



The University of Saskatchewan Enrolment Plan: Bridging to 2010

Version 1.0

Executive Summary

For the past thirty years, Canadian universities were content to let academic dynamics and external forces, particularly government funding and community pressures, determine each institution's evolution. Change came slowly, largely driven by an increasing demand for student spaces and by the willingness of governments to support universities as intellectual, social, and economic engines of society. The recruitment of faculty was relatively easy in all but a few areas and students did not make a habit of regularly comparing the strengths and weaknesses of universities.

That situation no longer holds. Government funding has declined significantly and is now becoming increasingly selective. In many areas, faculty members have become hard to recruit and, in some cases, new faculty are available in very modest numbers. Perhaps spurred on by recent comparative studies of higher educational institutions, students are weighing their options in search of a quality educational experience. Universities are also changing. Instead of being shaped almost exclusively by external forces, universities are actively engaged in determining the student body or, more precisely, in enrolment planning.



Enrolment planning is about consciously shaping the university's future by focusing on the size and composition of the student body and the student experience in the academic, intellectual, social, and cultural life of the institution. As such, enrolment planning is a key touchstone in any effort to integrate planning across the various colleges and administrative units.

This Enrolment Plan, part of a series of Foundational Documents developed for the Integrated Planning Initiative, introduces the concept of enrolment planning at the University of

Saskatchewan, addresses the critical issues involved in establishing an enrolment plan, and offers a direction for the University across a wide range of strategic issues. It argues that the University of Saskatchewan can achieve its goals, as articulated in the *Strategic Directions*, only by making some fundamental choices about the number and type of students admitted, the experience they have in academic programs, the quality and comprehensiveness of the instructional programs and services provided, and the cultural, recreational, artistic, and aesthetic milieu offered. The University of Saskatchewan must reach out to new students, within the province and from elsewhere in Canada and the world, to ensure its future. Saskatchewan demographics rule out a continuation of our existing recruitment and retention practices.

This Foundational Document signals to the University community (primarily to the colleges, departments, and major administrative units) institutional priorities and commitments related to the students we attract to our campus and serve in our programs. By the end of the first decade of the 21st century, the University of Saskatchewan aims to grow its overall student population modestly and make significant changes to its composition. Specifically, the University will:

- *Adopt a selective approach to the overall growth of the University over the first two decades of the 21st century.*
- *Increase our graduate student population by about 70 students per year (or by a total of about 4% growth over the first decade of the 21st century) so that we can begin to participate in graduate education at levels approaching the average of those of our peer universities (the medical-doctoral universities) in Canada (where graduate students represent between 11-15% of the total student population). It is possible (perhaps likely) that we will need to adopt an even more aggressive approach to achieve the graduate student population that will become the national mean by 2010 (given that other universities will also be working towards national targets as described in Canada's Innovation Strategy).*
- *Increase our undergraduate student population to 18,500 (headcount), targeting growth primarily to those areas where the University of Saskatchewan is demonstrably a national leader in the delivery of specific educational programs.*
- *Ensure that our undergraduate student body is comprised of the best students by increasing the admission average of direct entry programs while providing opportunities for students who do not meet the stated level of academic achievement in their high school education to seek alternative means for entry.*
- *Adopt an admissions policy, in all colleges, that conforms to the Social Union Agreement by placing primary emphasis on the academic preparedness of students (whether from Saskatchewan or elsewhere) and ensures a diverse student body.*
- *Expand our student recruitment efforts beyond Saskatchewan towards a more diverse student body primarily through increased recruitment of other Canadian and international students.*
- *Emphasize student retention and improved student retention rates to ensure that those students who enter the University have a solid understanding of performance expectations and the tools to succeed.*

- *Improve the quality of the student experience for all students who attend the University.*
- *Enhance the role of University Council in the oversight of the general structure of enrolment at the University of Saskatchewan.*

This Enrolment Plan is based on the goals articulated in the *Strategic Directions*. As such it identifies strategies, especially in the areas of faculty recruitment and resource deployment, which enhance our capacity to recruit graduate students and improve the quality of undergraduate programs.

The Enrolment Plan concludes with a statement on initial actions and steps that are to follow its approval by Council. The development of a comprehensive implementation strategy will involve the identification of areas of synergy and priority between this and other Foundational Documents, and with the college and administrative unit plans arising from the Integrated Planning Initiative.

Two appendices are attached. Appendix One, the ‘Current State Analysis’, provides an overview of demographic trends and enrolment patterns at the University of Saskatchewan and gives us a basis on which to measure our progress over the planning cycle (2003/04 to 2006-07). Appendix Two, the ‘Consultation Process’, outlines the discussion and approval process for this Foundational Document.

I. Introduction: What is Enrolment Planning? Why Do We Need an Enrolment Plan?

Enrolment Planning

The concept of strategic enrolment management emerged as a direct response to rapid changes in the environments that universities and colleges have faced since the 1980s. The reasons for undertaking an enrolment planning process are different for every institution, but include the following: increasing enrolments, decreasing enrolments, difficulty attracting and retaining high quality faculty members, financial difficulty, changing demographics, unacceptable attrition rates, dissatisfied student body, poor image, or change in strategic direction.

Although many definitions are available, Michael Dolence best captures the essence of enrolment management when he describes it as “a comprehensive process designed to help an institution achieve and maintain optimum recruitment, retention, and graduation rates of students, where ‘optimum’, is defined within the academic context of the institution. As such, strategic enrolment management is an institution-wide process that embraces virtually every aspect of an institution’s function and culture”.¹

At the centre of enrolment management is the Enrolment Plan. An Enrolment Plan is a comprehensive framework that outlines goals for the size and composition of the student body, the academic experience of students, and the support system they can expect. An Enrolment

¹ M.G. Dolence, *Strategic Enrollment Management: Cases from the Field*. Washington, DC: American Association of Collegiate Registrars and Admissions Officers, 1996.

Plan should anticipate the financial and resource implications of decisions in each of these areas.

