or more parties agree to pool their resources for the purpose of accomplishing a specific task." For our purposes this would see the creation of an entity which would be jointly run by NAC and a university with both organizations providing input into planning and delivery and potentially developing brand new curriculum.	As with existing relationships NAC would work with another university to develop and deliver courses. Rather than a formal joint venture this would just see agreement being made on input from both parties. We believe that similar to a joint venture that this could be developed into a deeper relationship with a single university.
Examples	Yukon College (in progress) Sheridan College (in progress) Cape Breton University Vancouver Island University	Guelph-Humber: a joint venture between University of Guelph and Humber College	Existing relationships with Regina / Dalhousie but extended to deepen the relationship and commitment from both parties.
Potential advantages	- Autonomy and ownership held in Nunavut. - Potential to create a "new model" university similar to Vancouver Island and Thomson Rivers University.	Potential partner can provide input into: - Faculty - IT - Curriculum - Quality Assurance - Ability to meet Universities Canada criteria - Would allow for a differentiated position of the college curriculum from higher education. - Greater potential to develop "brand new" curriculum - Degrees would be quality assured by home province of partner university	Potential partner can provide input into: - Faculty - IT - Curriculum - Quality Assurance - Ability for learning to be delivered by a Universities of Canada recognized university and therefore no need to meet criteria. - Degrees would be quality assured by home province of partner university.

Definition of Preferred Options

Difference Between a Partnership and Joint Venture

As can be seen from the previous table there are a number of similarities between the potential benefits of a joint venture and those of increasing the level of partnership with a university.

The real advantages of the joint venture are likely to come from the creation of something new that is seen as being distinct from NAC's operations. This would reduce any perceptions of poor quality and also the perceived challenge of co-locating adult education, trades with higher education. Though the successful transition at universities such as Thomson Rivers and Vancouver Island demonstrates this can actually be done in such a way which would be to the advantage of future learners.

Non Exclusive

The research in phase 2 has clearly shown that there is no need to develop a position which would be exclusive of developing or maintaining partnerships with other universities regardless of the option that is undertaken. Therefore the Government and NAC do not need to make a decision that could be seen to exclude potential benefits which could be best achieved through working with additional partners as plans progress.

The interviews also suggested the potential of multiple partners being involved in a joint venture. Overall this presents the same benefits as to working with one partner but provides the additional advantages of reducing the risk to any individual partner. It could allow Nunavut to pick from specific strengths from a number of partners. However, these benefits would need to be balanced with the additional level of complexity that could be required to manage multiple stakeholders and also a reduced level of commitment to the success of the project if a potential partner university only has a limited amount of involvement.

Long Term

The Government should also reflect on the potential timeframe of a partnership or joint venture as it may be possible over time to evolve either of these options in the long term (10 years+) into becoming a separate university in its own right.



Transition Case Studies

In this section, we present the findings of our desktop research and telephone interviews with Yukon College and Sheridan College who are both currently planning on becoming universities. As an introduction we also highlight the size, reputation and maturity of the institutions considered and those who have already made the transition. This analysis shows that these organizations are clearly larger and more mature than NAC.

Relative Strengths of Universities that have transitioned from Colleges

	Nunavut Arctic College	Yukon College	Sheridan College	Vancouver Island University	Thomson Rivers University	Cape Breton University
Transition year	Not Applicable	Currently in transition – expects to become a university in 2021	Currently in transition – expects to become a university in 2019	2008	2003	2005
Student numbers	~68 degree students; 1200 students in other programs	1,211 total credit students. 600 FT. 4,172 total non-credit students	21,000 total FT; 5000 degree students	16,000 total, including 2,000 aboriginal. 8,400 FT students	Over 25,000 total, 9000 degree students. Over 2000 aboriginal.	Over 4000 total, mostly undergraduate.
Reputation/brand	NAC is one of Canada's newest post secondary institutions. It is not currently ranked by McLean's.	Rated 1st in Canada for research intensity and 3rd and 5th respectively for research funding and partnerships among small colleges by Research Infosource Inc.	Known for being Canada's largest Arts school.	Seen as the Canadian leader in Aboriginal Education	Rated among the top 50 universities in Canada	Rated 15th best primarily undergraduate university in Canada by McLean's in 2016.
% of faculty with PhD or Terminal Degree	Few	N/A	Over 80% of Faculty has PhDs or are working towards PhDs.	Majority of faculty hold PhDs	Majority of faculty hold PhDs	Majority of faculty hold PhDs
Established culture of scholarship/inquiry/research	The Nunavut Research Institute coordinates all scientific research across the territory, and supports field work across its centers.	The Yukon Research Center is recognized for its research efforts. Funding has been increased in recent years.	Has been increasing its research focus, including industry focused and arts research.	Involved in numerous research and scholarly activities. Received over \$2.3M in total external research funding in 2014/15.	Involved in numerous research and scholarly activities. \$2.1M in national, provincial, and industry support in 2012/13.	Involved in numerous research and scholarly activities. Procured over \$4M in annual external research funding.
International student recruitment	No international students	50 FT international students.	Grown rapidly over the past 5 years to form 20% of student body – over 4000 students.	2,000 international students from over 80 countries	2,635 international students mainly from China, India, and Saudi Arabia.	30% of total enrolment – 1200 students
Network of partners	Partnerships with 3 universities to offer degree programs.	12 Strategic Partnerships with academic institutions and community organizations.	Numerous worldwide partnerships – Dedicated staff members to pursue partnership opportunities in 6 world regions.	Over 85 partnerships worldwide.	Over 50 strategic partnerships with governments, academic intuitions and community partners.	More than 100 institutional agreements, 50 recruitment agents, an exclusive international language school, a partner campus in Egypt, a cooperation office in Beijing

Yukon College: Background & Context

Yukon College - founded in 1983 - is a community college with 13 campuses in the territory of Yukon. The college participates in the international University of the Arctic network and cooperates with several universities to deliver undergraduate degree programming, including the University of British Columbia and the University of Alaska Southeast.

2014/15 Enrolment		
Credit Programs	681 FT	526 PT
Non-Credit	4172	

2015 Graduates		
165 Certificates	45 Diplomas	17 Degrees

The College currently co-delivers 6 degree programs in collaboration with universities across Canada. It has announced the delivery of its first degree program in Bachelor of Policy Studies in Indigenous Governance starting in 2017.

Yukon College has publically announced its commitment to meeting Universities Canada Criteria and transitioning into a university over the next 5 years.

Comments from Interviews

Yukon College

Yukon College plans to meet Universities Canada criteria and transition into a university by 2021.

Planning	- The first steps in the planning process were the establishment of a vision and the undertaking of a gap analysis against university requirements. Steering committees with specific action plans were also formed. - Research involved extensive visits to new models of university across Canada and Europe. These new models included Thomson Rivers (seen as a clear model to follow), Vancouver Island University, Tromsø and Sami (See Phase I global comparator analysis for more detail). Planning has involved ongoing discussions with Universities Canada to determine how they measure student numbers, quality assurance, etc. - Stakeholder management was also seen as key throughout the process, with considerable time spent on keeping people informed and involved. - Extensive support was received during university visits and from the University of the Arctic. The college also hired ex-presidents who had undertaken the transition process to undertake analysis and provide advice to them.
Challenges	- The Government's Department of Education was small and had limited experience of Higher Education in order to provide adequate support for this project - Government's current focus is on two areas: establishing QA and also in making adjustments to the legislation around degree approval. The government knows it will need to expand resources to manage the university and degree accreditation. - Government was also included on the board of the college as a key stakeholder and to ensure that funding expectations were understood. - A small population and challenges in K-12 education will make meeting 500 FTE challenging based on local students only. - To establish a quality assurance / degree accreditation process Yukon first approached Alberta to see if they would be prepared to include them in the scope of their processes rather than Yukon having to create their own. The accreditation process in Alberta was identified as complex and in order to include Yukon a change to their legislation would be required. As a result of which Yukon then approached Saskatchewan, who also identified that a change in legislation would be required. They suggested that Yukon should create its own approach but has supported them by giving them all of their systems, which the college and government are now looking to establish in its own right.
Funding	The college has financed research and progress to date from its own budgets though the territorial government is now starting to contribute to costs as the project progresses. They are monitoring federal plans for potential infrastructure money, and are thinking about additional residential space using a PPP model.
Suggestions	- It was suggested that NAC can continue to offer degrees through its existing partnerships as well as develop its own. - The appointment of a full time director focused on implementation and driving the planning process was also identified as a key success factor. There had also been significant time and attention given by the President and Board of Governors. - Involvement of government and institutions who have made the transition into the planning process was also identified as important to ensure that their experiences can be shared with NAC. - Ensuring the entire process is transparent and well communicated was identified as being important to ensure that the community remains well informed and engaged. - It was suggested that curriculum should be adapted to the north, instead of just having the university partner's curriculum delivered. - Having a strong lobbyist group engaged was also identified as being important to generate support from the community and ensure that all key stakeholders are engaged. - Development of a fees policy for higher education and encouragement of international student enrollment will be required by government to meet the 500 FTE requirement and to improve the education experience.

