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Driving health innovation

Enshrining inclusive governance in Alberta’s Post-Secondary Learning Act:

Public universities do not represent the citizens they are intended to serve, resulting in research, education, and innovation that inadequately meets the needs of its citizens.

We recommend modernizing the Post-Secondary Learning Act by updating a century old university-governance model to drive equitable health outcomes and health innovation in pursuit of better health outcomes for Albertans.

Enshrining principles of pluralism in legislation does not merely raise the floor on inclusive citizen participation in university decision-making but lifts the ceiling on our collective capacity to innovate.
**Issue:**

Alberta is enriched by many distinct histories, experiences, and ideas; some differences are visible, like race, while others are invisible like class, industry, or discipline.

This true diversity is not represented in the boards and senates that govern our universities – meaning they don’t represent Alberta’s rich repository of ideas and experiences – which adversely affects whether the knowledge created and imparted through universities most effectively meets the needs of society.

Because of the important role that universities play in advancing knowledge in health and health care, the composition of these governance bodies means that diversity of thought is not being fully brought to bear on the wicked public health challenges that define half our provincial budget. And beyond research, as universities train the next generation of employees and employers, embedding respect for diversity of thought in their training will better situate them to tackle wicked problems by better understanding the diversity of human experience and their respective capacities to improve the determinants of health in their own fields of work.

For this reason, we seek to harness both visible and invisible diversity through inclusive governance to transform untapped talent into new drivers of technologies, approaches, or policies for a healthier Alberta.

At the heart of inclusive governance reside two concepts:

1. Equal access to opportunity requires us to first recognise and understand differences in the human experience.

2. Innovation emerges at the nexus of those differences.

By legislating inclusive governance, the government of Alberta would thereby enshrine in the *Post-Secondary Learning Act* a commitment to both recognize and create value from Alberta’s untapped human potential, and in doing so – orient universities more effectively towards health equity and health innovation.

**Background**

Those who govern universities hold university leaders, researchers, and educators accountable to make smart and fair choices about how we study, teach, innovate, and care for citizens to make both Albertans, and our economy, healthier. However, when university governance does not represent Alberta’s diversity of thought, its research, education, and
innovation outcomes become exclusive – contributing to inequitable health outcomes and lackluster innovation.

**Health in all policies = health in all faculties**: Our most challenging public health issues require the knowledge and expertise of all faculties working across ministerial silos because wicked health problems are invariably tied to the determinants of health: income, social status, childhood experiences, working conditions, education level, social supports, access to care, genetics, culture, gender, and race/racism. ¹

**Health in all communities**: The need for social movements like #TruthAndReconciliation, #metoo, #BLM, #MMIW, and #StopAsianHate, have very obviously demonstrated unequal participation in society, polity, and economy. These groups and groups like these, who are not always visible, will remain excluded without structural changes to our public institutions.

**Innovation from all communities**: Innovation emerges at the nexus of difference; by drawing on Albertans’ full range of unique insights through inclusive governance, we facilitate creative abrasion in research and education to consider new ways forward on our most vexing challenges.

**Need for a structured solution:**

**Inclusive governance removes three sets of handcuffs:**

*The handcuffs on the marginalized, who are forced to scrap and fight, spending precious resources to be heard;*

*the handcuffs on leaders, constrained by century-old legacy structures that continue to misshape culture and policy;*

*and the handcuffs on creative problem-solvers, whose ideas cannot be valued without first being recognized and included.*
Theme 1: Outdated Governance

Higher education governance: Universities oversee three primary domains of work: research, education, and student services. Governing bodies provide strategic direction and feedback on:

- research (discovery and applied research; partnered research with community, stakeholders, and policymakers; social and technological innovation);
- education (degree programmes; continuing education; executive education; public engagement); and
- student services (admissions; awards; co-curriculars; career planning; residence; athletics and recreation; employment supports; equity, diversity, and inclusion).

115-year-old model: In 1906, the Flavelle Commission suggested public universities be held accountable through a board of governors that would serve as an intermediary between the whims of government and university decision-making. However, this century-old governance model does not adequately mandate nor endeavour to include a modern society’s rich diversity of thought, experience, and perspective.