At the moment no such comprehensive framework exists at the University of Saskatchewan. While all colleges have official quotas and some have goals regarding recruitment and retention, including a clear preference for Saskatchewan residents by many colleges and special places for Aboriginal students in others, no overall University-level policy exists to guide the institution in strategic decision-making in matters of admission and programming. The University has not made a determination about the overall size and composition of its student body nor about the quality of the educational experience that its students can expect to obtain. The consequences of this lack of policy have been significant: the University has grown to just over 19,500 students (a global figure that includes students in non-degree courses) without the benefit of a “plan” for growth; the graduate student body is proportionately smaller than at comparable universities; the University has a large population of ‘Unclassified Studies’ students whose very existence is the antithesis of enrolment planning. More importantly, the University is very dependent on the Saskatchewan population (and even more so on the Saskatoon population) for its student body. As the University’s financial dependence on student tuition fees increases, as the population demographics of the province shift, as the competition for academically-talented students increases, the University must become actively engaged in the development of recruitment and retention strategies to ensure its future well-being.

Our current approach – focused largely on Saskatchewan residents and targeted primarily at the undergraduate level – is rooted in our history. This has not been a history marked by stability. Enrolments nearly tripled between 1941 and 1947 at the peak of the post war influx of returning veterans. They then dropped to half this peak level by 1953. From that point, enrolment more than doubled during the remainder of the 1950s; doubled again during the 1960s; oscillated during the 1970s; grew by nearly half during the 1980s; and, remained relatively stable throughout the 1990s. During most of our history, enrolment levels have varied with demand, constrained by capacity.

In the very near future, and certainly during the first decade of the 21st century, we will need a more proactive approach to our enrolments. While this approach will need to acknowledge and address the quality of the student experience, given the demographic considerations outlined below (and in Appendix One), we cannot wait until the campus has fully debated these issues to act. We must begin now to replace an *ad hoc* approach with one based on conscious objectives and agreed-upon indicators.

The Changing Environment

While the University of Saskatchewan enjoys considerable freedom in planning and managing its affairs, the institution is also strongly affected by a variety of environmental factors. It would be imprudent, in the extreme, to undertake a planning initiative without taking such considerations as demographic trends, Aboriginal needs and aspirations, the activities of competing institutions, and changing conditions in the professoriate into account. Each of these factors – and others, such as the state of federal and provincial finances, changing public assumptions about post-secondary education, and job opportunities for high school leavers – will influence the University, often in profound ways. In this section, we describe general trends that will influence our development over the coming decade. More information about these and other general trends can be found in Appendix One, the ‘Current State Analysis’.

Demographic Trends: Understanding and responding to changes in the demographic environment is a major challenge for any university wishing to attract and retain a strong and diverse student body. The size of the pool of potential students and the changing composition of the student population can significantly affect the programs the university offers and the manner in which they are delivered. The University of Saskatchewan faces a dramatic change in demographic conditions. An aging provincial population, increased migration from rural to urban communities, steadily rising Aboriginal numbers and increasing competition from other universities for Saskatchewan's top students will reconstruct the University's recruiting and retention environment. Given that a University of our size cannot quickly adjust its resource allocations (faculty, staff, space, and funding), it is important to anticipate and plan for changing realities.

The central characteristics of the University of Saskatchewan's demographic environment are:

1. Stable or slightly smaller 18-24 age cohort in Saskatchewan until 2010.
2. Dramatic decline in high school leavers after 2010.
3. Continued growth in the Aboriginal population, which currently represents approximately 14% of Saskatchewan's total population. The growth in the Aboriginal population is expected to increase, with Aboriginal peoples representing an even larger portion of the province's total population by 2015. Of equal importance, this population is very young, meaning that the percentage of high school leavers who are of Aboriginal ancestry will increase over time. Currently, however, a significant number of Aboriginal students do not complete high school and, when they do, they are more likely to have deficiencies in mathematics and sciences which are required for entry into many of the professional programs we offer.
4. Very high demand for Aboriginal university graduates, based on the realization that the long-term prosperity of Saskatchewan rests on the degree to which Aboriginal people become integrated into the provincial economy. Even though Aboriginal peoples have not participated in post-secondary education to the same extent as the non-Aboriginal population (36% of Aboriginal peoples aged 25 to 64 years have some post-secondary education, compared with 52% of the non-Aboriginal population) this number is expected to rise dramatically and this increased demand may offset other demographic losses. It is important to keep in mind though that Aboriginal peoples have other options available to them.
5. Demand for post-secondary education in other provinces in Canada is growing and is expected to have at least a temporary impact on Saskatchewan. For example, Ontario's double cohort (based on phasing out Grade 13) is working its way through that system and has, at least temporarily, forced high school graduates from that province to seek opportunities for post-secondary education in other provinces. This, combined with the steady growth in Ontario's population, may produce a surplus in high school leavers. Alberta's two major universities are turning away students – the University of Calgary is bursting at the seams and the University of Alberta is trying to cap enrolment growth despite large increases in the Alberta population. Hardly any of these students currently consider the University of Saskatchewan as an alternative choice. Targeted recruitment efforts to encourage participation in selected program offerings could help us to meet our enrolment objectives and ensure that our current student numbers are maintained, even

augmented, over the next decade.

6. Saskatchewan continues to experience a significant shift in population from rural to urban areas. Saskatoon, a key source of students for the University, has grown dramatically in recent years. Save for the far North of the province and Reserves, the rural population has fallen 8.5% between 1991 and 2001. Given that urban high school leavers are significantly more likely to indicate an intention to attend university than rural graduates (a recent survey of High School Leavers found that urban high school leavers were 70% more likely to attend university than rural high school leavers), this migration may also foreshadow an increase in student demand for university spaces.

Demography is not everything. Increased participation rates can (and have in the past) offset declining student numbers. The growth of the “knowledge economy” has placed a premium on post-secondary education and credentials, particularly in the health professions, the information technology field, engineering, and teaching (including an anticipated acceleration in demand for university faculty). Changing short-term circumstances—a recessionary economy, for example, often results in increased participation rates—can alter the effects of demographic transitions. This said, it remains critical that the University of Saskatchewan control its destiny by anticipating and planning for population shifts relevant to the post-secondary system.