Sheridan College: Background & Context

Sheridan College is a diploma and degree granting institute in Ontario, with approximately 21,000 full-time students. Founded in 1967, the College has 4 campuses in three Ontario cities: Oakville, Brampton, and Mississauga.

2014/15 Enrolment
Total Full Time: 21,000
Degree Students: 5,000 (20% international)

The College offers 20 degree programs on a standalone basis, and 4 in partnership with other institutions. It also has several other degree programs in the planning stage or waiting for ministry approval.

The College announced in 2011 that it would seek to meet Universities Canada criteria and become a university by 2019. It plans to apply for Universities Canada membership in 2017.

Comments from Interview

Sheridan College

Sheridan College plans to meet Universities Canada criteria and transition into a university by 2019.

Planning	• The first steps in the planning process were to establish a new vision, strategic plan, and identify a project manager to oversee the transition process. There has been extensive involvement from the college President throughout. • The next steps involved identifying metrics for recognition from Universities Canada and implementing a plan to achieving those metrics. This was done in regular consultation with Universities Canada. • The College collaborated extensively with Colleges in Western Canada that had completed the transition into universities. Mount Royal University was chosen as the model to follow for Sheridan for governance based on the amount of support they have received. • Buy-in from all board members was seen as key to ensuring a successful transition. New board members would be briefed on the College's plan and progress to ensure they all remained up to date.
Structure	• The College appointed an academic senate to set policy. The senate consists of 70 members, most of whom are front-line faculty members. • The Provost's time was freed up to help drive the transition from a strategic standpoint. Vice provosts were also appointed to manage the day-to-day operation and free up the Provost's time to focus on strategic aspects.
Challenges	• The College has made an explicit decision to focus only on undergraduate education. This created some challenges with respect to the research criteria of Universities Canada. The College has adopted a broad definition of research, which will include traditional research, but will focus on applied research with industry partners. This will allow the faculty of Arts to engage in research that involves undergraduate students (art shows, art installations, etc.). • The cultural challenges between college instructors and PhD professors was managed by developing a strong vision early on. It was felt that the cultural tension was eased by the fact that the College had been in slow, natural transition for 15 years, as it looked to expand its programs to include PhDs and is investing in staff development to allow existing staff to achieve this. • The percentage of College budget dedicated to libraries has had to be increased to meet criteria. It increased from 1.6% of total budget to 2.6%, and on its way to being 5%.
Funding	The majority of the funding was generated from an increase in student enrolment. In particular, the College pushed for a strong increase in international students, who now form 20% of the student body, and contribute to 60% of all tuition fee revenue. The number of international students also increased from 500 to over 4000 over the last 5 years.
Suggestions	• Visits to and conversations with other universities and colleges to learn from their experiences was recommended. • The establishment of a steering committee, and the identification of a champion to dedicate time to the transition were also suggested. • The development of a strong vision and strategic plan early was also suggested, as this would help maintain focus and provide guidance. • Continuous communication with provincial/territorial government and ministries, as well as Universities Canada was also suggested to ensure that the College remains on track and that all key people are aware of its objectives.

Summary of Transition Approach

Key Learning Points from Case Studies:

- Significant investment in time required: 8-10 years.
- Extensive short and long term planning would be required.
- The creation of an academic senate would be a challenging process.
- NAC would have to meet Universities Canada criteria on its own.
- Quality assurance processes would need to be developed, both by the College, as well as the Government.
- There is a need for significant expertise within the college and for resources to be committed to drive the transition.
- There are examples of others who can be learned from and support gained.

Advantages of Transition Approach:

- Retaining ownership in Nunavut.
- Single decision maker for program and curriculum development which could accelerate progress and reduce the need to compromise.
- Potential shorter timeline to progress as no selection process is required.
- Reduced dependency on other parties.
- No need for complex joint venture or partnership agreements.
- No risk of partner drop out or follow through on commitments.
- Funds invested by government highly likely to remain in Nunavut.



Joint Venture - Findings

In this section, we present the findings of our soft market test of the joint venture concept. We interviewed 10 universities, who were informed that this was only a market test, and not an evaluation of university options or an assessment of their potential interest in participating in a partnership. We also conducted a case study of the University of Guelph-Humber, which is a successful Joint Venture between a college and a university.

University of Guelph-Humber - Case Study

The University of Guelph-Humber is a joint venture between the University of Guelph and Humber College Institute of Technology & Advanced Learning and was established in 2002. The university offers 7 four-year undergraduate academic programs, each of which grant a university honours degree from the University of Guelph and a college diploma from Humber College.

The rationale behind the University of Guelph-Humber was as follows:

- Access for University of Guelph to significant student demand from the Greater Toronto Area.
- The potential for University of Guelph to diversify its student population.
- Transfer access and diploma-degree pathways for students of Humber College.
- Funding for facilities improvement and build-out for Humber College.
- The opportunity to create a high quality integrated curriculum– which was created ‘from scratch’ for the University of Guelph-Humber, blending applied and theoretical approaches.
- An integrated curriculum that would result in two credentials in 4 years (instead of 5 or 6)
- Lower-cost program delivery by using primarily part-time and sessional faculty.
- Greater degree completion opportunities for students of both institutions.

Timeline:

- 1999: Government approval; memorandum of Understanding between the two presidents
- 2002: First enrolments
- 2003: Building finished (3,000 student capacity)
 - Dedicated facility on Humber College campus in northwest Toronto

As of 2014:

- 4,400 students in 7 program areas
 - Students earn dual credentials (University degree + College diploma) in four years
- Total revenue \$54m
 - Including \$18m unencumbered surplus, returned to partner institutions
- 80 full time staff (73 employed by Humber, 7 by Guelph)

Comments from Interview

University of Guelph-Humber: 4,400 FT undergraduate students

The University of Guelph-Humber is an example of a successful joint venture between a college and a university.

