



University of Toronto TORONTO ONTARIO M5S 1A1

OFFICE OF PLANNING AND BUDGET

TO: Planning and Budget Committee

SPONSOR: Derek McCammond, Vice-Provost Planning & Budget
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DATE: January 9th 2003 for January 28th 2003

AGENDA ITEM: #4

ITEM IDENTIFICATION:

Update on Enrolment Expansion, December 2002

JURISDICTIONAL INFORMATION:

The Committee is responsible for policy on planning. Specific areas in which recommendations are made to the Academic Board include enrolment plans and policies.

HIGHLIGHTS:

The report, *Update on Enrolment Expansion, April 2002*, was approved by Governing Council on June 3rd, 2002. It described the University's enrolment expansion plans to deal with the enrolment pressures resulting from the double cohort and demographic and participation rate changes in the university age population. The enrolment plans described were informed by the Provincial Government's projections of the magnitude of these enrolment pressures and *Update on Enrolment Expansion, April 2002* signaled a concern that the projections would not adequately capture the real magnitude of the student demand. Subsequent events proved these concerns to be well founded and, in the late Spring, MTCU revised upwards their projections. After discussions at the Enrolment Expansion Working Group and with a strong pool of applicants for 2002-03, the University agreed to further increases (a revised Phase 2) in the first entry intake of 750 (July submission to MTCU) and a further 92 (September submission to MTCU). The extra students were to be accommodated principally in Arts and Science programs on all three campuses with a small number admitted to Engineering and Physical Education and Health. The revised Phase 2 enrolment increase is still dependent on appropriate funding from MTCU to enable the necessary Capital construction to proceed.

In August, MTCU asked all Ontario universities to sign an Enrolment Target Agreement (ETA). The ETA defined the number of students an institution would accept into first entry programs directly from the Ontario secondary school system, and the total number of undergraduate students (FTE) and Basic Income Units (BIU) that would result. MTCU would

fund actual total enrolments up to that in the ETA with penalties for institutions that did not meet their intake targets.

Unlike first-entry programs, there is no expectation of full average funding for all realized enrolment increases in graduate programs. The sum of the individual universities plans for graduate enrolment increases greatly exceeded the Government's projection of need and there is a limit to the graduate enrolment increase that the University can contemplate if the number of unfunded BIUs is not to increase. Discussions are ongoing with MTCU to increase the graduate funding to better accommodate the flow through of the first entry enrolment increases now being experienced, provide the enhanced pool of Teaching Assistants required and to meet the demand for doctoral graduates as the universities face the need for expanded complement and the replacement of a large number of retirements in the next ten years. In anticipation of success in these discussions the University included an additional 500 doctoral students in the total graduate enrolment in its ETA.

Details of the enrolment expansions by division are presented in the attached report *Update on Enrolment Expansion, December 2002*; the University's September 2002 ETA is attached to the report.

FINANCIAL AND/OR PLANNING IMPLICATIONS:

Resources will be provided to divisions for approved undergraduate and professional masters enrolment increases beyond their 2000-01 level for which they are neither currently being funded nor will receive funding in the future under another program. Funds that were received as One-Time-Only (OTO) in 2000-01 for enrolments over target in that year have been provided in base. In general, divisions will receive 75% of the Operating Grant plus 75% of the tuition Revenue net of mandated student aid generated by the enrolment increase. In the case of the Phase 1 expansion at UTM and UTSC, 90% of the funding generated will flow to reflect the debt service costs assumed by the two Divisions for the capital expansion associated with Phase 1. The funding will flow from the Enrolment Growth Fund to the divisions based on *actual* enrolments up to the target. Two thirds of the revenue will flow as OTO in the year that it is generated with the full amount placed in base the following year. Funding beyond the level of that associated with a Division's steady state enrolment will flow as OTO. For enrolment beyond the targets, divisions will receive OTO funding based on tuition revenue only.

Resource allocations for increases in doctoral enrolment will be tailored to a Division's needs to ensure compliance with the Graduate Funding Guarantee.

RECOMMENDATION:

It is recommended that the Planning and Budget Committee recommend to the Academic Board, approval in principle of the revised enrolment expansion described in Figure 1 of the attached report *Update on Enrolment Expansion, December 2002*.

