

Enrolment Planning 2010-20: Preliminary Report

January 19, 2011

Introduction

The Ontario Ministry of Training, Colleges and Universities (MTCU) estimates that demand for post-secondary education will steadily increase over the next decade with a growth rate of approximately 2% per year. The overall growth of undergraduate enrolment is projected to increase from about 320,000 full-time students in 2008-09 to approximately 400,000 undergraduate students in 2010-11.

With this context in mind, the Principal commissioned an enrolment planning Task Force to consider the opportunities and challenges provided by this increasing demand for undergraduate and graduate post-secondary education. The Task Force began meeting in September 2010 and met through the fall term to discuss both short-term and long-term enrolment plans. At its first meeting in September 2010, the Task Force established the following priorities:

- determine the integration of an enrolment growth strategy into the academic planning exercise and the budget and staffing planning;
- consider the risks and opportunities to guide the development of a timeline for a plan of action for the Task Force;
- establish a set of guiding principles and factors for consideration to inform the discussion and decision-making of the Task Force;
- release, to the Principal, the final report with a set of recommendations on the enrolment strategy for Queen's;
- and, determine a communications strategy so the community remains informed on the progress of this important initiative.

This preliminary report sets out some of the current contexts considered by the Task Force and includes a history of enrolment planning at Queen's (Appendix A) and an overview of enrolment trends at Queen's since 1995 (Appendix B).

In its discussions, the current Task Force has taken into account recommendations made in the "Report of the Enrolment Planning Task Force" submitted to Senate on January 18, 2000, but has considered the recommendations of that Task Force in light of a change of conditions presented by the current university, demographic, political, social, and economic environments.

The Task Force consists of the following members:

- Bob Silverman, Chair and Provost and Vice-Principal (Academic)
- Susan Cole, Chair of SCAD and Deputy Provost
- Brenda Brouwer, Vice-Provost and Dean of School of Graduate Studies
- John Pierce, Associate Vice-Principal and Dean of Student Affairs
- Alistair MacLean, Dean of Arts & Science
- David Saunders, Dean of the Queen's School of Business

- Peter Taylor, Board of Trustees Member and Professor of the Department of Mathematics and Statistics
- Safiah Chowdhury, President of the AMS
- Jawad Qureshy, President of the SGPS
- Kathy O'Brien, Director of the Office of the Provost
- Jo-Anne Brady, University Registrar (resource)
- Chris Conway, Director of Institutional Research and Planning (resource)

The following individuals and groups provide relevant expertise and data to this Task Force:

- Faculty Deans
- Caroline Davis, Vice-Principal (Finance and Administration)
- Ann Browne, Associate Vice-Principal (Facilities)
- Donna Janiec, Associate Vice-Principal (Finance)
- Brenda Ravenscroft, Associate Dean (Studies)
- Bruce Griffiths, Director of Housing and Hospitality Services
- Lorinda Peterson, Associate Director, University Communications
- Other parties as necessary and appropriate.

Guiding Principles

The current Enrolment Planning Task Force concurs with three guiding principles established in the 2000 Report of the Enrolment Planning Task Force:

- the need to maintain quality (of faculty, students and the broader learning environment);
- selectivity in decision making (enrolment plans should be made on a Faculty- or program-specific basis);
- and, the need for a long-term perspective in enrolment decisions.*

To this list, the current Enrolment Planning Task Force has added the following additional principles:

- the need to preserve the residential character of Queen's;
- the need to develop strategies designed to enhance the geographic and cultural diversity of the student population;
- the need to seize opportunities in the area of post-secondary education to advance the mission and goals of the university;
- and, the need to undertake a full financial analysis of the effect of any enrolment decision to demonstrate benefit to the missions and goals of the institution.

* Report of Enrolment Planning Task Force, January 18, 2000, p. 3.

Factors for Consideration in Enrolment Planning

There are many internal and external inter-related influences and factors that must be considered collectively to fully understand the implications of enrolment options. The most significant factors are outlined briefly below.

