

# TOWARDS 2030

A Third Century of Excellence  
at the University of Toronto

*Synthesis Report*



UNIVERSITY OF  
TORONTO

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## PRESIDENT'S FOREWORD

TWENTYYEARS AGO, in *Renewal 1987*, President George Connell lucidly outlined the challenges facing the University of Toronto and proposed a number of long-term directions for the institution. The resulting discussions, captured in *Response to Renewal 1987*, strike many familiar chords for the contemporary reader.

Today, as we approach our second centennial, the University of Toronto is respected as one of the foremost research-intensive universities in the world. Over 400,000 University of Toronto alumni in 160 countries remain our greatest ambassadors. Their successes in an astounding range of fields underscore the enduring value of a University of Toronto education. Even as a publicly-supported institution with constrained resources, we have been able to rival both the great private universities of the United States and the ancient public universities of Britain in the quantity and quality of our research and scholarship.

We have leveraged our limited resources through the excellence of our faculty in winning competitions for research-related funding from public and private sources. And we have also been the beneficiaries of levels of philanthropy that are unprecedented in Canada. Our ongoing success is thus shared with countless alumni and friends whose gifts to the University have enabled us to raise our aspirations.

While the University's strengths are remarkable, it has reached an inflection point in institutional evolution. We face certain organizational and financial issues that have intensified since their delineation in *Renewal 1987*. And we are confronted with rapid changes in the landscape of higher education and advanced research, locally, provincially, nationally, and globally.

In June 2007, I summarized these circumstances in *Towards 2030: Planning for a Third Century of Excellence at the University of Toronto*. That background document asked how the University could build on its achievements and continue to excel in the varied dimensions of its mission. It also framed a series of questions about our long-term strategic directions and reopened a dialogue on the University's future.

Over the summer months and into the fall of 2007, the *Towards 2030* discussion paper was distributed broadly throughout the University community. A website was created to host the paper, receive and publish feedback, and to provide updates on progress in the consultative process.<sup>1</sup> Together with the Provost, I presented the paper and held discussion sessions for over 40 audiences. Feedback also arrived in the form of letters, e-mail messages, and direct submissions. The ideas advanced in this intense dialogue gradually coalesced around five themes: long-term enrolment strategies, institutional organization, University resources, University governance, and University relations and context. Accordingly, in

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<sup>1</sup> By the end of May 2008, the website had received over 30,000 visits from all over the world.

October 2007, the second phase of the process commenced with the appointment of five task forces to consider these themes.

Four of the task forces were chaired by current members of the University's Governing Council. A fifth, on governance, was led by the immediate past Chair of the Council. The task force membership was inclusive, extending across the University's key constituencies: faculty, staff, students, senior administration, federated universities and constituent colleges, and the three campuses. While interest-based groups were given ample opportunity to make submissions, task force members were current or past governors, complemented and supported by senior administrative staff. The majority position of governors in the task forces was designed to foster a consensus that married the perspectives of the University's diverse estates and the governors' fiduciary views of the University's long-term interests.

In the course of their work, the task forces conducted research, consulted widely, and solicited and received submissions and comments from the University community along with many external individuals and parties. The task force deliberations were open, candid, and unconstrained.

The chair of the Task Force on Governance has already presented an initial report to the May 2008 meeting of the Governing Council. The Task Force has received a renewed mandate from the governors of the University and its members will embark on a second and final round of deliberations during the 2008–09 academic year. The reports generated by the other four task forces are being released concurrently with this *Synthesis* report. All the task force reports, in my view, are clear and courageous. The University owes a deep debt to the members of the task forces, the staff who worked with them, and all who made submissions or presentations.

I would caution that some of the recommendations in the task force reports may seem startling unless one stands back and recalls that the horizon for implementation is not tomorrow or next year but across the next two decades. At that, the task forces have eschewed speculation about the impact of disruptive changes in our context that might arise from rapid shifts in climate, the international order, information technology, or transportation modalities. Consistent with this pragmatic focus, the reports have raised many issues that bear on shorter-term decisions and directions. I believe we are in a much better position to take those decisions and set those directions as a result of the sign-posts towards 2030 that have been erected by the task forces.

This *Synthesis* in response to the task force reports marks the third phase in the Towards 2030 process. It is necessarily selective, summarizing only some of the arguments and recommendations advanced by each task force.<sup>2</sup> The selection criteria, in turn, were predictable: I focused on those recommendations that had long-term strategic implications

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<sup>2</sup> Preparing those summaries has been a challenge in part because the task force reports have all spoken concisely and eloquently to their mandates. I have therefore not hesitated to quote extensively from the task force reports in the body of the present document.

and that were consistent with other task force reports. Accordingly, the *Synthesis* highlights the connections and interdependencies among various of the task forces' findings and recommendations. It also includes some personal reflections on the matters at hand.

I want to acknowledge specifically that the powerful report of the Task Force on Institutional Organization raises detailed administrative issues that require shorter-term consultation, discussion, and measured action. My goal here is to review those administrative and organizational issues in a generalized way, emphasizing broad concepts and principles.

The *Synthesis* can be read on its own. However, interested readers may wish to browse the task force reports or the original *Planning* document as they move through this report. The web version of the *Synthesis* may be particularly helpful to those who are unfamiliar with the University of Toronto or with some of the ongoing issues in Canadian higher education and advanced research; it has been set up with active links to the companion documents and other references.

Last, the 2007 *Planning* document opened with some observations on our context and broad questions about the University of Toronto's future role in higher education and advanced research. Only after answering those questions can one reasonably consider longer-term strategic directions. Thus, I have returned to the same issues as a starting point for this *Synthesis*.

# CHAPTER 1. THE UNIVERSITY'S MISSION AND ROLE IN CONTEXT

PUBLICLY ASSISTED UNIVERSITIES, more than their privately financed counterparts, are shaped by their social and political contexts, not least their transactions with governments. Among those transactions, enrolment issues are usually prominent as governments use financial levers to align university spaces with demographics, labour market needs, and broad socioeconomic trends. Enrolment patterns, however, have a huge impact on the character of any institution of higher learning. Thus, in responding to demographic pressures or government's definition of societal needs, every publicly assisted university must weigh short-term gains against the long-term implications for its self-defined role and aspirations. This chapter accordingly reviews the consensus that has emerged from the 2030 task forces regarding the University's mission. It also summarizes the encouraging alignment of that presumptive mission with both enrolment trends and Ontario system needs.

## The University's Reputation

The positive reputation of the University of Toronto rests heavily on two cornerstones.

The first is the strength of our alumni. We have educated hundreds of thousands of outstanding individuals who have gone on to leadership roles around the world and in every walk of Canadian life. Their success speaks both to the quality of the students who choose to attend the University of Toronto and the rigour of our varied educational offerings. With Toronto serving as Canada's largest magnet for talented immigrants, our University's alumni are also increasingly multicultural. As such, they are well-positioned to thrive in a period of human history when ideas, enterprises, and personnel move rapidly across national borders.

The second reputational cornerstone of the University of Toronto is the strength of our faculty across all three campuses and in partner institutions, not least the great academic hospitals that are affiliated with the University. In making this observation, I do not intend, in any way, to underplay the contribution of thousands of dedicated and talented staff members who are the backbone of the University. However, it is a truism that every major university ultimately rises and falls on the calibre of its academic appointments. If the academic appointees are strong, they create a culture of excellence that enables recruitment of outstanding staff and students.

The strength of our faculty, in turn, accounts for the fact that the University of Toronto has a global reputation in multiple fields of scholarship. A few performance measures readily underscore this observation. From 2001 to 2005, ISI Thomson data show that the University of Toronto stood first among Canadian and publicly-assisted American universities in scholarly publications across all fields. It was also first specifically in sciences aggregated. The rates at which Toronto publications were cited by other scholars ranked first for health



sciences and other life sciences. Including the major private universities, the University's total publication output was second in North America, with citation counts ranking sixth. Worldwide, only Harvard and Tokyo publish more research than faculty with University of Toronto appointments. Moreover, a recent internal analysis suggests that our totals are underestimated by as much as 15% because of incomplete reports of affiliations on papers published by hospital-based scientists.

Peer surveys qualitatively underscore these measures. As part of its annual 'ranking' exercise, the Times Higher Education Supplement commissions a survey of scholars about the academic quality of disciplines at other universities. Our global standing in 2007 was 16th in Natural Sciences, 14th in Life Science and Biomedicine, 11th in Technology, 13th in Social Sciences, and 8th in Arts & Humanities. The only other universities ranked in the top 16 or better in all five disciplines were Harvard, UC Berkeley, Oxford, Cambridge, and Stanford.

## The University's Mission and Institutional Balance

The University of Toronto's scholarly standing is remarkable given the fact that Ontario's per-capita funding of higher education is not only the lowest in Canada, but lower than in most American states. Given these constraints, the ongoing depth and breadth of our faculty members' research is a great institutional strength. Yet, as noted in the *Planning* document, questions have also been raised about the balance between education and research, with particular reference to the reinforcement of the undergraduate mission. Why?

Survey data show that student satisfaction and engagement with first-entry baccalaureate programs, on average, is lower than the corresponding results for graduate and professional programs at the University. These results are not unique to Toronto. Canadian universities, with their much lower per-student funding, generally score lower than their American peers on measures of undergraduate student engagement.

The link between resources and undergraduate engagement leads in turn to concerns that the University's research-intensiveness and academic standards add to our financial pressures. The University competes to recruit the best young academics in Canada, and about half of the tenure-stream recruits to the University's three campuses are now drawn from other nations. Our partner hospitals similarly recruit top-tier scientists and clinical scholars from abroad. The University of Toronto is therefore squeezed harder than other Canadian institutions with more modest ambitions but similar or better per-student funding. This financial imbalance helps drive up the ratio of students to full-time instructional faculty<sup>3</sup> and non-academic staff, leading in turn to bigger undergraduate classes and some limits to the scope of student services and amenities. Furthermore, in Canada, research-intensiveness is also met with certain perverse incentives. To name one: Federal operating

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<sup>3</sup>Typically defined as full-time faculty on the university payroll in the tenure/tenure-stream, as well as non-tenure-stream and teaching-stream faculty on contracts of 12-months or more. As noted elsewhere, faculty counts vary widely depending on inclusion and exclusion criteria.

grants for research must be heavily subsidized by the University because the institutional costs of research are covered at less than half the levels provided to sister institutions by governments in the USA, UK, and Europe.

Many submissions to the 2030 task forces acknowledged these issues and other pressures. However, the task force deliberations and reports also shed useful light on the ongoing debate about the mission of the institution.

First, task force members rightly dismissed claims that outstanding scholars cannot be outstanding teachers. The University benefits enormously from the pedagogic energy and expertise of teaching-stream faculty, and their ranks may well grow in the years ahead. But there is very little evidence to support sweeping generalizations that research superstars give short shrift to teaching in general and undergraduate teaching in particular.

On the contrary, the unique character of our first-entry and other undergraduate programs on all three campuses is heavily dependent on the contributions of outstanding scholars in the classroom, seminar room, or laboratory. No other Canadian university offers undergraduates exposure to so many top-flight researchers who are redefining their disciplines.

Colleges of applied arts and technology and some sister universities highlight the vocational role of their institutions. While some U of T baccalaureate programs have a strong career focus, the undergraduate culture of the University is not inherently vocational. The broad goal instead is to facilitate the development of inquiring and analytical minds with a strong orientation to creativity and innovation. The upper years of a Toronto baccalaureate in particular are designed to orient students to the exploration of new ideas or the testing of novel hypotheses, along with the development and application of strong analytical skills. Turning away from our current research-intensive orientation would rapidly diminish these distinctive aspects of the University's undergraduate culture.

Consultations undertaken for the *Context* report also emphasized that the University must maintain its commitment to excellence and “preserve and enhance its role as an institution that focuses on nurturing successive generations of Canadian leaders, innovators and citizens”. Canada can claim only a few universities with global reputations. It has fewer still that can compete internationally in a wide range of disciplines, and the University of Toronto is Canada's strongest contender.

Finally, while our first-entry programs are clearly essential to the University's mission and role, the post-secondary system – regionally and nationally – is critically dependent on our educational contributions to graduate and professional studies. These advanced programs are possible only because of the research excellence of our faculty.

These and similar considerations led multiple Task Forces to affirm strongly that the University of Toronto must not retreat from its defining characteristic: the outstanding scholarship of its faculty and the excellent research conducted by faculty, students, and staff.

I concur that the way forward is neither to reduce the University's research-intensiveness nor to move the undergraduate-graduate ratio towards first-entry programs. Instead, it seems far more logical for the University to build on the strengths of its graduate and professional programs, sustain its research performance, and work even harder to ensure that undergraduates receive more tangible benefits from the unique portfolio of scholarly assets that exists at the University of Toronto. The next section explores how demographics and demand are now aligned in support of these conclusions about the University's mission.

## Demographics and Demand

As noted in the *Planning* document, the number of Ontarians aged 18 to 24 years is expected to grow substantially over the next few years. The peak is projected for 2014 but the numbers could remain as much as 80,000 above 2005 levels to and beyond 2030. Furthermore, relative University participation rates are also rising in the same age bracket.

The Government of Ontario expects growth in demand for undergraduate university places to be especially intense in the Toronto region. Conservative projections call for 40,000 new places in Toronto during this period. These projections, moreover, presume a continuation of the current proportion of out-migration of students from Toronto to universities in other regions and provinces.

The potential to enhance out-migration is uncertain. The appetite for major undergraduate growth at the current campuses of southern Ontario universities is modest. And it is still unclear how many students would travel to take advantage of capacity at northern Ontario universities or in the Maritimes.

In anticipation of unmet demand, however, several universities headquartered outside of Toronto are developing satellite campuses in or near the region. Lakehead now has a satellite in Orillia and is partnering with the city to build a permanent campus, starting with 1,500 students. Wilfred Laurier is working with the Town of Milton on plans to set up a new campus on a 150 acre site. Laurentian has about 1,000 students in university programs at the Georgian College campus in Barrie, while the University of Guelph has 2,600 students at Humber's North Toronto Campus. As well, Trent is partnering with George Brown College in a new Toronto waterfront campus that could add as many as 5,000 new baccalaureate degree seats. These and other satellite campus initiatives could offer 10,000 new baccalaureate places.

Toronto-area universities could also grow. Based on discussions to date, it is conceivable that York University and Ryerson University could agree to add several thousand seats for undergraduates if the levels of funding and mix of students were propitious. The plans of the University of Ontario Institute of Technology have not been publicized, but the UOIT campus in Durham has ample land for expansion.

Additional capacity is likely to arise from the colleges of applied arts and technology.

Three such colleges – Seneca, Humber, and Sheridan – have expressed interest in developing polytechnic degree-granting streams that might encompass up to 40% of their current enrolment. Universities need to work with these and other colleges to create appropriate pathways for students in and out of the two institutional streams, including opportunities to enrol in graduate or second-entry programs at universities. Once those arrangements are in place, college-based degree programs should draw more students.

Taking all these elements together, much of the anticipated undergraduate demand is likely to be met without a large influx of students to the University of Toronto.

On the other hand, starting four years after the first wave of undergraduates hits Toronto institutions, there will be a surge in demand for graduate and professional education. Institutions currently setting up satellite campuses in the Toronto region are primarily undergraduate, and the satellites are unlikely to have major graduate or professional program capacity. In addition, many students who leave Toronto for their undergraduate education already return to the University of Toronto for a professional or graduate degree. Since the University of Toronto provides about 28% of all graduate seats as compared to 17% of all undergraduate education in the province, the rationale for the University to undertake differential growth in graduate enrolment is very clear.

A related factor is the nature and extent of our institutional graduate capacity. As noted in the 2030 *Planning* document, 38% of all doctorates earned in Ontario are University of Toronto degrees. In 2007, 30 of our 76 doctoral programs were unique in Ontario and 13 unique in Canada. Furthermore, with graduate students comprising only 18% of our total student body, the University has a lower ratio of graduate to undergraduate students than many of its American peers.

In sum, demographic trends over the next decade align well with the University's self-defined mission and role. The University of Toronto is already working closely with the Government of Ontario and with sister institutions on regional plans responsive to the coming wave of undergraduate and graduate students in the Toronto region. It seems clear, however, that our University's most important contribution to meeting new enrolment pressures will arise through proportionately greater growth in our graduate and second-entry professional programs, rather than primarily from undergraduate expansion. This is particularly true given the changing nature of the Ontario economy, as outlined below.

## University Enrolment in an Evolving Context

Global economic and academic competition is intensifying. In China and India, as well as in long-established industrial powers, governments have recognized the vital role of higher education in driving an innovation-based economy and raising living standards. The Planning document reviewed these trends in some detail.

In this context, Canada's challenges are substantial. Recently released data show that our

median household income has barely moved, after adjustment for inflation, in the last 25 years. Multiple reports have questioned Canada's current capacity to compete successfully in a globalized innovation economy. The nation's natural resources remain a great strength, but some are non-renewable and others subject to dramatic slump-and-boom cycles. More generally, with a stronger Canadian dollar, the traditional manufacturing sector faces new productivity pressures. The Ontario economy, in particular, has lost ground given a declining auto sector, skyrocketing oil prices, and some erosion of the province's industrial base.

Fortunately, the Toronto region continues to draw a strong array of innovation-based industries. They range across sectors such as information/communications technology, financial services, digital media, advanced manufacturing/high-technology, aerospace, and biosciences, including pharmaceuticals and devices. The potential for further growth of these innovation-based enterprises is virtually boundless.

Not surprisingly, Canadian families have also recognized the changing nature of the global economy. The *Context* task force report includes Census data showing the proportion of Canadians with university degrees rising steadily in recent years. All indicators and consultations suggest that the demand for higher education is likely to accelerate. The Association of University and Colleges of Canada has observed that, between 2000 and 2006, "jobs for those with degrees grew by 30%" while "jobs for those with trade certificates grew by 5%".

Canada's current rate of university attendance ranks 18 among 27 OECD nations. The Conference Board recently studied 17 OECD nations and found that only Italy awarded fewer PhD degrees per-capita than Canada. Furthermore, according to the Institute for Competitiveness and Prosperity, Canada awards a third fewer doctoral degrees and half as many master's degrees per-capita compared to the USA.

There is accordingly ample room for growth in university enrolments, particularly in advanced studies. One can foresee that a baccalaureate degree will become 'table stakes' for young people wanting to enter the innovation economy. Master's degrees will be commonplace, and the demand for PhDs will soar. Again, the implications for the mission and role of the University of Toronto are self-evident.

Last, the University is a positive social force in other respects, and this role is likely to grow in importance as the size, diversity, and complexity of the Toronto region also grows. Faculty, staff, and students from many programs on all three campuses are involved in countless community-based partnerships. The ideas of the University's social scientists and humanists are also helping to create successful societies, locally, nationally, and globally. Such activities are difficult to translate into immediate economic returns, but their long-term impact may be huge.

## Conclusion

The “Brief History” that serves as a prologue to the University’s current “Statement of Institutional Purpose” states:

The University is Canada’s most important research institution and has gained an international reputation for its research... The University’s insistence on the importance of research in all disciplines has made it the major centre for graduate education in Canada. In many fields it produces a majority of the nation’s doctoral candidates.

Our Mission statement in the same document indicates that “The University of Toronto is committed to being an internationally significant research university, with undergraduate, graduate and professional programs of excellent quality.”

In the 16 years since that Statement was adopted, the University’s research-intensive character has been reinforced by faculty recruitment patterns and new research funds provided by governments, non-profit agencies, and industry alike.

Today, regional demographics, global economic trends, and the University’s unique academic resources, all suggest that our institution can best serve society by sustaining – even augmenting – its research-intensiveness, and by undertaking to expand the relative and absolute numbers of students enrolled in graduate and professional programs across all three campuses. This path must be accompanied by a continued and unrelenting focus on the quality of the undergraduate experience. Each campus, however, is likely to chart a distinctive path in undergraduate enrolment management. I turn next, therefore, to the continuing question of the University’s three-campus arrangements, before elaborating on potential long-term enrolment strategies.

## CHAPTER 2. ONE UNIVERSITY, THREE CAMPUSES

THE 2030 *PLANNING DOCUMENT* asked, “Is our long-term intent to create a regional ‘University of Toronto system’ with three campuses and a stronger identity and greater autonomy for each of them? Or do we allow evolution to occur on a more ad hoc basis?” A closely related question also arises: If we are expecting, indeed encouraging, more campus-specific autonomy and differentiation over time, what then will continue to define the University of Toronto? Few questions have drawn more attention in the 2030 planning process than these and related tri-campus issues.

The resulting discussion appropriately returned time and again to the importance of streamlining and efficiency. The ‘system’ concept has been embraced as a clarifying principle that can help us to untangle and then weave more strongly together the mandates of university-wide and campus-specific oversight. But the relevant 2030 task forces have quietly – and in my view, wisely – rejected a technocratic reconstruction of the administration.

### A Unique Circumstance – and a Precedent

As noted by the Task Force on Institutional Organization, all across the United States, and increasingly across Canada, universities operate on multiple campuses. The Task Force report includes an appendix reviewing some of the variations in multi-campus system structures in the USA. I elaborate below on a few examples.