Outdated governing structures inadvertently mold academic decision-making to perpetuate social, political, and economic exclusion. Leaders are not necessarily discriminatory, but the systems that govern those leaders were built for a different time.

Governance shapes health outcomes: Research shows how decisions at the top of an organization can permeate all levels of the organization and lead to improved outputs; for example, healthcare organizations improve patient safety and quality when those at the top of the organization show interest in those outcomes. Similarly, our proposal focuses on the highest levels of the university organization to ensure that issues of inclusiveness are not relegated to a specific office or unit within the university but that they become cultural manifestations throughout the organization.

Modernizing governance for health equity and innovation: Not only does inclusive governance draw on unique perspectives of marginalized groups to create equitable outcomes, but it also draws upon those groups who can contribute new ideas to improve quality of life and health – from any Faculty, industry, or sector.

Theme 2: Good Governance is Inclusive

Defining good governance: The UK Higher Education Code of Governance describes good governance as: adherence to purpose; dedication to interest of shareholders/stakeholders; transparency; accountability; and diversity.
When two specific features of good governance, ‘diversity’ and ‘dedication to stakeholders,’ are combined, what results is a pluralism outcome whereby any form of difference – diversity of thought, experience, or background – is ‘drawn in’ to increase equitable impact and innovative capacity.

We have modernized before – we can do it again: Inclusive governance is achievable. In the 1950s, students and faculty members were largely excluded from university governance; by 1975, 92% of universities (vs 9%) had faculty representation and 78% (vs 0%) had student representation.5,6

Similarly, there is a trend towards greater inclusion in the governance bodies of self-regulated professionals, including health professionals – such as the College of Physicians and Surgeons of Alberta, which has dramatically increased public representation on its Council.

Who is included and who is excluded?: The first step towards inclusive governance is to understand who is included and who is excluded.7 University boards and senates, and especially advisory boards for individual faculties, centres, and institutes, typically favour professionals with certain skillsets (e.g., finance) or high net worth to support fundraising. Ongoing budget cuts certainly reinforce this tendency and perpetuate its limitations.8

Board chairs and chancellors: Among the U15 Universities in Canada in 2019, Dr. Malinda Smith’s Diversity Gap Canada research showed: 85% of board chairs were white, 42.8% women, and only 14.2% were visible minority men or women; none were Indigenous. Meanwhile, 71.4% of Chancellors were men and 28.6% women; all were white and none were Indigenous.9

Inclusion is not a checkbox. The point of inclusion is not merely to create a colourful rainbow of diversity but to facilitate idea exchange among different perspectives to shape our public institutions’ creative capacity and to foster a sense of belonging among citizens. Inclusive governance represents an initial step towards equal participation in decision-making to orient our public institutions to serve all citizens productively and equally.

Academic leaders: Diverse community governance is an increasingly important counterweight to relatively homogenous institutional leaders. University leaders are, by the time they’re in faculty positions: high income, urban, and hyper-educated – representing neither Alberta’s diversity nor the student body’s diversity: 2019 Diversity Gap Canada data showed Presidents were 86.7% men of which 20% were visible minorities and only 13.3% are women; none were Indigenous. Provosts were 66.7% white men and 33.3% white women; none were Indigenous. Deans were 67% men and 32.1% women; 7.2% visible minorities.10
University leaders do not, and could never, represent Canada’s diversity – which amplifies the importance of inclusive governance as a counterweight to established norms and perspectives set by leaders. When issues are not understood through a particular demographic’s lens, policies and practices are not built with them in mind, resulting in blind inaction or vague and poorly designed solutions – thereby propagating health disparities.

Income and class gap: In the United States, “median childhood household income among faculty is 23.7% higher than the general public, and faculty are 25 times more likely to have a parent with a PhD,”¹¹ meaning faculty members and university leaders are unlikely to have firsthand knowledge of the challenges facing lower income and lower socioeconomic groups – that misshapes research questions, innovations, curriculum, and student experiences – further hastening disparities. Although similar Canadian data do not exist, a recent study of Canadian medical students also identified a massive socioeconomic class gap: 29% of medical students’ parents had master or doctoral degrees (vs. 6.6% of Canadians) and 62.9% of the medical students came from households with income in excess of $100,000/year (vs. 32.4% of Canadians).¹² Since medical faculty roles are heavily comprised of medical school graduates, this data likely reflects medical faculty composition.