1. *Academic Planning Exercise* – Principal Woolf has commissioned an academic planning exercise for Queen’s University, which is currently under discussion by a Senate Task Force. The academic planning process’ purpose is to guide the University with academic considerations that, in turn, will help to guide financial decision-making. It will guide revitalization, identify areas for collaboration and highlight Queen’s strengths. The enrolment planning exercise will be an instrumental aspect of the academic planning development, and challenge Queen’s current enrolment plans in relation to traditions, socioeconomic factors, and accessibility considerations.
2. *Ontario’s Priorities and Post-Secondary Funding Framework 2010-2015* – The Speech from the Throne in 2010 and the 2010 Ontario Budget highlighted the importance of credit transfer and the creation of an Ontario online institute. These important factors are being considered within individual academic units at Queen’s but a coordinated approach is required to leverage shared infrastructure and expertise. These factors and how they will be developed at Queen’s will play an integral role in the enrolment planning process. The Ontario Government has ambitious goals for the next phase of their Reaching Higher plan for postsecondary education, including increasing the number of post-secondary graduates to 70% of the population, enhancing the student experience, enhancing teaching, and increasing student mobility between institutions. Additional funding will be focused on general accessibility (growth funding), accessibility for under-represented groups, credit pathway arrangements, and innovative delivery mechanisms.
3. *Residential Capacity* – At current enrolment levels, the on-campus residence system has capacity to meet the first year residence guarantee as well as providing limited capacity for upper year undergraduate students, graduate and professional students, exchange students and School of English students. With the incremental increase to the Commerce entering class, the existing residence capacity will be full with very limited opportunities for graduate and professional students, exchange students, and School of English students, all of which are expected to continue to grow.
4. *Student Demand and Demographics* - An analysis of the 2009 and 2010 undergraduate applicant pools indicates the opportunities to increase the entering undergraduate classes in various programs. Changes in the number and composition of students who attend university will have a significant influence in enrolment patterns over the coming decade. According to the 2007 publication entitled “*Trends in Higher Education: Volume 1- Enrolment*” by the Association of Universities and Colleges of Canada (AUCC), there will be declines in both the 18 to 21 and 22 to 24 year-old age groups which will cause a

demographic drag on enrolment.* An update to the *Trends* data, reviewing demographics and participation rates, is anticipated in 2011, which may influence student demand, as will the outcome of Queen's branding exercise.

5. *Program Capacity* – Many factors contribute to determining enrolment limits at the concentration or field level. The Faculty of Arts and Science has many limited enrolment programs where upper year demand exceeds capacity and progression is academically competitive. Applied Science is exploring options to introduce more students into upper year in programs with capacity. The advanced standing track in Nursing, which admits students who have completed the equivalent of two university years to complete a continuous five-term degree completion, has been very successful and has grown steadily since its inception in 2007. In graduate programs, supervisory capacity, physical space and funding are key factors that determine program enrolment capacity.
6. *Teaching Capacity* – The current faculty complement inhibits the University's ability to add additional programs or course sections. The faculty complement also limits the options for the delivery of programs, specifically being able to offer smaller seminar or lab sections. Limitations also exist as a result of our teaching infrastructure. Inadequate large and small lecture and seminar spaces greatly impede the timetable planning process and enrolment growth potential. Preliminary planning is underway to create additional teaching space and a dedicated teaching building plan was submitted as Queen's highest priority for capital funding in a recent submission to MTCU in June 2010. Opportunities to engage in more virtualization and on-line delivery may provide capacity to expand access outside of the traditional classroom models and fall-winter academic cycle. However, these initiatives require a significant ongoing investment and faculty support.
7. *International Enrolment* – The Principal's vision for Queen's includes a goal of increasing international (visa) undergraduate enrolment to enrich the undergraduate student learning experience, increase University's international profile and to benefit, both financially and demographically, from the demand within the international applicant pool. Approximately 75% of Queen's undergraduate enrolment has customarily been from Ontario, 20% from outside of Ontario, and 5% international visa students. That pattern has been consistent for many years although the University has not struck specific targets for provincial, national or international enrolment. In terms of graduate enrolment, domestic applications in the STEM disciplines (science, technology, engineering and math) are not of the magnitude (and in many cases quality) to address the requirement for graduate students; as many as 50% of the top applicants for admission in these disciplines are international students and recruitment of these students is highly desirable. International student enrolment in the STEM disciplines at Queen's ranges between 15 and 60% of in-program year 1-2 Masters and years 1-4 PhD. The School of Graduate Studies (SGS) has signed agreements with the governments of Egypt and China in an effort to gain access to highly qualified students who are funded by their respective governments for study abroad.

* Association of Universities and Colleges of Canada. "*Trends in Higher Education: Volume 1 - Enrolment*", 2007.