The University of California (UC) is perhaps the best-known system, with its 10 distinct research-intensive campuses. The mandate of the UC system has been deliberately differentiated from the California State system. The 23 campuses of the California State system emphasize undergraduate education, with a secondary emphasis on master’s degrees. Doctoral-level programs are limited in number and tend to be offered in applied or professional disciplines. California’s massive community college system offers certificates and baccalaureate degrees and is articulated tightly with both university systems. This three-tiered arrangement, with differential funding and mandates, arguably offers more lessons for state-wide post-secondary policy than for the design of our regional tri-campus arrangements.

Texas and Illinois provide alternative analogues. In each case, the original campus sites – i.e., the University of Texas at Austin and University of Illinois at Urbana-Champaign – function as research-intensive hubs or ‘flagships’. The nine Texas campuses vary dramatically in size and mandates. Illinois, in addition to Urbana-Champaign, has two substantial campuses in Chicago and Springfield. Illinois replicates multi-campus administrative offices on all three campuses, but the main offices are mostly located on the Urbana-Champaign campus. Texas, with more site-to-site variability, locates its multi-campus system offices only

in Austin, albeit a few blocks away from the Austin campus.

At Ohio State, the main campus in Columbus is presently the only US site with enrolment as large as the St. George campus today. Ohio State has initiated and sustained a strategy that looks similar in some respects to U of T's original plans for Scarborough and Erindale as undergraduate colleges. There are five regional campuses and one technical campus, none bigger than 2,500 students. Graduate enrolments are deliberately minimal. Only a small number of full baccalaureate programs is offered at each campus. All courses, however, are interchangeable with courses on the main Columbus campus. Students can initiate one of 175 majors at the regional campus, and then complete their degrees in Columbus. The president, provost and other senior executives are not only located on the Columbus campus, but, as the Task Force notes in its review, perform both campus-specific and system-wide leadership roles.

This brief review, of course, could be extended to many other state university systems, and to various of the American private universities that have established specialized campuses at home and abroad. What emerges readily are two key points.

First, as the Task Force on Institutional Organization argues, we have already evolved into a *de facto* tri-campus university system. That reality must be taken into account as we chart a course for the evolution of those campuses, separately and conjointly.

Second, our situation is clearly unique because of the regional nature of the University of Toronto and the interlocking appointments to graduate departments across the three campuses. We have also prudently eschewed the administrative layers that exist in some American systems. However, that does not excuse an exclusively self-referential discussion. It simply means that in learning from others, we should creatively and selectively adapt – rather than slavishly adopt – the arrangements of other multi-campus institutions.

In that respect, the University of Toronto has a history of creative accommodation of multiple administrative entities. The University itself is a century-old federation of four distinguished institutions. Victoria, Trinity and St. Michael's have retained their independent university governance, even as they have integrated seamlessly and, together with our outstanding constituent colleges, made a massive contribution to enhancing the undergraduate experience on our St. George campus. The challenges of three geographically separated campuses, of course, are distinct; but the federation precedent speaks positively to the University's long-term adaptability.

## The Evolution of the East and West Campuses

Other sources, including the 2030 *Planning* document, have outlined the evolution of the east and west campuses of the University of Toronto. In brief, Erindale and Scarborough were established in the 1960s as exclusively undergraduate colleges with an understanding that both would evolve towards greater autonomy over time. Twenty years from their



genesis, as President George Connell reported in *Renewal 1987*, the two colleges had begun to develop graduate studies in different disciplines along with distinctive undergraduate programming. In a description that remains applicable, President Connell wrote:

By drawing on the University and its departments, the two suburban campuses have strengths they would not have achieved as independent institutions. At the same time, the University as a whole is stronger because of their faculty and students, their innovations and their potential. It is clear, on the other hand, that the University has never fully come to terms with its three-campus nature, and for this reason has yet to realize fully the opportunities presented. There has been a widespread tendency to minimize the importance of the geographic separation and to assume that the nature of the academic experience can and should be made somehow equivalent, for both faculty and students, regardless of where they are situated. (p21)

President Connell urged that campus-by-campus planning be initiated, with greater autonomy for the east and west campuses in all areas except graduate studies where, “for the present”, the Graduate School should continue as a unifying force and quality assurance mechanism.

The first decade after *Renewal 1987* saw modest growth and development on the newer campuses. The administration of President J. Robert S. Prichard strategically contained growth and focused on enhancement of per-student funding. However, a period of very rapid expansion ensued in response to demographic pressures starting in the late 1990s. That expansion was driven by three principles. The first was a societal imperative to accommodate demand in the Toronto region. The second was a desire to prevent per-student revenue loss given a rather draconian alignment of incentives by the provincial government of the day. The third was to create ‘critical mass’ for the east and west campuses. Only with substantial growth could the newer campuses achieve economies of scale, diversify their programming, strengthen their base of faculty and staff, and be better positioned for greater autonomy over time.

Now designated as University of Toronto at Mississauga (UTM) and University of Toronto at Scarborough (UTSC), each campus has approximately 10,000 students on site and is led by a Principal who also serves as a Vice-President of the University. Both campuses have established a degree of administrative autonomy, assuming functions that are handled by the central administration for the St. George campus. Their academic leaders have recruited outstanding faculty in the tenure and teaching streams. Neither can any longer be viewed primarily as a branch of the Faculty of Arts & Science on the St. George campus. At each site academic staff have developed undergraduate programming distinct from the Faculty of Arts & Science. Some east and west departments share the name and disciplinary identity of departments on the St. George campus, while others are distinctive in name and disciplinary character. As noted in the *Planning* document, each site has also developed relationships with faculties other than Arts & Science.

Campus-based graduate enrolments have grown but remain very small at about 4% of the

total for UTM and 2% for UTSC.<sup>4</sup> Faculty at UTM and UTSC are also deeply engaged in supervision of graduate students on the St. George campus. However, as both the Task Force on Institutional Organization and the Task Force on Enrolment report, faculty in many departments and leadership teams at both campuses have ambitions for meaningful growth in their on-site graduate enrolments.

## Tri-campus Finances

Notwithstanding their dramatic expansion and evolution, the east and west campuses face severe budget constraints along with many divisions on the St. George campus. Exhibit 1 (p. 15) shows the net revenue position of the larger divisions of the University as derived from the University's internal budget model. The model rolls up all divisional revenue sources and subtracts expenses using primarily division-specific calculations along with formulae for attribution of central costs. This model suggests that UTM and UTSC are contributing a substantial percentage of their net revenues to the University's "bottom line".<sup>5</sup>

Any such model is limited by the arbitrary nature of inter-program variations in per-student grants from the Government of Ontario, as well as the differential impact of tuition controls across programs and divisions. Thus, the calculated gross revenues are weak proxies even in relative terms for what should be spent in each program. More important, the model undervalues research-intensive divisions because, as noted earlier, only a fraction of the institutional costs of research are fully covered in extant operating grants and research contracts. More research-intensive divisions, particularly those with physical or life science activity, are therefore heavily penalized in any net revenue calculation.

These data are nonetheless valuable in illustrating the relationship of resource allocation to university-wide academic planning. Through the decades the University has supported the aspirations of research-intensive divisions and invested strategically in a suite of highly regarded professional and graduate programs. Those investments have yielded the University's current worldwide reputation for academic excellence and a complement of outstanding scholars whose pedagogical contributions enrich graduate and undergraduate education alike. However, as is true in most public universities, these investments depend in part on net revenues derived from divisions with larger undergraduate enrolments or lower levels of research activity.

The position of Arts & Science on the St. George campus usefully illustrates an interplay

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<sup>4</sup> Professional master's enrolments are readily calculated for UTM and UTSC. Attribution of site for doctoral-stream students is less consistent and varies by discipline. Students themselves indicate their campus affiliation on the relevant database.

<sup>5</sup> These data may understate the net transfer because they do not fully account for the imbalance in administrative responsibilities, noted in both the 2030 *Planning* document and the report of the Task Force on Institutional Organization.

## EXHIBIT 1

### Net UF Allocation and Total Budget of University of Toronto Divisions, 2008–2009

Division	Net UF Allocation \$ Millions	Total Budget	Net Allocation from the University Fund as % of Total Budget
<b>UTSC</b>	\$ (13.3)	\$ 86.1	-15%
<b>UTM</b>	\$ (13.6)	\$ 85.7	-16%
Arts & Science	\$ (12.3)	\$ 210.5	-6%
Dentistry	9.6	21.9	44%
Medicine	8.2	82.2	10%
Nursing	0.4	9.1	5%
Pharmacy	(2.7)	12.8	-21%
Physical Education & Health	(0.5)	4.6	-12%
Applied Science & Engineering	(5.8)	61.9	-9%
Architecture	2.0	5.9	35%
OISE	8.9	49.3	18%
Forestry	2.7	3.1	87%
Law	5.2	15.1	34%
Information	1.5	7.5	21%
Music	3.6	10.8	33%
Social Work	0.2	7.2	3%
Rotman	1.5	40.4	4%
Transitional Year Programme	1.4	1.5	95%
Graduate Institutes & Centres	3.1	5.5	55%
<b>St. George Campus</b>	<b>27.0</b>	<b>549.4</b>	<b>5%</b>
<b>Total</b>	\$ (0.0)	\$ 721.2	

of these elements. Arts & Science is not only a long-standing pillar of the University's global reputation; it also contributes very meaningfully to the University's overall fiscal balance. It does so at a lower per-student rate than the east and west campuses because of its higher graduate enrolment and relative research-intensiveness.

The new budget model may well be most valuable at signalling opportunities for the University to maximize revenues and contain expenses. Given the consensus about our mission as articulated earlier and the nature of the budget model's assumptions, its outputs cannot and should not be used to effect 'historical redress' that would damage the overall fabric of the University and undo decades of careful priority-setting. However, future university-wide decisions about resource allocation can now be taken on a transparent basis, informed by both academic priorities and considerations of inter-divisional fairness.

The University has a substantial endowment (\$1.755 billion on April 30, 2008) that supports our mission by funding student aid, research, academic programs and academic chairs. In 2007-08, \$62.1M was allocated from the endowment for spending across these areas. The portion of this allocation earmarked to support student aid and academic chairs (\$40.3M in 2007-08), is transferred to the University's operating budget – in accordance with donor agreements and academic plans – directly addressing divisional operating costs.

As newer campuses with a primarily undergraduate focus, UTM and UTSC have small divisional endowments and therefore receive modest portions of this allocation when compared to a number of St. George divisions. For example, the operating budgets of several of the larger St. George divisions include endowment allocations for spending on student aid and academic chairs in excess of \$6M, while the amount available to UTM and UTSC is less than \$0.3M. Indeed, this underscores the transformative impact of the generosity of countless benefactors over many decades. The newer campuses would clearly benefit from a major expansion of advancement/fund-raising activity.

Exhibit 2 (below) shows the space currently available for each campus according to standards established by the Council on Ontario Universities. Adding in new capital projects approved by governance, the percentages for the St. George, Mississauga and Scarborough campuses respectively rise to 85%, 81%, and 65% of the COU standard. These data are self-explanatory and speak to the urgent need for strategic capital investments, particularly at the east campus, concurrently with any enrolment growth.

## EXHIBIT 2

### University of Toronto Current Campus-specific Space Inventory as compared to Council of Ontario University Standards – 2007/2008

Campus	Inventory 07/08 "Net Assignable Square Metres"	COU Standard	Percentage of Standard
St. George	528,287	662,612	80%
UTM	52,852	74,254	71%
UTSC	42,906	71,051	60%

## Four Constraints

Our University has consistently championed the need for clearer definitions of roles and mandates for post-secondary institutions within Ontario. The 2030 exercise has generated a broad consensus that it is time for us to take similar steps within our own three-campus system – a view strongly and persuasively articulated by the Task Force on Institutional Organization.

This is not to suggest unanimity of perspectives on a tri-campus trajectory. A small minority of colleagues imagine that 2030 will see three separate universities, while others imagine a partnership of three similar institutions – UTM and UTSC as St. George writ small. Most views, of course, sit on a spectrum between those poles.

Where, then, do we alight? A basic premise of problem-solving is the definition of constraints on the range of solutions. In our case, there are four clear constraints: collective agreements, the current collegium and its culture, our institutional resources, and the asymmetry in campus-specific resources as highlighted above.

First, the 23 collective agreements at the University of Toronto are all applicable across the three campuses today. Managing those agreements through the creation of three independent institutions would be a labour relations challenge with major legal and settlement costs. The situation is further complicated by the fact that large numbers of faculty on the east and west campuses do some of their academic work on the downtown campus. On that basis alone, it is unrealistic to foresee any rapid evolution to distinct Universities of Toronto, Mississauga, and Scarborough.

Of course, this does not preclude moving more explicitly to three relatively distinctive campuses within a single University. Even the highly distinctive campuses of the University of California system, geographically separated and, in many cases, fully mature as world-class research universities, are still organized under umbrella collective agreements.

Second, the collegiums on the east and west campuses have aspirations that reflect the research-intensive culture of the University as a whole. The task forces addressing enrolment and institutional organization have both recommended that oversight of our graduate programs evolve so as to allow the east and west campuses to initiate and lead new doctoral-stream offerings.

Some colleagues on the St. George campus lament the fact that the “suburban campuses” are no longer dedicated enclaves of undergraduate activity. As well, faculty and staff on our newer campuses vary in their enthusiasm for greater autonomy and differentiation. However, we cannot turn back the clock. With 10,000 students on each of the newer campuses, distinctive academic structures and degree programs, many outstanding researchers on both sites, and aspirations on the part of colleagues in some disciplines to develop more on-site graduate activity, UTM and UTSC must move forward.

Third, it is theoretically conceivable that these newer sites could be recast into highly specialized campuses by 2030 or not too long thereafter. Some private universities in the USA have created specialized campuses, more or less from scratch, in short order. That option, appealing or not, is closed to us. Our resource base simply does not permit such a massive capital reconfiguration, nor can we move colleagues and staff around like pieces on a chess board as some redistribution of programs and disciplines takes place.

Again, this does not mean that more differentiation of campus mandates is impossible.

That process of differentiation is already underway and the consensus of opinion is that it should continue. What it requires, however, are incremental steps that are decidedly unglamorous but utterly essential in our environment: meticulous academic planning, negotiations in good faith among colleagues across three campuses, targeted generation and allocation of resources, and a willingness on everyone's part to collaborate fully and fairly.

Fourth, and finally: If we cannot turn back the clock, we also cannot pretend that the clock has run the same number of years for all three campuses. Generalizations are difficult, but there is some evidence to suggest that new universities usually take about 40 years before they attain strong academic capacity and associated profile. The St. George campus passed that benchmark over 100 years ago. Its comparative advantages flow from history, location, alumni base, scholarly profile, disciplinary range and graduate/professional program intensity, as well as the associated long-term development of specialized infrastructure and facilities. UTM and UTSC are therefore unlikely to mirror the graduate enrolments and research-intensiveness of the St. George campus by 2030. On the other hand, their growing momentum in academic recruitment has leveraged the reputation of the St. George campus and our tri-campus graduate arrangements, and reflects positively on the reputation of the University as a whole.

## A False Dichotomy

Having specified constraints, we might also usefully pinpoint a false dichotomy that bedevils discussion about the University's three-campus system. The relevant argument can be summarized as follows: *'All our decisions must be taken with a view to the emergence of three separate universities, either chartered independently, or organized with a degree of autonomy analogous to, say, the campuses in the University of California system. Failing that, we should set aside all thoughts of greater autonomy and focus on integration and tri-campus synergy.'*

I believe there are ways forward that meld these two views. Few respondents to the 2030 planning process have considered independence by 2030 as feasible. But while the consensus view supports a single university on three campuses, there was also ample support for ongoing differentiation and distinctive enrolment trajectories. If that course is charted and implemented carefully, it strengthens all three sites and creates a better platform for clear-eyed assessments of the merits of separation or "sovereignty association" in the decades ahead.

Turning the onus around, we cannot allow the positive prospects for medium-term diversification and synergy across our three campuses to be over-ridden by the uncertain potential for long-term evolution to three distinct universities. Strategic differentiation with appropriate university-wide oversight can help ensure that the totality of academic activities and opportunities across the three campuses will be greater than the sum of the parts.

We also live in an era when there is growing collaboration across independent universities and between universities and colleges. Greater differentiation of the east and

west campuses (or even their eventual separation) does not presuppose reduced collaboration across all three campuses. Striking examples such as the plans for a medical academy at UTM speak to the potential impact of inter-campus collaborations. Indeed, efficient differentiation may depend heavily on some intelligent sharing of resources through new modes of digital education, movement of teachers, or movement of students. As the Task Force on Institutional Organization remarked, enhancements to communications technology would be a useful first step to reduce commuting requirements and promote inter-campus collaboration. Furthermore, subject to academic planning, negotiations, and close consultation with the affected colleagues, there is no reason why some programs cannot be moved between campuses or new bi- and tri-campus programs initiated that create greater inter-dependence. Conversely, there may well be programs where, for strategic reasons, we seek to reinforce tri-campus planning and create strongly unified leadership.

From this latter point, it is perhaps opportune to reflect on the roles of the University's central administration. The Task Force on Institutional Organization has suggested that it would be an error for the University to emulate those American systems where academic oversight is totally decentralized to the campus level. This speaks to the need for a system Provost. And it suggests that delegation of provostial authority to campus-level or divisional leadership cannot supersede university-wide academic planning. University-wide or system-level elements of coordination and quality control will also remain important for graduate studies, especially as new graduate programs are developed and led by the east and west campuses.

The 'quality issue', more than any other, leads us back to the identity of the University at large in the context of greater campus-specific diversification. It makes little sense for the central administration to evolve by 2030 into a referee among the ambitions of three divergent campuses or an arbiter of contested resources. Rather, given our history and geography, I believe those working in the central administration must continue to articulate University-wide strategy and champion the quality of existing and proposed programs.

Returning to the University's 1993 Mission statement, there is reference to "undergraduate, graduate and professional programs of excellent quality". I would argue that our ambitions today are higher. We might instead ask that, within any division, many programs be nationally pre-eminent and internationally competitive.

More challenging, of course, is the delineation of a threshold below which programs might be slated for major renovation or even closure. Given the difficulty that most universities face in closing programs, perhaps our processes of academic oversight on a tri-campus basis should include activation thresholds. Such thresholds might take into account factors such as: broad societal needs, immediate student demand, teaching and scholarly capacity, relationship to other programs (e.g. unique, synergistic, or overlapping) within the Toronto region or within the University of Toronto, and, not least, some qualitative judgment as to whether the program has serious prospects of competing with the best such programs in Canada after a reasonable number of years. The foregoing ideas, needless to say,

are fodder for discussion, not prescriptions of any type. But it seems essential to delineate such criteria, even informally, if we are to sustain and, by 2030, augment the lustre of degrees from the University of Toronto.

## Reconciling the Contradictions of a University on Three Campuses

As the 2030 planning process unfolded, I was struck that members of our community sometimes arrived at highly contradictory interpretations of our current tri-campus arrangements. In my view, most of these contradictions are readily resolved.

For example, a few critics note that research performance measures for St. George are superior to those at UTM and UTSC and worry that the University of Toronto ‘brand’ will be compromised by the growth of doctoral-stream programs on those younger campuses. In fact, for disciplines such as Philosophy, Psychology, Economics, and Mathematics, the University’s overall performance measures are considerably enhanced by bi- or tri-campus faculty ‘firepower’. In other disciplines, excellent young faculty recruited to the east and west campuses want to build doctoral-stream research groups on site. There seems to be no compelling rationale to deny that opportunity to these colleagues or their prospective students.

Conversely, unfriendly fire comes from the east and west campuses on the issue of resources and the financial support that these divisions provide to the rest of the University. As noted earlier, however, rebalancing must be prospective and strategic, lest we undo decades of successful academic planning and reify historical anomalies in government funding arrangements. This may also be the juncture to address the prevalent argument that UTM and UTSC implicitly subsidize Arts & Science as a result of the graduate supervision provided on St. George by faculty fully salaried elsewhere. The current finances of doctoral-stream graduate education make it uncertain whether meaningful net revenue is generated by this supervisory activity. Meanwhile, as UTM argued in its submission to the Task Forces, there are real benefits to the status quo:

Many, if not most, of our departments derive considerable benefit from participation in a tri-campus graduate framework... [T]he opportunity for our professors to participate in leading programs of graduate education, to advise top-ranked masters and doctoral students, and to integrate their research with tri-campus research teams is a powerful competitive strength in recruiting the best faculty. Faculty in departments with strong tri-campus graduate links experience larger communities of scholars and gain satisfaction from an experience of institutional citizenship within the larger university.

The way forward, in any case, is not difficult to ascertain. Under the new budget model, enrolment growth on the east and west campuses would lead to flow-through of net undergraduate revenues, with historical ‘taxation’ mitigated by division-specific contributions to the broad fiscal balance of the institution. Tri-campus graduate finance does pose more challenges and must simply be analysed and negotiated in good faith on a



piecemeal basis. Fortunately, we already have many positive precedents for amicable resolution of issues by colleagues across the three campuses.

Differentiation of undergraduate programming is another point of occasional concern. Some colleagues worry that differentiation is achievable only by moving away from the discipline-based programs that built the University's reputation over many decades. They suggest that the ultimate result could be confusion about the meaning of the University of Toronto baccalaureate degree.

