

**THE GOVERNING COUNCIL**  
**REPORT NUMBER 105 OF**  
**THE PLANNING AND BUDGET COMMITTEE**

**November 1, 2005**

To the Academic Board,  
University of Toronto.

Your Committee reports that it met on Tuesday, November 1, 2005, at 4:10 p.m. in the Council Chamber, Simcoe Hall, with the following members present

Professor Avrum Gotlieb (in the Chair)  
Professor Vivek Goel, Vice-President and  
Provost  
Ms Catherine Riggall, Vice-President,  
Business Affairs  
Professor Safwat Zaky, Vice-Provost,  
Planning and Budget  
Professor James Barber  
Professor Philip H. Byer  
Mr. P.C. Choo  
Professor John Coleman  
Miss Coralie D'Souza

**Regrets:**

Mr. Ryan Matthew Campbell  
Ms Carole Moore  
Professor Pekka Sinervo  
Professor J. J. Berry Smith

Professor Miriam Diamond  
Mr. Martin Hyrcza  
Professor Glen A. Jones  
Professor David Mock  
Mr. Timothy Reid  
Professor Robert Reisz  
Mr. Stephen C. Smith  
Professor Ron Smyth

Mr. Louis R. Charpentier

**Non-voting Assessors:**

Ms Elizabeth Sisam, Assistant Vice-  
President, Space and Facilities Planning

**Secretariat:**

Mr. Henry Mulhall  
Ms Cristina Oke, Secretary

**In attendance:**

Dr. Jeanne Li, Special Assistant to the Vice-President, Business Affairs

ALL ITEMS ARE REPORTED TO THE ACADEMIC BOARD FOR INFORMATION.

**1. Report of the Previous Meeting**

Report Number 104 of September 22, 2005 was approved.

**2. Business Arising from the Report of the Previous Meeting**

There was no business arising from Report Number 104.

### **3. Senior Assessor's Report**

#### **(a) Allocations from *Reaching Higher***

Professor Goel informed members that the University was continuing to have extensive consultations with the Council of Ontario Universities (COU) and with the Ministry of Training, Colleges and Universities regarding the allocation of the funding that had been announced in the *Reaching Higher* plan. The Minister had recently announced his intention to create three funds— Quality Enhancement, Excellence and Change. Each post-secondary institution was required to submit a spending plan for the funds. It was anticipated that the initial allocations from the Quality Enhancement and Excellence funds would be proportionate to current funding for each institution, while subsequent allocations could be non-formulaic and more closely tied to institutional mission and plans. The Change Fund would support sector-wide initiatives, including collaborations among universities and between colleges and universities. One such potential initiative was the Scholar's Portal.

A member asked whether the Ministry was moving towards individual contracts with post-secondary institutions, or whether funding envelopes would continue. Professor Goel replied that the Ministry appeared to be heading towards multi-year agreements with individual institutions.

A member asked whether the province was moving towards the British system in which institutions were monitored by a central government body. Professor Goel replied that the Ministry did not appear to be moving in this direction and recognized that the resources required for such a system. The Higher Education Council which had been proposed in the provincial budget might be used to set performance measures for post-secondary institutions, however there had been no work on the creation of such a Council since the budget had been released in May.

#### **(b) Tuition**

Professor Goel noted that the Ministry had scheduled further consultations on tuition for November. The provincial government had not formally indicated whether the tuition freeze would continue in 2006-07. The University anticipated that, if the tuition freeze did not continue, an increased level of accountability on access would be required by the Ministry. The University's annual report on student financial support would provide a sound basis for such accountability. Professor Goel reminded members that, until a decision on tuition had been announced by the province, the University could not finalize its 2006-07 budget.

#### **(c) Expansion of Medical Education**

Professor Goel advised members that, in response to the Ministry's request for expanded medical education in the province, the University had proposed the establishment of a fourth academy. This academy would be located at the University of Toronto at Mississauga, and would build links to hospitals in the Peel region. A final decision on this was expected shortly.

### **3. Senior Assessor's Report (cont'd)**

#### **(d) Campus Master Plan, Capital Projects and the proposed Royal Ontario Museum Development**

Professor Goel recalled that in November 2004, a revised capital plan with forecasts and notional allocations had been presented to governance. The University was currently reviewing the available building sites and zoning on the St. George campus.

Over the past few weeks, the University had been working with the Royal Ontario Museum (ROM) to address the University's concerns with the proposed development on the planetarium site.<sup>1</sup> There had been useful conversations about ground-level enhancements to the precinct, but ROM remained committed to building the proposed condominium tower. The University had taken the position that the proposed tower was not responsible planning for the precinct, and that it did not support the rezoning application or the proposed 47-storey height of the development. A community meeting had been scheduled on November 1<sup>st</sup> by the City of Toronto to discuss the proposed development.