8. *Financial Aid* – The University expends approximately \$36.5M on student support including graduate funding (internal scholarships and awards, tuition relief, TA, RA, and bursary assistance) and undergraduate merit and need-based assistance. The University has a long-standing commitment to financial access and rewarding excellence, and enrolment growth will require greater investment in financial aid from both private and operating revenue sources. International graduate students, in particular, are typically a very high draw on financial aid.
9. *Student Services and Support* – Growth in demand for student services, both from increasing enrolment and student profile, are under greater pressure to meet student needs, particularly in the areas of Health, Counseling and Disability Services, Career Services and Athletics. Consequently increased enrolment will require an increase in investment in these areas. Similarly, there is an increasing requirement for Faculties, Schools and the Office of the University Registrar to invest more resources in support of student transition and success.
10. *Town – Gown Relations* – The population of Kingston has a bearing on the suitable size and environment for Queen’s and vice versa. Plans or proposals to change the University’s enrolment levels or mix, particularly with respect to the number and proportion of international students, will have an impact on the local community. Communication and engagement with the City of Kingston must be a requisite component of the planning process for longer-term enrolment strategies and information and feedback can be channeled through the existing City-Queen’s Leadership Team (co-chaired by the Chief Administrative Officer of the City of Kingston and the Provost). Queen’s also has a significant regional impact and is the ‘local’ university for many prospective students. Outreach initiatives to encourage participation in post-secondary education will undoubtedly lead to more demand for limited spaces.
11. *Funding Model and Timing* – The government’s commitment to increasing university capacity in the Province will require adequate operating and capital funding. The University will need to invest in strategic and innovative growth opportunities to secure increased funding while preserving and enhancing excellence and quality in undergraduate and graduate education.

Conditions for Enrolment Growth

The Enrolment Planning Task Force of 2000 proposed the following conditions be met to achieve growth and these are consistent with the current Enrolment Planning Task Force perspective:

- The funding must enable a parallel investment in new tenure-track appointments resulting in a decrease in the student-to-faculty ratio and new continuing staff positions necessary to maintain or strengthen the quality of the broader learning environment.
- The funding must enable Deans and Department Heads to be able to focus hiring in areas of strategic importance and to attract outstanding faculty.
- The funding must enable enhancement of student quality and diversity.

- The funding must enable an increase in the level of student financial assistance so that aid available for new students is not compromised by enrolment growth.
- The funding must enable adequate investment in the physical and information resources necessary to enhance the quality of the environment for research and teaching.
- The University and student governments must continue to work with students and city residents to ensure the continued improvement of town-gown relations.

In addition, the following conditions must also be met prior to any significant on-campus enrolment growth:

- Enrolment growth must be done selectively, in programs of strategic importance, with high demand and a large supply of qualified applicants.
- Appropriate new residence facilities must be constructed to maintain the residential nature of Queen's.
- Care must be taken to ensure the students Queen's admits are equipped to be successful in completing their programs.
- Support must be provided for the various aspects of the broader learning environment including athletics, student counseling, health services, and extra-curricular activities.

Preliminary Recommendations

Through the Fall term, discussions have led the Enrolment Planning Task Force to consider the following recommendations for short-term and longer-term enrolment:

1. Short-term recommendation:
 - i. In recognition of the current limitations in infrastructure (including classroom space, residential capacity and community housing limitations) and in the current financial situation, the Task Force recommends an increase of approximately 100 additional first-year undergraduate students for the 2011-12 academic year. Also, the Task Force supports the increase of 150 more graduate students as Queen's moves to meet its graduate growth target for 2012-2013.
2. Longer-term recommendations
 - i. On-Campus Enrolment

The Task Force will develop a framework for the long-term enrolment plan and offer recommendations on this matter.

ii. Off-Campus Enrolment

While still in the discussion and planning stages, the Task Force recommends that further discussion and consultation take place in developing the following areas:

- a. Expansion of Continuing and Distance Studies;
- b. Blended learning models;
- c. Expansion of international initiatives;
- d. and, development of Professional programs offered through distance studies or on campus components during spring/summer.

Appendix A

A Historical Review of Enrolment Planning at Queen's

Queen's University has a history of careful enrolment planning based on the establishment of annual enrolment targets set by the Senate Committee on Academic Development (SCAD) upon consultation with the Deans. The enrolment plan is approved annually by the Senate and presented to the Board of Trustees for information.