At some point, it may indeed be reasonable to add a campus identifier to baccalaureate degrees. However, with prudent planning and careful oversight, the quality of undergraduate programs should be readily sustainable. Some undergraduate programs are already subject to accreditation standards; other new programs must be approved internally by governance. In all instances, there are checks and balances on quality and many opportunities for colleagues to reprise long-standing debates about the merits of discipline-based versus multidisciplinary approaches to defining undergraduate degree programs. In brief, these arguments require not *a priori* resolutions but dialogues among colleagues and recognition of the continuing role for a system Provost as articulated by the Task Force on Institutional Organization.

Graduate program oversight has been another point for debate. Arts & Science on the St. George campus currently serves as the administrative hub for all doctoral-stream programs. The University's global reputation owes much to tri-campus graduate departments that ensure quality, offer students access to outstanding supervisors across two or three campuses, and enable departments to present a unified face to the world for purposes of peer-review and international ranking/rating. The Task Force on Institutional Organization affirmed the strength of these historical arrangements. However, it also argues compellingly that some new doctoral programs might be headquartered at the east or west campuses. These programs would be subject to both internal approval by a Vice-Provost for Graduate Studies with a university-wide mandate and external review processes. Furthermore, in the ideal case, any doctoral-stream program wherever headquartered could be open to qualified colleagues from all campuses.

Geography exemplifies this new trend to shared oversight. A Department Chair and Undergraduate Coordinator are located on the St. George campus. UTM has its own Department Chair who also serves as tri-campus Graduate Chair. UTSC geographers are situated within both the tri-campus department and a campus-specific Department of Social Science and one of their number is also tri-campus Graduate Coordinator.

Again, I see little merit in grand blueprints. What is required is the delineation of some general principles that can be flexibly applied, having regard for the legitimate aspirations of colleagues on different sites, the quality of proposed and current graduate programs, a fair sharing of resources, and our broad institutional reputation.

Last, there remains the difficult issue of how the St. George campus should be identified

in the longer term. Traditionalists argue that only UTM and UTSC should be individually identified. In their view the St. George campus requires no separate moniker as it is the ‘flagship’ campus and traditional home of the University of Toronto. Others argue that the east and west campuses are increasingly visible as unique entities and the absence of a separate identity for the downtown campus leads to confusion that serves no one’s interests.

Given the current scope and scale of UTM and UTSC, and their evolving mandates and enrolments, I would suggest that it is no longer sensible for the St. George campus to rely solely on its position as the ‘default identity’ for the University of Toronto. The majority of the work done on external relations by the University, including advertising and media relations, will usually reflect a single umbrella entity. But failure to delineate a distinct identity may undermine the student recruitment strategies of first-entry programs on the St. George campus, particularly at a time when such substantial efforts have been made to enhance the undergraduate experience by the colleges and faculties on our original site.

The theme here by now will be familiar. We have one University on three campuses. Those campuses have unique attributes and mandates, and, notwithstanding some inter-campus competition for undergraduates, they operate in a synergistic fashion. There is no reason why, with appropriate diligence and goodwill, we cannot develop communication strategies and vehicles that will reflect those realities.

## Conclusions

The report of the Task Force on Institutional Organization has provided a coherent and detailed set of proposals for the University to capitalize more fully on the evolution of our three unique campuses. The tri-campus aspects of that report will continue to be debated as we contemplate how and when to act on its recommendations. The intent of this chapter, in some measure, has been to write a prologue to the Task Force report, revisiting several core questions that continue to surface about inter-campus relationships and the long-term future of our three sites.

On that point, the last four decades have seen much soul-searching at the University of Toronto about the organization and evolution of our tri-campus arrangements. Our institutional behaviour, ironically, has reprised the periodic debates about how best to resolve the residual problems of the Canadian federation. Even as we have muddled along successfully, colleagues have repeatedly searched for a grand long-term design that will vitiate the inherent complexities of operating one University on three campuses.

In this chapter, I have deliberately rejected the quest for such a grand design for several reasons. Not only is it unrealistic to imagine that there will be separately chartered Universities of Toronto, Mississauga and Scarborough by 2030. It is also feasible to develop arrangements that balance campus-specific autonomy with tri-campus integration and a strong University-wide identity.

The short-term imperatives, moreover, are clear. Campus-by-campus planning cannot proceed without close attention to those areas where bi-campus or tri-campus synergies can be realized. Diversification is desirable, but not at the expense of university-wide academic quality and coordination. This speaks to the need for the Office of the University Provost to remain focused on cross-cutting issues such as the quality of our degrees, the competitiveness of our academic initiatives, and the broad framework for all our students' experiences.

It is perhaps fitting to close by returning to the question that opened this chapter. The 2030 Planning document asked, "Is our long-term intent to create a regional 'University of Toronto system' with three campuses and a stronger identity and greater autonomy for each of them?"

The answer is 'Yes', with four provisos. We must exercise extraordinary diligence to ensure that collaboration remains the norm wherever it makes academic sense. We must ensure that campus-level autonomy does not translate into wasteful duplication of effort with diseconomies of scale and administrative layers. We must sustain and wherever possible enhance the quality of the education and research undertaken on each campus. And we must work tirelessly to ensure that the broad identity of the University is strengthened, not diffused, by greater clarity about our tri-campus arrangements.

In that respect, as already set out in Chapter 1, there is a clear answer to questions about the defining features of the University of Toronto as a whole: We are distinguished by our research-intensiveness, the academic rigour of our educational offerings at all levels, and the excellence of our faculty, staff, and students across three wonderfully distinctive campuses. That view of our mandate leads logically to the next chapter on enrolment.

## CHAPTER 3. LONG-TERM ENROLMENT STRATEGY

THUS FAR, THREE POINTS have emerged that bear strongly on long-term enrolment planning. First and foremost, in building the collegium of tomorrow, the University must not turn away from its distinguishing feature, i.e. research intensiveness, coupled with scholarly excellence at a world-class level. It follows that, where possible, the University's enrolment strategies should play to our comparative advantages in graduate and professional education, even as we work to translate our research advantages into additional initiatives that enrich undergraduate education.

Second, compared to other jurisdictions with strong innovation-based economies, Ontario in particular and Canada in general lack sufficient numbers of master's and doctoral graduates. The Ontario Government has recognized this shortfall and recently committed to fund more than 14,000 additional graduate students; 4,400 are already slated for the University of Toronto.

Third, the coming wave of enrolment growth in the Toronto region will start with undergraduates and quickly translate into pressure for expansion of second-entry professional and graduate programs. The University of Toronto can respond by amplifying its distinctive role in the Ontario post-secondary system as the largest provider of these programs. However, the increased demand for undergraduate seats also offers additional opportunities for recruiting outstanding students.

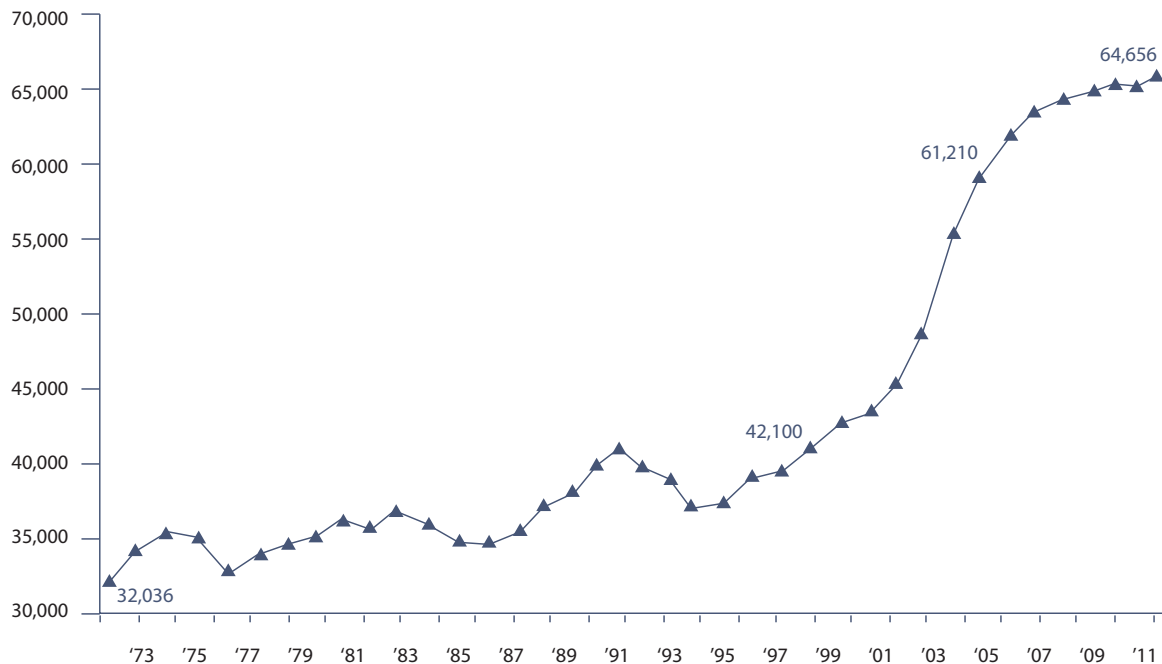
Weighing these and other factors, the Task Force on Enrolment carefully explored the implications of various enrolment scenarios along with broader issues of student recruitment. The Task Force clearly endorsed a rebalancing of enrolment, describing it as "consistent with the objective of increasing the intensity and quality of research and enhancing the student experience at the University."

### Additional Elements in Enrolment Planning

In the last 30 years, the University has undergone extraordinary growth (see Exhibit 3, p. 25). The hectic growth in the number of undergraduates in the last few years has posed challenges for the quality of working life for faculty and staff, and the quality of the student experience for those in first-entry programs. No economies of scope or scale can be realized by further growth in undergraduate numbers on the St. George campus, and modest reductions in undergraduate enrolment would be a positive development if university finances were to permit. Indeed, such reductions were anticipated three years ago in the University's Stepping UP planning framework. On the other hand, the academic environment on the central campus together with the anticipated demographic and societal demand provide propitious circumstances for further graduate expansion.

## EXHIBIT 3

### FTE Enrolment at U of T 1973 / 1974 – 2012 / 2013



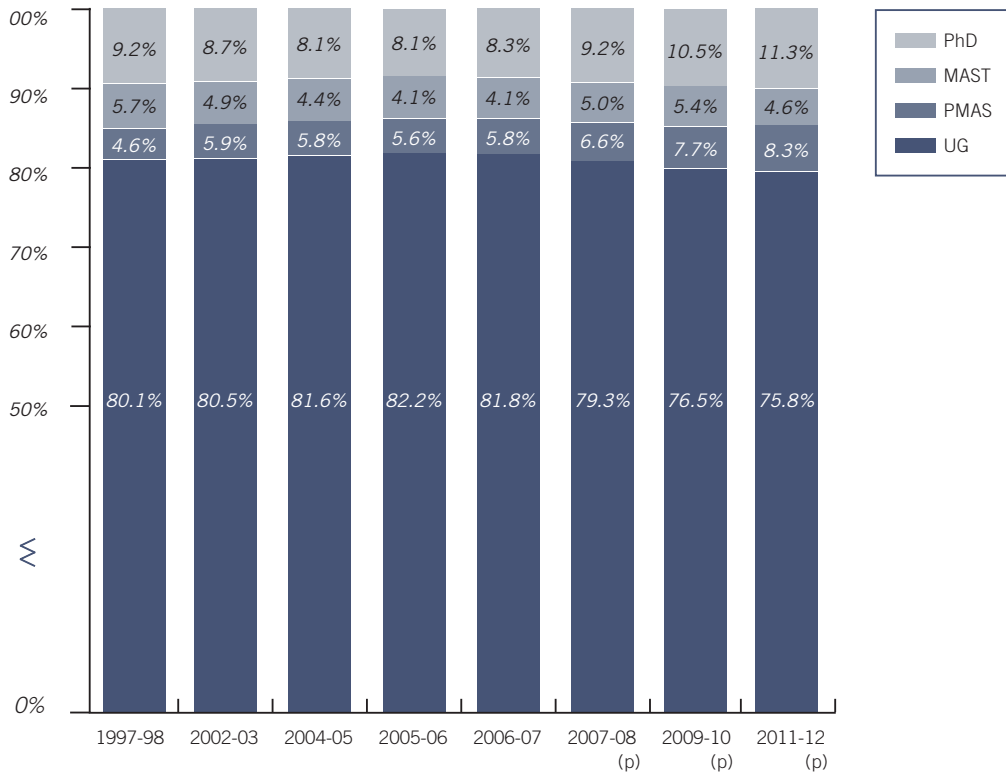
Both Scarborough and Mississauga, in contrast to St. George, have capacity for a combination of undergraduate and graduate growth, provided appropriate capital investments are made. (As already noted, the facilities shortfall is exceedingly acute at Scarborough and expansion is therefore highly conditional on a major capital investment). In both instances, undergraduate growth may be associated with economies of scale as well as enhanced revenue-sharing under the new budget model, thereby helping to reduce high student-faculty ratios. Capital redevelopment for expansion would enable a case to be made for redress of some pre-existing needs for space at much lower marginal costs. As well, graduate student growth on the newer sites would both meet 'local' academic aspirations and be entirely consistent with a differentiated role for the University as a whole.

It must be emphasized, however, that the travails of a decade of rapid expansion on the newer campuses considerably stressed their infrastructure, their faculty, their staff, and indeed their students. The next decade must not see a return to those frenetic days: growth at UTM and UTSC should be measured in pace and accompanied by appropriate investments and supports.

We noted earlier that the University of Toronto has a relatively low proportion of graduate students compared to many of its AAU peers. Exhibit 4 (p. 26) shows enrolment trends in recent years, with projections out to 2012-13 on the basis of recent discussions

## EXHIBIT 4

Enrolment Balance at the University of Toronto, 1997/1998 – 2011/2012



with the Government of Ontario. It is immediately apparent that we are only now returning to graduate percentages observed 10 years ago.

The Task Force on Enrolment accordingly noted that a shift to a higher proportion of graduate students across the three campuses would bring “enrolment patterns at the University closer to its peers among the top research-intensive universities internationally.” The Task Force did not envisage major shifts in the mix or sites of disciplines and programs, leaving any changes to be determined by the usual processes of academic planning over time. As well, it recommended that the University not only continue internationalization by recruiting more international students; it should also increase its efforts to recruit top students from across Canada.

Any enrolment shifts have serious financial implications. The higher per-student government funding for graduate students as compared to undergraduates is offset by much higher instruction and supervision costs, including the construction and operation of applicable research facilities, and financial support provided to doctoral-stream students. The Task Force emphasized that growth in research-stream graduate enrolment must be supported by increases in external scholarships and fellowships, appropriate levels of operating grants in support of research, and coverage of the full institutional costs of

research. Otherwise, “an increase in the number of graduate students and the concomitant increase in research activity would lead to an increased draw on institutional resources and would result in a net negative impact on the University’s budget.”

Last, the Task Force anticipated that enrolment growth on the east and west campuses would include growth in a range of professional masters programs, along with doctoral-stream expansion in selected disciplines.

## Enrolment Scenarios for the St George Campus

The core of the Task Force report is a series of enrolment scenarios for each campus. As a baseline, Exhibit 5 (below) shows the current student population for the central campus.

### EXHIBIT 5

#### Enrolments on the St. George Campus in 2007–2008

		<i>Current</i>		
		FTE	Program Mix	% of Total
Undergraduate	A&Sc	20,715	62%	
	Other first entry	5,400	16%	
	Professional	7,256	22%	
	Subtotal undergraduate	33,371	100%	74%
Graduate	PhD	5,023	43%	
	Master's	6,615	57%	
	Subtotal graduate	11,638	100%	26%
	<b>Total, St. George</b>	<b>45,009</b>		100%

To move forward, the Task Force assumed that the University would seek to reduce its high student-to-faculty ratio and increase available space. Indeed, given the need for supervisory capacity, graduate expansion would not be feasible without such changes, and the quality of the undergraduate experience similarly demands efforts to add faculty and staff, and increase the number of small classes. This is a major hurdle to implementation.

One way to move the graduate student enrolment to 30% would be to scale back undergraduate enrolment. To that end, the Task Force modelled the impact of reducing the total number of students on the central campus from 45,000 to about 40,000, with a very modest increase in graduate enrolment to 12,000 from the current 11,638, and a drop in undergraduates from 33,371 to 27,600. They also modelled an increase in the number of full-time on-campus faculty to cut the student-to-faculty ratio from the present 24:1 to

about 16:1, bringing the University of Toronto into closer alignment with many of its peers among public universities in North America.

The resulting increase in per-student cost could be as much as 80% above current levels. This shift has major financial implications even without major increases in faculty and staff complements. A near-term reduction in our enrolment on the St. George campus by 5,700 undergraduates, for example, would itself cut base revenues from government grants and tuitions by almost \$60M – a huge strain on the faculties with large first-entry programs.

The Task Force projections suggest that moving to 50% graduate enrolment on the St. George campus is simply not feasible from a resource standpoint in a Canadian public university. Even in California with its deliberate diversification of post-secondary education into three differentially funded tiers, none of the institutions in the research-intensive UC system comes close to a 50% graduate-undergraduate ratio.

An intermediate scenario, shown in Exhibit 6 (below), postulates a population of 40% graduate students on the St. George campus. This presumes that the number of graduate students will rise by 3,300 above current levels. The University is already slated to add 2,200 graduate students in the next several years and this target would readily be supported by the Province. What is more daunting, however, is the assumption of an associated reduction in undergraduate enrolment from 33,371 today to 22,500. The resulting loss of over \$110M in base revenue is insurmountable. A more feasible variation on this scenario would involve scaling back undergraduate enrolments by, say, 5,000 students in steady state. This takes the population of graduate students to about 35%, in line with a number of leading US public universities.

## EXHIBIT 6

### St. George Campus in 2030 – 40% Graduate Enrolment

	FTE	Program Mix	% of Total
<b>Undergraduate</b>			
A&Sc	11,000	49%	
Other first entry	4,500	20%	
Professional	7,000	31%	
Subtotal undergraduate	22,500	100%	60%
<b>Graduate</b>			
PhD	7,000	47%	
Master's	8,000	53%	
Subtotal graduate	15,000	100%	40%
<b>Total, St. George</b>	<b>37,500</b>		<b>100%</b>



These scenarios, as the Task Force notes, were developed largely for illustrative purposes. The actual trajectories of enrolment on the St. George campus will depend critically on the level of resources available to the University. The variables include, among others: provincial student grants; tuition levels; the extent of student aid from diverse sources; scholarship and fellowship funding for research-stream graduate students; capital from the province, the Canada Foundation for Innovation, and donations; levels of operating grants for research; the extent of coverage of the institutional costs of research by the federal government and other funding agencies; and the rates of increases in compensation for the University's employees. There is nonetheless a growing resolve on the part of colleagues across the St. George campus that, in a better world, there would be moderate reductions in first-entry undergraduate enrolment and meaningful increases in the number of graduate students.

## Enrolment Scenarios for the Mississauga and Scarborough Campuses

The Task Force concluded that the two newer campuses are very well-positioned to attract strong undergraduate students, given anticipated demand and their offerings in both “the traditional disciplines of arts and science and in unique and emerging interdisciplinary studies”. Both campuses should also be able to capitalize on the continued appeal of a University of Toronto baccalaureate degree, particularly when the St. George campus will be working to cap and perhaps reduce its first-entry student numbers.

The enrolment scenarios developed by the Task Force – and informed by submissions from UTM and UTSC – reflect slightly divergent views on the extent of undergraduate growth on the east and west campuses. Capital investments as noted are critical to ensure that this enrolment growth can be appropriately accommodated. The Task Force also noted “significant interest on each of the two campuses in introducing innovative doctoral-stream research programs, new professional master's and possibly some professional doctorate programs.”

Exhibit 7 (p. 30) shows the current enrolments at UTM and UTSC. The low on-site graduate enrolments are obvious. Doctoral-stream counts, as noted in Chapter 2, may be imprecise; and the Task Force further cautioned that faculty with primary appointments on the east and west campuses do a substantial amount of graduate supervision on the St. George campus.

Student-faculty ratios are considerably higher at UTM and UTSC than on the St. George campus.<sup>6</sup> This factor, together with the savings from fewer graduate and professional students and a smaller relative volume of on-site research activity, means that the current per-student cost was estimated by the Task Force at “80% at UTM and 70% at UTSC relative to the average across the University”.

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<sup>6</sup> I note that the St. George average combines professional faculties with low student-faculty ratios and A&S with a higher ratio. Ultimately, these comparisons must be made across comparable divisions, not by campus clusters.

## EXHIBIT 7

### Enrolments at UTM and UTSC in 2007 – 2008

	UTM			UTSC		
	FTE	Program Mix	% of Total	FTE	Program Mix	% of Total
<b>Undergraduate</b>	8,411		96%	8,377		98%
<b>Graduate</b>						
PhD	96	27%		66	43%	
Master's	255	73%		88	57%	
Subtotal graduate	351	4%	4%	154	100%	2%
<b>Total</b>	<b>8,761</b>		<b>100%</b>	<b>8,531</b>		<b>100%</b>

There is no question that, with appropriate capital and operating funds, both UTM and UTSC can achieve substantial undergraduate growth by 2030. Graduate enrolments, however, are less predictable. It will take time to establish both professional master's programs and on-site research-stream degrees. As the Task Force has commented, "the current levels of enrolment in the PhD programs on the St. George campus have been attained over a 70-year period."