Aboriginal Students: The University of Saskatchewan and, indeed, the province as a whole, must pay close attention to the needs and aspirations of the Aboriginal population. In addition to the demographic pressures noted above (and described further in Appendix One), First Nations and Métis organizations have consistently indicated that they need and expect more from the post-secondary sector than they have received in the past. Further, provincial and academic leaders, including President MacKinnon, have made it clear that addressing Aboriginal needs is a matter of high priority.

In 2003-04, the University of Saskatchewan has 1,693 **self-declared** Aboriginal students, or approximately 11.6 percent of the entire student body. By all accounts, this number is significantly lower than the actual number of Aboriginal students studying at the University.² Aboriginal students are widely distributed across the colleges and departments, with sizeable concentrations in the Department of Native Studies and in the Colleges of Arts and Science, Education, Law, and Nursing. While the University is clearly pleased with these enrolments, Aboriginal students have experienced considerable difficulties adjusting to the campus environment, facing a wide variety of social and cultural challenges of which academic matters are only a part. In recent years, Required to Discontinue (RTD) and withdrawal rates of between 40 to 50% of the incoming Aboriginal student population have not been uncommon in some key programs, particularly those in Arts and Science. Of particular concern are the large number of Aboriginal students who are registered in Unclassified Studies (in 2001-02, 218 or 10.8% of this group were Aboriginal).

As the Aboriginal population increases both in absolute numbers and as a percentage of the total provincial population, the University of Saskatchewan will be expected to pay even greater attention to the needs of these students. Transition and adjustment programs will be required, particularly those designed to facilitate entry into professional schools (perhaps modelled on the Native Access Program to Nursing, the Indian Teacher Education Program, or

² For more information about the composition of the Aboriginal student population see *Forging New Relationships: The Foundational Document on Aboriginal Initiatives at the University of Saskatchewan* and specifically *Appendix One: The Current State Analysis*.

the Program of Legal Studies for Native Peoples). There is, as well, increased demand for cultural sensitivity in student support services, increased Aboriginal cultural activities, academic programs of particular value to the First Nations and Métis communities, and off-campus delivery of courses and programs to better meet community needs. The University will need to devise ways to ensure that its academic programs, particularly the science and science-based programs, are accessible to Aboriginal students if they are to participate in significant numbers in the professional colleges situated on the campus. Many of these requirements are anticipated in the *Conceptual Framework for Aboriginal Initiatives* and are described in *Forging New Relationships: the Foundational Document on Aboriginal Initiatives at the University of Saskatchewan*. The initiatives indicated there, and those referenced above, will require extensive consultation with Aboriginal peoples and communities and improved training and preparation programs for non-Aboriginal faculty, staff, and students.³

Competing Institutions: The University of Saskatchewan does not operate in an institutional vacuum, as the attention granted to the annual *Maclean's* survey of universities attests. Recruiters from other universities operate extensively within the province and sign up many of Saskatchewan's best high school graduates (including more than 40% of the students awarded the prestigious Greystone Scholarships). Competition comes in many forms, including attractive scholarships, degree programs not available at the University of Saskatchewan, campus facilities, and student support services. Canadian students, particularly prairie students, have traditionally attended the university closest to their homes; increasingly, the very best high school students find themselves with attractive scholarship offers from several of the country's leading schools. Recruitment efforts of the type formerly reserved for the best collegiate athletes are now being directed at highly achieving first year applicants and potential graduate students.

The University of Saskatchewan is not particularly well positioned in this regard; the tradition of relying on local students to fill the ranks of the first year class has meant that the institution has virtually no national recruiting presence. Within the region, the growth of the University of Regina, both in size and range of academic programs, has established that institution as a viable alternative for many Saskatchewan residents. For those students with a pragmatic bent, or looking for a faster transition into a career, the more technical and professional programs offered through the Saskatchewan Institute of Applied Science and Technology (SIAST) are increasingly attractive (being shorter in duration, less expensive, and more clearly career related). Although the growth of private sector competitors has been slower in Saskatchewan than in other Canadian provinces, the emergence of for-profit, career-related institutions represents a potential further source of competition for the University. The recent emergence of private universities in several provinces foreshadows a time when such institutions figure prominently in students' choices. Finally, the growth of internet-based course work, in Canada and abroad, provides students throughout the province with an accessible and increasingly viable alternative to traditional university study.

Among medical-doctoral institutions, the University of Saskatchewan does not compete for students very aggressively. Most other major universities offer more competitive scholarships to the best students and pursue very active recruiting efforts. The University of Alberta advertises widely within Saskatchewan and has clearly come to see this province as part of its catchment area. Toronto, McGill, Western, and Queen's capitalize on their traditions of academic excellence and healthy investments in national recruiting drives to attract first-rate scholars away from the University of Saskatchewan. Indeed, the University of Saskatchewan's

³ See the *Forging New Relationships* for details of specific initiatives.

fairly consistent ‘Saskatchewan-first’ recruiting priority has narrowed institutional focus at a time when other universities have been taking a broader national and international perspective. Compounding this problem for the University of Saskatchewan is the availability of scholarships and/or bursaries for students generally; we continue to be near the very bottom of the pack in the availability of financial aid/support for students.

The University’s approach to institutional competition over the past two decades has meant that only limited human and financial resources have been committed to the recruitment function. More to the point, the idea of actively recruiting students—leading student scholars from across the region and the country—has not yet permeated the ethos of the institution. Other universities in the medical-doctoral category have much larger budgets and many more personnel assigned to this activity. Furthermore, there is some evidence that the already large gap between the University of Saskatchewan and its main competitors may be growing, particularly in terms of entrance scholarships. Other universities have adopted student-centred approaches to orientation, program development, services and activities, residence policies, and the like, in an aggressive attempt to make themselves more appealing to potential students. ***The challenge, beyond recognizing the issue and potential problems, is to develop a campus-wide culture of recruitment and retention.***

Availability of Faculty: The University of Saskatchewan, like most other universities in Canada, will increasingly encounter difficulty attracting the kind of high-quality, research-intensive scholars that the University requires to maintain and enhance its standing among the nation’s elite institutions. There is solid evidence that the Canadian (and global) post-secondary system is about to experience a severe shortfall in qualified and talented university faculty. The combination of declining numbers of PhDs, the looming retirement of vast numbers of faculty hired in the late 1960s and early 1970s, and increased student numbers will result in severe competition for the very best candidates. Some disciplines—currently such fields as Accounting, Finance, Computer Science, Medicine, Nursing, and Engineering—are already facing shortages. Over the coming years, the demand for faculty members across the disciplines will increase; meanwhile, the pool of trained and qualified candidates will not expand at a comparable pace. In some areas, the demand by industry for highly qualified personnel will ensure the continuation of reduced numbers available to academe. Competitive forces emanate from outside Canada as well. The high salaries and exceptional level of support offered by major U.S. institutions contribute substantially to the “brain drain” of leading Canadian experts. The market for faculty members, particularly in key technology and medical fields, has become global in scale, making it increasingly imperative that the University of Saskatchewan develop appropriate and flexible strategies for responding to the changing academic job market.