Income and class gaps are invisible; such invisible gaps don’t raise the ire of the public the way a manel, for example, might stand out to the eye – further emphasizing the importance of a structural approach to inclusive governance rather than one that is exclusively reactive to visible differences or public outrage.

One minority group cannot speak for another: The more diverse our citizenry, the more important inclusive citizenship practices become in fostering social cohesion. Critics of expanded inclusivity in governance might point to increased representation of visible minority men and women as evidence that we are on the right track. True as this may be for those two specific groups, scientific literature tells us one ‘diverse group’ cannot offer insight into the experiences of other ‘diverse groups.’

The minority experience is not universal. An organization should not pick and choose which groups to include, labeled the cherry-picking insufficiency; instead, these institutions should take a structured approach to inclusive governance.
Theme 3: Good Governance Drives Innovation

**Propelling innovation:** There is a business case for inclusion – beyond the moral case. Different ideas, perspectives, and experiences merit inclusion in a public university because diversity improves organizational productivity and innovation.

*Inclusive governance not only includes marginalized voices but also unlocks dormant creative capacity to tackle wicked public health problems in pursuit of a healthier Alberta by attracting missing ideas and talent to create a healthy knowledge economy.*

**Increased productivity and innovativeness:** Diversity enhances creativity and innovation, especially in knowledge-creating sectors. Momani and Stirk’s Diversity Dividend showed:

“...across all sectors, a one percent increase in ethnocultural diversity was associated with an average 2.4 percent increase in revenue and a 0.5 percent increase in workplace productivity.” This impact was most profound in creativity and innovation sectors.¹³
As economic hubs, universities endeavour to translate knowledge into innovation. Gompers and Kovvali in the Harvard Business Review examined “tens of thousands of VC investments…. [finding] diversity significantly improves financial performance on measures such as profitable investments at the individual portfolio-company level and overall fund returns.”

**Target Legislation: The Post-Secondary Learning Act**

The *Post-Secondary Learning Act* describes the composition, selection, and appointment process for the university senate and board of governors, however, fails to articulate a commitment to inclusivity in either structure or procedure.

**Senate membership:** The senate has three categories of members. The first, which are members by virtue of their position include the chancellor; president; vice-president; chief academic officer for students; director of extension; president and vice-president of the alumni association. The second category are appointed members, including two appointed by the deans’ council, two appointed by the board, three appointed by the general faculties council, two appointed by the alumni association, two appointed by the non-academic staff association, four appointed by the students association, one appointed by the graduate students association, and nine public members appointed by the Minister. The third category is made up of thirty members elected by the senators themselves “to represent geographical areas and groups and organizations with an interest in the university.”

**Board of Governors membership:** The board of governors includes members by virtue of their position, including the chancellor and president of the university. It also includes a board chair appointed by the Lieutenant Governor in Council and several ministerial appointees, including two alumni, one member of the senate, two members of the academic staff, two students, one graduate student, one member of the non-academic staff, and not more than nine members “representative of the general public.” It can also include additional persons appointed by the Lieutenant Governor in Council with the Minister’s recommendation.

To enshrine pluralism in the *Post-Secondary Learning Act*, we propose three policy options:

Recommendation 1: Modernize the Post-Secondary Learning Act to mandate inclusive governance
Recommendation 2: Extend inclusive mandate to faculties
Recommendation 3: Foster decentralized experimentation in inclusive post-secondary governance

We anticipate these policy options will: increase representation of visible and invisible diversity in university governance; increase agility in Alberta’s public sector; increase transdisciplinary innovation in public health; diversify student body; and increase public sector accountability and transparency.
Policy Recommendations:

Recommendation 1: Modernize the Post-Secondary Learning Act to mandate inclusive governance

Modernize the Post-Secondary Learning Act to mandate ‘inclusive governance’ as a key objective when determining the composition, selection, and appointment of senators and boards of governors.

Other than the number – thirty-nine senators and nine governors – community accountability is not described in the Post-Secondary Learning Act beyond vague terms, meaning power concentrates among those already in power or connected to power, with no explicit mandate to include diverse ideas, perspectives, nor experiences. Moreover, absent reporting requirements as to how and why thirty-nine members of the senate and nine members of the board of governors are appointed leaves a gaping hole in accountability.