Exhibit 8 (below) shows total enrolment growing to 13,300 on each campus, and graduate enrolment reaching 10% of the student population on each site. Even assuming a more modest drop in student-faculty ratio (to 20:1 rather than 16:1 as projected for St. George), there would be a dramatic increase in costs per student to roughly 40% more than the current University average. In rough terms, the salary budgets for faculty alone would more or less double on each site.

## EXHIBIT 8

### UTM and UTSC in 2030, 10% Graduate Enrolment

	UTM			UTSC		
	FTE	Program Mix	% of Total	FTE	Program Mix	% of Total
<b>Undergraduate</b>	12,000		90%	12,000		90%
<b>Graduate</b>						
PhD	300	23%		300	23%	
Master's	1,000	77%		1,000	77%	
Subtotal graduate	1,300	100%	10%	1,300	100%	10%
<b>Total</b>	<b>13,300</b>		<b>100%</b>	<b>13,300</b>		<b>100%</b>

A more aggressive expansion could see the total student population rise further. As noted, at this time UTSC is prepared to consider more undergraduate growth than UTM, albeit with very firm preconditions about capital enhancements. The projection in Exhibit 9 (below) shows this differential growth, together with a further increment in the proportion of graduate students to 14% of the total. The total student-faculty ratio moves under 20 in this scenario because of the need for increased graduate student supervision. Interestingly, the marginal increase in cost-per-student is modest (up a further 10%) compared to the scenario in Exhibit 8.

## EXHIBIT 9

### UTM and UTSC in 2030, 14% Graduate Enrolment

	UTM			UTSC		
	FTE	Program Mix	% of Total	FTE	Program Mix	% of Total
<b>Undergraduate</b>	11,000		86%	14,000		86%
<b>Graduate</b>						
PhD	300	17%		400	18%	
Master's	1,500	83%		1,800	82%	
Subtotal graduate	1,800	100%	14%	2,200	100%	14%
<b>Total</b>	<b>12,800</b>		<b>100%</b>	<b>16,200</b>		<b>100%</b>

Again, these scenarios are purely illustrative and subject to the same constraints as summarized above for the St. George campus.

## Implications

For some readers, a key aspect of these scenarios will be a missing element: There are no scenarios for a fourth campus. Instead, the Task Force affirmed that, with very few exceptions, the 2030 process has generated no enthusiasm for the acquisition and construction of a new University of Toronto campus.

The varied scenarios in the Task Force report all presume the recruitment of substantial numbers of new faculty to provide the appropriate supervisory capacity for graduate growth and reduce student-faculty ratios. As noted, this is a major hurdle given our financial challenges and clearly signals a need for both maximization of revenues and containment of expenses.

The Task Force has also emphasized the need for a continued focus on undergraduate education and explicitly drawn attention to the University's Statement of Institutional

Purpose, as follows: “The University is committed to ensuring that the teaching and counselling of undergraduates is a normal obligation of every member of faculty.” They suggested that “increasing the percentage of graduate students makes it possible to mount a sufficient number of small-class tutorials to enhance students’ understanding and engagement. Undergraduate students would also have many opportunities to participate in research.” Furthermore, as the numbers of graduate students and post-doctoral fellows increase, it should be possible to arrange more personal mentorship of undergraduates.

The wide-angle view of the Task Force extended to the consideration of housing. Exhibit 10 (below) shows that the proportion of international students is higher in the doctoral-stream graduate degrees, a trend that may well intensify over the next two decades. International students are more likely to seek institutional housing in the first instance and careful planning will be needed to ensure that a stock of suites appropriate for graduate students is developed.

## EXHIBIT 10

### Overall and International Enrolments, by Broad Program Category in 2007 – 2008

	Domestic	International	Total	% International
Undergraduate	45,158	4,981	50,070	10%
Professional Master's	3,844	344	4,188	8%
Doctoral Stream Master's	2,431	394	2,825	14%
Doctoral Stream PhD	4,203	974	5,177	19%
<b>Total U of T</b>	<b>55,637</b>	<b>6,693</b>	<b>62,260</b>	<b>11%</b>

Last, the Task Force understandably focused on the traditional sources of students: those leaving high schools or completing undergraduate degrees and entering second-entry professional or graduate programs. I note that the University serves a very large population of mature learners who enrol in our renowned School of Continuing Studies or various professional development programs. Adult education has become important for immigrants to help ensure domestic applicability and recognition of credentials acquired at post-secondary institutions abroad. Another development in recent years has been the return to major part-time or even full-time day classes by adult learners who have taken a pause in their working lives or are otherwise seeking to refresh their intellectual capacities. All these learners draw less attention than our traditional student populations, but their needs merit ongoing consideration in enrolment planning for 2030. It is also overdue for the institution to celebrate its alumni base among countless thousands of adult learners who have completed University of Toronto courses, regardless of whether they receive degrees or diplomas.

## Conclusions

The recommendations of the Task Force on Enrolment reinforced the broad consensus that emerged about the University's mission and mandate. In that respect, their key recommendation is succinct: "As the premier research university in the country, the U of T should focus expansion on graduate and professional programs. This allows for the continuation and strengthening of our educational and research missions and for targeted growth."

The current presumption is that the University will not build any new campuses and will instead seek to modify enrolments on our three existing sites. Undergraduate enrolment pressures in the Toronto region over the next decade can be met primarily by new Toronto-area undergraduate branch campuses of universities headquartered outside the region, expansion plans of other Toronto universities, and conversion of a substantial fraction of the capacity of Toronto-region colleges into degree-granting streams. On the latter point, as the Enrolment Task Force observes, there may be new opportunities for expansion of "articulated programs between the University and external institutions such as Toronto area Colleges of Applied Arts and Technology". The University of Toronto could also partner in the start-up phase of new undergraduate programs led by other institutions, reprising our time-honored role as institutional midwife.

Ideally, undergraduate enrolments in first-entry programs on the St. George campus would be reduced modestly over time while enrolments rose in accordance with strategic plans at UTM and UTSC. The timing could be staged to ensure that the University remained a net contributor in addressing the undergraduate enrolment pressures anticipated in the Toronto region. However, all such rebalancing is contingent on finances, including capital redevelopment and full operating grants.

Here I wish to underscore the observations and recommendation of the Task Force regarding disciplinary balance. The University needs to keep a close eye on the diffuseness of its educational offerings, but we benefit greatly from the breadth of our undergraduate programs and the dynamism that arises from the differing disciplinary orientations of our students. One can anticipate that there will be modest and ongoing rebalancing in response to academic planning, student demand, and societal needs. But I do not see massive disciplinary shifts as either desirable or feasible by 2030.

Targets for graduate enrolment as a percentage of total student numbers must be set with caution given resource implications and other uncertainties. However, for UTM and UTSC, a proportion of 10% on-site graduate enrolment is a practical target that could definitely be achieved ahead of 2030. Calculation of a target for the St. George campus is more complex. The current counts are somewhat misleading on the central campus where second-entry students pursuing the JD, MD, DDS and PharmD degrees are still tallied as undergraduates. Furthermore, the percentage of graduate students will be affected by the rate of decline in undergraduate headcounts. Nonetheless, it is clear that the St. George campus should aim to increase its percentage of graduate students to at least 35% over time.

None of these changes can occur without renewed attention to diverse aspects of student life, including housing and services appropriate to changes in the enrolment mix. Above all, the Task Force has emphasized that we will need to monitor progress towards these strategic goals and be prepared at all times to adjust our targets and plans with a view to sustaining the quality of our programs. In their wise words, “We can expect the road over the next 15 years to be just as bumpy and unpredictable as it has been in the past 15 years.”

## CHAPTER 4. STUDENTS: CHARACTERISTICS AND RECRUITMENT, EXPERIENCES AND COMMUNITIES

STUDENTS ARE ULTIMATELY a university's *raison d'être*. Talented students greatly enrich the life of their university, and, as alumni, strengthen the university's reputation with their myriad accomplishments. Every university, in consequence, pays close attention to the characteristics and academic quality of its student populations along with their experiences, inside and outside the institution's classrooms.

This priority was reflected in the 2007 *Planning* document, and carried through the 2030 exercise. Not surprisingly, many themes relevant to the student mix and experience have emerged. Some themes reinforce strategic directions that emerged from the Stepping UP planning process. Others speak to longer-term imperatives or represent shifts in thinking. This chapter summarizes these findings and elements, drawing on multiple 2030 task force reports.

The summary begins with consideration of the origins and characteristics of our students and some of the implications of recommended enrolment strategies. I turn next to recruitment, including measures to strengthen applicant pools and admissions criteria. Last, having looked at applications and admissions, the discussion moves to elements of the student experience, now and in the future.

### Student Characteristics and Recruitment

#### *Origins*

The University's student body has mirrored the evolution of the Toronto region into one of the world's most multicultural urban areas. Over 40% of current undergraduates self-identify as members of a visible minority group. Of course, many are multi-generational Canadians. However, just as Toronto is Canada's most important magnet for talented immigrants, so too has the University of Toronto benefited from, and responded to, the educational ambitions of new Canadians and their children.

The University is also dedicated to the principle that its classrooms must be open to the best and brightest, regardless of economic circumstances. Provincial and federal programs of student aid reinforce the University's own generous financial supports for students – supports that, on a per-student basis, are roughly double the Ontario university average. Internal analyses confirm no difference in drop-out rates between students who do and do not draw on the Ontario Student Assistance Program. The University's student body is accordingly drawn from a range of socioeconomic backgrounds much wider than is currently the norm at many private US institutions.<sup>7</sup>

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<sup>7</sup> Recent mobilization of massive endowments to bursaries for low-income students at private US universities may well change that situation.

On the other hand, the domestic geography of our students is constrained in an unusual way. Exhibit 11 (below) shows the origins of students in first-entry undergraduate, second-entry professional and graduate programs. Exhibit 12 (p. 37) shows the same data for first-entry programs, broken out across the three campuses. It is apparent that, in common with the University of British Columbia in Vancouver, the University of Toronto is a local-global institution, i.e. the proportion of Canadian students drawn from outside Toronto is low and is surpassed in some programs by the proportion of international students.

## EXHIBIT 11

### Intake by Faculty and Geography (November 1, 2006)

	<i>Percentage of Total Headcount</i>			
	Toronto Region	Other Ontario	Other Canada	International
<b>Undergraduate</b>				
First Entry:				
Total Arts & Science	74.5%	8.3%	4.0%	13.1%
Applied Science & Engineering	66.5%	7.7%	10.4%	15.4%
Music	65.6%	17.6%	9.6%	7.2%
Physical Education & Health	85.7%	12.0%	0.8%	1.5%
Second Entry:				
Dentistry	68.9%	23.0%	4.1%	4.1%
Law	45.4%	18.9%	22.2%	13.5%
OISE	73.8%	23.0%	2.4%	0.9%
Medicine	48.7%	36.3%	14.6%	0.4%
Nursing	62.2%	26.1%	9.9%	1.8%
Pharmacy	35.5%	48.7%	15.1%	0.7%
<b>Total Undergraduate</b>	<b>72.4%</b>	<b>10.5%</b>	<b>5.1%</b>	<b>12.0%</b>
<b>Graduate</b>				
Applied Science & Engineering	57.1%	10.5%	8.8%	23.6%
Architecture, Landscape & Design	54.8%	13.1%	19.0%	13.1%
Arts & Science	49.5%	13.0%	13.3%	24.1%
Dentistry	45.5%	0.0%	0.0%	54.5%
Forestry	37.0%	14.8%	18.5%	29.6%
Information	64.8%	16.5%	9.9%	8.8%
Law	29.4%	5.9%	17.6%	47.1%
Management	67.4%	4.3%	8.4%	19.8%
Medicine	65.0%	19.0%	8.4%	7.6%
Music	51.5%	15.2%	18.2%	15.2%
Nursing	71.0%	23.9%	3.9%	1.3%
OISE	74.5%	14.3%	4.9%	6.3%
Pharmacy	76.2%	23.8%	0.0%	0.0%
Physical Education & Health	73.3%	13.3%	6.7%	6.7%
SGS Centres and Institutes	68.4%	14.0%	10.5%	7.0%
Social Work	71.2%	18.3%	7.9%	2.6%
<b>Total Graduate</b>	<b>60.8%</b>	<b>14.1%</b>	<b>9.8%</b>	<b>15.3%</b>



## EXHIBIT 12

### Intake by Campus and Geography (November 1, 2006)

	<i>Percentage of Total Headcount</i>			
	Toronto Region	Other Ontario	Other Canada	International
<b>Arts &amp; Science</b>				
Mississauga	76.9%	10.1%	3.2%	9.9%
Scarborough	84.6%	3.1%	2.3%	9.9%
St. George	68.5%	9.9%	5.3%	16.3%
<b>Total</b>	<b>74.5%</b>	<b>8.3%</b>	<b>4.0%</b>	<b>13.1%</b>

As noted in Chapter 3, these considerations led the Task Force on Enrolment to recommend that “U of T should expand its presence as ‘Canada’s national University’ at the undergraduate level and actively recruit more top students from outside the province.”

In endorsing this recommendation, I suggest two caveats. First, we must remain cognizant of enrolment pressures in the Toronto region and the associated opportunities for selective recruitment. Second, an institution’s profile changes slowly. We are arguably much better known among scholars worldwide than among high school students and their parents in other provinces. We must also accept that out-of-province students will be more selective, and will be drawn primarily to our strongest undergraduate programs.

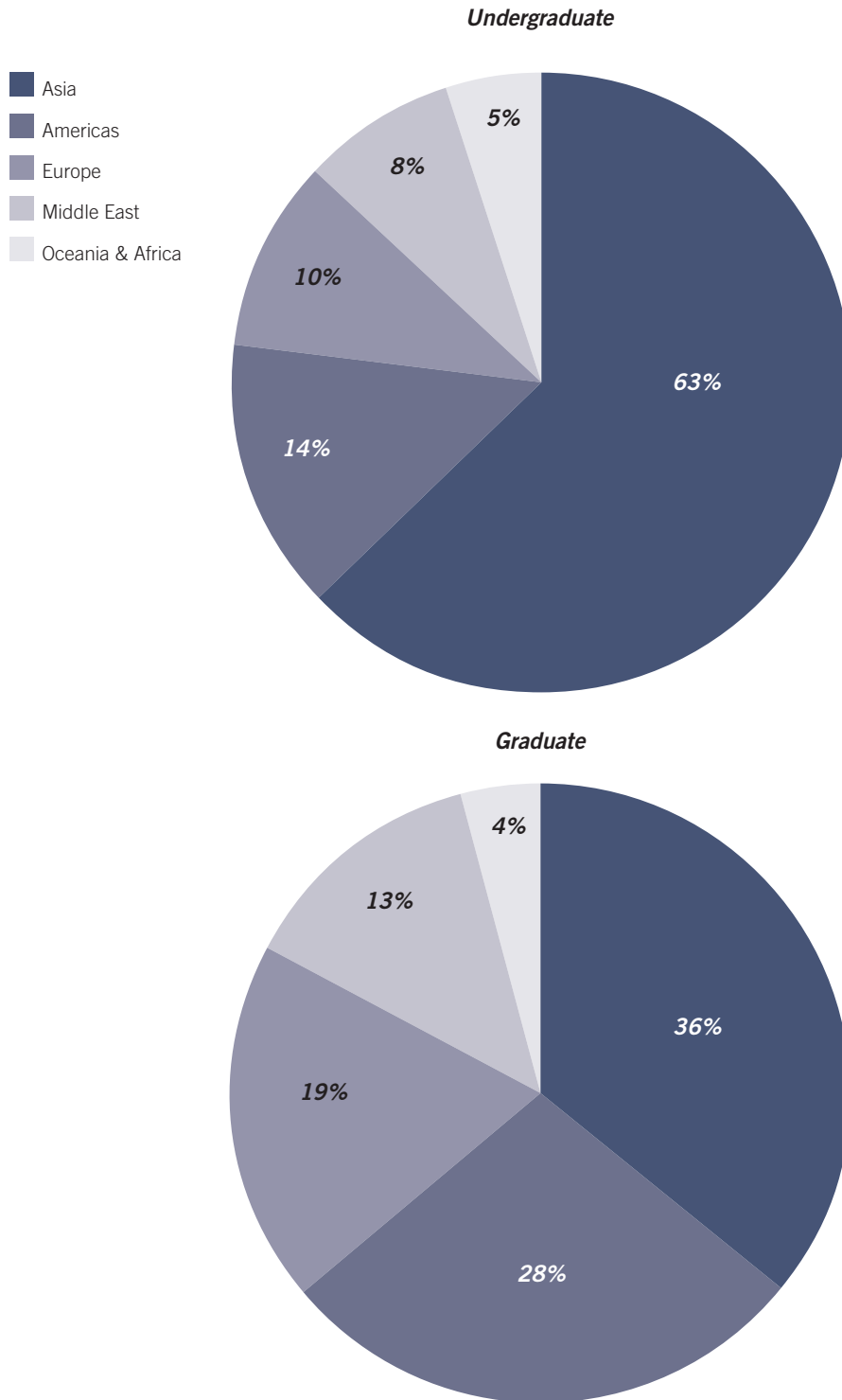
Most research-intensive universities in Canada and abroad are pressing to internationalize their activities not only through faculty collaborations and student exchanges but through recruitment of international students. Exhibits 11 and 12 show the proportions of international students by campus and program groupings. Exhibit 13 (p. 38) provides a partial breakdown of the countries of origin of these students.

The 2030 exercise has affirmed strong interest across divisions in adding more international students. This growth may pose financial challenges. The University receives no per-student grants for international enrolment, and it is difficult to finance international students based on tuitions alone. Furthermore, domestic enrolment pressures will be substantial for the next decade.

On the other hand, to the extent that a university can attract the best and brightest students from a global talent pool, the quality of the student body will be enhanced. International students not only add diversity and dynamism to our campuses. They also offer the University – and Canada – a network of ambassadors and champions across the world and create a virtuous circle for ongoing recruitment of outstanding international students. To this end, greater government support for international graduate and undergraduate students would benefit Ontario and Canada.

# EXHIBIT 13

## International Enrolment by Geographic Region (November 1, 2006)



We cannot achieve our objective of diversification if international students are recruited from a small number of nations or regions, or if they are concentrated in a small number of programs or divisions. The University must therefore develop clear strategies for international student recruitment, balancing international enrolment growth against our domestic responsibilities.

As already noted, any move to increase national and international enrolment suggests that the supply of residence places must increase. More generally, the College Principals have wisely recommended that the “University’s recruitment strategy should be better aligned with first year residence offers.”

#### *Recruitment: Coordination and Communications*

Students make informed choices about where they apply and what offers they accept. The more specialized the interest of the student, the more likely it is that he/she will be doing specific research into the attributes of the relevant University of Toronto programs. Students of second-entry professional programs and graduate students also will draw on expert references, including the opinions of their professors. On the other hand, prospective undergraduates are heavily influenced by their peers, including older siblings, by word of mouth, and by the recommendations of teachers, guidance counsellors, and various mentors.

This variability underscores the need for meticulous coordination of recruitment activities as the University seeks to build strong applicant pools for a large array of programs and redirect some of its recruitment efforts. Each campus, division, or program must define and communicate its own advantages and expectations. However, there is also a case for presenting the cross-cutting features that positively distinguish the University at large. I suggest, for starters, six such attributes.

First, the University of Toronto’s comparative advantages and international renown, as already noted, are driven hugely by our research strengths and the scholarly standing of our collegium. These advantages are essential to our undergraduate educational offerings that are noteworthy for their depth, breadth, and rigour. With encouraging regularity, the majority of students confirm that the academic standards of the institution are high. Anecdotally, they report that their courses are more demanding than those of their peers at sister institutions, that they are exceedingly well-prepared for graduate school or professional practice, and that they learned to think critically and creatively at the University.

In this respect, students already self-select for the University on the basis of very high academic aptitude. Thanks to the pedagogic commitment of our faculty, more and more undergraduates are able to take advantage of research opportunities alongside very talented postdoctoral fellows and PhD students. Thus, one assumes that students interested in research are also more likely to choose U of T.

Second, prospective students should have a clear sense of both the University’s scale and the extent to which that scale is disaggregated into a set of smaller learning communities.

Most students will attend some very large classes in the first and second years of undergraduate programs on all three campuses. That said, with outstanding lecturers, division of large lecture sections into smaller learning communities, and strong support from tutorial assistants, big classes can be a positive educational experience. Our scale also offers major advantages. Undergraduates in Arts & Science on the St. George campus have more choice in course selection than anywhere else in Canada. Tri-campus scale has helped the east and west campuses attract outstanding faculty and enabled UTSC and UTM to offer exciting interdisciplinary programs.

At the same time, the east and west campuses are still relatively small universities, operating at roughly one-fifth the size of the main campus, while the St. George campus itself is divided into many smaller divisions with distinct identities. The largest division, Arts & Science, also benefits hugely from the fine work of the undergraduate Colleges. As the *Planning* document stated, they “serve the invaluable function of disaggregating a very large and potentially overwhelming campus into navigable neighbourhoods.” Moreover, the University has made a major effort to enhance the undergraduate student experience over the last several years, with new seminar-style courses for entering students, more effective use of information technology, and the creation of many new learning communities.

Third, while the University’s faculty are justly renowned for their scholarship, their instructional contributions are no less distinguished. The University of Toronto has literally thousands of teachers who help enrich our students’ educational experiences. The range encompasses world-class faculty with standard appointments in the tenure and teaching streams, the clinical and status-only faculty who give so much to the institution with limited salary support, the adjunct professors who generously volunteer their time, leaders in diverse fields who give up some of their professional incomes to take on sessional contracts because they love to interact with our students, and the scores of sessional staff members who make major contributions to our teaching mission.