The main issue at hand is to ensure that the University of Saskatchewan continues to attract scholars of the highest standard, individuals capable of maintaining and enhancing the academic and professional reputation of the institution. The quality of the faculty a university engages is directly related to its ability to attract top quality undergraduate and graduate students. Several measures focusing on recruitment and retention of faculty will be described in the forthcoming *Complement Plan* currently under development and anticipated to be released to the campus community in Fall 2003 for discussion.

How We Make Decisions

The University of Saskatchewan has, like many other post-secondary institutions of its type, set ‘enrolment quotas’ or limits on the number of students that can be admitted in any given year to

its colleges. These ‘enrolment quotas’ have typically been in place for some time, and appear to have been based on the premise that each admitted student would take, under normal circumstances, a full load of courses and would aim to graduate within the ‘normal’ time for degree completion as stated in the *University Calendar*. ‘Enrolment quotas’, particularly for the non direct entry colleges, appear to have been based on the perceived need for graduates within the province of Saskatchewan and on the funding available directly from government to support the program of study. For most of the direct entry colleges, there is a less direct linkage to the needs of the Saskatchewan economy but there has been a similar reliance on provincial funding support. Untested assumptions about the relationship between class size and educational quality appear to set limits on enrolment. No ‘enrolment quota’ has been placed on graduate students, although there has been an unstated limit based on the department or college’s ability to provide funding support for graduate students. There is no limit on the number of students who wish to take “unclassified studies”. The University has historically been completely silent on student retention rates or expectations regarding graduation rates.

The *University of Saskatchewan Act* (1995) clearly states the powers of Council to “prescribe and limit the number of students who may be admitted to a college or a program of study”. Council has interpreted this power to include very small adjustments to the student numbers, but it has never used this power to debate the University’s overall size. Further, the *Act* appears to limit Council’s discussion to the “number of students”. It is silent on the “mix” of students within the overall number that can be admitted. It does not contemplate circumstances other than full-time or full-load admissions. It suggests an endless supply of students ready and willing to come to the University. And, it does not discuss the relationship of the number of students admitted to credit units taken, the chief measure of the University’s revenue from tuition, and a vital component of the University’s budget and budget projections.

This Foundational Document involves Council in enrolment planning at the broadest, and arguably the most important, level. At the moment, Council’s involvement in enrolment management is limited to quota consideration and (typically) approval. An Enrolment Plan gives Council an opportunity to monitor progress toward our overall enrolment goals. Rather than simply reacting to initiatives from the colleges, from the administration, or from government, this Foundational Document envisages a consideration by Council and its committees of the general structure of enrolment. Colleges will retain the responsibility to plan and propose; Council will retain the responsibility to oversee and approve. This Foundational Document will provide ways to make more effective use of both roles.

II. Choices: Targets and Quotas

It is critical for the purposes of this Foundational Document that we be as precise as possible with respect to the size and composition of the student body and the time frame in which the targets are to be met. What follows is a discussion of the key dimensions on which decisions are required:

- The overall size of the student body: a selective growth strategy
- The size and composition of the graduate student body
- The size and composition of the undergraduate student body
 - The “Saskatchewan First” policy
 - Recruiting Saskatchewan’s best and brightest
 - Students from other parts of Canada

- Undergraduate student entrance requirements
- International students: undergraduate and graduate
- ‘Unclassified Studies’ students

For the purposes of this Enrolment Plan, it is also critical to recognize that the targets and goals identified below must be viewed within the changing national context. The University of Saskatchewan exists in a nationally competitive environment; while we are working out our enrolment goals and expectations, other universities are doing the same. To ensure that we are nationally competitive within this context will require us to meet and exceed the goals and targets described below.

Overall Size. *Given demographic trends for the next ten years and beyond, the University of Saskatchewan will take a selective approach to growth, focused on strategic institutional interests and contingent on having resources adequate to manage planned increases in student numbers. This will mean that by 2010, the University of Saskatchewan will be at an overall size of 21,000 students (undergraduate and graduate student headcount)⁴ or 18,000 FTE, a level it should expect to sustain for a substantial part of the second decade of the 21st century.*

Let us begin by acknowledging that there is no special magic in the overall size identified above. It should serve as a guidepost for our future growth – whether we hit it exactly, fall somewhat short or slightly higher, is moot. What does matter is that we settle on a general indication of the overall size of our university compared to other universities of similar type in Canada. The overall size of the University is perhaps *the* critical parameter in estimating the resource needs of the institution. Without a particular target, we can predict increasing mismatches between students and pressure on the physical plant, particularly on such things as classroom availability, laboratories, library facilities, student services, and parking, sometimes in areas where this is least expected or desired. While enrolment at the University of Saskatchewan has remained relatively stable within the four enrolment categories (undergraduate direct and non-direct entry, graduate, and certificate/diploma) with a total headcount of around 19,000 students and just under 16,000 FTE students over the 1990s and the first years of the 21st century, it is by no means certain that this pattern will continue without some significant interventions on our part. And, while the ‘knowledge economy’, employment demands, rural to urban migration, increased participation by Aboriginal peoples, and parental expectations should alleviate the situation somewhat, the demographic reality of Saskatchewan is a significant consideration as we approach 2010.⁵

As we consider our enrolment future, it is crucial that we ensure: first, that we have adequate base budget resources to manage our teaching and research responsibilities; and, second, that we make the best use of the resources that we have relative to our enrolment (and other

4 Throughout this Enrolment Plan, references to the overall size of the student body will consistently refer to undergraduate and graduate students in regular session degree programs; it will not include students in certificate/diploma programs, medical residency programs, spring and summer session programs (as described in the University of Saskatchewan Statistics Book). Further, as indicated below, for purposes of calculating the relationship of students to revenue, these numbers are expressed as FTE (Full-Time Equivalent) students. FTE students are calculated on a normal course load of 30 credit units of activity for undergraduate students and a head count approximation technique for graduate students (full-time students plus part-time students divided by 3.5).