UPDATE ON ENROLMENT EXPANSION, DECEMBER 2002

BACKGROUND

The report, *Update on Enrolment Expansion, April 2002*, was approved by Governing Council on June 3rd, 2002. It described the University's enrolment expansion plans to deal with the enrolment pressures resulting from the double cohort and demographic and participation rate changes in the university age population. The report provides a brief history of the enrolment planning process that took place at the University and the interactions with the Council of Ontario Universities (COU) and the Provincial Government through the Ministry of Training, Colleges and Universities (MTCU). The enrolment plans were informed by the Provincial Government's projections of the magnitude of these enrolment pressures and *Update on Enrolment Expansion, April 2002* signalled a concern that the projections would not adequately capture the real magnitude of the student demand. Subsequent events proved these concerns to be well founded and, in the late Spring, MTCU revised upwards their projections, reflecting much more closely data in the original PricewaterhouseCoopers report. After discussions at the Enrolment Expansion Working Group and with a strong pool of applicants for 2002-03, the University agreed to further increases (a revised Phase 2) in the first entry intake of 750 (July submission to MTCU) and 92 (September submission to MTCU). The extra students were to be accommodated principally in Arts and Science programs on all three campuses with a small number admitted to Engineering and Physical Education and Health. The revised Phase 2 enrolment increase is still dependent on appropriate funding from MTCU to enable the necessary Capital construction to proceed.

In August, MTCU asked all Ontario universities to sign an Enrolment Target Agreement (ETA). The ETA defined the number of students an institution would accept into first entry programs directly from the Ontario secondary school system, and the total number of undergraduate students (FTE) and Basic Income Units (BIU) that would result. MTCU would fund actual total enrolments up to that in the ETA with penalties for institutions that did not meet their intake targets. A copy of the University's September 2002 ETA is attached to this report.

ENROLMENT PLANS

The University of Toronto's enrolment expansion plans recognized enrolment changes resulting from:

1. Program changes and enrolment plans already approved and funded and now in the process of implementation (e.g. the move to graduate only programs in the Faculty of Architecture, Landscape and Design).
2. Program changes and enrolment plans already approved with funding sources already identified as other than the MTCU enrolment expansion operating grant (e.g. ATOP, MD expansion, MBIotech etc.).
3. Program changes and enrolment plans proposed in *Raising Our Sights* (ROS) plans where implementation was conditional on funding which can now be provided from the MTCU enrolment expansion operating grant (e.g. Pharmacy expansion, move to graduate programs in OT and PT, MBA expansion etc.).
4. The need for additional enrolment expansion to help meet the projected increase in demand for university places (e.g. arts & science programs on all three campuses etc.)
5. The need for additional enrolment in doctoral stream programs to maintain a balance between enrolments in the different levels of study.

The planned increase (decrease) in total enrolment is shown in Figure 1 for all of the programs with significant enrolment change. A brief description of the data in Figure 1 follows.

Undergraduate Programs

Arts & Science Programs: The proposed intake and total enrolment increases in Arts & Science programs on all three campuses are presented in Figures 2 and 3. Figure 2 shows the Arts & Science, St George

intake being increased beyond the 2001-02 level to accommodate its share of the extra intake and held at that level through to the end of the double cohort before being brought back to its lower steady state value. Intakes at UTM and UTSC will peak in the double cohort years and just after, then reach their new steady state levels by 2007-08. Figure 3 shows the total enrolment on St George reaching its maximum at the end of the double cohort years with the expansion being *transferred* to UTM and UTSC as commissioning of capital projects enables the extra students to be accommodated. The Arts and Science enrolments in all three campuses include the remainder of the increase in enrolment in Computer Science Programs associated with the Access to Opportunities Program (ATOP).

Applied Science & Engineering: Enrolment in Computer, Electrical, Industrial and Mechanical Engineering and in Engineering Science programs increased by some 1,000 students as a result of ATOP. Consequently enrolment increases in engineering programs, other than the remaining increases associated with ATOP, will be modest and concentrated in Chemical, Civil and Materials Engineering.

PH&E: The intake target is being increased by 11 students.