For the period 1989 through 1995-1996, the University's enrolment plans were heavily influenced by the results of the Corridor Enrolment planning exercise conducted by the Ontario Council on University Affairs (OCUA). Queen's enrolment plan called for a somewhat greater emphasis on science programs, a reduction in humanities and social science undergraduate enrolments, and continued effort to increase the relative proportion of graduate enrolment towards a goal of 20% of total enrolment. Specific enrolment targets in the Corridor Enrolment Plan were established at the program level in some instances (Nursing, Education, and Rehabilitation Therapy) as well as at a broader level (undergraduate science, graduate studies and total undergraduate enrolment).

Queen's fulfilled its Corridor enrolment obligations by meeting all of the assigned enrolment targets in 1995-1996. Accordingly, as long as the University maintained its total enrolment in the Corridor, Queen's retained its fixed share of the available government funding. If enrolment were to fall below the Corridor, the University's share of government funding would decrease, and while there was a mechanism to accommodate enrolment increases, the government chose not to fund enrolment above the Corridor. This non-financed enrolment was initially considered to be "unfunded BIUS" above the Corridor maxima, however, when the government subsequently turned its attention and financing to enrolment growth, they ultimately considered all enrolment over the Corridor mid-points as "unfunded BIUs". This, in effect, penalized Queen's for managing its enrolment at the mid-point level.

In 1993, the government announced that funding for Additional Qualification courses in the Faculty of Education would be phased out over a three-year period, with the enrolment declared ineligible for funding effective 1996-1997. No provision was made to adjust institutional Corridors, resulting in a net loss to Queen's of approximately 500 BIUs. Also in 1996-1997, the government ceased to consider international students eligible for funding support but in this circumstance each institution's Corridor was adjusted for the change in government policy. Actual enrolment in 1995-1996 witnessed the first (and thus far only) significant attrition of returning upper year undergraduate students, and this combined with declining part-time enrolment (a national trend) and the "loss" of the AQ BIUs resulted in Queen's enrolment slipping well below the midpoint of the Corridor.

The enrolment plan for 1996-1997 was formulated with a goal of maximizing enrolment opportunities within established objectives for undergraduate and graduate enrolment. The plan recognized that the size and mix of enrolment as a medium sized, full-service, research intensive, residential institution, and with a high level of student involvement in a broad range of non-

academic activities, were defining and differentiating characteristics of Queen's University. The intent was to move back towards the midpoint of the Corridor, thus providing a measure of flexibility for academic planning from the optimal funding opportunity from both government grant and tuition revenue. The 1996 – 1997 enrolment plan also accounted for the launch of the new MBA in Science and Technology program (which was no longer eligible for government funding), with the objective of replacing the lost BIUs. This replacement would occur through increases in enrolment in the Management Ph.D. and undergraduate Commerce and through the inception of the M.Sc. (Management) program, which over time was a successful strategy. The goal of reaching the mid-point in Queen's funded Corridor was met and exceeded in 1999-2000.

The most significant factor influencing enrolment planning and management in the latter part of the 1990s was the decline in the share of total revenue from government funding and the consequent increased reliance on tuition as a revenue source. As the University continued to draw an increasing share of its operating revenues from tuition, enrolment management at the Faculty and School level became increasingly more important. Universities also started becoming increasingly competitive with students demanding higher quality and innovation to justify their increased investment in higher education. Queen's continued to experience strong applicant demand, particularly at the undergraduate level, and in 1996 instituted an undergraduate and professional student Exit Poll to track student satisfaction. Student financial assistance became increasingly important and Queen's retains a long-standing commitment to maintaining leadership in student financial aid and support.

In 1998, government began the practice of targeted funding with the Access to Opportunities Program (ATOP) followed in quick succession by EDTOP (1998 funding to expand teacher education; to be phased out in 2011 and 2012) and MEDTOP (2000 funding to expand medical enrolment; planning for further expansion commencing with the completion of the new Medical building). The University responded to these initiatives and grew by 20% in Applied Science, 25% in Medicine and 17% in Education.