5 See Appendix One for further details of current enrolment patterns.

institutional) goals. The number identified above represents our sense of sustainability and viability based on our study of our environment (as indicated in Part I above and further described in Appendix One), our potential for future growth, and our resources. It represents a size adequate to ensure a quality student experience. It represents our best estimate of how large we can afford to grow given our current resources and our potential to attract new resources. And, it represents our best estimate of where average costs equal marginal costs given the complex programming we offer. Therefore, for the purposes of this Enrolment Plan, it is critical that ***growth ultimately be in program areas in which we have a comparative advantage and be sustainable either by substantial increases in tuition or support from government.***

This *selective growth strategy* has been widely discussed across the campus, and particularly, with the Deans and the Committees of Council. We have all agreed that it is the best approach given our situation. This *selective growth strategy* will allow the University to be responsive both to its own priorities and to emerging student demand. Growth will require strong recruitment efforts in those programs where we have a comparative advantage.

At the undergraduate level, this selective growth strategy is based on short-term increased demand fed by growing demands within the Province of Saskatchewan and significant pressure at the national level resulting from enrolment growth in neighbouring provinces. At the graduate level, this strategy is based on our desire to perform at levels approaching those of peer universities within the medical-doctoral category.

This *selective growth strategy* is dependent in part on the current demographic trends and projections for population growth in Saskatchewan (see Appendix One for additional information) and on the perceived ability of the University to attract students from other provinces and countries to its programs. This Enrolment Plan will be reviewed at the end of the first integrated planning cycle to ensure that these demographic trends continue to hold; future adjustments will be based on our success in meeting our goals and on demographic patterns, particularly student participation in our programs.

Certainly, there is a challenge in planning for growth in selective areas, the assumption being that demand for these programs will last, but this is a challenge we must take. If we plan carefully, growth in certain areas will not only provide us with more students, but with additional funding. At the graduate level, we anticipate a significant increase in demand for graduate degrees, although not necessarily in all of the areas we presently offer them.

There is another challenge in planning for growth in selective areas: we need to be sure that we select programs for growth and expansion that are sound, with strong supports across the full range of course offerings including service course delivery to specialized lecture and seminar courses. A selective growth strategy means looking at the whole program, ensuring that all of the vital parts are contributing at a similar level.

Sustaining these overall enrolment targets will involve attracting additional faculty, providing adequate instructional facilities, and making excellent use of our present resource base. The addition of graduate students will undoubtedly stress our faculty base, even with the addition of over 30 Canada Research Chairs. We anticipate that up to 100 new faculty will be required to meet the instructional and supervisory requirements of this Enrolment Plan. This figure, in addition to the 400 to 500 faculty expected to retire or resign during the decade suggests the need to place a heavy emphasis on the recruitment and retention of our faculty, a major topic of the *Complement Plan*.

Additional resources will not be enough. We must find ways to make better use of existing resources. Some of these strategies are already in play in parts of the University. They involve equalized workloads and the prospect of differential teaching assignments, the elimination of undergraduate courses with small student enrolments, the rationalization of duplicated course material, the effective use of teaching assistants, the introduction of distributed learning options, and the creation of a common curriculum in the early years of study. None of this need involve a diminution in the quality of instruction. On the contrary, we will need to place more emphasis on the design of our curriculum and on alternative modes of delivery.

A *selective growth strategy* at the undergraduate level has already begun. Increases in enrolment in Nursing, Medicine, and Veterinary Medicine⁶ are premised on the provision of new resources directly from government. We anticipate adding more than 25 new faculty members in these areas as a result of funding provided for targeted growth. Discussions regarding enrolment in Education and Physical Therapy will be similarly contingent on receiving additional resources. In many other parts of the University, increased funding is contingent on successful recruitment. This is a competitive era and the University of Saskatchewan must compete with other universities for its students. More students in selected programs will allow an increasing claim on the resources contained in the Saskatchewan Universities Funding Mechanism (SUFM).

To date, the University of Saskatchewan, and particularly Council, has not given much consideration to the relationship of the students we admit, the number of course credit units that they register in, and the overall tuition revenue these students generate. Given our increasing dependence on student tuition as a source of operating revenue and the SUFM as a means of allocating government resources, the University's governing bodies can no longer afford (if they ever could) to ignore this essential relationship. Currently, for every decrease of 1% in credit course participation, the University loses \$550,000 in tuition revenue. Further losses occur when we do not compete successfully with the University of Regina for our share of the SUFM. Yes, we have managed to increase our student admissions in the past decade, but, more frequently, students are registering for less than a full load of courses. As the demographic realities of the province become manifest, the University of Saskatchewan, with its current recruitment practices and its current utilization patterns, is vulnerable.

This Enrolment Plan argues that we have only a few years – to about 2006 – to address the fundamental issues of program cost/incremental marginal student, the reality of the provincial demographics including substantial changes to current student recruitment practices, and the quality of the student experience. After that, if we have not been successful in attracting and retaining an increasingly diverse student population, our viability becomes suspect.

Graduate Students. *The graduate student body will be expected to increase from an average headcount (1997-98 to 2001-02) of approximately 1,790 students to 2,500 or 2,100 FTE by 2010.⁷ In addition, to ensure that the University of Saskatchewan*

6 Admissions to and changes in student numbers for the WCVU are regulated through an interprovincial agreement between the provinces of British Columbia, Alberta, Saskatchewan, and Manitoba.