Medical Radiation Sciences: The introduction of the revised suite of Medical Radiation Sciences programs as publicly funded programs was approved in 2000-01 by Governance with the first students having enrolled this September.

Pharmacy: U of T's Faculty of Pharmacy is the only one in the Province. Their ROS Plan proposed to double enrolment in the BSc Pharm program in response to a demonstrated need for more graduate pharmacists in Ontario.

Architecture and Landscape Architecture, Occupational Therapy and Physical Therapy: Undergraduate programs in these areas are being phased out and are being replaced by professional programs at the Masters level.

MD: The University increased its MD intake by 13 students in 2000 and by a further 8 in 2001 in response to a Government request to increase enrolment in MD Programs Province-wide; full average funding was provided. The data in Figure 1 reflects the flow through of the intake increases.

BEd: The University increased its BEd intake by 282 students over three years in response to a Government request to increase enrolment in teacher training programs Province-wide. Full average funding has now been provided in base. The data in Figure 1 reflects the final increase.

Nursing: The University has agreed to MTCU funded enrolment increases in both undergraduate and graduate Nursing Programs. The first of the increases were in 2001-02.

Graduate Programs

Unlike first-entry programs, there is no expectation of full average funding for all realized enrolment increases in graduate programs. The sum of the individual universities plans for graduate enrolment increases greatly exceeded the Government's projection of need. In 2001-02 enrolment expansion funding was allocated between the universities on the basis of existing enrolments in the graduate and second entry pool while a working group developed a proposal for allocations in 2002-03 through 2004-05. The distribution algorithm proposed to MTCU (*and accepted for 2002-03*) incorporates five performance indicators of graduate student capacity and quality and research capability and quality. While this algorithm is not unfavourable to the University Of Toronto it is clear that, with the limited funding available for graduate enrolment expansion, there is a limit to the graduate enrolment increase that the University can contemplate if the number of unfunded BIUs is not to increase. Discussions are ongoing with MTCU to increase the graduate funding to better accommodate the flow through of the first entry enrolment increases now being experienced, provide the enhanced pool of Teaching Assistants required and to meet the demand for doctoral graduates as the universities face the need for expanded complement and the replacement of a large number of retirements in the next ten years. In anticipation of success in these discussions the University included an additional 500 doctoral students in the total graduate enrolment in its ETA. Even with these extra doctoral students, which would be conditional on increased

funding in the graduate funding pool, the balance of doctoral to undergraduate students that existed in 1998-99 would not be maintained.

ATOP Programs: Enrolment in the doctoral programs in Electrical & Computer Engineering and Computer Science has been increasing at a slower rate than planned in ATOP. There is therefore some enrolment increases remaining at the Doctoral level.

MBA: The Rotman School's ROS Plan proposed increasing the number of sections of its MBA Program by two in order to bring it to the critical size needed to compete with the top Management programs in North America. The availability of funding from the graduate pool will enable this to happen. Tuition and operating grant revenue will flow to the Rotman School under the Responsibility Centre Management protocol approved in the 2002-03 Budget Report.

OT, PT and SLP: The Faculty of Medicine's ROS Plan included moving the second-entry undergraduate programs in OT and PT to the Masters level and to increase enrolment in the existing Professional Masters Program in SLP. The increase in BIU revenue generated by the masters programs will provide the necessary resources.

MMPA: This program was developed as a self-funded program prior to the introduction of tuition fee deregulation for graduate programs. It can now be included in the count of publicly funded programs.

Other Professional Masters Programs: There are a number of professional masters programs that have been introduced with agreed funding arrangements where the enrolment has not yet reached steady state. The remaining planned enrolment increases have been captured in Figure 1.

Doctoral Programs: Expansion includes increases resulting from completion of the graduate ATOP plan, the commitment associated with the University's CCBR SuperBuild proposal and a modest increase in doctoral stream enrolment in Arts & Science programs. An additional 500 doctoral students was included in the ETA conditional on increased funding in the graduate funding pool.