Planning	- A steering committee, comprised of individuals from both institutions was set up to conduct extensive research and planning activities, as well as develop a long term vision for the institution. Another major goal of the committee was to develop a brand separate from either institution. The time taken from concept to completion was 8-10 years. - A curriculum committee was also set up to develop a new integrated curriculum in focused program areas, separate from curriculums of either institution. Degrees are awarded by the University of Guelph.
Structure	- JV overseen by an executive committee, including: - Presidents, Provosts, VPs Admin, Vice-Provost of G-H - Vice-Provost G-H reports to U of G Provost - Hiring, compensation, and facilities largely controlled by partners, not G-H - Each program has a curriculum committee - Reporting to Academic Programs Management committee - Vice-Provost, program heads, chairs, 2 student senators
Challenges	- Some of the major challenges were around developing shared trust and a compelling vision. Cultural differences and faculty attitude were also identified as potential hurdles. - An inefficient or rushed planning process was also seen as something that could impede the development of the project. - One of the key risks to this arrangement was either institution walking away after having established the JV.
Funding	- Start-up was supported by Ontario SuperBuild funding; \$28.6m of \$48m; remainder was shared by two institutions - Enrolment-based grant funding and tuition caps were set at University levels - Due to the high cost of student services, no facility or service was duplicated. Existing services and facilities such as HR, residences, medical services, from either institution were enhanced for the new institution.
Suggestions	- It was suggested that existing student services be enhanced at NAC instead of being reinvented. - Incremental changes in curriculum were suggested– e.g. introducing one degree program per year. - It was suggested that the cost profile and quality of education in a gradual transition to university could be better than a JV option. - Vancouver Island University was identified as a partner to involve in the planning process due to their successful transition.

Soft Market Testing

In order to carefully test if there may be potential interest in a joint venture or partnership, we approached a number of universities around the country to discuss the concept with them.

Each of the institutions were informed that this was not part of a selection process and that no decision has been made at this point about the way forward.

The decision on which institutions to approach was based on a number of factors that included:

- Existing or previous relationship with NAC
- Geography
- Focus on aboriginal education
- Alignment of program areas
- Models where vocational and higher education are delivered together

The interviews were mainly conducted by telephone and we are very grateful for the time provided by each of these universities and their positive approach. There was a positive indication that they would be happy to help further as the project develops and a number came up with positive suggestions as to how the project could best move forward.

Dalhousie University was broadly supportive of the concept, but would require more information to determine if it would be interested moving forward.

Strategic Priorities	- The University has some interest in First Nations education, but it is not currently a significant focus area. NAC offers the Arctic Nursing Program in collaboration with Dalhousie. Dalhousie also has engineers undertaking research with the Government of Nunavut. - The university would need to make a strategic decision to get involved in the North to push faculty to get engaged.
Curriculum Alignment	- Dalhousie believes that they would have close alignment on curriculum needs, but there would be a gap around teacher education as they do not currently offer this. - They also believe that there is potential due to global warming for greater interest around ocean technology and coastal issues – harbor management etc.
Faculty Interest	Depending on the curriculum offer, Dalhousie felt that it might be quite challenging to get faculty involved.
JV Opportunity	- Need for joint ownership with NAC to ensure local ownership. - It will be important to spend time to identify the culture of the university – will it teach in Inuit language and more likely reflect the culture and philosophy. - A phased approach was suggested
Suggestions	- To be successful, the JV would need to have a small initial dedicated team to work out the curriculum and culture etc. of the operation. It was suggested that this would need to include both academic and administrative skills e.g. Peter Mackinnon who has been working out a future for Athabasca University. As well as the plan, the team would need to develop a robust approach for federal funding to establish the university (it would need some start up money to fund the team). - In addition, it would be important that the group selected has a lot of experience around him/her during start up.

University of Regina (UR)

9,904 FT undergraduate students

The University of Regina has an existing relationship with NAC and many program offerings that align with the suggested curriculum for a university in Nunavut.

Strategic Priorities	The University of Regina has no specific plan for the North, however aboriginal education is featured prominently in the strategic plan. The Faculty of Education is already involved with NAC, and Social Work has involvement with regional colleges in northern Saskatchewan as well as in Yellowknife and Whitehorse. The University of Regina has been conducting some feasibility studies for the North that they may soon be able to share outside of the university.
Curriculum Alignment	UR is early in conversations with NAC about offering a Masters in Education. There is also alignment and opportunities in business training, justice/policing studies, public health inspection, and Indigenous fine arts. The University of Regina has some programs offered in more remote communities, and has study areas in these communities for students to utilize. There are also other online and distance learning programs.
Faculty Interest	It is believed that faculty would be interested in doing exchange programs in Nunavut as there are many faculty doing northern (or northern-relevant) research.
JV Opportunity	• The joint venture would require sustainable on-going funding • There was agreement over need to make a genuine contribution to people in the North without taking away from the UR main campus • The distance between partners would create layers of challenges that would require clear policies and procedures, and focused management resources to ensure smooth operation.
Suggestions	• University of Regina hasn't given much thought to this type of program. • NAC would need to carefully plan faculty requirements to ensure the quality and capacity of faculty. This could include at least one full-time PhD instructor to maintain consistency of instructors.

University of Winnipeg

5,750 FT undergraduate students

The University of Winnipeg has strong interest in Indigenous people and programs. It has many programs and technologies that could align with NAC.

Strategic Priorities	Indigenization is a pillar of the strategic plan at University of Winnipeg. All students have a requirement to take an Indigenous-based course. The University of Winnipeg is also developing professional development tools that will be made available to businesses and organizations who want education on Indigenous people and matters. As well, the President of the university meets with an Indigenous advisory council to inform their plans and programs.
Curriculum Alignment	University of Winnipeg has alignment in areas such as parahealth and project management, as well as Indigenous Governance and Indigenous Studies. University of Winnipeg presently has some distance learning programs on television and video-on-demand, and is currently developing an online accounting program. University of Winnipeg also has an MOU in place with NAC for Environmental Studies where students can transfer to complete their degree.
Faculty Interest	Believes that some faculty would be interested.
JV Opportunity	• The arrangement would have to be beneficial for both parties of the JV, a win-win • The University of Winnipeg would be looking at block transfers of credits rather than on a course by course basis between the institutions, meaning students could be able to begin studies at one school, and complete them in another.
Suggestions	• Faculty would need to be willing to be assigned to Nunavut rather than sent to encourage enthusiasm and foster a learning environment. • Consider model of First Nations University which would see NAC have a base in the south that is attached to another university.

University of Victoria

12,541 FT undergraduate students

The University of Victoria has partnered with NAC in the past, and seems to have good alignment with the curriculum required in Nunavut.

Strategic Priorities	The University of Victoria is developing a specific Indigenous Academic Plan that is due to be released in Spring 2016. It has no specific focus on the North presently, however the University of Victoria previously offered the law program at NAC which saw approximately 13 students graduate.
Curriculum Alignment	University of Victoria has curriculum alignment in areas such as Law, Nursing, Social Work, Public Health and Social Policy, Social Work, and Public Administration. Further, they offer a diploma in Indigenous Community Development and Management, as well as Indigenous Language Revitalization.
Faculty Interest	Some faculty have strong interests in the Arctic, oceans, and the environment and would have an interest in the North.
JV Opportunity	• There would need to be a clear understanding of expectations, timelines, deliverables, and budget • It would need to have alignment with strategic goals and priorities such as excellence and impactful research • Challenges would be with resources such as travel, access, connectivity, time, and budget
Suggestions	• Structure some programs such as a 2+2 (2 years at NAC, and 2 years at a university) for students to begin at the college and then transfer to the university to complete the degree. • Other suggestions were dual admission agreements with the university and college, as well as blended learning programs to offer intensive courses over a short period of time in Nunavut.

University of Manitoba

20,819 FT undergraduate students

The University of Manitoba sees potential alignments in curriculum and could be interested in exploring synergies with NAC.

Strategic Priorities	Indigenous education is part of the university's strategic plan and mandate. It has several educational and research activities in the North, and is committed to indigenous education and development of education in the North.
Curriculum Alignment	Manitoba believes that there could be a strong alignment on curriculum offering, as they offer a broad range of programs, which include a variety of indigenous programs. One program of interest is the indigenous teacher education program being developed by Manitoba. It has also recently developed a social work program for indigenous populations.
Faculty Interest	The university already has some faculty and students in its research units in the north - however, these are not in Nunavut. While attracting faculty may be a challenge, the university suggested that there could be interest from around Canada for visiting professors or sabbatical appointments.
JV Opportunity	• There needs to be greater understanding of the current offering at NAC • There needs to be greater understanding of NAC's needs, objectives, and priorities. • If an Elders' council was to be made part of the governance model, this would need to be carefully mapped with the JV partner. • There would be challenges around transport, logistics, and accommodations.
Suggestions	• There needs to be detailed planning and articulation of needs and objectives from the JV • A discussion of potential benefits for both institutions would need to be undertaken • Potential for attracting visiting professors/professors on sabbatical on a semester/year basis

Vancouver Island University (VIU)

4,729 FT undergraduate students, strong trades program

Vancouver Island University sees potential alignments in curriculum and could be interested in exploring synergies with NAC.