7 This is a modest goal. At this pace, the University of Saskatchewan will be positioned near the average of graduate students per faculty FTE of the western medical-doctoral universities, but still below the national average. It is anticipated that disparity between the University of Saskatchewan will grow as other

continues to be included as a major doctoral degree-granting institution, greater emphasis will be placed on recruiting students into doctoral programs. Funding priority and faculty recruitment will be placed here.

A healthy and vibrant graduate student population is vital to any ‘major’ university for a variety of reasons. The ability to attract high-quality faculty depends on it since most such faculty fervently desire to work with advanced students. Graduate students are often considered the ‘engine’ of research since faculty, in addition to their teaching and administrative duties, must spend much time applying for funding and writing up the results of their research. Critically, many academic units depend on graduate students to provide teaching, tutoring, marking, mentoring, and lab-demonstrating assistance for their undergraduate programs. Indeed, in several instances, it would not be possible to offer the quality of education to the current number of undergraduate students without the able support of graduate students.

Graduate students are important to the University for another, very important, reason: the Saskatchewan Universities Funding Mechanism (SUFM) allocates operating grant funding from the Province to the universities based on a set of weights and multipliers which recognize the higher costs associated with some programs. Generally, graduate students (and graduate programs) are recognized by the SUFM as higher cost programs than most undergraduate programs.

Finally, an increased graduate student body provides the much needed “innovation” energy that is needed to grow the provincial economy, and quite possibly, its population. Bringing in graduate students from elsewhere in Canada and from abroad has real benefits to both the Saskatoon and provincial communities.

Most universities in Canada operate graduate programs, but in many institutions these are small programs limited to selective disciplines and concentrated at the masters level. A wide range of graduate work, with a heavy emphasis on doctoral studies, is more likely to be offered in larger institutions and in those with medical programs. It is no coincidence that these institutions are also those with strong research missions. Although the relationship between graduate work and research is complex and discipline dependent, all graduate students, but especially those registered in thesis-based programs, are actively involved in research, scholarly or artistic work and contribute to the output and reputation of the university.

The existence of a relationship between research intensiveness and graduate enrolment is recognized by all of the federal granting agencies. Grant applications to the Tri-Council agencies require information regarding the training that will take place as a direct consequence of the award and that has taken place during previous awards. There is a built-in assumption that those faculty members who are active in research are in the best position to direct graduate work, and that graduate students should benefit from, and in many cases participate in, the research programs supported by granting agencies.

The appropriate level of graduate enrolment depends on many factors, including the demand and capacity for graduate training. At the University of Saskatchewan, the very wide range of disciplines represented and the absence of serious bureaucratic impediments to program creation provide the opportunity to build a strong graduate presence in areas of research

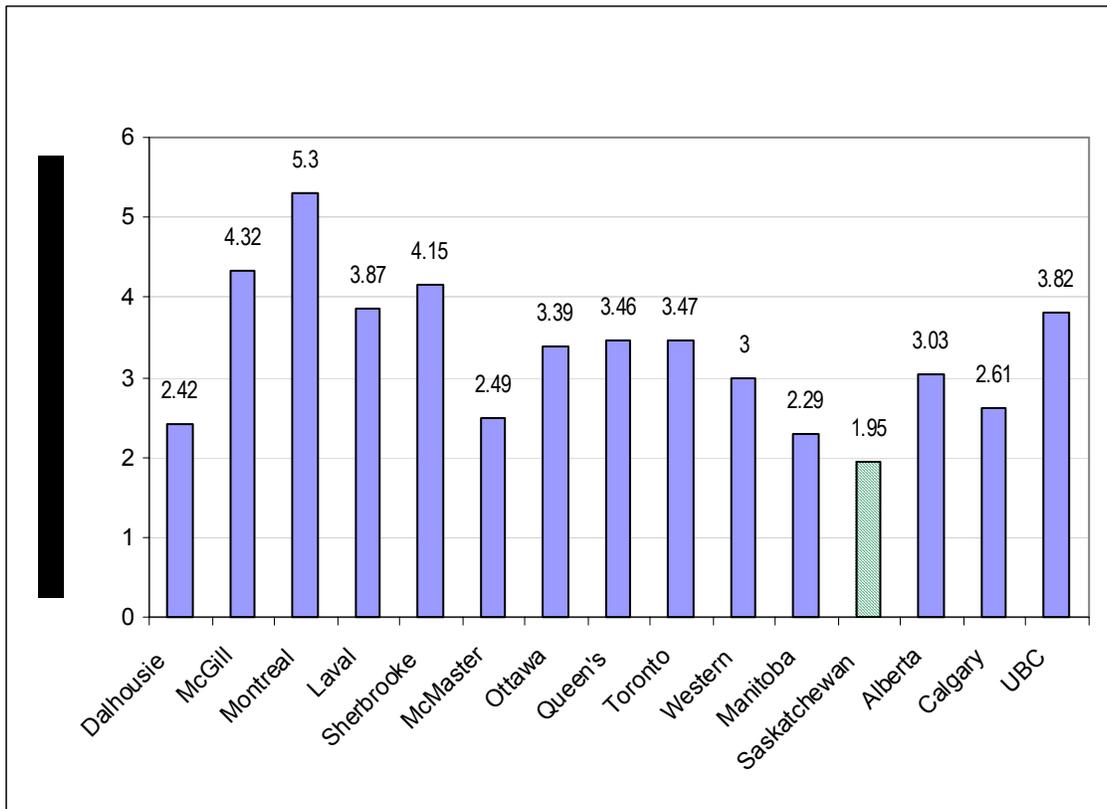
universities in this category also address the looming Ph.D. shortages and increase their graduate student enrolments.

strength and in disciplines that have a particular need for advanced degrees. The University has responded by building masters and doctoral programs in many areas, some of them in particular niche areas.