In 2001, The School of Nursing began a strategy to collaborate with St. Lawrence College to meet the directive from the Ministers of Health and of Education and Training to successfully develop and implement collaborative college-university nursing education to expand baccalaureate nursing opportunities in Ontario. The expansion was required to address the policy change stipulating that a BScN would be the minimum entry-to-practice requirement for Registered Nurses, as well as the anticipated nursing shortage. Queen's enrolment in Nursing almost doubled during the short period of the collaborative agreement, but the collaboration with St. Lawrence was not successful. Though Nursing enrolment was initially reduced, it has grown to meet increased applicant demand in recent years.

The Double Cohort was the next significant factor impacting enrolment. It spearheaded a capacity planning exercise with government and the establishment of ETAs (enrolment target agreements) to ensure that all qualified and motivated graduates from two high school years (the last OAC year and the first Grade 12 year graduating at the same time) would have access to a university education. In anticipation of secondary school reform and the double cohort, Queen's Senate struck the Enrolment Planning Task Force. After broad consultation with the University community, the Task Force recommended that Queen's act upon the opportunities presented by fully-funded enrolment growth (eventually committed to by the government) and that the growth should be managed in a cautious and thoughtful way. In March 2000, Senate unanimously

approved the recommendation that Queen's stage enrolment growth in selected programs to increase by approximately 3,000 full-time undergraduate and graduate students to a new steady state full-time enrolment level of 17,000 over the ensuing decade.

While the double cohort years (2003 – 2007) marked an all-time high point for Queen's enrolment, growth has continued. As of November 2008, total full-time enrolment has increased 35% (+26% undergraduate, +54% graduate and +132% MBA) over the preceding decade, prior to the various government sponsored growth incentive plans. The undergraduate Commerce program has grown 50% since pre double cohort, and full-time enrolment in Arts has increased 16% from the double cohort high and is projected to continue to grow through 2012, which will represent 22% growth over the double cohort bulge.

The enrolment mix by program has not changed substantially since the mid 1970s, with the exception of undergraduate science (which has increased from 17% of total undergraduate enrolment in 1975 to 23% in 2010-2011) and graduate students (graduate studies and MBA have grown from 10.8% overall to more than 19% of total enrolment in the past year). The geographic mix of Queen's students has changed. While Queen's continues to serve Ontario's population, with approximately 76% of the undergraduate student body from Ontario and almost 40% of those from the Greater Toronto Area (GTA), students from every Canadian Province and Territory are represented, and 5.5% of undergraduate students (including those at Queen's) in exchange are international citizens. International enrolment, by citizenship, comprises almost 17% of graduate student enrolment.

In the fall of 2008, Principal Williams established an enrolment target Task Force to review enrolment targets at the undergraduate and graduate levels, the implications of growth or lack of growth, the constraints on growth, and potential enrolment shifts between discipline areas. The preliminary report of the Task Force identified challenges of growing enrolment in Kingston including: the residential nature of the University and the capacity for on and off-campus residential accommodation; current constraints on appropriate size and configuration of teaching space; the size of the faculty complement particularly in light of current economic challenges; the requirement for adequate and appropriate student financial assistance; and a recognition of the incremental costs associated with incremental growth. The Task Force considered there may be enrolment opportunities in non-credit and executive education, and these options should be encouraged and explored for future enrolment growth.