Strategic Priorities	VIU has worked with Yukon College in the past, and have gone through the college-university transition themselves (becoming a university in 2007). Aboriginal education is a top priority for the university. The university is seen as a nation wide leader in aboriginal education.
Curriculum Alignment	The university offers a wide array programs, including a variety of trades. It also has programs tailored specifically for aboriginals, and its faculty has a good understanding of aboriginal learning methods. It also employs 8 elders as full time faculty that inform curriculum and teaching.
Faculty Interest	VIU has invested heavily in distance learning and believes that some of its programming could be delivered this way. The faculty of education and health and human services was suggested as having interest in working in Nunavut.
JV Opportunity	• There would be challenges around high cost of student services, reputation and quality management • There would be a need for alignment in core values of JV partner. • The arrangement would have to be net neutral or positive in terms of cost for the JV partner. • Extensive government support would be required around facilities, infrastructure, housing, and IT.
Suggestions	• Needs to be a transparent process • Planning should be expected to take between 3-5 years • The heavy lifting would be around the development of the governance system – and the introduction of a senate • It was suggested that a champion within the institution should be appointed, and a steering committee should be formed to undertake detailed planning.

Queen's University

17,711 FT undergraduate students

Queen's University has potential alignments in curriculum as well as faculty that has interests in the North and would be interested in research there.

Strategic Priorities	No specific plans for the North, however improving offerings for Aboriginals as result of the Truth and Reconciliation Commission is a goal. Some ventures with health/medical school in Northern Ontario such as Moosonee. No current partnerships in the territories, and no remote locations.
Curriculum Alignment	Queen's has strong offerings in environmental studies, as well, some faculty are doing research in the North and the School of Policy Studies doing work in the North. Queens offers a one-year masters of public administration, but no undergraduate level. Queens also offers some Northern Studies courses.
Faculty Interest	Students and faculty would both have interest in exchange programs. Faculty currently teach three week intensive courses (rather than the standard 12 weeks) in cities around the world, which could be a good fit for the North. Queen's would look to make modifications to the academic calendar so that exchange programs took place in warmer months.
JV Opportunity	• Queen's would be concerned about brand, and quality of students and faculty available • The arrangement would have to be at least net neutral • Queen's would require support for travel, quality control, and start-up challenges • Queen's would not want to be responsible for physical facilities but would want input into these facilities
Suggestions	• Would depend on scale and scope of joint venture. • Queen's would want to ensure proper governance was in place to enter into such an arrangement. Having a Board of Governors and a Senate would legitimize institution and meet Universities Canada criteria, however this could reduce the nimbleness of the institution by slowing down some decision making.

Thompson Rivers University (TRU)

6,864 FT undergraduate students

Thompson Rivers University sees strong alignments in curriculum and has a mandate to serve aboriginal students.

Strategic Priorities	TRU does not have a specific mandate to serve the North, however it does have a general reference in their strategic plan to serve aboriginal students. TRU is seen as the 'go to' place for aboriginal students, and it has helped in the development of several aboriginal institutions, including the Nicola Valley Institute of Technology, which is an Aboriginal public post-secondary institute in British Columbia.
Curriculum Alignment	TRU uses a blended approach to its curriculum delivery which allows it to offer both trades and professional programs. Its wide offering of programs ensures a strong alignment to NAC's potential needs, as identified by KPMG in the Phase I report.
Faculty Interest	• Some of TRU's degrees are delivered fully online, which could be attractive to NAC. • It was noted that professors from TRU could be interested in working in Nunavut on a short term basis.
JV Opportunity	• Alignment with TRU's values and model of delivery was seen as key to the establishment of a JV with TRU. • It was felt that the development of a successful JV would require a significant devotion of time and effort from both parties in terms of planning and collaboration. • It was also felt that introducing a university culture to trades instructors could be challenging. An example given by TRU was the differences in tenure policies and criteria for trades instructors and university professors.
Suggestions	• It was suggested that if NAC was to take the transition approach, it should begin by offering 2+2 programs (2 years at NAC, and 2 years at a university). In addition, NAC could initially have entire programs delivered by other universities, with NAC taking over delivery of these programs over time. The timeline for such an undertaking was thought to be 20 years. • It was suggested that TRU's Dean of Science, Dr. Tom Dickinson be involved as an advisor to NAC during its transition or partnership phase. Dr. Dickinson has been at TRU for 28 years, and has experienced TRU's transition from a college to a university.

First Nations University (FNU)

3000 FT undergraduate students

First Nations University has a mandate to serve Aboriginal students across Canada, and it sees strong cultural alignment with NAC.

Strategic Priorities	FNU does not have a specific mandate to serve the North, but its mandate to serve First Nations is National. It's name was changed from the Saskatchewan Indian Federated College to First Nations University in 2003 to match its vision of being a national First Nations university.
Curriculum Alignment	FNU offers a broad range of programming including various programs tailored for indigenous communities. It offers many courses online, and is working towards delivering its certificate programs fully online. FNU also has expertise in Inuit language instruction, which not many universities have.
Faculty Interest	• It was felt that there would be faculty interest, particularly in teacher education, social work, indigenous studies, and languages. • It was suggested that faculty could be sent to Nunavut on research leave or on a semester by semester basis.
JV Opportunity	• A strong fit with FNU's mandate was seen as important to a successful JV. • The challenges identified were around financing and capacity. FNU would need sufficient financing to undertake this project. It is also a relatively small institution in terms of staff, with only 50 faculty members, and therefore identifying the extent of faculty participation was seen something that would need to be identified prior to undertaking the project.
Suggestions	• It was suggested that NAC could structure its programs on a 2+2 basis (2 years at NAC, and 2 years at a university). FNU offers University of Regina degrees in First Nations communities, with FNU branding. • It was also suggested that it might be easier for NAC to leverage the accreditation of an existing university, as quality assurance procedures would already be in place.



Strategic Priorities	
Curriculum Alignment	
Faculty Interest	
JV Opportunity	
Suggestions	

Joint Venture Summary

It is important to remember we were asking for feedback on the potential concept of a joint venture / partnership and not undertaking an analysis of the interest in actually participating.

Institution	Interest	Strategic Priorities	Curriculum Alignment*
Dalhousie University			9
University of Regina			9
University of Winnipeg			9
University of Victoria			9
University of Manitoba			9
Vancouver Island University			8
Queens University			8
Thompson Rivers University			10
First Nations University			9
McGill University			9

Alignment key:

Strong	Moderate	Weak
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*Programs offered out of 11 suggested program areas for NAC

Based on the interviews that KPMG conducted with these institutions, most universities were broadly supportive of the concept of a joint venture opportunity with NAC. Many of these universities have Indigenous persons and/or the North in their strategic plan, and are either currently partnered, or have partnered in the past, with colleges in the North, including NAC.

Many of the institutions that were interviewed also have curriculum offerings that align with the potential program areas that were identified in Phase I of the study. These include public administration, environmental studies, Inuit studies, and education. Many institutions also had strong online and distance learning capabilities. While most universities interviewed had many alignments, most were missing offerings in Tourism Management and Facilities Operations.