Fourth, the University’s ‘Great Minds’ campaign beautifully highlighted this institution’s extraordinary alumni. Our alumni’s contributions deserve renewed publicity for student recruitment and for the general advancement of the University’s reputation. No group better represents the enduring importance and transformative impact of higher education. No group is better equipped to put a face on the institution to which prospective students and their families can relate. It is therefore essential that we make a concerted effort to profile the accomplishments of our graduates, both in the remote past, and along a bright line of excellence that shines through the decades to the present, linking hundreds of thousands of talented individuals in some 160 countries all around the globe.<sup>8</sup>

Fifth, prospective students must also be aware of the opportunities for growth that the University offers outside the classroom. I refer not just to experiential learning for credit, as

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<sup>8</sup> The Task Force on Institutional Organization noted that alumni already play a direct and proactive role in student recruitment in some divisions. They suggested that more should be done to engage them in this regard locally, nationally, and internationally.

in co-operative programs or institutionally-organized outreach activities, but also to as many as 500 clubs and other activities, including intramural and intercollegiate athletics teams on which students may participate. It is noteworthy that academic and student life leaders on all three campuses of the University are working to transform ‘extracurricular’ into ‘co-curricular’ activities, with an explicit educational focus, learning objectives, and measurable outcomes. As it links activities outside the classroom back to academic objectives, the University is creating an enriched learning experience for students.

Sixth, the University’s environment – on each campus and regionally – is a huge asset. The St. George campus is an oasis in downtown Toronto, with its green space and unique blend of heritage buildings and spectacular new structures. UTSC is set on 300 acres above the beautiful Highland Creek ravine, while UTM is situated on 225 acres of pristine woodlot overlooking the Credit River. Both campuses have undergone massive capital re-development, with many award-winning new buildings. From all three campuses students can take full advantage of one of the world’s greatest urban regions with its cultural activities, sporting events, restaurants, and nightspots.

In short, we have the right tools and raw materials to build a powerful narrative and position ourselves to recruit excellent students at all levels and in all programs. Changing demographics and our enrolment plans all point to the need and value of a rapid and coordinated effort. As well, few foci for fundraising will pay greater dividends than generation of larger pools of bursary and scholarship funds to support recruitment of outstanding students. Enhanced student recruitment is therefore an area for attention not by 2030 but immediately.

#### *Admissions Criteria: An Evergreen Issue*

Changes in the University’s enrolment strategy, coupled to the short-term surge in demand, afford an opportunity to refine admission criteria and further strengthen our student body. The question then becomes: Strengthen in what respects?

Admission to all programs at the University of Toronto is based primarily on academic merit. Second-entry professional programs often consider non-academic criteria in making their admissions decisions, while graduate programs examine the academic preparation and capabilities of individual applicants in ways that go beyond a simple assessment of undergraduate grades. In contrast, first-entry programs have the challenge of assessing much larger pools of applicants from a very wide range of secondary schools.

Academic capabilities remain critical, given the rigour of the University of Toronto’s undergraduate offerings. Overall entering averages for first-entry programs across the three campuses are above 80%. There are variations – by discipline, by campus, and college. This is not surprising, given variations in secondary school grades by subject/disciplinary orientation and variations across divisions in prerequisites, resources, reputations, and recruitment intensity.

Arguably more concerning, however, is the variation across public and private schools in

academic preparation and evaluation practices. This variation, already present within Ontario, will intensify if the University draws more students from outside the province and beyond our national borders. For example, Alberta mandates rigorous province-wide examinations for students leaving high school, who may therefore have lower entering averages than students from some other provinces. We also struggle in some measure to know how to assess and place students graduating from Quebec's "CEGEPs" (*Collèges d'enseignement général et professionnel*), International Baccalaureate programs, and various international secondary schools. There is accordingly a pressing need for the University to develop methods to assess the true level of academic preparation of applicants in the face of these sources of random and systematic variation in entering grades.

More challenging still is the question of admission criteria other than secondary school averages. The Academic Bridging Program and Transitional Year Program have pro-actively recruited students, some from historically under-represented groups, who do not meet the usual academic criteria. As well, some undergraduate divisions or programs have asked for submission of material such as creative portfolios, compendia of extracurricular activities, or writing samples (including online essays).

The Task Force on Enrolment has urged that more first-entry programs follow suit. They suggest closer attention to "positive attributes of a well-rounded student" and add: "For example, it would be valuable to have in place a system for admitting students based on a 'portfolio' that demonstrates leadership ability, special skills in music, drama or athletics, community service and engagement, or other relevant activities." Critics may respond that appropriate systems to this effect can be developed on a program- or division-specific basis, but that many programs are too large and undifferentiated for delineation of non-academic criteria let alone practical assessment thereof. It is also the case that we have spectacularly talented undergraduates in all divisions, independent of the extent to which those divisions include non-academic criteria in recruitment and selection. Be that as it may, the next few years offer an important opportunity for further discussion of non-academic admission criteria for undergraduates.

## Student Experience and Communities

### *Strengthening the Student Experience*

The term 'student experience' appears to have as many meanings as users. For some, experience is first and foremost about whether our educational programs engage and stimulate students. For others, the term refers primarily to life outside the classroom. The Task Force on Institutional Organization, in response, has rightly highlighted the holistic nature of the concept.

Two surveys offer a wide-angle window on the student experience at the University. The recent Canadian Graduate and Professional Student Survey yielded very positive results, while a second cycle of the undergraduate-focused National Survey of Student Engagement

(NSSE) continues to show many areas where improvement is needed. Indeed, Ontario universities in general fare worse on NSSE than their peers in other provinces, and, as already noted, Canadian universities on average trail US public universities in NSSE results.

We do not yet have sufficient data to do definitive subgroup analyses for inter- and intra-divisional comparisons of NSSE scores. As the Task Force on Institutional Organization has recommended, illuminating comparisons can be made across campuses, divisions, and programs. However, the imprecise results to date are not surprising: Lower scores appear to arise from programs with larger classes, less personal contact between teachers and students, and a lack of defined learning communities.

On the positive front, the NSSE data show that students appreciate the academic excellence of the University and are challenged by their programs. Less positively, students perceive that they work harder than peers at other universities and receive lower grades. There is unlikely ever to be a consensus on appropriate grade distributions. However, I expect all colleagues will agree on the need for fair grading practices that avoid demoralizing students and the value of ongoing efforts to provide support to students that will maximize their chances of academic success.

A deeper issue is whether we can better define the unique features of a Toronto undergraduate education and ensure that these desiderata are consistently reflected by the in-class and co-curricular experiences of our students. The Task Force on University Relations and Context has highlighted our pedagogic challenges in clear prose: “We must prepare our students for jobs that do not yet exist, to make discoveries that we have not even imagined and to take on roles for which they cannot ready themselves ahead of time.” The Task Force also cited the need for students to be adaptable, to communicate clearly and persuasively, to solve problems and think creatively, to work in groups as well as individually, and to embrace an ethos of lifelong learning. Some of these skills cannot be readily developed in large lecture halls. The Task Force suggests that they arise instead from undergraduate research initiatives, “interaction in small intimate classes” or “working together on group projects and presentations” as well as “from living in residence, running for student government or getting involved in any number of campus activities.” These latter observations underscore the value of the University’s ongoing efforts to strengthen co-curricular programs, especially for undergraduates.

Last, the University benefits greatly from the multicultural milieu of the Toronto region, and the ethno-cultural diversity of our student body. These facets of the University help our students to become global citizens, but are not a substitute for travel and study abroad. As the Context Task Force emphasized, we need to foster international partnerships and opportunities that will enable more of our students to learn and grow outside Canada.

### *Learning Communities*

It is hard to overstate the pioneering and continuing role played on the St. George campus by federated universities (St. Michael’s, Trinity and Victoria) and constituent colleges

(Innis, New, University, and Woodsworth), in creating communities for undergraduate Arts & Science students. Vic One started an important trend with selective admission to a first-year program that offered seminar-style courses alongside more usual A&S offerings. Since then, Victoria has extended this program to include many more first-year students and proposes to carry it through to upper years. Trinity has initiated a very successful first-year program with similar features. Meanwhile, all the colleges also offer first-year seminar courses within the broad framework of the Arts & Science 199 program. The latter small seminars now reach over 40% of all first-year A&S students on the St. George campus, and their success speaks strongly to the commitment of the departments in Arts & Science to enhancing undergraduate education.

Newer initiatives connect undergraduates within specific academic programs. Engineering offers TrackOne to 150 first-year students who take a wide range of courses before choosing a specialty in second year. The First Year Learning Communities (FLCs) in Arts & Science are discipline-specific programs for first-year commuter students. FLC students are grouped in the same section of the same courses and meet after class with tutors, forming friendships and study groups. UTM emulated this approach for first-year management students through utmONE and has now adopted it more widely for core courses in several first-year programs, while UTSC is initiating an “e-portfolio learning system”.

The Task Force on Institutional Organization emphasized the importance of all of these positive initiatives. As they noted, good evidence supports the effectiveness of “instructional methods that assume more active participation in their own learning and development by students themselves”. Today, these programs reach a substantial minority but not a majority of first-year students. The Task Force encouraged the expansion of such programming for first-year students, with eventual extension of similar programming to engage undergraduates in their upper years.

In addition to participation in learning communities, students also benefit from mentorship. Various divisions, departments, and programs have already created mentoring programs that link undergraduates with faculty, alumni, or more senior students. As well, the University’s retired faculty represent an underutilized pool of enormous academic talent for mentorship of students and trainees at all levels.

As might be expected, the 2030 task forces received submissions arguing that there is a need to ensure that learning communities are extended beyond undergraduates to include graduate and professional students. Strong learning communities already exist in and around professional master’s programs in disciplines such as Health Sciences, Management, and Education. Furthermore, by the very nature of their research, many doctoral-stream graduate students work within team environments. However, hundreds of other doctoral-stream students work in the ‘solo scholar’ mode and are relatively isolated. The Task Force on Institutional Organization accordingly endorsed initiatives that might include “the provision of social and community spaces, access to child and family care supports, and the availability of quiet space to reflect – a commodity often in short supply to those of our graduate students with family responsibilities and no access to a private office on a regular basis.”



The Task Force also noted ongoing challenges of communication with the student body. The situation is analogous to starvation in the midst of plenty – students are bombarded with irrelevant information but unable to access information particularly pertinent to their interests. Several departments and divisions have made progress in this regard, and the technologies are well within reach to enable more customization of information flow. The Task Force accordingly recommended that “greater attention should be placed on developing optimal ways to communicate with the vast student body at the University.”

Last, in my view, no discussion of learning communities can be concluded without at least passing reference to digital education. By 2030 webcasting will have advanced dramatically and a vast array of online interactive learning tools will be readily available to our students, particularly in undergraduate programs. The University’s use of information technology remains surprisingly uneven for the institution that gave the world Harold Innis and Marshall McLuhan and boasts an excellent Faculty of Information. It stands to reason that the University of Toronto should do more than gradually adopt e-learning technologies in the years ahead. Ideally, the University should become a leader in developing, implementing, evaluating, and refining these tools.

### *Colleges<sup>9</sup> and Residences*

Task force reports, as already noted, affirmed the role of the St. George colleges as much more than sources of student services and residence managers. The colleges were praised for their efforts to reach out to their commuter students, providing study and activity space and developing co-curricular programming for commuter and resident students alike.<sup>10</sup> The colleges were also viewed as incubators for student-centred innovations as well as new multi-disciplinary programming and related academic units. Consistent with this role of the college as a multidisciplinary ‘agora’, the Task Force on Institutional Organization encouraged the colleges to increase the presence of faculty on site through provision of office space. This would enable more students “to meet informally with faculty from a range of disciplines.”

At this time, the Task Force on Institutional Organization found “no support for the creation of additional colleges on the St. George campus or for creating colleges at UTM or UTSC.” UTM, for example, is acting on the principle that undergraduate, professional and graduate communities are best formed around commonalities such as academic programs, year of study groupings and ‘theme’ communities to expand opportunities for interaction between students, faculty and staff.

On the other hand, the Task Force recommended “expanding opportunities for college membership to a wider range of first-entry programs and to graduate students.” Similarly,

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<sup>9</sup> In what follows, for simplicity, I refer to the three federated universities and the four constituent colleges simply as colleges.

<sup>10</sup> Moreover, by virtue of their smaller scale, both UTM and UTSC have implemented supportive services (e.g. writing and study skills) for students that are similar to those offered by individual colleges on the central campus.

the Task Force on Enrolment encouraged involvement of graduate students in college life to mutual benefit.

Will these changes in mandate compromise the advantages of limited scale and student focus that the colleges offer today? The college principals proposed a useful compromise, whereby affiliation for first-entry students outside of Arts & Science might entail access to residence places and extracurricular activities. These students would still rely on their academic division for academic registrarial, counselling and support services. In this respect, the Task Force observed that both Innis and New College already offer many residence spaces to Engineering students and that New College has, since its opening offered 50% of its residence space to students from professional faculties. The Task Force emphasized that this proposed expansion of college mandates was contingent both on enrolment and resources. A reduction in A & S undergraduate enrolment on the central campus, for example, would obviously facilitate extension of affiliation to other first-entry students.

These points lead naturally to some very brief reflections on the University's residence strategy. As already noted, shifts to more out-of-region and international students will increase the demand for residence spaces and for student housing services in general. UTM and UTSC in particular will need to consider adding residence capacity as and when their undergraduate enrolments grow. The Task Force on Institutional Organization did not recommend expansion *per se*, but urged maintenance of "a 'watching brief' on the desirability for increased residence capacity for graduate students as well as international students". My own view is that residence life can be a very engaging element in the total University experience and that the University of Toronto would be a better place in 2030 if far more residence spaces were available for both entering and returning students. In the near term, however, what we need are concrete facts about anticipated demand and the economic sustainability of our current model for residence finance and management.

### *Co-curricular Facilities*

A glance at Exhibit 2 (p. 16) in Chapter 2 illustrates immediately that demand for space exceeds supply across all three campuses. On a more positive note, however, the student experience is being enhanced by a large number of infrastructure projects either recently completed or underway.

Co-curricular academic space is reserved for study, reflection and academic interactions. Here we have made important strides: The new Hazel McCallion Academic Learning Centre prioritizes study space over collections space. The Morrison Pavilion in the Gerstein Science Information Centre has doubled that library's study space, adding 32,000 square-feet of carrels and tables. Similar renovations at the Robarts Library have recently been funded by the Government of Ontario and private benefactors. They will add 1,500 individual and group study spaces, an increase of 50%. College libraries on the St. George campus also increase the stock of study space – an important role recognized and endorsed by the Task Force on Institutional Organization.

College and campus green areas, academic common rooms, commuter lounges, cafés and various multi-purpose spaces also contribute to student life. More than 30 buildings on the three campuses have been erected or undergone significant renovations in the last 10 years alone. These changes have transformed the internal spaces in which thousands of students study and learn, and added exciting new features to each campus environment.

Even as it adds co-curricular academic space, the University is paying close attention to recreational and athletics facilities. Plans are progressing for a new Student Commons on the St. George campus – an initiative spearheaded by the undergraduate student union. The Goldring Centre for High Performance Sport is also in the planning stage; it will be situated across from the recently-reconstructed Varsity Centre. The new Recreation, Athletic and Wellness Centre (RAWC) at UTM has opened to glowing reviews from all segments of the UTM community, and an athletics complex is now being envisaged for UTSC.

Hosting local, national and international sporting competitions on campus is a great way for the University to give back to its surrounding community. Furthermore, the impact of athletics and recreation on the University community is substantial. The University boasts over 900 intercollegiate athletes competing on 44 teams in 26 sports. The Task Force on Institutional Organization urged exploration of ways to create a stronger institutional spirit and culture in our student body and Varsity athletics is certainly helpful in that regard. Our Varsity athletes are also role models for student engagement outside the classroom.<sup>11</sup>

More generally still, recreation and athletics are powerful ways for our students to connect with each other and strive for excellence outside of the classroom. The sheer scale of these interactions bears repeating: 10,000 University of Toronto students from all three campuses participate in 31 intramural leagues competing in over 3,000 games a year. On top of this, more than 100 recreational classes and programs are offered annually and countless thousands of students participate in well over 400 recognized groups across our three campuses. These diverse activities add vital dimensions to the student experience and merit both ongoing attention and further investment in the years ahead.

## Conclusions

The University of Toronto has been fortunate to attract countless talented students over the course of the past 18 decades. Today, the University's undergraduate student population has a local-global character with the vast majority of students drawn either from the Toronto region or from abroad. The 2030 task forces recommended that more students be recruited from outside Ontario, and that an international recruitment strategy be developed for targeted recruitment of more students from abroad.

More generally, it is clear that the University should develop a coherent, better-resourced,

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<sup>11</sup> Since 1959, at least twelve Varsity athletes have won Rhodes Scholarships.

carefully targeted and integrated approach to student recruitment across divisions, including the St. George colleges and the central administration. Recruitment communications must be a particular priority. The goal of this effort should be to strengthen the pool of applicants and align applications more fully with the comparative advantages of the relevant degree programs and character of the applicable divisions and the University at large.

With respect to admissions criteria and processes, graduate and professional programs have well-developed and granular approaches to selecting students. For undergraduates, if the University draws more applications from national and international schools, we may require better tools to assess the level of applicants' academic preparation. As well, many undergraduate divisions and programs now use merit-based admissions criteria other than grades. Two 2030 task forces urged wider extension of these precedents.

The proposed increases in national and international enrolment mean that demand for residence places will almost certainly increase. The University's recruitment strategy and enrolment plans must perforce be aligned with its residence strategy.

Once students are admitted, their experience must be viewed holistically, taking into account both formal academic programming and broader opportunities for personal growth outside the classroom. The 2030 task forces reflected on the optimal circumstances for future undergraduates in particular. Division-specific breakdowns of data from the recent National Survey of Student Engagement should help in internal identification of best practices that can be linked to positive outcomes. Available evidence, however, already points to opportunities for improvement. Multiple task forces urged acceleration of the current trend to involvement of undergraduate students in research, highlighting the mentorship that could be provided by growth in the numbers of graduate students and post-doctoral fellows. Other points of emphasis included: more small class experiences, group projects, more opportunities for students at all levels to live in residence, facilitation of engagement in co-curricular activities and provision of international experiences including study abroad programs.

Numerous divisions on all three campuses have taken steps that create cohorts of students who can learn together and be supported more directly by tutors and mentors. The Task Force on Institutional Organization, in particular, recommended expansion of these learning communities to reach the majority of first-year students, with eventual extension to upper-year undergraduates, and selective measures for doctoral-stream students who, in some disciplines, may work in relative isolation.

The federated universities and constituent colleges on the St. George campus were identified as important learning communities in their own right and encouraged to continue their roles as incubators for student-centred innovations and new multi-disciplinary programming. A widening mandate for colleges as convening points was also reflected in recommendations that colleges increase the presence of faculty and graduate students on site, and, if resources allowed, draw on a wider range of undergraduate students.

Last, the University's investments over the last decade have transformed the interior and exterior environments on all three campuses – an important factor in a positive student experience. Appropriate priority has been given to study spaces for students as well as recreational, co-curricular, and athletics facilities. Future capital plans must continue to focus on how changes in the built and natural environment of the University can enhance the academic and non-academic elements of our students' experiences.

## CHAPTER 5. THE LONG-TERM RESOURCES OF THE UNIVERSITY

MARTIN FRIEDLAND'S PANORAMIC HISTORY of the University of Toronto chronicles various periods in which the University has been in fiscal crisis. There was arguably a respite in the 1960s during a period of relative prosperity in Ontario when post-secondary education was a very high spending priority. However, as I noted last year in the 2030 *Planning* document, by 1987 President Connell reported that “for the past 10 to 15 years, the University of Toronto has endured serious financial constraints upon its financial resources and in turn on its academic work”. The last two decades have brought what may well be an unprecedented exacerbation of those constraints.

The Task Force on University Resources accordingly asked: What costs and revenues are shaping our financial situation today? What scenarios can be projected for different blends of costs and revenues that will enable us to meet our aspirations in the decades ahead? And what are the implications for government policy, for advocacy, and for institutional planning?

The Task Force report is a sobering document that provides an honest and stark assessment of several of the assumptions and ideologies in Canadian higher education today. In this chapter, I distil out some of the key findings of the Task Force report, and offer reflections on the recommendations of the Task Force as they bear on long-term strategic directions for the University.

### A Widening Gap

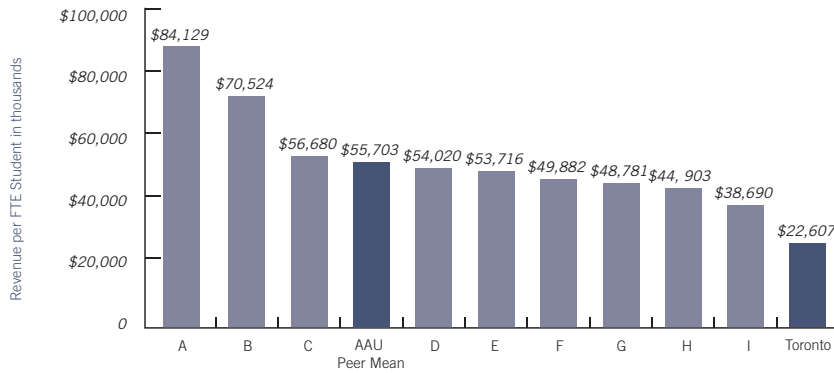
As the Task Force notes, the international standing of the University of Toronto is remarkable given our extremely constrained resources. Exhibits 14 and 15 (p. 51), also presented in the *Planning* document, underscore the limited revenue per student of the University of Toronto receives as compared to research-intensive US institutions that are members of the American Association of Universities.