Professor Goel reminded members that the University and ROM had a number of ongoing partnerships, and that the University would continue to maintain its healthy relationship with ROM regardless of differences over this particular development project.

A member asked whether the University had to agree to the use of the land in order for the development to proceed. Professor Goel replied that the City of Toronto would decide on the land use. The proposed project did build over certain rights-of-way for which agreement from the University was necessary.

A member asked what the next steps would be with respect to the proposed development. Professor Goel replied that ROM could withdraw its application for rezoning, or, if the City did not grant the rezoning application, appeal to the Ontario Municipal Board.

### **4. Graduate Enrolment Expansion: Discussion Paper**

#### **(a) Presentation**

Professor Goel explained that graduate enrolment expansion had been a significant part of the provincial budget, and that this initiative was providing the University with an opportunity to further develop its mission in such an expansion.

In a powerpoint presentation, Professor Goel highlighted the following key points of graduate enrolment expansion strategy for the University of Toronto.

- Graduate education was a distinctive feature of the University of Toronto and had been a defining part of its vision.
- Strong graduate programs were critical to maintaining the University's vision of linking research and teaching.

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<sup>1</sup> The Royal Ontario Museum was requesting a zoning change from institutional to residential, in order to construct a 40-storey private residential building rising above an articulated garden level over a five-storey new facility for the ROM.

#### 4. Graduate Enrolment Expansion: Discussion Paper (cont'd)

##### (a) Presentation (cont'd)

- The University's commitment to graduate education had been a recurring theme in its academic planning cycles.
  - *Planning for 2000* (1994)
    - Proposed an overall increase in graduate enrolment to enhance programs.
  - *Raising Our Sights* (2000)
    - Encouraged graduate enrolment planning.
  - *A Framework for Enrolment Expansion at the University of Toronto* (2000)
    - Set goal of graduate enrolment expansion at the University of Toronto at Mississauga (UTM) and at the University of Toronto at Scarborough (UTSC).
  - *Stepping UP* (2003)
    - Emphasized the importance of graduate education to program enhancement.
  - *The Choice for a Generation* [Rae Submission] (2004)
    - Called for graduate enrolment expansion.
      - All of the planning documents noted above had been discussed and endorsed by governance.
- A number of external reports had also emphasized the need for increased graduate student enrolment in Ontario.
  - *Advancing Ontario's Future Through Advanced Degrees* (2003)
    - Paper prepared by a committee chaired by Professor Paul Davenport for the Council of Ontario Universities (COU) that called for a doubling of graduate enrolment.
  - *Investing for Prosperity: Task Force on Competitiveness, Productivity and Economic Progress* (2003)
    - Provincial Task Force chaired by Professor Roger Martin, Dean of the Rotman School of Management of the University of Toronto, which noted that Ontario was graduating fewer Master's and PhD students than peer jurisdictions.
  - *Ontario: A Leader in Learning* (2005)
    - Report of the Rae Review.
- Full-time undergraduate enrolment projections that had been made by Price Waterhouse Cooper in a study published in 2000, and those that had been made by the Ministry of Training, Colleges and Universities (MCTU) were less than the actual full-time enrolment in Ontario universities between 2000-01 and 2004-05.
  - The double cohort had accelerated the increases in enrolment;
  - Increased participation rates also resulted in enrolment expansion.
- Enrolment at the University of Toronto had grown annually since 1973-74; the double cohort had accelerated the growth.

#### 4. Graduate Enrolment Expansion: Discussion Paper (cont'd)

##### (a) Presentation (cont'd)

- The University had been close to meeting its targets for enrolment growth:

	1997-98	04-05 Target	04-05 Actual
Undergraduate – St. George	19,552	25,300	26,187
Undergraduate – UTM	4,725	6,800	7,295
Undergraduate – UTSC	4,270	7,500	7,228
Second entry professional	7,440	10,400	10,068
Doctoral	6,143	8,500	7,109
<b>TOTAL</b>	<b>42,100</b>	<b>58,500</b>	<b>57,887</b>