When asked about the potential of partnering in a joint venture with NAC, all universities expressed interest, however they also indicated that they would require more clarity around what the need is, as well as what the timeline and budget would be. All universities that expressed interest indicated that they would look for this opportunity to be a win-win, and not just a symbolic relationship. Further, most universities also indicated that they would not necessarily look to gain revenue as a result of the arrangement, but would not be willing to suffer a loss. Many of the institutions interviewed made the same suggestions for moving forward. These included:

- The need for a detailed strategy
- Financial commitment
- Formation of a steering committee/group
- Need to dedicate resources
- Support for facilities, housing, and infrastructure



Nunavut Arctic College Gap Analysis

In this section, we assessed NAC's current governance model and college infrastructure against Universities Canada criteria and our learning from university interviews. We identified gaps between the two, as well as actions required to bridge those gaps.

Governance

Universities Canada criteria	Current State	Met? (✓/✗)
Universities must have an independent board of governors that is committed to public accountability, has control over the institutions finances, and includes representatives from external stakeholders, staff, students and alumni	NAC has a board of governors in place, however that board reports to the minister and therefore would not be deemed independent. The board also presents the budget to the Minister rather than having control over the institution's finances.	✗
Universities are required to have a senate or similar elected body that gives authority to staff for decisions about admissions, content, and related policies and procedures	NAC does not presently have an academic board or senate.	✗
Universities have a senior administration including a president and vice-presidents and/or other senior officers appropriate to the size of the institution	NAC has senior administration in place including a president and faculty deans.	✓

Actions required:

Nunavut Arctic University College	Joint venture/partnership
The Government of Nunavut would need to enable NAC to establish a board that is independent from the government. This Board would be responsible for the budget, and would need to ensure representation from external stakeholders as well as faculty and students. Our university interviews indicate that it might also be possible to establish an Elders' Council to work alongside a traditional board.	NAC may be able to leverage the governance structures that are already in place at the partner institution rather than establishing a full board and senate. This is the case at University of Guelph-Humber. Further, NAC and the Government of Nunavut will need to establish if such an arrangement is permitted under current legislation.
NAC would need to establish a senate or similar body if there currently is not one in place. This would be made up of NAC faculty. Legislation would also need to be reviewed to determine if a senate could currently be formed.	NAC should seek to involve key Indigenous groups and elders to ensure continued inclusion of historical and cultural priorities

Students

Universities Canada criteria	Current State	Met? (✓/✗)
500 FTE are required to meet Universities Canada criteria.	NAC has had an average of 68 FTE studying degrees over the last five years across all academic years and fields of study.	✗

Actions required:

Nunavut Arctic University College	Joint venture/partnership
With no change in high school achievement or participation rates, FTE enrollment would not reach 500 until 2130. NAC would require a large influx of students from other provinces and territories, as well as international students to meet this requirement.	Each target partner institution would already meet this criteria. As a result, NAC would not be required to achieve 500 FTE on its own.

Program Areas/Curriculum

Universities Canada criteria	Current State	Met? (✓/✗)
Universities offer full undergraduate and/or graduate studies that lead to a university degree conferred by the institution itself	Presently the only degree program at NAC is the Bachelor of Science in Arctic Nursing, which is conferred by Dalhousie University	✗
Undergraduate degree programs are characterized by breadth and depth in the traditional areas of the liberal arts and/or sciences	There are currently no undergraduate degrees conferred by NAC, however there are a range of partnerships with other universities to offer programs.	✗
Content of academic programs is determined by the Senate, which would be comprised of faculty per the Governance section	Courses and programs are determined by the Minister based on input from the Board of Governors.	✗

Actions required:

Nunavut Arctic University College	Joint venture/partnership
NAC would need to establish a plan to develop degrees and partnerships to meet the Universities Canada criteria. Our university interviews indicate that it is possible for a university to offer both trades and degree programs for the North, however, NAC should identify how it will position this and ensure that there are progression pathways. In addition, the importance of a tailored curriculum was also identified by universities.	NAC and the partner institution would need to agree on a curriculum plan for the institution. Based on the plan and selected offerings, NAC may be able to offer programs and degrees more quickly as a result of the offerings and capabilities of the partner. NAC and the partner institution could be able to transfer credits in blocks between the two to be able to start a program in one location, and finish in another.
NAC could maintain existing relationships with universities to continue offering programs and degrees, as well as forming new relationships to further program offerings.	There could be opportunities to develop Indigenous studies programs as part of curriculum at both NAC and the partner institution so students can better understand the relationship.

Universities Canada criteria	Current State	Met? (✓/✗)
Undergraduate programs are taught by senior academic staff	Academic staff for degree programs are required by NAC and the partner institution to have a Master's degree, and are approved by the university that grants the degree.	✓
Academic staff should hold a PhD or other terminal degree as well as relevant professional experience	As mentioned above, some faculty are required to hold Master's degrees, while the faculty for diploma programs are required to have experience and an adult education certificate.	✓
Periodic staff performance evaluation including a student assessment component	Performance evaluation and management at NAC is based on the Government of Nunavut performance review process.	✓

Actions required:

Nunavut Arctic University College	Joint venture/partnership
NAC would need to perform a detailed analysis of current staffing and future staffing targets based on the curriculum plan.	NAC and the JV partner would need to determine a joint staffing plan. NAC may be able to leverage JV partners to bring PhD faculty to teach in Nunavut in order to meet its needs and this should be part of the criteria for the selection of a partner university.
NAC may need to develop a tool for staff assessment and evaluation to ensure quality of staff performance is monitored using a system appropriate for a university.	NAC would potentially be able to utilize the staff performance evaluation tools and frameworks of the partner institution.

Quality Assurance

Universities Canada criteria	Current State	Met? (✓/✗)
Universities are required to have a quality assurance process that cyclically or continuously assesses its academic programs and support services and approve any new programs.	NAC presently has a program evaluation policy, however it does not appear to be cyclical or continuous. We understand there are amendments being made to the quality assurance processes at NAC.	✗
Provincial and/or regional authorities also have a role in quality assurance.	Nunavut Arctic College Act presently does not outline any quality assurance role for the Minister	✗
Universities can also seek accreditation to ensure the content of the programs are of consistently high quality. Accreditation can also add credibility to a university.	NAC does not appear to have any further accreditation, however this is not a requirement.	✗

Actions required:

Nunavut Arctic University College	Joint venture/partnership
NAC could reach out to other governments who may be interested in providing their quality assurance programs and frameworks as Yukon College did. However, similar to Yukon it is possible that Nunavut may have to develop their own approach based on guidance from other institutions.	NAC could have the opportunity to utilize the quality assurance programs that are already in use at the partner institution. This would require NAC and the Government of Nunavut working with the government of the partner institution and adapting legislation if required.
The creation of a university would require new enabling legislation, or an amendment to the existing Nunavut Arctic College Act to grant increased authority.	Access to the internal quality assurance processes of the partner university should be identified as a requirement for selection of a partner.
NAC would need to develop internal quality assurance processes which would meet the criteria of Universities Canada.	

IT and Library

Universities	Current State	Met? (✓/✗)
Universities utilize student management systems such as Banner for registration, grade posting, and account information	NAC is in the process of implementing PeopleSoft Campus Solutions, however it is not yet in use.	✗
Universities use systems such as BlackBoard for assignment submission, communication, and file sharing	NAC is using Desire2Learn and Moodle for learning management systems.	✓
Universities typically have campus-wide Wi-Fi connectivity, network storage drives, and printers for students	On-campus IT infrastructure is currently unknown.	Unknown
Access to library and other learning resources appropriate to the institution's mission, goals and programs. Interviews have suggested that a university should be investing 5% of its revenue into libraries on an annual basis.	There is a library on each campus with materials geared towards the programs offered in that region. Students also have access to some online journal databases. We need to confirm the current level of investment.	✓

Actions required:

Nunavut Arctic University College	Joint venture/partnership
NAC would need to examine if its systems are sufficiently robust for increased number of students and broader curriculum management, as well as hardware and infrastructure to support these applications	NAC may be able to leverage the student information systems and/or learning management systems
NAC would likely need to broaden the availability of online journals as the programs offered expand.	NAC may be able to leverage the online learning systems, libraries and programs that are in place at the partner institution. This will need to be investigated through the selection process and then a plan developed for implementation.
Identify current level of investment in library resources and develop an investment plan to ensure that resources are sufficient to meet student and curriculum growth.	