What ‘inclusive governance’ entails will vary based on the individual institution so ought to be customized to each university – but explicitly detailed and reported through annual reporting to the Deputy Minister of Advanced Education – as per Recommendation #3.

Recommendation 2: Extend inclusive mandate to faculties

Extend the Post-Secondary Learning Act’s inclusive governance mandate beyond the senate and board of governors to also include the advisory boards for subsidiary business units within the university: Faculties, schools, centres, students’ unions, and institutes.

Faculties, centres, students’ unions, and institutes within these universities often have advisory boards that are neither governed by this Act nor instructed under this Act to enshrine inclusivity in either its composition or selection process – resulting in inadvertently elitist governance that escapes the spirit of the legislated Act.

Additionally, at the time of the 1906 Flavelle Commission, universities were smaller; in modern universities, some Faculties, schools, centres, and institutes within a university are so large and powerful they act with a degree of sovereignty. Despite stewarding significant financial and human resources within the university, these increasingly independent Faculties are overseen only by a distant and dilute form of community governance, rendering them – in practical terms – exempt from the intended legislated community accountability.
Recommendation 3: Foster decentralized experimentation in inclusive post-secondary governance

Articulate a commitment to pluralism in the Post-Secondary Learning Act by enshrining in legislation that post-secondary institutions report annually to the Deputy Minister how they and their subsidiary business units have assessed and plan to improve how they recognize, respect, and value difference in the community.

Each university and each Faculty, centre, students’ union, and institute will have different needs; no single prescribed set of inclusion criteria would be appropriate. A decentralized model allows each Faculty to experiment with different inclusive governance models to meet their unique context, sharing lessons with other Faculties along the way.

Reporting to the Deputy Minister achieves two objectives: 1) external accountability, and 2) data-driven decision-making. The Deputy Minister can bring to bear cross-ministerial and cross-governmental data and insights to provide holistic perspective and feedback on how to improve representation of unique ideas, perspectives, and experiences from any industry, sector, or community.

Anticipated Outcomes:

1. Increase representation of visible and invisible diversity in university governance

University senates and boards of governors will become a repository for diversity of thought because they will “look like” the citizens they are intended to represent. Guided by census, polling data, and other mapping activities, universities and their subsidiary units would recognize unique perspectives, histories, and experiences of diverse communities, whether based on geography, class, gender, race, religion, ability, ideology, industry, or other domains.
2. Increase agility in Alberta’s public sector

Alberta will lead through decentralized experimentation to continuously develop and renew the best models of inclusive university governance. This will lead to world-leading new standards, norms, and expectations of inclusivity, including benchmarks and effectiveness evaluations of models to achieve innovation, and fairer participation in society, polity, and economy.

3. Increase transdisciplinary innovation in public health

Structural inclusion of disciplinary and thought diversity in medical faculties will compel cross-Faculty collaboration to achieve community-driven research priorities and partnered social innovation/social enterprise to serve diverse community needs including novel collaborative, intersectoral, transdisciplinary approaches to solve wicked public health problems.

4. Diversify student body

Increased admission, and awards to support a pipeline for under-represented groups, such as Indigenous, Black, rural, and low-income Albertans, will increase participation in STEAM programmes and medical schools.

5. Increase public sector accountability and transparency

Universities will publicize and report to the Deputy Minister their adopted inclusive governance models as part of routine annual reporting to government.

Recommendation:

We recommend modernizing the Post-Secondary Learning Act by updating a century old university-governance model, to enshrine diversity of thought, to help drive equitable health outcomes and health innovation in pursuit of better health outcomes for Albertans.
Our proposed agile and innovative governance model will proactively respond to community needs as societies change – enshrining in our public institutions an evergreen commitment to pluralism.

In doing so, we secure in Alberta’s universities a commitment to value difference – to see the intrinsic value in our unique perspectives, histories, and experiences.

Enshrining principles of pluralism\textsuperscript{17} in legislation does not merely raise the floor on inclusive citizen participation in university decision-making but lifts the ceiling on our collective capacity to innovate.

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