- Enrolment in the doctoral stream had grown, but not as much as the University had wanted;
- The target graduate to undergraduate enrolment balance had not been maintained.
- Assessment of enrollment expansion:
  - The University had met targets with some adjustments due to differences from forecast in applications and changes in funding.
  - The proportion of graduate students at the University of Toronto was significantly less than that of its research-intensive peers.
  - Student quality had been maintained.
  - Student/faculty ratios had been affected.
- Academic Considerations
  - Graduate students defined the character of the institution;
    - Need to consider balance with undergraduate and professional.
  - Graduate students were partners in the research enterprise.
  - Graduate students contributed significantly to the undergraduate student experience in a variety of ways, including being teaching and research assistants, residence dons, and mentors.
  - Many departments had identified graduate growth in their plans.
- Funding Opportunity was almost unprecedented
  - 2005 Ontario budget had allocated \$220 million by 2009-10 for graduate enrolment expansion.
  - A target of 14,000 students above 2002-03 enrolment had been set.
- Ministry Targets had been set for MA and PhD full-time head count for 2009-10:
  - MA Full-time headcount had been targeted to increase from 16,559 in 2004-05 to 24,974 in 2009-10 – an increase of 8,415.
  - PhD Full-time headcount had been targeted to increase from 8,134 in 2004-05 to 11,958 in 2009-10 – an increase of 3,824.
  - the total increase in headcount from 2002-03 to 2009-10 would be 14,579.

#### **4. Graduate Enrolment Expansion: Discussion Paper (cont'd)**

##### **(a) Presentation (cont'd)**

- University Submission
  - In order to maintain the University's current proportionate share of the province's graduate students (30% of the system), enrollment would have to increase by 3,700 graduate students by 2009-10.
  - Initial Divisional plans had suggested that the University could accommodate an increase in enrolment of more than 3,700 graduate students.
- Planning Process
  - Graduate enrolment planning had to start at the level of individual graduate units:
    - Admission recommendations were made by individual programs.
    - For doctoral-stream studies, a close match was needed between the interests of student and faculty members.
    - The applicant pool could vary from year to year.
    - Given the University's scale, there could be considerable variability at the unit level from year to year, but total numbers remained relatively stable.
- Academic Planning Considerations
  - Graduate enrolment expansion within programs must be linked with academic priorities and plans.
  - The quality of students must be maintained and enhanced.
  - The student experience of both graduate and undergraduate students must be enhanced.
- Resource Considerations
  - Supervisory capacity.
  - Funding:
    - Increased research council funding was necessary to support graduate enrolment expansion;
    - Increases in graduate student funding also were necessary to support graduate enrolment expansion.
  - Additional space would be required to accommodate the needs of additional students.
  - Housing would be required for additional graduate students.
- Planning Issues
  - Expansion targets were being developed at the program level and were discipline-specific.
  - In order to meet the 2009-10 target enrolment, a large number of new students would have to be admitted in the next few years.
  - It might not be possible to use new programs as the basis for increasing enrolment, since the approval process for new programs was lengthy.
- Space
  - The Province would be providing \$600 million for capital funding for higher education, starting in 2007-08.
  - A stream of payment would be provided annually for 20 years equivalent to principal and interest (6.5%), which represented a present value of about \$39,000 per student.
  - Funding could be used for new space or renovation of existing space.
  - The distribution formula for these funds had not yet been decided.

#### **4. Graduate Enrolment Expansion: Discussion Paper (cont'd)**

##### **(a) Presentation (cont'd)**

###### **Concluding Remarks**

- Graduate enrolment expansion represented a significant opportunity for the University of Toronto.
- The expansion was consistent with the University's academic objectives.
- The University of Toronto was well-positioned to prepare and execute a graduate enrolment plan
- Planning would have to be driven at the local level

##### **(b) Discussion**

Members of the Committee engaged in a thorough discussion of graduate enrolment expansion. The following points were raised in the discussion.

###### **i) Distribution of enrolment expansion across disciplines**

A member observed that, while the total actual enrolment growth between 2000-2005 had been 22%, the growth in the Humanities and Social Sciences had been 5%. He was concerned that the availability of funding for enrolment expansion might distort the composition of the expansion. Professor Goel replied that the funding opportunities resulting from graduate enrolment expansion were not driving the University's plans. Graduate enrollment expansion had always been important to the University. He noted that, although enrolment in Humanities had not grown at the same rate as in other disciplines over the past few years, it had not declined. He also commented that enrolments reflected the shift in student interests over the years. In the late 1990's, students had been particularly interested in programs in the fields of computer science and electrical engineering. More recently, students had become interested in various fields in the biological sciences.