RESOURCE IMPLICATIONS

Resources will be provided to divisions for approved undergraduate and professional masters enrolment increases beyond their 2000-01 level for which they are neither currently being funded nor will receive funding in the future under another program. Funds that were received as One-Time-Only (OTO) in 2000-01 for enrolments over target in that year have been provided in base. In general, divisions will receive 75% of the Operating Grant plus 75% of the tuition Revenue net of mandated student aid generated by the enrolment increase. In the case of the Phase 1 expansion at UTM and UTSC, 90% of the funding generated will flow to reflect the debt service costs assumed by the two Divisions for the capital expansion associated with Phase 1. The funding will flow from the Enrolment Growth Fund to the divisions based on *actual* enrolments up to the level in Figure 1. Two thirds of the revenue will flow as OTO in the year that it is generated with the full amount placed in base the following year. Funding beyond the level of that associated with a Division's steady state enrolment will flow as OTO. For enrolment beyond the targets in Figure 1, divisions will receive OTO funding based on tuition revenue only.

Resource allocations for increases in doctoral enrolment will be tailored to a Division's needs to ensure compliance with the Graduate Funding Guarantee.

RECOMMENDATION

That the Planning and Budget Committee recommend to the Academic Board, approval in principle of the revised enrolment expansion described in Figure 1.

December 2002.

Figure 1, Planned Enrolment Growth in Publicly Funded Programs

Increase over 2000-01 levels, (Eligible FTEs Summer, Fall & Winter), September 2002 ETA.

	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	Steady State
UTM Phase 1 *	136	693	1310	1720	2045	2479	2529	2528
UTM Phase 2	0	68	357	697	1180	1605	1781	1814
Total UTM *	136	761	1667	2417	3225	4084	4310	4342
UTSC Phase 1*	267	576	1005	1121	1258	1307	1308	1307
UTSC Phase 2	0	283	1001	1635	2106	2161	2014	1905
Total UTSC *	267	859	2006	2756	3364	3468	3322	3212
St George								
Arts & Science Phase 1	623	1181	1504	2648	2355	1838	1395	1080
Arts & Science Phase 2		219	532	765	1134	1144	1099	944
Total Arts&Sci St. George	623	1400	2036	3413	3489	2982	2494	2024
ApSc&E	146	283	418	470	492	525	528	528
PE&H		11	21	32	40	40	40	40
Med. Radiation Sciences	0	64	144	192	189	188	188	188
Pharmacy	37	150	188	225	282	338	393	448
Architecture	(70)	(130)	(130)	(130)	(130)	(130)	(130)	(130)
OT & PT	(122)	(252)	(318)	(318)	(318)	(318)	(318)	(318)
Total St George	615	1526	2359	3884	4044	3625	3195	2780
Total UG Pool *	1,018	3,146	6,032	9,057	10,633	11,177	10,827	10,334

Other UG Programs with envelope funding

	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	Steady State
MD	21	42	63	71	71	71	71	71
BEd	94	94	94	94	94	94	94	94
Nursing	31	150	290	355	315	240	215	215
Total Other Envelopes	146	286	447	520	480	405	380	380

Total Undergraduate *	1,163	3,432	6,479	9,577	11,113	11,582	11,207	10,714
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Graduate and Secondary-Entry Enrolment Expansion Pool

	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	Steady State
Masters								
ATOP	20	50	50	50	50	50	50	50
MBA	61	127	198	264	264	264	264	264
MMPA	89	85	85	85	85	85	85	85
OT, PT & SLP	89	203	265	313	357	357	357	357
MArch, MLA, MUD	64	122	128	128	128	128	128	128
MBioTech	15	40	50	50	50	50	50	50
MFinEcon	0	10	20	25	31	33	33	33
MSc Urban design	0	17	17	17	17	17	17	17
Total Masters in Grad Pool	338	654	813	932	981	984	984	984
Doctoral								
ATOP	14	56	56	56	56	56	56	56
ApSc&E (CCBR)	0	0	5	10	15	15	15	15
Medicine (CCBR)	0	0	17	33	50	50	50	50
Pharmacy (CCBR)	0	0	3	7	10	10	10	10
Arts & Science	0	0	55	140	200	200	200	200
Additional Doctoral Stream		100	245	360	500	500	500	500
Total PhD in Grad Pool	14	156	381	606	831	831	831	831

Other Graduate Programs with envelope funding

	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	Steady State
Nursing MN	4	38	56	60	59	59	59	59

Total Graduate Increase	356	848	1,250	1,597	1,872	1,875	1,875	1,875
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	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	Steady State
Total Enrolment Increase *	1,520	4,280	7,729	11,174	12,985	13,456	13,081	12,588
Total Enrol. Increase, St G.	1,013	2,535	3,921	5,866	6,261	5,769	5,314	4,899

* Enrolment numbers include UTM students in the CCIT program who are taking courses at Sheridan College and the UTSc students in the joint programs with Centennial College.