Despite the opportunities and efforts of our faculty, first year and total graduate enrolment declined throughout the 1990s. First time enrolment in doctoral programs dropped to 60 students in 2001, down from a peak of 145 in 1993. Of the approximately 1500 FTE graduate students enrolled at the University of Saskatchewan, the majority are in masters programs. Furthermore our commitment to graduate education is modest relative to universities of our size and caliber. Graph One provides data on one statistic (ratio of graduate students to faculty) illustrative of that conclusion. The University of Saskatchewan has the lowest such ratio of the medical-doctoral institutions in Canada, well below the average ratio of 3.3 graduate students per faculty member. The University of Saskatchewan is thus the *weakest* “doctoral” institution among those in the medical-doctoral category. For a university that aspires to be a major, national, institution in which research has a prominent place, this level of graduate enrolment is a cause for serious concern.

Clearly we are not synchronized with other universities of similar size in Canada. We need to ensure that our graduate program activities are at least commensurate with our expanding research efforts. We need to ensure that we fully participate in the education and development of the highly qualified professionals Canada will require in the knowledge economy. We need to ensure that we continue to provide a high quality educational experience to our graduate students. And, we need to ensure that the costs of graduate education are taken into account. Given our current resources, in comparison to other universities of similar type, it is entirely possible that we could increase our graduate student complement significantly without adding a single new faculty member.

GRAPH ONE: RATIO OF GRADUATE STUDENTS TO FACULTY 2001-02

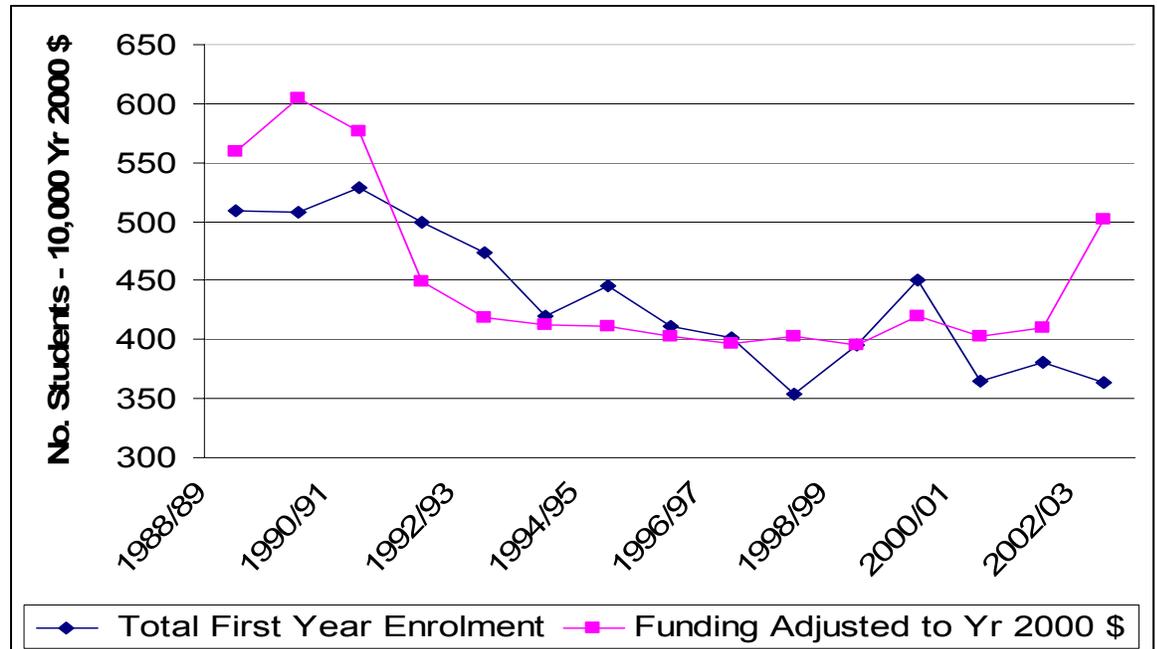


In order to meet the goal of increasing graduate enrolment we must pay close attention to the variables affecting graduate student attraction and retention. These will include (1) high quality programs with faculty who have national and international reputations, and (2) competitive offers of financial aid.

The indicators for the University of Saskatchewan are mixed. On the one hand, the reports provided by the Systematic Program Review Process indicate that, in general, the graduate programs offered at the University of Saskatchewan are of good quality; indeed, some have been identified as outstanding. Academic units are acting on the recommendations of the External Reviewers and we can expect improvements in the overall quality of our programs during the coming years. On the other hand, *A Framework for Planning* observed that while our University has pockets of research excellence, there are many academic areas in which our research performance is weak. Our institution's low ranking in Tri-Council funding is a persistent reminder of our relative standing, one which is confirmed by other indices such as citation indexes. These and other measures have their flaws, but it is hard to escape the impression that overall the University of Saskatchewan has strong research productivity only in selected areas. Shortcomings have a direct effect on graduate enrolment since at most of our fellow Canadian universities a larger percentage of the graduate student population is supported by grants faculty obtain from external funding agencies. Obviously it is difficult to recruit more graduate students without strong scholars with established research programs.

It is also difficult to recruit high quality graduate students without significant scholarship and assistantship funding. There is increasingly stiff competition for high quality graduate students who, more and more frequently, are making decisions about which university to attend on the basis of financial considerations. The graduate student population is distinctly different from its undergraduate counterpart. Graduate students are much more likely to have come from outside of Saskatchewan and even outside of Canada. They are older, possibly ten years or more on average, than undergraduates, and frequently have more family responsibilities. Having already completed at least four years of undergraduate education, they typically carry significantly heavier debt loads. During the length of time it takes to complete a Ph.D. program, averaging seven years after completing an undergraduate degree, students forego potentially large earned incomes. Our recruitment efforts for graduate students must be tailored to these realities if we are to be successful in increasing our graduate student population.

As indicated above and shown in Graph Two below, enrolment is tightly linked to the amount of funding available to support graduate students. In 1990-91, a time of budgetary cutbacks, the graduate scholarships budget was reduced by one million dollars. Since then the budget for graduate students has been increased three times: in 1999 (\$250 thousand); in 2001 (\$150 thousand); and again in 2002 (\$1 million; these funds were made available late in the year after our recruitment effort so that any enrolment increase as a result of the new funding will appear in the 2003-04 year). These increases represent an acknowledgement of the importance of graduate student funding, but they are small steps forward on the long road to making the University of Saskatchewan a major force in graduate education.