Furthermore, as the Task Force reports, per-student funding has declined meaningfully in real terms over the past 15 years. Exhibit 16 (p. 52) shows that the current or absolute dollar values for average per-student funding in Ontario have still not reached the level achieved in 1991–92. It also shows what the per-student grant would be if the funding level of 1991–92 had grown with inflation. The gap underscores the eroding inflation-adjusted value of our per-student grants. Exhibit 17 (p. 52) highlights the more than 25% gap between Ontario universities and the average per-student funding received by universities in the other nine provinces. The enrolment-related provincial grant currently represents about 47% of the University's core operating budget (which excludes divisional income), down

## EXHIBITS 14 & 15

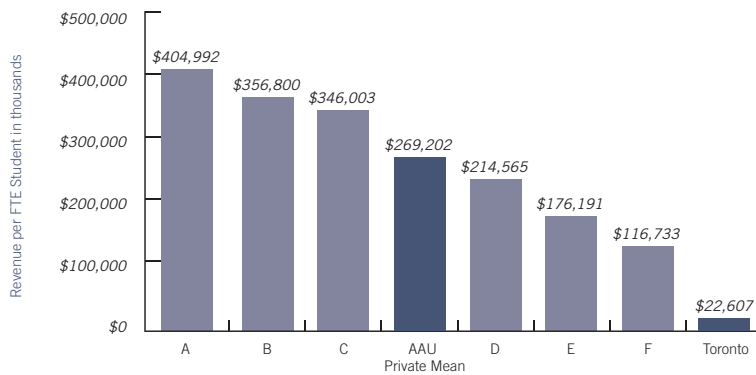
### Revenue per FTE student, 2005 – 2006 (US funds) U of T vs AAU public peers

Total All revenue per FTE Student – Fiscal year 2005 – 2006 (US Funds)  
University of Toronto vs AAU Peers Public (Institutions are masked according to AAUDE guidelines)



### Revenue per FTE student, 2005 – 2006 (US funds) U of T vs AAU private peers

Total All revenue per FTE Student – Fiscal year 2005 – 2006 (US Funds)  
University of Toronto vs AAU Private (Institutions are masked according to AAUDE guidelines)



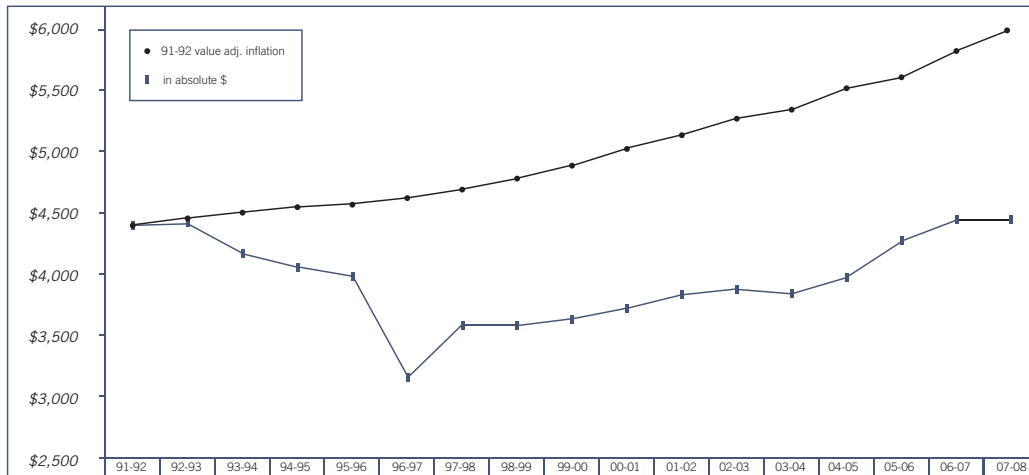
from 78% in 1991–92, while tuition has risen from 18% to 41% of revenue in the same period.<sup>12</sup>

With 85% of our core operating funds dependent on provincial per-student grants and tuition fees, and with the proportion derived from tuition fees rising, the University and its sister institutions in Ontario have advocated consistently for additional per-student funding as the first and most important component of any provincial plan to enhance the quality of post-secondary education. Student-faculty ratios are high at all Ontario universities for the simple reason that, despite the positive investments made under the McGuinty Government’s commendable ‘Reaching Higher’ plan, provincial per-student funding remains inadequate.

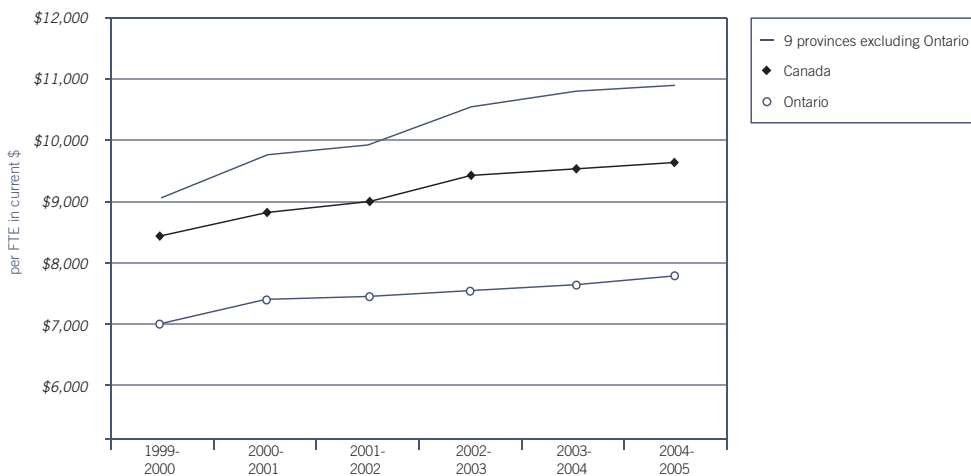
<sup>12</sup> The percentages shift slightly when one adds in divisional income as shown in Exhibit 19 (p. 58).

## EXHIBITS 16 & 17

**Government Funding Per Student in Ontario, Absolute Dollar vs. Inflation Adjusted 1991 – 1992 Value**



**Trends in Funding per FTE Student in current dollars: Ontario versus Other Provinces**



## Perverse Incentives

The *Planning* document and task force reports highlight a variety of the perverse incentives that have exacerbated the financial pressures on the University of Toronto. Here, I shall revisit seven major factors out of a much longer list.

First, as already noted, no research sponsors fully cover the true institutional costs of research projects. Coverage peaks at around 40 cents on the dollar for provincially-funded and some industry-sponsored projects. It runs at just over 20 cents on the dollar for federally-sponsored research, and zero for many foundations and charities. The Task Force estimates that, on average for all campus-based research, the payment rate is about 16 cents



on the dollar. If this amount were increased to 40% (a rate exceeded in most of our peers' jurisdictions), the immediate impact would be an increase of at least \$60M in the University's base budget.

Second, the per-student grants provided by the province bear only a limited relationship to the cost of the programs they are meant to support. The mismatch tends to be greatest in absolute terms for more complex and expensive programs. Thus, a number of Ontario universities are implicitly penalized for offering precisely the types of undergraduate, professional, and graduate programs that are increasingly important to the future of the province.

Third, the levels of per-student grants are not adjusted for the research-intensiveness of the environment. A student in a classroom of 500 taught by a newly minted PhD draws the same grant as a student in a seminar of 20 led by a world-renowned scholar. The federal government has been very helpful over the last 15 years through a widening portfolio of programs that allocate support to universities based on research excellence. However, the insensitivity of education-related grants to incurred costs hampers research-intensive universities that must compete for a limited pool of talent in a rapidly crowding marketplace.

Fourth, tuition constraints distort competition. Students might reasonably be presumed to make independent decisions about where to attend University, on the basis of the quality of instruction, the nature of the student experience, the actual costs and anticipated returns of University attendance, and a host of other parameters. Instead, regulation of tuitions is promoted as if students make University choices on the basis of 'sticker price' alone. On the latter point, over \$750M of capital in the University's endowment is earmarked for student scholarships, bursaries, and related student supports. Divisions such as Law reallocate tuition revenues and otherwise help defray tuition costs for lower-income students. Indeed, if one rolled up the tuition rebates for doctoral-stream graduate students and the array of bursaries for other students, the University's effective tuition levels are well below the posted rates. The differential is appropriately largest for students with greater financial need. However, the government continues to regulate tuition fees as if all institutions offer identical academic programs and have similar capacity to help their students cover their direct educational costs.

Fifth, the growth in graduate fellowships and scholarships has not kept pace with graduate enrolment expansion in Ontario. The federal government has provided a substantial number of competitive graduate scholarships over the last three years. For its part, the provincial government has made a truly visionary investment to support 14,400 new slots for doctoral and masters students across the province, but provincial spending on graduate scholarships and fellowships has lagged substantially. This has meant additional financial pressure on universities, particularly those that have a high doctoral enrolment and offer tuition rebates. It has also placed an additional burden of debt on many graduate students.

Sixth, the University has been forced to assume greatly increased levels of debt to put up buildings required for enrolment expansion. None of the capital programs over the last 15 years has covered the full costs of new structures. As the Task Force reports, "Debt on our

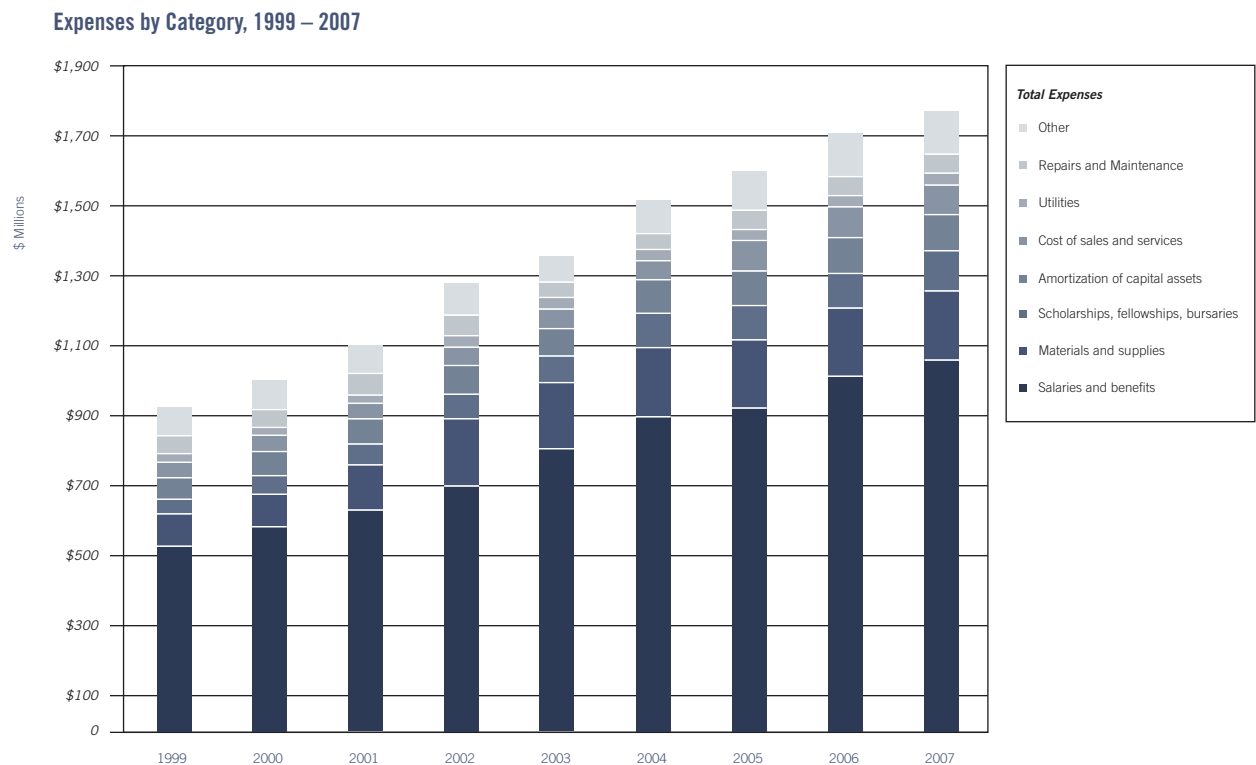
balance sheet has increased by a factor of ten since 2000. Interest and other debt service costs require about \$30 million from the operating budget.” Their report goes on to note that “the government’s desire to keep debt off their balance sheet has resulted in transferring it to ours. For example, the graduate expansion program is funded by a stream of payments sufficient to cover debt service costs, assuming that we borrow to be able to take on increased numbers of graduate students.”

Seventh, and finally, all Ontario universities have faced mounting problems with deferred maintenance. The auditor general has recently confirmed the legitimacy of these concerns. The older the institution, the older its stock of facilities will be. The University of Toronto is therefore doubly penalized by the scope and severity of its deferred maintenance challenges and the inherent inefficiency of some of its heritage buildings.

### Expenses and Efficiency

Exhibit 18 (below) shows total expenses (inclusive of spending for on-campus research) by category from 1999 to 2007. The institution’s revenues have obviously been growing at a rapid rate to sustain this equally rapid rise in annual spending. Not only have research revenues doubled but enrolment has increased by almost 35% over the period charted.

### EXHIBIT 18



As the chart shows, core salaries and benefits account for about 60% of the operating budget. Reports on settlements tend to focus on across-the-board wage or salary increases, without factoring in the concurrent impact of seniority-related increases or the costs of various pension and benefit enhancements. The Task Force accordingly cautions that the annual increases in wages, salaries, and benefits have been consistently higher than the level of general inflation for a number of years. These increases are by no means unique to the University of Toronto, even as the calibre of our faculty and staff gives us a uniquely strong defence against criticism of the rate of growth in salaries and benefits. However, decision-makers in the provincial government have already flagged concerns that extra funding to reduce class sizes or enhance student services may end up in the pay packets of existing employees.

The Task Force acknowledged the importance of recruiting only the best faculty and staff, and the need to pay competitive salaries and benefits to do so. However, they warned that the costs of benefits warranted close attention, “particularly since accounting regulation changes will require us to show unfunded liabilities for future benefits on the balance sheet”. The Task Force emphasized that the University would take no action that would undercut contractual and moral obligations to current employees. The question they raised was whether we can afford to offer the same benefits to future employees as are enjoyed by current employees. The question is timely, particularly with the costs of our current package of post-retirement health benefits spiralling up at an alarming pace, and with the costs of defined benefit pension plans drawing attention in public and private enterprises all over the world.

Examining the other expense trends, the fastest growing item has been scholarships, fellowships, and bursaries. This reflects both the inception of the funding guarantee for graduate students and an appropriate redirection of resources to mitigate tuition increases. In contrast, while repairs and maintenance costs are prominent, this level of spending is actually lower than ideal. Utility costs are also notable in that they have more than doubled over the nine years shown. The Task Force commented that ongoing increases are expected, notwithstanding the initiation of extensive energy-saving and demand management programs.

The Task Force suggested a number of ideas to improve operational efficiency, but also observed, intriguingly, that circumstances have increasingly conspired to pull faculty away from their core missions of teaching and research. They speculated that hiring more staff might relieve faculty of some administrative duties and urged exploration of any other measures that could allow faculty members more time to engage with their students. In this regard, I would emphasize that, while comparative data are still under-developed relative to data on student-faculty ratios, Canadian universities in general have higher student-staff ratios than their American public counterparts.

The Task Force on Institutional Organization has highlighted a different efficiency-enhancing measure that merits mention here. On the St. George campus, “the largest faculties have the resources to recruit senior administrative staff with appropriate skill and expertise in IT, enrolment planning and so on, and these faculties have the capability of managing their own academic and administrative matters with minimal – if any – support from the central administrative offices. Smaller faculties simply do not have the resources to

hire the same range of administrative expertise and even though there is currently some sharing of services, there is also greater involvement of the central administrative offices.” Consolidation of these administrative functions into groupings of faculties, or pairings of smaller faculties with large faculties, would enhance the calibre and efficiency of the administrative support available to smaller divisions on the central campus. That said, while these arrangements should enhance effectiveness and efficiency, it is not clear that they would be less costly.

I turn finally to a critically important recommendation from the Task Force. They assert that the University must “assess its programs, departments, and faculties on a regular basis to determine whether they are competing on an international level, whether other institutions in Ontario or the Toronto region are covering the same ground effectively, and whether these academic initiatives are essential to the core mission of the University. If they are not, and if they do not generate sufficient revenues to cover their costs, consideration should be given to discontinuing them.” I agree. Indeed, as suggested in Chapter 2, the larger question may well be why we would maintain a mediocre program simply because it is cost-neutral to the University’s bottom line.

The foregoing brief review suggests that there are opportunities to enhance efficiency or contain costs, but the quantity of ‘low-hanging fruit’ is limited. The pressing question then becomes: How can we develop a revenue base that will enable our successors to maintain our institutional momentum?

## Strategies to Increase Revenues

Exhibit 19 (p. 58) from the Task Force report underscores again that the largest sources of university funding are provincial government grants and tuition. A critical question therefore is how far Ontario government per-student grants can be lifted.

Despite the 2005 report of the Rae Review of Post-Secondary Education, the government’s laudable ‘Reaching Higher’ plan in response to the Rae Review, and the 2006 commitment of \$800M in new base funding for post-secondary education from the federal government, there has been only very modest movement in the level of per-student grants for universities in Ontario.

The government, to its credit, has deemed universities eligible for full participation in its ambitious capital redevelopment program, with some \$60B earmarked for massive renewal of Ontario’s public infrastructure over the next 10 years. However, Ontario’s economy is currently slowing. The government’s immediate priority early in its second mandate is poverty reduction. It has started to discuss ‘Reaching Higher II’, but the focus thus far has been primarily on enrolment pressures rather than quality enhancement.

As noted in the *Planning* document, it remains the frustrating case that other portfolios trump universities and colleges in Ontario. Per-capita spending on both health and K-12

education remain at the national average, while funding for universities and colleges continues to lag far behind.

The Task Force on University Resources echoed arguments made by a number of Canadian university executives and commentators for a more diversified portfolio of post-secondary institutions but was alert to political and economic challenges in that regard. Hence, the Task Force specifically acknowledged the difficulty that any government will face in providing per-student grants that vary according to actual cost structures, research-intensiveness, or other markers of quality. The Task Force therefore concluded that the University, together with its sister institutions in the Council of Ontario Universities, should be working in the first instance to achieve cross-the-board enhancements in per-student funding.

While I share this view, it is important to acknowledge that both the federal and provincial governments have had the courage to facilitate differentiation of universities by mounting a large number of programs in which research-related funds are allocated on the basis of competitive peer review. Ongoing frustrations with aspects of the funding of education and research should not blind the University of Toronto community to the great benefit that the institution has reaped from these substantial investments by the Governments of Ontario and Canada.

The Task Force also considered tuition fees. Many other reports have addressed the continuing arguments for and against increases in tuition fees as a revenue source. Particularly notable among these was the 2005 report of the panel chaired by the Honourable Bob Rae. Although student groups understandably continue to advocate tuition freezes or rollbacks, that policy has four drawbacks. First, the economic benefits of higher education are both private (accruing to the participants individually) and public. Some contribution from the individual beneficiaries is consistent with principles of fairness and sustainability. Second, fee freezes force governments to invest not in quality enhancement but rather in backfilling revenue losses of affected universities and colleges. Third, participation rates in post-secondary education are more often higher rather than lower in jurisdictions where institutions have flexibility in tuition-setting. And fourth, freezes and rollbacks are doubly regressive, benefiting those who can already afford to pay tuition fees, even as they compromise the pool of tuition-derived bursary funds available to help those most in need of assistance.