Figure 2, Intake Projections, Arts & Science on all Three Campuses, September 2002 ETA.

Intake increase over 2001 target	2001	2002	2003	2004	2005	2006	2007	Steady State
St George-Phase 1	804	804	804	804	217	217	217	217
St George-Phase 2		241	275	250	400	250	250	250
UTSc-Phase 1*	310	316	408	389	389	389	389	389
UTSc-Phase 2	0	268	678	654	548	482	482	482
UTM-Phase 1*	227	407	481	481	481	481	481	481
UTM-Phase 2	0	65	280	332	527	520	464	464
Art&Sc-Phase 1*	1341	1527	1693	1674	1087	1087	1087	1087
Art&Sc-Phase 2	0	574	1233	1236	1575	1252	1196	1196

*Sheridan C&IT and Centennial joint program enrolments are included.

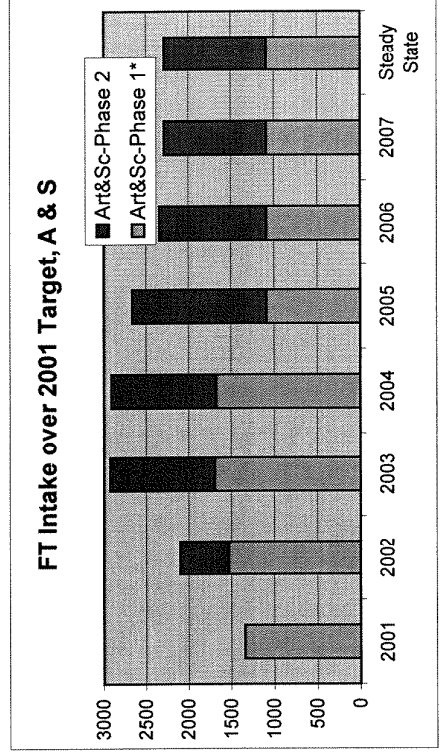
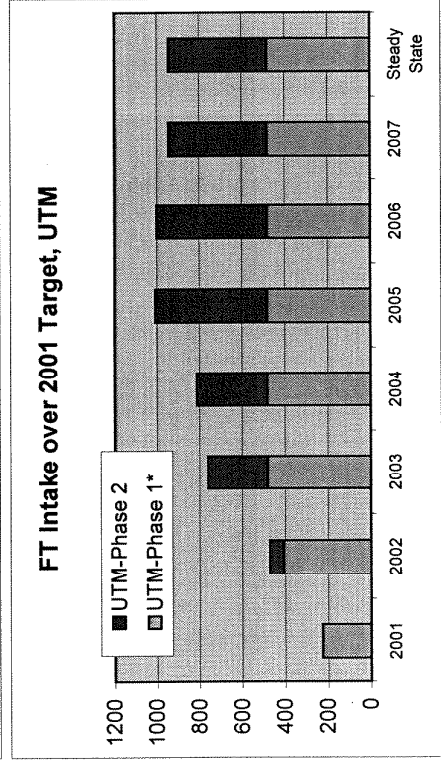
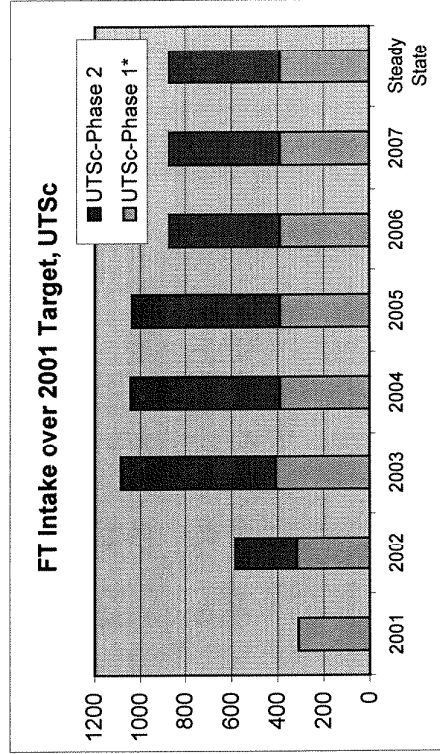
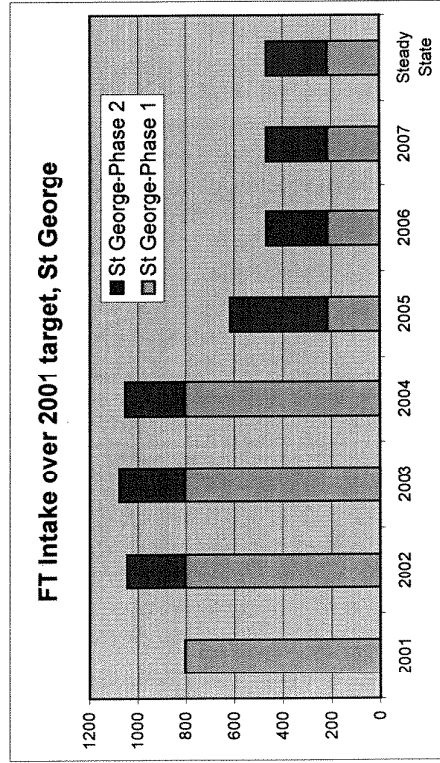
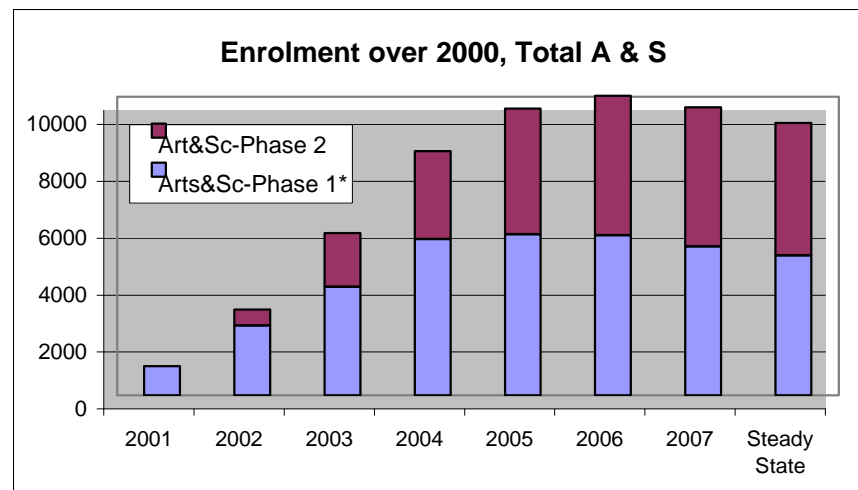
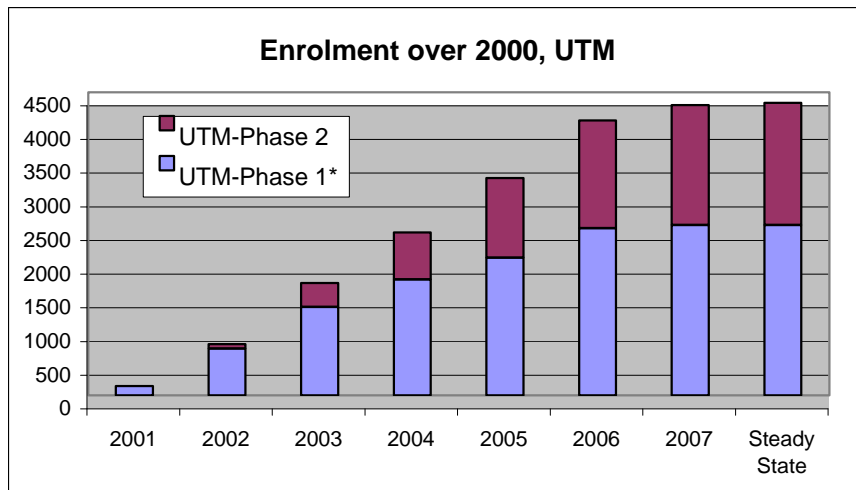
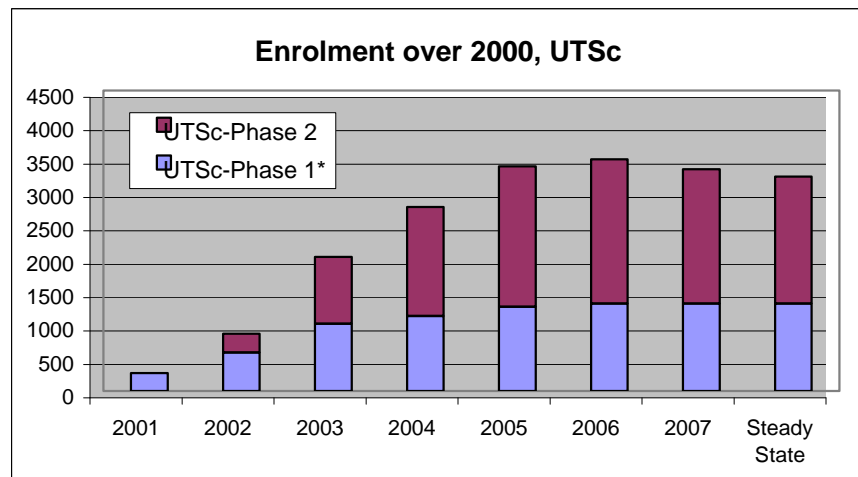
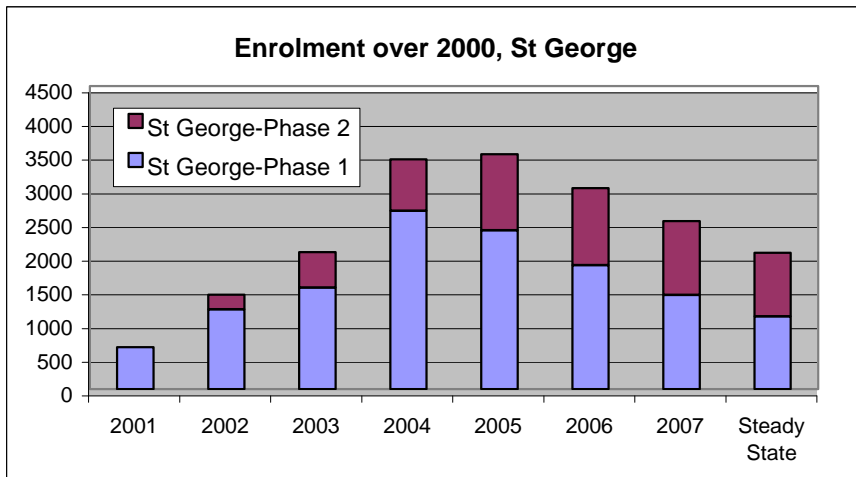