Appendix B: Enrolment Trends

Figure 1*

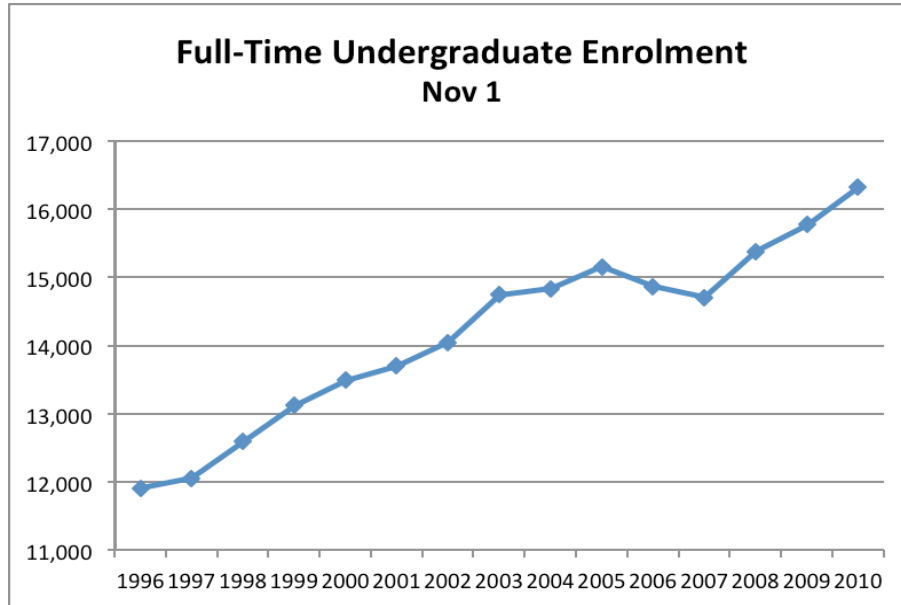
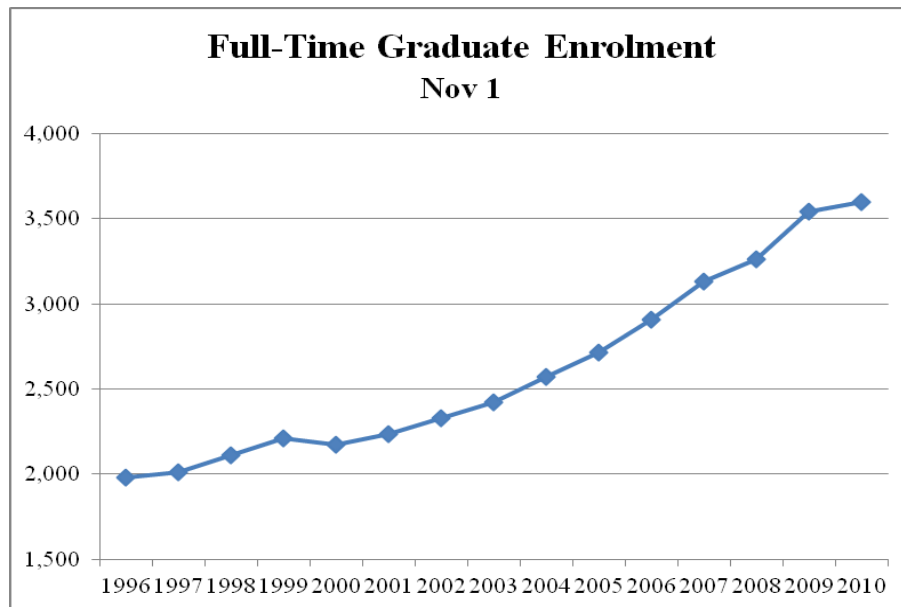


Figure 2



* In Figure 1, a full-time undergraduate student has a course load of 60% or more of a normal full-time course load.

Figure 3

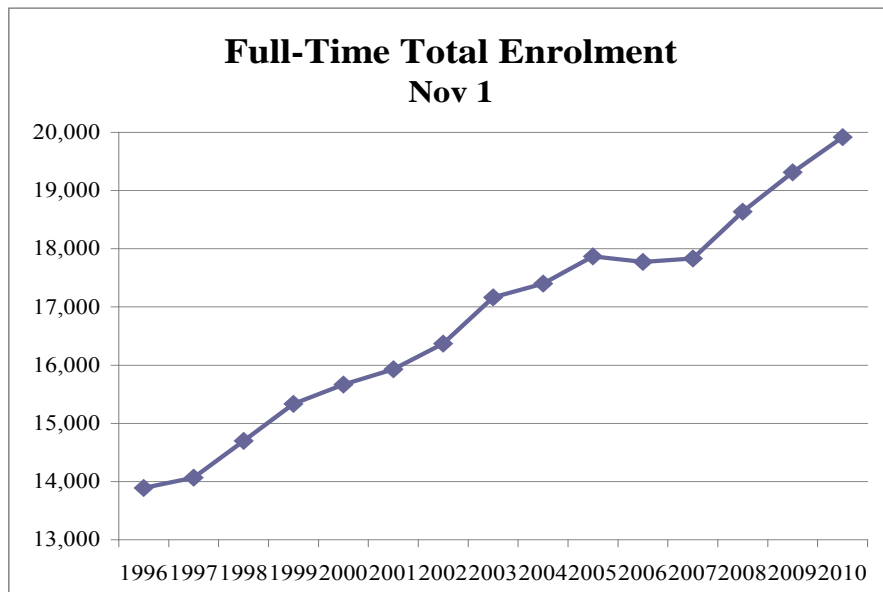


Figure 4