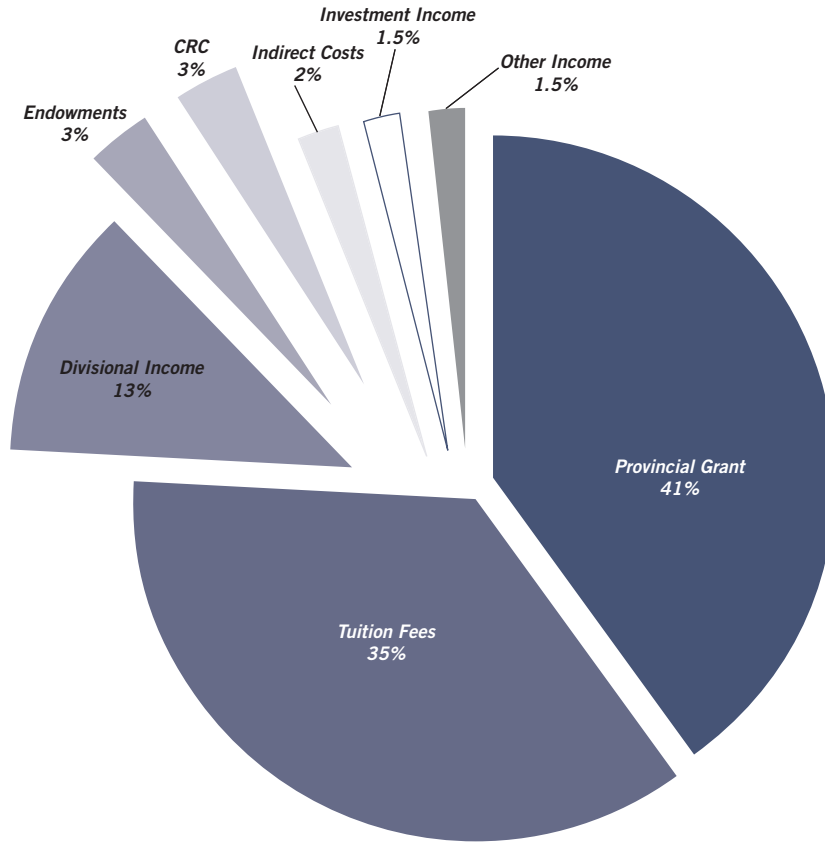
The University of Toronto experience underscores these observations. About 40% of undergraduates report a household income of less than \$50,000 per annum. And, as noted above, spending on scholarships, bursaries and other supports for students has risen faster than any other item in the University's budget over the last decade. It is also striking that over the last several years, more than 55% of undergraduates have completed their degrees without any OSAP debt.<sup>13</sup>

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<sup>13</sup> OSAP interest relief has also been enhanced. The program weighs monthly payments for federal and provincial student loans against the student's monthly income and anticipated living costs scaled to family size. About 25% of OSAP recipients access interest relief programs in their first 2 years after graduation. Loan default rates have fallen from 23.5% in 1997 to 10.3% in 2006.

## EXHIBIT 19

### 2008 – 2009 Sources of Operating Revenue



Against this background, and with the assumption of a continuation or enhancement of student aid, the Task Force took a clear stand:

The Task Force thus recommends that we continue to advocate for responsible self-regulation of tuition. On this model, the University would be responsible for establishing the appropriate tuition level for each of its programs, reflecting more accurately actual operating costs, quality of the experience, and demand. Included in the concept of self-regulation is an elimination of the restrictions on ancillary fees... Program-specific ancillary fees also ensure that the students who benefit from the program are the ones who contribute, avoiding the inequities of cross-subsidization.

The Task Force further recommended consideration of a program fee structure on the grounds of efficiency, clarity and predictability for students regarding total degree costs, and

potential discounts to students who take full course loads. Paradoxically, innovative and responsible fee structures could simultaneously lower many students' expenses while increasing revenue available to the University. Furthermore, the University's current incidental fees – and their approval processes – are a source of frustration for student organizations and the administration alike. These fees fund University educational programs and services – planned by University faculty and staff, approved by University councils, and conducted by University faculty and staff. A single fee combining tuition charges and university-wide incidental charges could be defended on the bases of clarity, simplicity, and depoliticization.

The Task Force considered how partnerships with external private and public enterprises could be helpful in financing the University's operations. A straightforward option is more creative use of real estate holdings to generate revenues for academic purposes. Other options for building operation and service delivery will require careful attention to true costs and benefits, and must respect existing collective agreements. Compared to peers, as noted in the *Planning* document, our University's proportion of funding derived from industry-sponsored research is low and our partnerships with industry in educational initiatives are relatively few in number. In all such relationships, there must be appropriate safeguards and due diligence to protect academic freedom. However, there is a case to be made for careful expansion of industry research partnerships, particularly since some government programs to support research are – for better or worse – contingent on industry matching.

The unease about partnerships, incidentally, is belied by the decades-long history of the University's very productive relationship with independently governed academic hospitals. Given the long-standing, close, and complex nature of the interactions, serious disputes have actually been few in number. Most have resulted as much from lacunae in policy as from any fundamental clashes of culture and those policy gaps have increasingly been closed. Similar partnerships – with similar safeguards – could usefully be developed with a range of non-profit partners, including federal and provincial government agencies, in the decades ahead.

The Task Force did not comment on commercialization of University research. Appropriately scaled up, it could become a major revenue source with both social and academic benefits. There is recurrent confusion, however, between commercially-sponsored research and commercialization of investigator-initiated research. The overlap occurs only insofar as the process of bringing a discovery to the marketplace will generally involve a phase of applied research supported by sources ranging from peer-reviewed proof-of-principle grants to in-house work by a spin-off company or licensee corporation. In reality, universities with the strongest records of independent research tend also to be leaders in commercialization.

Commercialization and, more broadly, knowledge translation involving scholarship without commercial applications, are actually integral to the University's social role. These processes take discoveries and ideas whose generation was heavily subsidized by public funds

and convert them into innovations that make life better for others. In some instances, the happy side-effect of these activities is revenue generation through licensing, through equity holdings in spin-off companies, or through benefactions to the University from past and current faculty, staff, and students who have prospered as a result of commercialization of their ideas. Based on the annual net revenues of some leading US and Israeli institutions today, it seems reasonable to project that, by 2030, the University of Toronto should have aggregate revenues from commercialization across the three campuses that exceed \$50M per year.

Last, the Task Force highlighted the fact that our per-student endowment is small compared to the per-student endowments of our US peers. Responding to questions in the 2030 *Planning* document, they recommended both a major push to grow our endowment and a change in our fund-raising campaign strategy to include more annual gifts and expendable donations. I endorse these recommendations wholeheartedly. To restate a sentiment expressed in the Foreword, the University's debt to its thousands of benefactors is incalculable. If our alumni and friends receive a fair accounting of the institution's needs, I believe they will continue to support the University of Toronto generously.

## Several Financial Scenarios for 2030

The Task Force report includes a stark set of projections for the finances of the University in 2030. These scenarios were deliberately simplified. Even more so than the enrolment projections in Chapter 3, they must be seen as illustrative rather than definitive or prescriptive. In that respect, the analyses considered only a few key variables such as: enrolment levels and mix; the government grant; tuition levels; the size of the endowment; the payout level on the endowment; and increases in salaries and benefits. These inputs, however, are those that heavily drive the University's overall budget picture.

As to outputs, student-faculty ratios in these scenarios include only full-time instructional faculty and clinical faculty who are on the University's payroll. This ratio, considered university-wide, currently runs above 25:1. The problem with this measure – or any single ratio – is the fact that many other categories of faculty appointee contribute to teaching and research. For example, adding all persons with faculty appointments and adjusting for academic full-time equivalency, the University's student-faculty ratio could be placed close to 10:1. On the other hand, the 'effective' ratio as it relates to direct instructional capacity is clearly lower. It is also highly variable by division and according to different dimensions of the University's mission. These analytical variations and their implications will require meticulous dissection in the years ahead.

I must add the additional caveat that we cannot focus on our faculty complement in isolation of non-academic staff. The scenarios all presume lockstep growth of other staff with growth in faculty numbers, but both the student experience and the working lives of faculty could well be enhanced by even faster increases in staff complements.



Notwithstanding these limitations, a brief review of some of the scenarios underscores the challenge we face in achieving financial sustainability while enhancing the quality of the academic experience for students.

*Status Quo Scenario:* This scenario presumes that per-student grants do not increase, that tuition and ancillary fees remain regulated under the current regime, salary and benefits costs increase at 2.5% above inflation, and the endowment grows at a rate 2% above the inflation rate. Under these conditions, by 2030 the Task Force projects a one-third reduction in staff, with student-faculty ratios rising to 48:1 on the St George campus and 61:1 and 58:1 at UTM and UTSC respectively. This outcome reflects a mismatch between the rates of growth of revenue sources (primarily the lack of any increases in per-student grants) and core costs, (most notably salaries and benefits). The mismatch compounds rapidly and will ultimately destabilize the institution.

*Status Quo with Grant Inflation Scenario:* This scenario maintains the status quo but the grant rises with inflation. The mismatch of revenues and costs is smaller, but quality is still eroded. For example, the conventionally estimated student-faculty ratio on the St. George campus rises to 39:1 by 2030.

*National Average Grant Scenario:* Here the Task Force projected the impact of immediately raising per-student provincial grants to the average levels of the other nine provinces – an increase greater than 25%. These new revenues drop the above-noted conservative estimate of the student-faculty ratio to 22:1 on the St. George campus, with larger proportionate reductions at UTM and UTSC. On the other hand, even if this encouraging change were sustained with annual increases that matched inflation, student-faculty ratios by 2030 would still be higher than they are today. The problem here is obvious. Expenses are growing faster than inflation and the compounding effect of that growth gradually erodes the improvements created by initially higher levels of grant funding.

*Ceteris paribus,* many of us in leadership roles would rather avoid the endless disputes with students over tuition fees and see the University financed to the greatest extent feasible from public sources, i.e. revenues derived from more or less progressive taxation measures. This scenario sharply illustrates, however, the limits to such wishful thinking, given the shortfalls in public funding of universities in Canada and, most notably, in Ontario.

*Compensation Constraint Scenario:* The Task Force observed that competitive starting salaries are essential under the labour market conditions faced by the University. They noted, however, that more moderate settlements would enable more hiring and a better student and staff experience. For example, even a 1% reduction in the absolute level of annual salary increases saves \$8.5M per year university-wide.

*Full Research Costs Scenario:* US agencies routinely add at least 50 cents for institutional costs to each dollar granted for the direct costs of research projects. In the UK, not only are the full costs of research reimbursed but the government provides top-up grants to cover institutional costs for research projects funded by health charities. As already noted, the Task

Force estimated that, if similar policies were implemented in Canada even to an average of 40 cents on the direct research dollar, the immediate impact would be an annual increase of \$60M. While extremely helpful, even essential, to mitigate perverse incentives as research funding grows, this measure on its own has only a modest impact.

*Mixed Revenue Scenario:* Here, the Task Force altered a number of variables simultaneously. The per-student grant increased to the national average and kept pace with inflation thereafter. The endowment rose at 4.7% above inflation, reaching \$3 B by 2030. The payout rate on the endowment was increased to 4%. Other revenues increased by 0.5% above inflation. Compensation increases rose slightly more slowly than the current rate, but remained 2% above inflation. Tuition increased at 5% per annum above inflation as contrasted with the current 2.2% above inflation, while student aid also increased at 5% above inflation to sustain the University's commitment to bursary supports and enable student access. The results are sustainable improvements in student-faculty ratios by 2030 on all three campuses – 21:1 at St. George, 26:1 at UTM, and 24:1 at UTSC. Moreover, as noted above, a complete faculty count would put those ratios much lower than these numbers indicate.

My main concern with this scenario is the potential for income-related 'sticker shock' associated with the projected rate of growth in tuition fees. Annual increases of 7% would take an undergraduate tuition fee of \$5,000 per annum today to approximately \$14,000 in inflation adjusted dollars by 2030. Many liberal arts colleges and private research-intensive universities in the US already charge over \$30,000 per annum for undergraduate tuition – a level much higher than contemplated in any of the Task Force scenarios. Most important, growth of tuition revenues will enable massive expansion of the levels of bursary support for lower-income students who meet the University's entrance requirements. Thus, a greater portion of the fee would be offset on the basis of financial need for a substantial proportion of undergraduates. These considerations serve as a reminder that now and in the future the University can do much to mitigate any presumed deterrent effects of posted fees by highlighting the offsets that lead to a lower effective tuition rate and the magnitude of the returns that students and families can anticipate from a personal investment in higher education.

Future administrations and Governing Councils will have to make detailed determinations as to the rate of growth in tuitions, having regard to both extant government regulations and our institutional commitment to accessibility. For now, the applicable principle is that, under almost any remotely realistic scenario, the University will need greater flexibility in setting tuition fees if our faculty and staff are to provide a high-quality educational experience over the next two decades.

## Further Reflections on Finance and Government Advocacy

The work of all the task forces obviously suggests a number of priorities for advocacy with the Governments of Ontario and Canada. Here, I reflect briefly on some general issues

related to the respective roles of the two levels of government.

First, in 2030, it is very likely that Canada will be paying a substantial price for our ongoing lack of a national strategy for higher education. By global standards, our population is already small and shrinking in relative terms. Other jurisdictions are making coordinated public investments that empower future generations to compete effectively in the global innovation economy. I note in this regard that great cities such as Shanghai and Berlin are making massive financial commitments to higher education, even as the Chinese and German national governments provide large block grants to designated research universities. One has no sense of similar resolve or coordination in Canada. An ongoing challenge is the fact that considerable tax room is occupied by the federal government in our federation, even as the division of powers in the Constitution places the responsibility for key domestic programs – including higher education – within provincial jurisdiction.

Second, current Canadian taxation and equalization arrangements put Ontarians at a disadvantage. It could reasonably be argued that tax revenues from Ontarians are currently subsidizing universities in multiple other provinces that enjoy lower student–faculty ratios and charge lower tuition fees. This unhappy situation has evolved over the course of four decades, so that total program spending by the Ontario government is now among the lowest per-capita of all Canadian provinces, despite the relative prosperity of the province throughout that period. Reasonable people will disagree on how revenues should be shared among provinces in the federation, but I believe there is a strong case for Ontario universities to support advocacy by the Government of Ontario for an overhaul of fiscal federalism.

Third, the gaps are not only inter-provincial but inter-programmatic. Ontario’s absolute spending on universities, colleges, and training is modest (about 6% of the 2008 provincial budget) compared to healthcare (about 42% of the 2008 provincial budget). As noted earlier, healthcare is funded at the national average of the other nine provinces, while funding for post-secondary education lags. The good news here is that, notwithstanding the large relative gap in funding of higher education, the absolute gap is small as a percentage of total provincial spending.

Fourth, the cross-border funding gap is growing. A recent report from the Association of Universities and Colleges of Canada shows that, while the funding shortfall is particularly acute in Ontario and Nova Scotia, Canada has fallen dramatically behind the USA in both the levels of per-student grants and our total spending on universities. Multiple provinces have rejected the concept of federal transfers earmarked for post-secondary education and it is unlikely that the federal government will make further investments of that nature.

The federal government nonetheless has two major domains where it can act freely and enhance the post-secondary system – student aid and awards and research funding. A succession of federal administrations, including the current government, has strengthened the national system of student aid and graduate scholarships, while initiating and sustaining many programs to support research infrastructure, personnel, projects, and

commercialization. However, in this latter regard, we sometimes hear that, as a percentage of GDP, Canada is second only to Sweden in the OECD in higher education spending on research and development (HERD). Total HERD spending in 2005 was \$9.9 billion, with \$2.5 billion from the federal government. \$4.5 billion covered by universities themselves and the remaining \$2.9 billion from a combination of provinces, business, and non-profit agencies. Thus, claims of generous spending based on HERD beg the question of the extent to which universities themselves underwrite research. Every university in Canada should continue to advocate for further enhancement of federal investment in research, as well as student aid and scholarships.

## Conclusions

The first and over-riding message from the Task Force on University Resources can be summarized briefly. The University's current standing can be sustained or enhanced only with the optimization of multiple revenue streams. In this regard, as the University is a publicly assisted institution subject to various government regulations, the Task Force recommended that the University continue to advocate for changes in its relationship with the provincial government. The most urgent step, very clearly, is bringing the grants per-student to levels equal with the average of the other nine Canadian provinces.

A related issue is the failure of the current grants to keep pace either with general inflation or sector-specific indicators of cost pressures. To this end, the Task Force recommends that we "begin to track and report on the Higher Education Cost Index, as is done in the US and work towards having it become the benchmark, instead of the consumer price index."

Given the essential role of the provincial government both as a source of funding and a regulator, and the differentiating impact of federal financial support, the Task Force has placed a clear onus on the University and its friends and supporters to communicate more effectively about the value of research-intensive universities to society. They observe that the University contributes meaningfully to the prosperity of the region, the province and the country. They suggest that this message should be "communicated frequently and in a variety of ways so that voters and governments understand that we are not a cost, but an investment. They need to know, and we need to tell them, what kind of return they are getting on this investment, both as individuals and as taxpayers." In this regard, we need to do more to showcase the work of faculty, staff, and students who engage with neighbouring communities and thereby make a positive difference in the lives of local residents. International volunteer work by University faculty, staff, and students should similarly be celebrated.

Not surprisingly, the Task Force acknowledged the long-term importance of fundraising: "Donors have been a huge part of the success of the University of Toronto and will be needed if we are to succeed in the future." They urge that, in moving towards 2030, the University seek to balance fund-raising for capital needs and endowments, while enhancing

the levels of annual giving and expendable gifts that can supplement operational funding directly.

The Task Force also recommended that the University continue to explore where and how partnerships with the private sector can advance our academic mission without compromising core values and principles. Although the Task Force did not comment on commercialization of investigator-initiated research, this often-misunderstood area of activity has promise both as a source of revenues and a way to put ideas to work in the service of society.

No summary of the Task Force report would be complete without acknowledging both its call for the University to ensure that its operations are optimally efficient and the reality that efficiency enhancement seems likely to generate only modest yields. In particular, while the University's academic salaries are reasonably competitive with some of our US public peers, the institution is thinly staffed and additional opportunities for cost containment are limited. Nonetheless, all such opportunities must be sought and seized. To this end, I can only echo the call of the Task Force for regular review of all policies and programs "that have an impact on the financial health of the organization to ensure that they are still relevant and achieving the desired objectives."

## CHAPTER 6. ADMINISTRATION AND GOVERNANCE

THIS FINAL CHAPTER of the *Synthesis Report* returns to some administrative issues and provides a brief update on an ongoing review of the University's governance.

Earlier sections have already referred to actual or potential changes in the administration of the University of Toronto. Chapter 2, in particular, focused on a cornerstone issue for the University – the distinctive evolution of our three campuses, with particular reference to academic oversight. Here, consistent with questions raised in the 2030 *Planning* document, we focus on the division of responsibilities between the university-wide administration and the academic divisions of the University. We also examine the organization of the University's historic St. George campus. The resulting discussion draws heavily on the outstanding work of the Task Force on Institutional Organization. However, as stated in the Foreword, the detailed options in the Task Force report have been set aside for ongoing discussion. The *Synthesis Report* instead focuses on general principles and broader directions.

From administrative issues this chapter moves to recapitulate the first phase Report of the Task Force on Governance. Coverage of that report is abbreviated for two reasons. The Governance Task Force is reporting directly to the Governing Council; other task forces were constituted as advisory to the president. As well, work of the Governance Task Force is proceeding in two phases<sup>14</sup>. The first phase, summarized below, is a diagnostic phase, reflecting on the strengths and weaknesses of our system of governance without recommending action steps. The second phase, commencing in the autumn of 2008, will take into account the general strategies and recommendations presented in this *Synthesis Report*, and will propose refinements to our governance arrangements.

### Thoughts on Allocation of Administrative Responsibilities

The Task Force on Institutional Organization outlined several principles that it used in thinking about the future administration of the University. The first, and most important, was a broad goal that “the University of Toronto as a whole should be greater than the sum of the constituent parts.” Organizational structures and processes must serve the University in multiple dimensions. Any changes should “enhance effectiveness and efficiency in academic and administrative decision-making” and consider the interests of the University's varied internal constituencies. Changes should also facilitate and be responsive to academic innovation, including student learning as well as faculty research and teaching “across academic and administrative boundaries”.

The Task Force cautioned that efficiency and morale would be compromised if the University aimed to impose administrative symmetry on highly asymmetric elements of the

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<sup>14</sup> The University's Governing Council accepted the first phase report on May 21, 2008 and approved the phase two membership of the Task Force on Governance on June 23, 2008.

institution. I strongly concur. In general, we should avoid additional layers unless they cover new focal points or make the University's administration more nimble.

Below the level of these useful principles, some other nuances may be worth noting.

I believe it is vital for the University to maintain a clear overall identity and coherence in its external relations. As noted earlier, a great strength of the University, exemplified by the St. George campus, is its disaggregation into many distinctive learning communities. Conversely, we derive strength in external relations from the scale and scope of the University. If internal pluralism leads to external cacophony, that comparative advantage is lost.

Any reassignments of administrative duties and reporting lines will also have to be carefully timed and respectfully implemented. Faculty and staff with managerial responsibilities are currently responding to serious fiscal pressures. Proposed changes must therefore have the visible potential to make working lives simpler and better in a reasonably timely fashion.

Another challenge is the need to consider, and where appropriate untangle, the interplay of academic and non-academic administration. On one hand, it could be said that all decisions at the University are academic. On the other, this truism cannot be used to justify taking lifelong academics and asking them to become instant experts at managing complex non-academic issues within a large-scale enterprise. Chairs, Deans, Vice Provosts, and the Provost still spend many hours in any given week on a wide range of non-academic matters. Conversely, however, any changes in academic reporting lines must be handled with particular sensitivity and a laser-like focus on ensuring that the result is faster and better-informed decision-making.

Last, in any restructuring exercise the University will need to consider but not be paralyzed by externalities. For example, the concerns of alumni always bear careful attention. As well, some accrediting bodies specify the reporting relationship for the dean of the relevant professional faculty. American multi-campus systems have worked around these specifications through delegated authority and creative use of titles, but the issue in any case cannot be ignored.

## Division of Responsibilities in 2030

Thinking about 'who does what' in 2030, a useful starting point is to ask: Where should we locate responsibilities for external relations? The Task Force assumed that campuses and, as applicable, divisions on the St. George campus, would continue to enjoy substantial autonomy in building partnerships with local governments and community groups, nearby industries, and neighbouring post-secondary institutions. In this context, the University-wide administrative role would be to frame the policy environment and facilitate alliances where appropriate.