Capital Build

Universities	Current State	Met? (✓/✗)
A university needs to have adequate space and facilities for students and faculty.	New campus design plan is underway. This plan calls for 15 new classrooms that will accommodate up to 269 students and 37 staff. This plan also calls for the building to be able to be easily expanded in the future. It is unclear whether this figure is FTE, FT, or PT students and what capacity this would have for Higher Education.	Unknown

Actions required:

Nunavut Arctic University College	Joint venture/partnership
NAC could survey local government and recreation facilities to leverage space for additional classes and athletic programs.	The requirement for 500 FTE would already be met by the partner institution so less space may be required on campus under a joint venture, however a plan for growth will still need to be in place based on learner numbers as driven by the curriculum plan.
NAC would need to establish a capital plan to meet growth targets to 500 FTE based on the in-class/online mix that is determined over time.	NAC and the partner institution should perform a facilities review based on the curriculum plan to identify the optimum locations for certain course offerings.
NAC would need to ensure capital planning included plans for labs and facilities for expanded subject offerings in the curriculum plan.	

Both options will need to develop plans for both student and faculty accommodation.

Partnerships

Universities	Current State	Met? (✓/✗)
Universities often partner with colleges and universities for joint programs or to supplement course offerings	NAC has partnerships in place with universities such as Dalhousie University, University of Regina and University of New Brunswick to offer programs and degrees, as well as with the Nunavut Research Institute. Further, NAC seems to have relationships with CHAR and the cultural centre in Cambridge Bay.	✓

Actions required:

Nunavut Arctic University College	Joint venture/partnership
As seen with Yukon College, NAC could continue to partner with universities across Canada even as it becomes a university itself. Our global analysis also confirmed that institutions around the world continue to partner with other institutions even after becoming universities.	Joint venture is, by nature, a partnership with another institution. This would be supported by shared programs and services between the institutions.
	Based on interview feedback, partners would want to ensure that benefits are realized by both partners.
Review potential for increased partnership with CHAR and creative and cultural centre both for research and for potential curriculum development and delivery.	

Research

Universities Canada criteria	Current State	Met? (✓/✗)
Mission statement and academic goals should demonstrate commitment to research, academic inquiry, and the advancement of knowledge	Current mission statement does not address research at NAC	✗
Universities have a proven record of research and expect academic staff to be engaged in externally peer reviewed research and to publish in externally disseminated sources	NAC presently has partnerships in place with NRI, as well as having future research plans through Piquisilirivvik and associated publications in the current strategic plan. It is not clear how much research is peer reviewed or published.	Unknown
Universities provide appropriate time and support for staff to complete this research	It is unknown what time and support staff are allowed for research	Unknown

Actions required:

Nunavut Arctic University College	Joint venture/partnership
NAC would need to establish a research plan to support the strategic plan moving forward. This would also need to be reflected in the mission statement.	NAC could benefit from the existing research that a partner institution may be conducting in the North and could develop a joint research plan to move forward.
Regardless of chosen option, NAC could reach out to CHAR in Cambridge Bay for research space, as well as forming relationships with scientists coming to Nunavut to study. Partner institution may also be interested in the opportunities available through CHAR and the research space that could be available there.	

Student Support Services

Universities	Current State	Met? (✓/✗)
Universities have robust student support services such as academic and career advising, student health services, learning commons, library, and athletic programs	NAC relies on the program managers to provide academic and career advice, however there is a career development advisor at the Nunatta Campus to provide some advice. Each campus has a student counsellor, and the director of student services in Iqaluit also provides counselling when necessary. We understand that NAC is in the process of hiring a recreation coordinator to provide activities for students on the Iqaluit campus. We further understand that NAC is hiring an Elder in Residence for all campuses to provide support.	✓

Actions required:

Nunavut Arctic University College	Joint venture/partnership
NAC would need to establish a baseline for its services and develop a plan to expand on these. A lack of adequate student support services could impact student attraction and retention. In the case of a JV, NAC and the joint venture partner would need to determine what student services the JV partner could bring to NAC. This could reduce the need for NAC to develop its own services. Some options could include on-line library access, career counseling modules, and other online support programs.	

Relative Advantages of Each Option

Based on the learning points from our field work and the gap analysis it is possible to identify relative advantages of each approach.

Advantages of JV/Partnership Approach:

- The ability to meet Universities Canada criteria through working with an existing University that is already recognized and meets the FTE and Academic staff requirement.
- Reduced investment and resource in quality assurance for the Government of Nunavut.
- High potential to align with the employment needs of the territory by being able to access the broader curriculum and learning offerings of a larger institution.
- There is potentially increased appeal across Canada and the globe to attract Canadian and International Students by linking with an established brand and being able to access their existing marketing and recruitment channels.
- Greater opportunity for student exchanges and staff sharing.
- Through the careful selection of a partner for the joint venture, it should be possible to create alignment with NAC and still access the facilities on offer at CHAR.
- The potential for cost sharing and joint investment from the partner.

Advantages of Transition Approach:

- Retaining ownership in Nunavut.
- Single decision maker for program and curriculum development which could accelerate progress and reduce the need to compromise.
- Potential shorter timeline to progress as no selection process is required.
- Reduced dependency on other parties.
- No need for complex joint venture or partnership agreements.
- No risk of partner drop out or follow through on commitments.
- Funds invested by government highly likely to remain in Nunavut.

Gap Analysis: Next Steps

Regardless of the option chosen, the following are key steps that would have to be taken to move forward. Both options would require the continued development of NAC.

- Establish a steering committee
- Identify a champion
- Draft mission and vision statements
- Determine optimal governance structure (Board, Senate)
- Establish strategic plans for faculty, information systems and applications, curriculum, capital builds, staffing, and student support services. Curriculum plan should include plans for adult education and trades programs.
- Work with the Government of Nunavut and other provinces to establish a quality assurance framework for the university including review processes
- Leverage relationships with local government and community facilities, as well as research facilities and cultural centers
- Determination of funding formula including fee structure from tuition and government support

The key difference in the next steps would be the involvement of the joint venture / partner university in the development of the above. There is a benefit to involving them as soon as possible in order that the Government and NAC could benefit from their expertise and that they could help to shape the strategy. However, this needs to be balanced with the need to allow the Government to develop their own strategy and to make sure that they reach agreement with the optimum partner.



Implications for Government of Nunavut

It is important to note that if a decision is made to move forward with either of the options that they have policy and resource implications for government. The following table highlights those issue which would need to be considered early in development.

Legislation, policy and funding

It is clear that regardless of the option chosen there will be implications for the Government of Nunavut which will include a range of issues.

	Nunavut Arctic University College	Joint Venture / Partnership
Legislative Review	The current legislation would need to be reviewed and developed to change the governance structure of the college to give it greater independence of government.	Depending on the exact nature of the vehicle chosen the government will need to review legislation to determine if what is being proposed is permissible. This is likely to require greater change if a different legal entity is being created.
Quality Assurance / Accreditation	The Government will need to take steps to develop its quality assurance processes for the accreditation of degree programs. The feedback from Yukon College would suggest that whilst an approach to another jurisdiction is attractive it is likely that the Government will have to develop its own resources and processes in order to implement this.	This will again be dependent on the exact model adopted but would likely allow for the new operation to have degrees accredited to the host jurisdiction of the other university. There may be a requirement within the current legislation for the government to provide authority for the other university to be able to deliver education in the territory.
Policy – student fees	The success of the likely option will be dependent on the tuition fees to students. Government will need to determine its approach and the level of support that it will provide.	
Policy – out of province students	In order to meet the 500 FTE it will be essential that the University College is able to recruit from across Canada and Internationally. The Government will need to develop policy on this with regards to fees and also reflect the need to balance this with serving the needs of the people in the territory.	This should be developed to reflect the need to attract students from across Canada but as there will be no requirement for 500 FTE then this can be done with a focus on creating an appropriate learning experience and is therefore not likely to be an issue for the JV / partnership.
Funding – start up	In order to maintain current momentum it will be essential that the government finds sufficient resources (people / funding) in order to effectively manage the project.	
Funding - ongoing	For both options capital and operating cost models will be generated that will need support. The potential JV / Partner universities have indicated that they will require assurance of government funding in order to move forward. The government should be reflecting this in budgeting and planning moving forward.	