Figure 3, Total Eligible FFTE Enrolment Projections, Arts & Science on all Three Campuses, September 2002 ETA.

Total Enrolment over 2000-01

	2001	2002	2003	2004	2005	2006	2007	Steady State
St George-Phase 1	623	1181	1504	2648	2355	1838	1395	1080
St George-Phase 2	0	219	532	765	1134	1144	1099	944
UTSc-Phase 1*	267	576	1005	1121	1258	1307	1308	1307
UTSc-Phase 2	0	283	1001	1635	2106	2161	2014	1905
UTM-Phase 1*	136	693	1310	1720	2045	2479	2529	2528
UTM-Phase 2	0	68	357	697	1180	1605	1781	1814
Arts&Sc-Phase 1*	1026	2450	3819	5489	5658	5624	5232	4915
Art&Sc-Phase 2	0	570	1890	3097	4420	4910	4894	4663

*Sheridan CCIT and Centennial joint program enrolments included.



ENROLMENT TARGET AGREEMENT(ETA)

BETWEEN

**THE MINISTRY OF TRAINING, COLLEGES AND
UNIVERSITIES**

AND

UNIVERSITY of TORONTO

September 2002

This ETA is made in duplicate on this (date): September 18, 2002

BETWEEN: The Ministry of Training, Colleges and Universities (MTCU)

AND: University of Toronto

The University agrees to meeting the enrolment targets for 2002-03 and 2003-04 on the attached table, with the understanding that enrolment projections for 2004-05 and 2005-06 are for planning purposes and, therefore, not subject to this agreement.

The Ministry agrees to ensure that the sum of the institutional targets equalled the system enrolment projections, based on MTCU=s projections as of August 2002 and total available BIU funding.

The ministry also agrees to provide full system average base BOI per base BIU funding for the agreed-upon BIU growth target, based on the BOI formula, up to the achievement of the system target level, contingent upon the achievement of the 101 sector enrolment growth target. In case of total system underachievement of 101 growth target, the ministry reserves the right to adjust the university's growth BIUs to be funded, as per section 2 of the ETA Guidelines.

In exchange for accessibility funding, the university agrees to meeting the following requirements:

1. that it will commit to complying with the principles for admissions agreed upon by the Ontario Universities Council on Admissions (OUCA) and to treating both cohorts as agreed upon and published in Info 62 (Spring 2002).
2. that it will make it a priority to accommodate its target number of first year students from secondary schools;
3. that it will communicate the system plans to accommodate the double cohort, as well as its own plans, to parents and students.

The University ~~agrees to ensure that there is enough space to accommodate the above-mentioned undergraduate enrolment targets~~, recognizes that it may not receive additional funding if its BIUs were to grow beyond the agreed-upon growth targets, as described in section 1 of the ETA Guidelines.

Kevin Costante

Deputy Minister

Robert J. Birgeneau

President

ENROLMENT GROWTH TARGETS (Revised Sept. 18, 2002)

Enrolment Growth (year over year incremental growth)	2001-2002 (actual total)	2002-2003 (over 2001- 02)	2003-2004 (over 2002- 03)	2004-2005 (over 2003- 04)	2005-2006 (over 2004- 05)
a. Fall Full-Time Eligible Undergrad enrolment	32,410	2,405	2,836	3,091	1,015
a.1. Fall Full-Time Eligible Undergrad enrolment totals	32,410	34,815	37,651	40,742	41,757
b. Undergraduate BIUs (all terms)	59,236	3,536	5,025	5,751	2,647
b.1. Undergraduate BIUs (all terms) totals	59,236	62,772	67,797	73,548	76,195
c. 101 enrolment target	7,294	814	1,016	4	254
c.1. 101 enrolment totals	7,294	8,108	9,124	9,128	9,382

Note:

1. Line a in the above table is an information item and the basis of the Ministry=s enrolment projections and the key determinant of line b.
2. Line b is the basis on which the institution is funded, subject to meeting the target associated with line c.
3. Achievement of Line c will be determined based on Final OUAC Fall 101 confirmed acceptances, as published in September, excluding all nursing and visa students.
4. **Annual Enrolment targets have been added to the table.**
5. **Adjustments have been made for the following exclusions:**
 - i) **Medicine Expansion**
 - ii) **BEd Expansion**
 - iii) **Undergraduate Nursing Expansion (Compressed) excluding the University of Toronto's Special Agreement enrolments**
 - iv) **Undergraduate OT/PT enrolments for 2001 and 2002 removed as instructed in the letter of July 26, 2002 from Francis Lamb, Acting Director.**
 - v) **Undergraduate Architecture and Landscape Architecture enrolment removed for 2001 consistent with decision regarding OT/PT in iv).**
6. **This level of commitment is only possible with Superbuild support. We are assured by our reading of the budget and the analysis provided by MTCU that the new round of Superbuild proposals will make a fair assessment of proposals with the intention of increasing student places, as the Minister of Finance said in the Budget Speech, "In areas where they are needed." Accordingly, our submission plans enrolments with confidence in the process in which we are preparing to participate.**