University-wide oversight would be exercised somewhat more closely for advancement or fundraising because of the obvious drawbacks of competing overtures to the same

benefactor or foundation by different divisions and campuses. The Task Force placed international relations in the same category. I concur. Divisions are often the locus for collaborative arrangements with their counterparts in universities abroad, and University-level agreements are redundant. However, some framework and oversight for international relations is needed given the reality that, as is true with domestic litigation, the locus for responsibility in the event of inter-institutional tensions or political issues will ultimately rest with the University's central administration and its Governing Council.

The Task Force firmly – and in my view, correctly – located the primary responsibility for federal and provincial government relations at the University-wide level. As has been the practice for decades, these interactions would reflect and balance the varied interests of different divisions and each campus. However, the Task Force also confirmed the concern raised in the 2030 *Planning* document that UTM and UTSC are sometimes compromised in their access to government funding because their status as smaller and newer institutions is not fully recognized. In this regard, I believe the University can very reasonably argue both sides of the coin. Some institutional capacity-building programs are counter-productive insofar as they implicitly penalize mature research-intensive institutions. This means increasing support for the latter group of institutions, not cutting it for smaller and newer campuses. So long as such capacity-building programs exist, it is also unreasonable to deny access to them to various 'satellite' campuses established by mature universities.

Turning to internal administration, we noted earlier that various members of the central administration currently discharge University-wide responsibilities while directly responding to issues for the St. George campus that are managed by campus-level administrators at UTM and UTSC. These arrangements arguably create a structural conflict of commitment and also exacerbate the budgetary imbalance across the campuses.

The Task Force accordingly reviewed a number of multi-campus universities in the US for precedents and parallels. Some (e.g. Texas, Illinois, and Wisconsin) clearly separate the administration of each campus from the University as a whole. Others (e.g. Minnesota, Ohio State, and Michigan) follow a model closer to ours, where a senior executive team administers the original (and therefore largest) campus and concurrently provides University-wide oversight.

Toronto's circumstances unfortunately do not match up tidily with any of these US comparators. The two newer campuses have grown to a remarkable degree in the last decade and are clearly evolving away from an exclusively undergraduate mission – developments that, in the US, would favour sharper separation of University-wide from campus-specific administration. On the other hand, all three campuses operate in a single urban region with unitary graduate departments.

This mixed picture suggests a need for pragmatism in vision and execution. As noted, the Task Force has prudently cautioned against administrative symmetry across all three campuses as an end in itself. Their compromise is instead a 'Made in Toronto' solution wherein we gradually disentangle some of the university-wide administrative functions from



St. George oversight, but never at the expense of efficiency.

Indeed, while there is a clear consensus in our community that greater clarity about campus-specific and University-wide mandates is needed, there is much less convergence on how – and how fast – these mandates should be separated. It may be useful here to recognize again the pitfalls of ‘categorical thinking’ with rigid boundaries between campus-specific and University-wide mandates. The Task Force, for example, has already anticipated some possible combinations of mandates, e.g. leadership of the St. George library system and system-wide oversight, a unitary School for Continuing Studies, and the continued coupling of a senior role in the health sector on St. George with a tri-campus mandate for relations with healthcare institutions. It is feasible to imagine a situation in which various University-wide leadership roles are shared with site-specific officers across all three campuses, depending on the qualifications, experience, and ‘local’ administrative responsibilities of the relevant executive.<sup>15</sup> Changes in any case will inevitably be made on a piecemeal and incremental basis as we move towards 2030 – and then evaluated over time.

Looking ahead to 2030, the Task Force envisages that University-wide administration – analogous to a ‘system office’ in US parlance – will retain “responsibility for strategic academic and administrative policies and practices that will support U of T standards of quality and excellence”. This office would be responsible “for institutional policies regarding undergraduate and graduate students, library, research, advancement, international relations, institutional relations, budget, planning, real estate and IT, contractual employment relationships, government relations, audit and financial reporting, and institutional compliance.”

The research portfolio is very important to the University, and bears separate mention. The current University-wide portfolio involves a blend of external and internal mandates. In future, one anticipates that the external work of the Vice-President, Research would continue to involve research funding advocacy with both the provincial and federal governments, as well as multi-institutional research partnerships. The vast majority of all research activity, of course, is primarily driven by the creativity of individual faculty members leading groups of staff members, post-doctoral trainees, and students. Thus, internally, the portfolio would still generate and oversee policies for the University-wide research environment, including compliance with standards for ethics and finance. Knowledge transfer and related commercialization activities require specialized expertise and meticulous risk management. This suggests that a core team with a University-wide portfolio may be needed to coordinate what is likely to be growing activity at the campus-specific and divisional levels.

Moving towards 2030, the three campuses would each function with greater autonomy

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<sup>15</sup> Over the course of two decades at the University, I have found no evidence that university-wide vision is more acute on the St. George campus.

regarding their “financial operations, student life, employment relations, advancement, facilities and services, academic and library resources, and so on.” The Task Force envisaged that each campus would take primary responsibility for its academic programs within the framework delineated by the University-wide administration. As already outlined in Chapter 2, the tri-campus relationships and central oversight would “be organized so as to accommodate a variety of doctoral program arrangements.”

## The St. George Campus in 2030

This vision leads, of course, to questions about how the St. George campus might be organized in 2030. I cannot improve on the clear prose of the Task Force in summarizing the organizational challenges of our original campus:

Our Faculty of Arts and Science is larger than many mid-sized Universities...Collectively the University of Toronto Health Science faculties and the affiliated hospitals constitute one of the largest academic health science networks in North America. We have single departments in Arts and Science, Medicine, Engineering and Education that are many times larger in terms of faculty and student numbers than some single department faculties. The Deans of Arts and Science and Medicine are responsible for huge physical infrastructures with the associated deferred maintenance problems as well as the challenges associated with new capital projects – without having the “asset value” credited to them. The complexity of the St George campus coupled with the extreme variability of scale between the largest and the smallest faculties, and a requirement to provide strategic academic leadership at the same time as responding to immediate crises have led to a provostial office that is overloaded.

As indicated in Chapter 2, the development of clearer identities and distinctive missions for the east and west campuses is more or less inevitable given the evolution of the University over the last 20 years. This development puts into higher relief the fractionation of the oversight of – and advocacy for – the St. George campus among deans and principals whose divisions vary widely in size.

The Task Force accordingly concluded that any proposed reorganization should provide clearer and more identifiable leadership for the St. George campus. A new structure must accommodate the variability in scale across academic divisions, and be respectful of the unique College system on our original campus. Further, the Task Force was struck that there was, if anything, some urgency to address these issues, because of growing frustrations on the St. George campus about accountability, responsibility, and resources.

A key question for the Task Force was whether the University should aim towards a single campus-level leadership position for St. George, analogous to the roles of Vice-President and Principal for UTSC and UTM. The Task Force was concerned that such a configuration would largely function to place a gatekeeper between University-wide office-holders and the current divisional leaders, impeding rather than facilitating efficiency. They

favoured instead the creation of a small number of divisional groupings or clusters, accelerating an existing trend noted in the *Planning* document wherein St. George divisions have begun to share specialized administrative functions.

These clusters would in no way preclude inter-divisional academic collaboration. As well, each cluster would draw on certain services delivered across the entire St. George campus, such as facilities and grounds maintenance, campus safety and policing, employee health services, student life, library and academic resources, and campus-level strategic communications. However, the academic leader for each multi-divisional cluster “would assume oversight responsibility for enrolment planning, strategic faculty recruitment and retention, space, facilities, human resource management, IT systems and so on.” If provostial authority, including some budgetary discretion, were delegated to cluster leaders, then the speed of decision-making should be accelerated and accreditation requirements would still be met.

The Task Force acknowledged many options for grouping divisions on the St. George campus, and outlined three potential models as a starting point for discussion. All three models presupposed the creation of a Vice-President or Provost for Health Sciences to whom some elements of academic authority would be delegated by a system provost or equivalent. This individual would have a position distinct from any of the current health sector deans.

These models offer important food for thought and debate. Some form of clustering would certainly address the problems of diseconomies of scope and scale with the current configuration of divisions on the St. George campus, as mentioned in the preceding chapter. However, one might reasonably ask whether consolidation of various administrative services in clusters and, where applicable, on a campus-wide basis, might be the fastest starting point for restructuring. This step could enhance campus-wide management of non-academic functions, allow the University to deal expeditiously with the conflation of some University-wide and St. George-specific roles, address the current asymmetry of divisional administrative capacity, and avoid immediately treading onto sensitive academic terrain. On the latter point, there may also be additional scope for delegation of academic authority to multi-departmental divisional leaders.

It will be very interesting to observe whether, in time, division heads on the St. George campus conclude that they would prefer to have one campus-wide leader to sit at a table with the Principals of UTM and UTSC. Howsoever these changes unfold, the Task Force emphasized that one of the positive effects could be closer interaction among a smaller number of administrators. Whether leading at the campus-level or in a multi-divisional cluster, these administrators might be expected to work collaboratively on issues relevant to their own campuses, while maintaining at all times a focus on the wider interests of the University as a whole.

## Governance Phase I Findings

I turn now to the first phase report of the Task Force on Governance. The Task Force found that, notwithstanding a variety of specific concerns, the University in general is perceived to be well governed. It signalled that its later recommendations for improvements will therefore likely fall in the realm of meaningful renovations rather than comprehensive restructuring that would involve, for example, modifying our unusual unicameral system or reopening past controversies about representation on the Council itself.

The Task Force highlighted that outstanding governance depends on the interplay of two factors. One factor is the framework for governance and strength of the supports provided to governors. This factor sweeps in the structure of the Governing Council and its boards and committees, mandates for different bodies within governance, mechanisms for renewal of membership, policies and operating procedures, and the organization and staffing of the Governing Council secretariat. The other factor is the quality of the governors themselves. On this latter point, the University of Toronto asks much of its volunteer governors and we are fortunate that so many exceptional individuals from the University's varied 'estates'<sup>16</sup> have honoured us with extraordinary service.

The unicameral system itself was seen as advancing the quality of governance by uniting the University's many constituencies in a common fiduciary cause. Thus, the Task Force concluded that the main challenges facing governance at the University of Toronto can be addressed without returning to the University of Toronto Act and amending that legislation. Revisions to the Terms of Reference of several of the Council's boards and committees will go a long way towards clarifying and strengthening their roles. Similarly, principled procedural changes and refinements in the complex relationship between governance and administration will improve efficiency and free governors to devote more energy to strategy rather than repetitive *pro forma* approvals.

These observations naturally lead to two related questions: What is the most important and valuable function of governance? And, what sorts of challenges face governance at U of T. The Task Force considered these questions in some detail and their answers can be considered, paraphrasing slightly, under two general rubrics: The role of governance, and governance efficiency and organization.

*The Role of Governance:* The Task Force on Governance describes the proper role of governance as follows: "The essential role of governance is to provide guidance on the University's long-term strategic directions and to provide active oversight of the University's management." Taking that role as the ideal, the Task Force notes that the growth in size and complexity of the University has meant that transactional and administrative items have often dominated the Council's agendas: "...the Council's agendas may not comprise the

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<sup>16</sup> 'Estates' refers here to the constituencies on the Governing Council, viz. provincial appointees, elected alumni governors, administrative appointees, and elected representatives from faculty, other staff, and different categories of students.

right items to enable it to govern well. In the current system, the range of matters coming to the Council has led to questions regarding accountability and effectiveness of oversight and decision-making.” To veteran observers, it is certainly the case that the boards and committees of Governing Council are drawn into repetitive approvals of specific decisions that could reasonably be left to the Administration, had attention instead been given to setting a strategic framework within which authority for those decisions might be delegated to the Administration. This phenomenon, in turn, underpins the Task Force’s observation regarding a lack of clarity “regarding the respective roles and responsibilities of governors and the administration and the appropriate relationships between the two groups.”

On the issue of roles and responsibilities, there continues to be confusion at times about the fiduciary nature of governors’ roles. This issue extends to non-governor members of the Council’s boards and committees. On-campus groups sometimes assume that governors from their estate should primarily represent their interpretation of the interests of that estate. Fortunately, most governors and other participants in governance understand intuitively that their obligation is to think first about the long-term interests of the institution at large. The Task Force identified these and other concerns and grouped them together for further attention under the general theme of membership, recruitment, and representation.

*Governance Efficiency and Organization:* The Task Force on Governance identifies questions of efficiency and organization as the largest challenges facing governance. The “iterative and repetitive nature of our existing model” of governance sees the same items of business appearing before various boards and committees several times. As a result, there is “little or no added value at progressive stages” and the repetition of questions and issues up to and including Governing Council as a whole means that time is constrained for wide-angle strategic discussion.” The Task Force accepted that, practically speaking, some redundancy with room for “sober second thought” was essential to oversight and accountability. It accordingly spoke of streamlining rather than stripping away responsibilities from governance.

The Task Force also identifies organizational efficiency, as much as procedural efficiency, as a challenge for our system of governance. The University must balance divisional and tri-campus autonomy and authority on the one hand with the over-arching role of Governing Council on the other. In this respect, I would again observe that divisional, campus, and central governance relationships are distorted by the blurring of central authority and St. George authority. The Task Force on Institutional Organization observed, for example, that UTM and UTSC review and approve capital projects and ancillary budgets with campus-level governance processes that simply lead to parallel central processes. The Task Force explicitly recognizes this challenge: “The University will need to move deliberately through the evolution of the tri-campus system by considering the type of organizational structure which, over time, will lead to greater administrative autonomy, more Faculty involvement and more effective oversight.” One potential way forward is for the Council to delegate more authority to the Academic Board, and the Board in turn to constitute campus-level or multi-divisional level committees to review certain academic matters.

## Conclusions

Our University may well be very different in 2030. Anticipating its evolution, the Task Force on Institutional Organization has set out valuable signposts to guide administrative restructuring in the years ahead, along with a series of concrete alternatives for both university-wide oversight functions and the reconfiguration of administration on the St. George campus.

Some office-holders in the central administration currently function both as university-wide executives and St. George-specific managers. Separation of mandates is appealing to ensure that University-wide coordination and standards are maintained even as greater campus-level autonomy is developed and exercised. The Task Force therefore proposed the gradual disentanglement of these leadership functions, while cautioning that these changes should not come at the expense of efficiency.

Looking downstream, the Task Force envisaged that the University-wide administrative group would be charged with setting broad academic and administrative policies and overseeing the maintenance of standards of quality appropriate to the history of the University of Toronto. Externally, the University-wide administration would be the primary locus for government relations at the provincial, federal and international levels and manage all multi-institutional relationships. Internally, the central administration would continue to manage University-wide planning, budget, real estate strategy, tri-campus information technology, collective bargaining, knowledge transfer strategies, research policy and large-scale multi-campus research initiatives, audit and financial reporting, and institutional compliance.

Campus administrations and, as applicable, divisions or clusters of divisions on the St. George campus, would take the lead in building partnerships with local industries, community groups, and individual post-secondary institutions. Activities such as local government relations, division-specific partnerships with universities abroad, major campus- or division-specific research initiatives, and fund-raising would usually be initiated divisionally with central coordination and support. Meanwhile, campuses and divisions would intensify their traditional leadership functions with respect to academic programming and faculty research.

For the St. George campus, the Task Force identified two challenges: ensuring that the campus has a powerful identity and voice in our evolving tri-campus arrangements, and accommodating the major differences in scale and administrative capacity of the various divisions on the St. George campus. The Task Force accordingly suggested the creation of multi-divisional groupings or clusters with defined leadership. It envisaged that some services will be managed and shared across the entire St. George campus, while others will be organized within multi-divisional groups.

From a pragmatic standpoint, consolidation of administrative services both in clusters and, where applicable, on a campus-wide basis may well be the fastest starting point for

managerial restructuring. Much of this work can and should be initiated without any changes in the reporting relationships of deans and principals. However, as the Task Force argues, it is also timely for the University to begin discussions about improvements on the current configuration of campus-level academic leadership for the St. George campus.

Turning now to governance, the relevant task force has completed its first phase report. The Task Force on Governance has signalled that the University is unlikely to depart from its current unicameral Governing Council, or reopen the University of Toronto Act and with it, past controversies about representation on the Council itself. However, the members of the Task Force flagged concerns about the iterative and repetitive nature of the current processes. This has meant that governors and the co-opted members of governing boards and committees spend too much time on transactional items and less time engaged in strategic deliberations and high-level oversight of the administration. The Task Force is now proceeding to its second phase of deliberations, examining specific measures that may streamline governance and facilitate a focus on its core work. Those measures are likely to involve revisions to the terms of reference of the Council's boards and committees, delegation of authority from and within the Council's boards and committees, and principled procedural changes.

The Task Force has explicitly acknowledged the need for governance to accommodate the evolution of our tri-campus system. While their review may afford opportunities to structure new delegation options in anticipation of more robust campus-level governance, two points are plain. First, such delegation cannot occur in advance of administrative restructuring. And second, whatever administrative changes occur, the governors must be satisfied that their authority is being delegated to a body appropriately constituted and mandated to meet the Council's fiduciary standards. In this regard, there may need to be further standardization of divisional or campus councils, the initiation of multi-divisional councils for the St. George campus, and the creation of campus-level committees of the Governing Council's Boards to streamline approval processes.

## PRESIDENT'S AFTERWORD

CHARTERED IN 1827 as King's College, the University of Toronto is completing its second century of institutional life with a host of enviable assets.

Some of these assets are tangible: Hundreds of thousands of alumni in some 160 countries worldwide... A faculty comprising the largest and most distinguished group of university researchers and teachers in Canada... A scholarly footprint that, measured in publication output, is exceeded globally only by Harvard and Tokyo... Dedicated staff who consistently go above and beyond their usual and customary duties... The largest university endowment in Canada ... Invaluable lands on three sites in one of the world's great urban regions... Historic architecture and award-winning new buildings... And a population of students that regularly includes some of the most talented and brilliant young people to be found anywhere.

Other assets are intangible but no less valuable. These include a reputation that, in peer-review surveys, places the institution in the company of a handful of the most prestigious public and private universities in the US and UK... A credit rating (AA+) better than the Province of Ontario... Thousands of employees who, on surveys, affirm their sense of pride in the University... Countless benefactors who very generously support the University ... And alumni who are not only numerous and influential, but fiercely loyal to their alma mater.

All those associated with the University owe a great debt of gratitude to past generations that have built the institution to its current standing. With that debt, we assume a long-term stewardship responsibility. Accordingly, last year, I initiated the *Towards 2030* planning exercise with one question front and centre: What foundations can we lay in the next 20 or 30 years to ensure that the University of Toronto's third century is even more successful than the last two centuries have been?

While our assets are remarkable, our challenges are daunting even in the near-term. In the Afterword to last year's *2030 Planning* report, I framed some of the issues we are already facing. To repeat and paraphrase: We are in the middle of an unprecedented graduate expansion that will add about 4,000 new master's and doctoral students. Renewed demographic pressures are anticipated in the Toronto region, generating a wave of perhaps 40,000 new undergraduates, followed after four to six years by as many as 10,000 new graduate students. The University of Toronto remains subject to unrelenting budget pressures, in large part because Ontario trails the other nine provinces – and nearly all US jurisdictions – in per-student funding. Meanwhile, the University is making strenuous efforts to enhance the undergraduate student experience, renew its capital infrastructure, raise its already-high international profile, and augment its capacity for research and scholarship.

These and other challenges set out in the *2007 Planning* report have been addressed in



the last year by five task forces of past and present governors as well as current institutional leaders. Their reports have all been released concurrently with this *Synthesis*. As stated in the Foreword, I believe the task forces did a remarkable job of drawing opinions and ideas from our community, researching the key issues confronting the University, and framing options that will keep the institution moving forward. I wish to express again my gratitude to all the task force members, to the staff who worked with them, and to many individuals and groups who contributed ideas, opinions, and expertise to the *Towards 2030* initiative over the last 18 months.

Readers will have recognized that this *Synthesis* report is not a detailed blueprint. Instead, the preceding pages have summarized and in some cases elaborated on a large number of strategic directions where a strong consensus emerged from the task force reports and from the related consultations. I have also tried here to set the stage for further discussion of unresolved issues. Moreover, assuming that a consensus is reached on new directions, the University will still need to set out milestones for its progress towards agreed objectives, not least markers for levels of resources required even to begin changing course.

From this *Synthesis* will come a much briefer ‘Framework for Long-term Planning’ for the consideration of governors in the last quarter of 2008. That ‘Framework’, of course, will not recapitulate all the strategic directions outlined above, nor will its acceptance enable any short-circuiting of the University’s usual processes for policy discussion and approval. As always, the administration of the day will need to work through relevant details with the varied constituencies of the University and come back to its Governing Council for ratification of specific strategies and policies. However, I remain hopeful that with the combination of the task force reports and the *Synthesis* report as background, and with approval by governance of a long-term planning ‘Framework’, future administrations will have a firm basis for their own stewardship of our University.

As I observed on assuming office in 2005, the University of Toronto matters to Canada and Canadians. It has mattered for 181 years, and it matters today more than ever. It is humbling to recognize that this long-term planning exercise speaks to a timespan that is but a small fraction of the life expectancy of our great University. On the other hand, I trust that members of our community can also take pride in the near certainty that the University of Toronto will matter even more a century from now than it does today.