High Level Action Plan

This section of the report sets out a high level action plan and potential timeline for the development of either of the options. The timeline should only be regarded as indicative as it will be highly dependent on the decision made and the resources committed to it by government.

High Level Action Plan

As can be seen from our findings to date the actual actions required for either of these options are very similar and a number of decisions should be taken around strategy and curriculum plan prior to the decision being taken as to which vehicle may achieve the best result for Nunavut. The following slides set out a high level action plan and roadmap.

No.	Action	Ownership
1.	Engagement and education process It is essential that the research to date is shared with a range of stakeholders in order to ensure understanding of the work undertaken and to gain buy in to the findings and agreement on the broad direction moving forward. This should include, broader government departments, NAC (including the board of governors), Inuit groups, community groups and well as potentially significant employers such as the mining industry. It will be important that this process is continued through the remainder of the journey to maintain engagement.	Government of Nunavut
2.	Creation of a Strategic Steering Group Establish a steering committee to guide this project as it moves from these early stages, through planning, and to its eventual end state, regardless of option selected. This committee should be comprised of members of NAC executives, government officials, and key Inuit community members as well as other community group. This group should have the authority to make decisions.	Government of Nunavut / NAC
3.	Creation of a Project Management / Working Group Given the level of details that will be required a project management or working group should be established who are responsible for driving forward the project and tracking progress against agreed actions. This group should include representation from both the Government and NAC with the resources available to secure additional expertise as required. A number of suggestions have been made as to those who may have experience to contribute to this process and it may also be useful to leverage possible future partners in driving forward strategic planning and implementation.	Government of Nunavut / NAC

High Level Action Plan

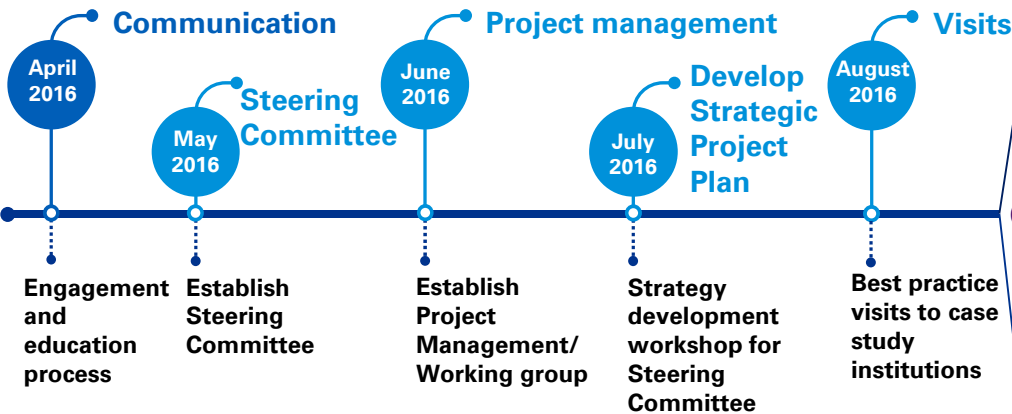
No.	Action	Ownership
4.	Initial Strategy Development Workshop for Steering Committee The first act of this group should be to meet and agree the key objectives for the “university”. These will be high level in nature and should reflect policy priorities around participation and historic and cultural influences. This should also include consideration of curriculum, learner demand and future economic and employment needs. This outcome of this workshop should be a high level strategic plan covering the next five years as a minimum. This should include the research and findings from phase 1 of this project. Depending on the time available and outcome of this workshop it may be appropriate to plan a subsequent workshop to ensure sufficient detail is achieved.	Government / NAC
5.	Best Practice visits Consideration should be given to undertaking best practice visits or developing detailed understanding of some of the case study organizations we have referenced and to see how these universities operate in practice.	Government / NAC
6.	Option selection At this point it will be possible for the steering committee and Government to make a decision as to the preferred option. In order to do so selection criteria should be established based on the initial objectives and high level strategic plan. These should initially be assessed via a desk top analysis to determine which option is most likely to achieve the stated objectives. As this point it will be possible to determine if working with another university in either partnership or a joint venture will be the best way forward. Following this a decision can be made as to whether the selection of a potential partner would be best determined through a competitive process or a direct approach to the chosen university.	Steering Committee
7.	Detailed planning It would be important to develop detailed plans for a range of subjects. This would be done in conjunction with the chosen university, if the JV option is chosen.	Working Group
8.	Review and amendment to legislation Regardless of the option chosen the Government of Nunavut will need to review and potentially modify the legislation to reflect effective quality assurance processes and procedures, and to outline the responsibilities of the Government of Nunavut and the administration at NAC and the potentially new operation	Government of Nunavut

High Level Action Plan

No.	Action	Ownership
9.	Quality Assurance / Accreditation Depending on selected option, NAC will need to setup governance structures to support the option. If the university college path is chosen, this would include establishing an independent board of governors and/or a senate formed from faculty of the institution. It will also require the Government of Nunavut to establish quality assurance standards for the degree programs. This will require investment of time and ongoing resource for the Government as the interview at Yukon has shown that it would seem unlikely that the Government could simply buy into another territorial or provincial system.	Government / NAC
10.	Action planning Regardless of the option selected there will then be a need to establish detailed plans for a number of key areas. The working group will need to develop sub-committees to focus on these. If this is being undertaken from a joint venture / partnership perspective then they will need to include the other university. • IT: Working group would identify needs from strategic plans and perform a gap analysis of current systems and capacity. This group would then make recommendations to the Board and Steering Committee as to how to proceed. • Governance: Working group would work with the Government of Nunavut to open legislation to and include guidance and language around the independence of the Board of Governors of NAC. • Quality Assurance: Working group will need to consider the internal quality assurance implications and those implication for the Government. • Student Support: Working group would establish needs based on the strategic plan and report to the steering committee with recommendations for required services. • Research: Working group would help establish further relations with CHAR and make recommendations to the steering committee on how to strengthen and leverage this partnership.	Government / NAC
11.	Continued communication As all of this process is taking place it will be important that stakeholders are kept fully informed and engaged, it will also be important that an ongoing communication and engagement plan is developed and appropriately resourced to achieve this.	Government / NAC