Professor Goel pointed out that, of the federal granting agencies, the Social Sciences and Humanities Research Council (SSHRC) had the smallest amount of research funding available, but had the largest number of faculty eligible for its grants. Research direction was often driven by available funding. In planning for graduate enrolment expansion, the University had to determine the appropriate balance to maintain among disciplines. He noted that the 2000 Enrolment Expansion Framework included a commitment across disciplinary areas. He expected that such a commitment would also be a part of any graduate expansion plan.

###### **ii) Balance among Graduate Programs**

Members noted the difference in the resources required for professional master's and for doctoral stream programs. While both program streams advanced the mission of the University, doctoral stream programs required one-on-one supervision of students. The University had to be responsive to community needs and continue to recognize the importance of research master's programs in certain disciplines.

###### **iii) Increased Funding for Graduate Enrolment Expansion**

###### **a. Research Funding**

Several members emphasized the need for increased research funding for faculty to support graduate enrolment expansion. Excellent graduate students were being turned away from programs because funding was not available for them.

- 4. Graduate Enrolment Expansion: Discussion Paper (cont'd)**
  - (b) Discussion (cont'd)**
    - (iii) Increased Funding for Graduate Enrolment Expansion (cont'd)**
      - a. Research Funding (cont'd)**

A member observed that research funding had become subject to increasing constraints. The amount of funding available had decreased while the standards for receiving funding and the reporting requirements had increased. Another member commented that only 45% of Canadian Institutes of Health Research (CIHR) funding was now directed at individual operating grants, and it was becoming increasingly difficult to obtain funding for individual investigator-driven research.

- b. Teaching Assistantships**

A member asked whether all graduate students were required to work as teaching assistants. In her view, teaching assistants gained valuable experience and contributed positively to the undergraduate student experience. Professor Goel replied that the requirements for graduate students to work as teaching assistants varied across programs.

A member asked whether an increase in the number of teaching assistantships would result in tenured professors doing less teaching. Professor Goel explained that an increase in the number of teaching assistants available could provide faculty members with additional support for their teaching.

- c. Other Sources of Funding**

Professor Goel commented that it was absolutely clear that the amount of research funding and graduate student support had to increase to support the funding guarantee. However, it was important to realize that, while the new funding from the province would cover the funding guarantee for graduate students, other funds would become available for enhancements to programs and to the student experience. New fellowship and scholarship programs were anticipated at the provincial and federal levels. Other sources of funding included federal research grants and advancement initiatives.

- iv) Differences between Graduate and Undergraduate Enrolment Expansion**

A member noted the different requirements for graduate and undergraduate enrolment expansion. With undergraduate enrolment expansion, economies of scale were possible. Graduate students required one-on-one interaction with faculty as well as guaranteed financial support. The University had increased its graduate student enrolment over the past few years without receiving funding for the additional students. Professor Goel commented that, while the government had provided full-average funding for each student, however, in several years, funding had been provided for fewer students than had actually accepted offers of admission. Furthermore the lack of inflation on the grant per student for almost a decade had resulted in the negative funding situation now being experienced. It was anticipated that the proposed quality funding would address the imbalance that existed.



**4. Graduate Enrolment Expansion: Discussion Paper (cont'd)****(b) Discussion (cont'd)****v) Impact of graduate enrolment expansion on Teaching and Administrative Staff**

Several members expressed concern about the impact of graduate enrolment expansion on teaching and administrative staff. Many faculty members had relatively high undergraduate teaching loads. Adding the supervisory demands of new graduate students would be challenging to faculty. Administrative staff who provided support to graduate programs were also stretched to capacity as a result of the devolution of responsibilities from the School of Graduate Studies (SGS) to divisions.

**vi) Impact of enrolment expansion on student experience**

A member suggested that divisional submissions include an assessment of the impact of graduate enrolment expansion on such things as student services, graduate courses, conference and travel funding. Increasing the number of graduate students without expanding the services available to them would result in unhappiness. Professor Goel noted that page 11 of the Discussion Paper required divisional submissions to include any initiatives that would enhance the student experience, increase retention rates, reduce completion times, and strengthen the overall quality of the University's graduate programs. He also informed members that the results of the Graduate and Professional Students' Survey (GPSS) would soon be released at the University. This survey was similar to the undergraduate National Survey on Student Experience (NSSE).

A member noted that graduate students were expected to produce a number of publications during their programs.

**vii) Impact of three campus model on Graduate Education****a. Graduate Student Experience**

A member commented on the difference in graduate student experience at UTM and UTSC compared to that on the St. George campus, and asked whether the distribution of graduate students across the three campuses could be provided in the same way that the distribution of undergraduate students across the three campuses was provided. Professor Goel indicated that UTM and UTSC saw graduate student enrolment expansion as an opportunity to increase the visibility of graduate studies on each campus. He stated that it was not possible at the present time to clearly identify graduate students at UTM or UTSC. A field was being added to the Repository of Student Information (ROSI) to indicate the campus on which the graduate student was located.