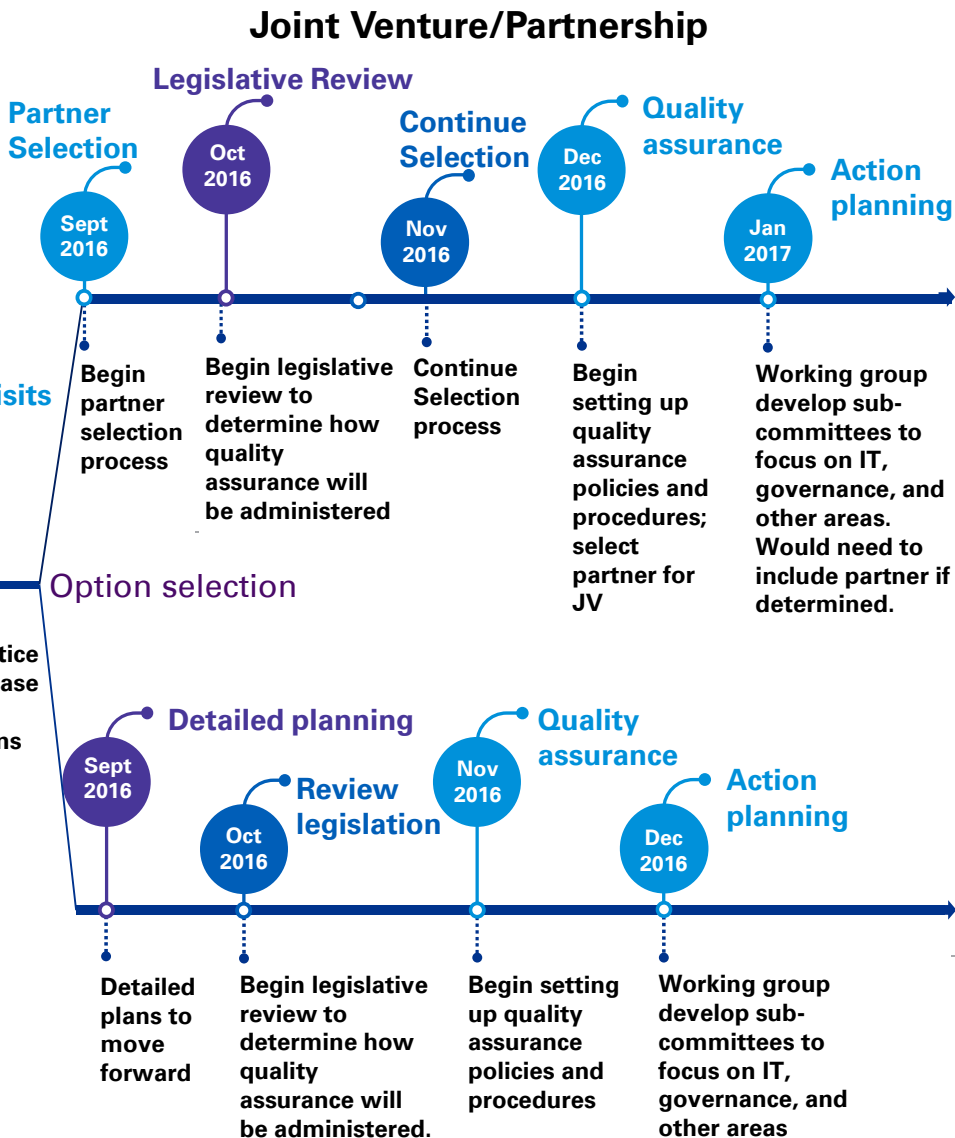
Once a decision has been taken on which approach to pursue, the following pages set out an indicative timeline for the Government and NAC to follow.

High Level Timeline: Year 0 - 2016



Legend:

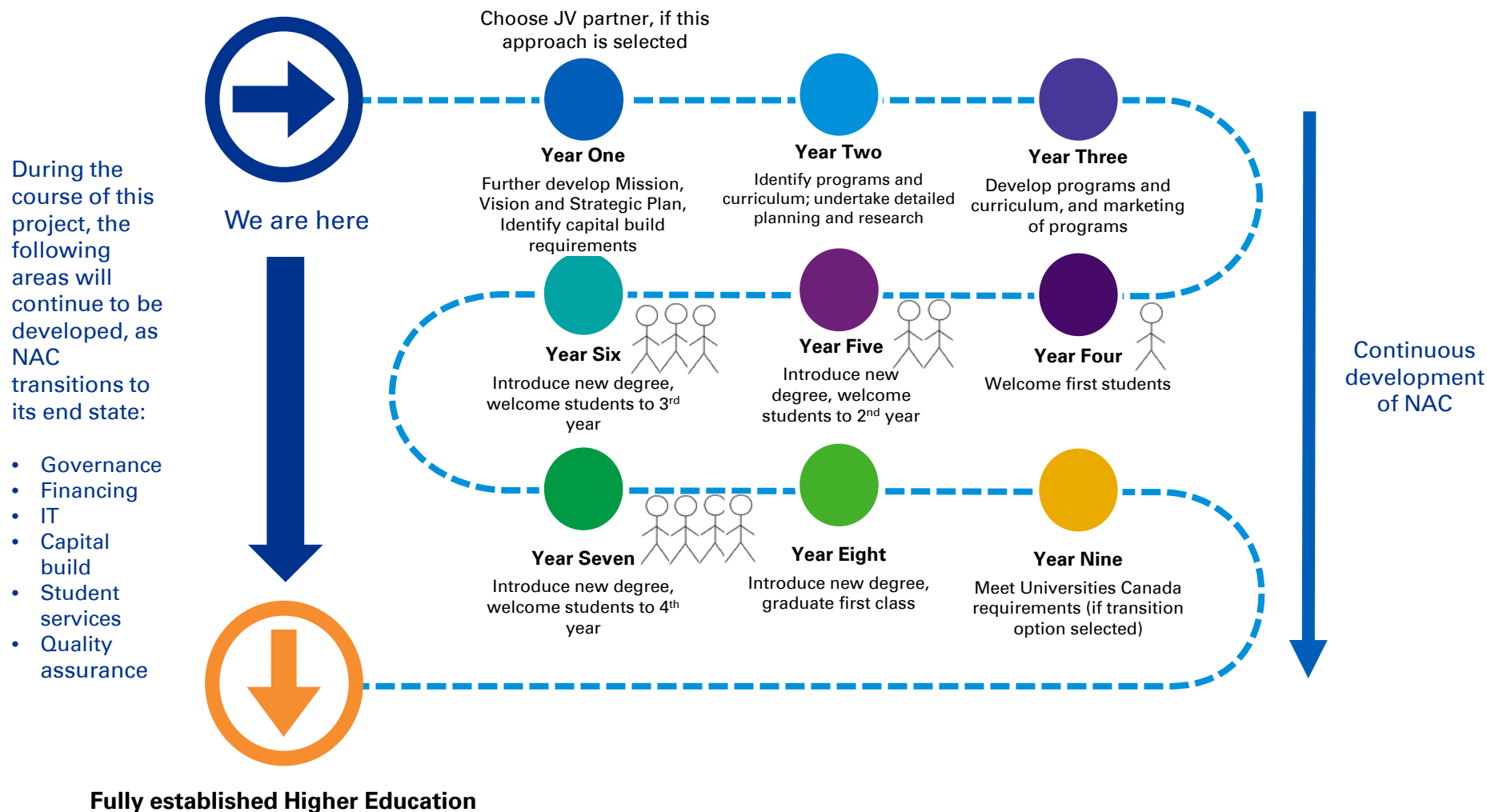
- Government
- Government/NAC
- Steering Committee
- Working Group



Transition

Continued communication

Path Forward (2017-2026)



Next Steps for Government

The suggested next steps for the Government of Nunavut and NAC are:

- **Confirm commitment to furthering this project as outlined in the report**
- **Identify departmental and individual responsibilities and ownership across government and specify who will need to be involved in the next phase (steering committee/project management/working group).**
- **Commit resources to the ongoing development of the project including both people and funding**
- **There is no need at this point to make a final decision regarding which option to pursue as this should be done when the strategy has been developed. However, it would be helpful to indicate a preference in order to help to shape the next phase.**
- **Communicate findings to date and future decisions to community and other stakeholders. This should be done as the beginning of a long term communications plan to ensure continued buy in.**



Appendices

Appendix A – Potential Objectives

- **Increase Nunavut participation in higher education**
- **Improve quality of education**
- **Increase access to higher education**
- **Deliver qualifications that will be recognized by employers and other universities across Canada**
- **Recognize and implement historical and cultural priorities**
- **Provide learning to meet future employment needs**
- **Increase access to higher education**
- **Align efficiently with other organizations**
- **Be affordable for the Government of Nunavut and sustainable over time**



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