**b. Graduate Education Planning**

A member observed that the centrality of graduate planning might be impeding the growth of graduate studies at UTM and UTSC. He suggested that those involved in graduate education at the east and west campuses should become less dependent upon the graduate chair or co-ordinator at the St. George campus.

#### **4. Graduate Enrolment Expansion: Discussion Paper (cont'd)**

##### **(b) Discussion (cont'd)**

##### **b. Graduate Education Planning (cont'd)**

A member commented on the variety of approaches to graduate education planning that could be chosen by a division. One approach would be to focus on the academic goals of the division, while another would be to focus on the financial implications of enrolment expansion. The member asked how proposed changes to SGS would impact on graduate education planning. The member also noted the challenges presented by the need to plan for graduate enrolment expansion at a divisional level, while SGS dealt with graduate education at an institutional level, and UTM and UTSC pursued opportunities for establishing graduate programs on those campuses.

A member asked how graduate enrolment expansion should be incorporated into current faculty hiring initiatives. The hiring plan being implemented by divisions might not reflect the distinct programming that would result from the enrolment expansion. Professor Goel replied that the situation was not the same across all disciplines and campuses. *Stepping UP* had emphasized the development of graduate education at UTM and UTSC, and there were faculty members on those campuses who had the capacity to take on more graduate students. A key element of *Stepping UP* was that plans were not meant to be static, they would need to adapt to the new objectives.

##### **viii) Principles for Graduate Enrolment Expansion**

A member suggested the following principles for graduate enrolment expansion.

1. Graduate enrolment expansion must advance research agenda, and have an appropriate mix of professional masters and doctoral stream programs.
2. The quality of students admitted must be maintained or enhanced.
3. Graduate enrolment expansion must support undergraduate expansion, for example, fund additional teaching assistantships.
4. Graduate enrolment expansion must pay for itself, and not be subsidized by operating funds.
5. Graduate enrolment expansion must not increase faculty load beyond acceptable and sustainable levels.
6. The graduate student funding guarantee should be reviewed with a view to adding an option other than 'having funding' and not having funding'.

The member expressed his pleasure at having the opportunity to discuss the major issue of graduate enrolment expansion at the Committee. He stated his support of the bottom-up approach to planning for expansion at the departmental level, but noted the need for an institutional overview to determine the areas in which growth should occur. Professor Goel thanked the member for the suggested principles.

**4. Graduate Enrolment Expansion: Discussion Paper (cont'd)****(b) Discussion (cont'd)****ix) Suggestions for Contents of Graduate Enrolment Expansion Framework Document for Endorsement**

Members discussed the type of information that they would find useful in considering the Graduate Enrolment Expansion Framework document for endorsement, and suggested that the following be included:

1. estimates of how much additional space and funding would be required for specific number of additional students;
2. an overview that illustrated how decreased resources in one area could support new programs in another area;
3. a plan for addressing the issue of increased research funding;
4. a definition of supervisory capacity, including the requirements in various disciplines.

Professor Goel undertook to provide the following information in the Framework document:

- a set of principles for graduate enrolment expansion;
- proposals for graduate enrolment expansion;
- various scenarios that illustrate the impact of expansion;
- clear estimates on what would be necessary in order to make graduate enrolment expansion succeed at the University;
- clarification of the differences between disciplines, and between doctoral stream Master's and PhD programs and professional master's programs.

**5. Capital Project: Project Planning Committee: Senior Scholar/Retiree Centre – St. George Campus: Terms of Reference and Membership**

The Committee received for information the terms of reference and membership of the Project Planning Committee for the Senior Scholar/Retiree Centre on the St. George Campus. A member asked why Senior Scholar/Retiree Centres were not being planned for UTM and UTSC. Professor Goel explained that the intent was to look at all three campuses. Point number 4 of the Terms of Reference of the Committee specified that the Project Planning Committee was to recommend space programs for Centres on each of the three campuses. The agreement with the University of Toronto Faculty Association (UTFA) had been that planning for the St. George campus Centre would be undertaken first.

**6. Date of the next Meeting**

The Chair reminded members that the next meeting of the Committee was scheduled for Tuesday, December 6, 2005 beginning at 4:10 p.m. in the Council Chamber.

**7. Other Business**

There was no other business.

The meeting adjourned at 6:25 p.m.

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Secretary  
November 8, 2005

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Chair