GRAPH TWO: GRADUATE FUNDING VERSUS FIRST YEAR ENROLMENT

While these two factors—research intensiveness and graduate student financial support—are arguably the most important determinants of graduate student enrolment, there are other compounding factors:

1. Academic staff at the University of Saskatchewan declined from 1,036 in 1991/92 to 961 in 2001-2002. This 7.2 percent drop means that fewer faculty members are available to supervise graduate students and to teach graduate courses. The drop in faculty numbers is even more important given that full-time undergraduate enrolment at the University of Saskatchewan has increased during the 1990s. The result is that the remaining faculty members have less time to commit to graduate supervision, so that in some areas where doctoral studies in particular should be fostered, the faculty complement is too low to sustain broad-based graduate programs. (By the same token, other areas where graduate work is minimal, may be over resourced relative to this enrolment objective.)
2. Financial aid for graduate students cannot be considered in isolation from debt loads and ongoing costs such as tuition. Tuition levels for the average Arts student have risen by 75% in the past decade. For prospective graduate students, the accumulated debt load from their undergraduate years, coupled with the costs of graduate education, compounds the decision-making process. At the University of Saskatchewan graduate student tuition has been held constant in the past two years (2002-03 and 2003-04). As well, other than a \$100 annual International Student Fee, international graduate students do not pay a differential fee. While both of these tuition practices have kept us somewhat competitive, the University will need to make significant inroads in graduate student support, particularly for PhD students, if it wishes to attract the numbers to meet its enrolment targets.

3. In many departments workload assignments do not include formal recognition for graduate instruction or supervision. Where faculty positions are defined by undergraduate teaching responsibilities, where small undergraduate classes soak up resources, and where undergraduate students are required to take courses beyond the standard 30 credit units of full time study, the negative impact on graduate work is inevitable.

The size, quality, and character of graduate programming at the University of Saskatchewan will determine, in large measure, our standing in the academic community and our overall place in the array of post-secondary institutions nationwide. It must be addressed as a central and critical part of our enrolment planning. In this regard, we must review our existing programs and determine if the current array of programs is sufficient to sustain an increase in enrolment. New and unique interdisciplinary programs should be launched to attract students from other jurisdictions. Such programs would complement existing research based programs, but provide professional training in areas that require a combination of skills. At the same time, we must actively consider what we can no longer afford to offer, especially undergraduate courses with low enrolments and little prospect of contributing to an academically strong and geographically diverse student body.

Undergraduate Students. Undergraduate student enrolment will increase, in selective areas, by approximately 2,600 students, from an average headcount (1997-98 to 2001-02) of 15,900 students to 18,500 or approximately 15,800 FTE by 2010, and measures will be taken to sustain that enrolment for the period beyond 2010.⁸ To accomplish this goal, the University will place primary emphasis on the academic preparedness of students (from Saskatchewan or elsewhere), establish aggressive recruitment policies for the best Saskatchewan and Canadian students, and increase its admissions average to direct-entry colleges from the currently advertised 65% to 70% by 2005 and to 75% by the end of the decade.

If we are to achieve our goals in graduate education, the overall size of the undergraduate student body cannot continue to grow, at least not without careful thought to the programs and areas which should be expanded or contracted. The University of Saskatchewan must distinguish itself from its peer institutions through marketing efforts designed to attract highly-qualified undergraduate students to unique or 'niche' programs, to programs of high quality, or to professional programs which are in high demand nationally. Continued reliance on Saskatchewan students to fill all of the available seats is highly problematic given the demographic realities confronting Saskatchewan.

Can the above projection be attained? While some would argue that courses are full and we are at capacity given our physical limitations, a recent study of course registrations⁹ indicates that we can indeed increase the number of undergraduate students currently admitted to our programs without substantially increasing our effort. For one thing, the way we teach our first year and upper year classes is substantially different from our peer institutions. In first year, students are offered a wide array of choices through an extraordinary number of course sections

⁸ Figures are expressed as Headcount for the purposes of this Enrolment Plan. Note, however, that various FTE measures parallel these headcounts and that, for retention and budgetary purposes, enrolments expressed in credit unit terms are more appropriate.

⁹ This study was conducted by Institutional Analysis during the 2002-03 academic year.

many of which do not meet the stated capacity. For courses that are oversubscribed, departments are reluctant to indicate that they simply cannot accommodate student needs and opt instead to create additional sections which are then undersubscribed. This problem is compounded by the large number of courses offered at the 3rd and 4th year levels with too few students. We have adhered to a rigid timetable/schedule beginning at 8:30 am and finishing at 4:30 or 5:00 pm; few, if any courses are scheduled between 4:00 pm and 7:00 pm, none on Saturdays, and none before 8:30 am. These problems are further compounded by the inherent rigidities built into many of our program offerings; for example, the 'lock-step' nature of many programs makes it difficult for students to move to the next year of study if they have not successfully completed one course, or to easily change majors or programs. Further, cross-college cooperation in the delivery of courses is not encouraged; many obstacles exist to ensure that students from one college cannot take courses specifically designed for students in another college. And, we continue to hire faculty into tenure-track positions where there is little hope of their participating in a graduate program or teaching a graduate class. We must change our practices.

Our ability to deliver programs of study more efficiently is hampered by our physical plant, the number of large lecture theatres that are available to us, and by the human resources, including teaching assistants, required to at least maintain our existing program quality. It is also hampered by some of our policies, specifically agreements about the number of Sessional Lecturers that can be employed to teach in our programs, thereby freeing up faculty to conduct research and related activities. We seem, however, to have accepted these inefficiencies without challenging our academic and major administrative units to identify alternative large lecture spaces, both on and off campus, which might provide greater opportunities for consolidation of the number of sections offered. In the context of the college planning process, we need to revisit past assumptions and determine whether there are more efficient and equally effective methods to achieve our goals without sacrificing our program quality and student satisfaction.

The discussion on campus over the past few years has revealed that the proposed target identified above is reasonable and reachable provided we put in place the necessary actions and support mechanisms. It has the added advantage of permitting a more concentrated effort on graduate education while ensuring that our resource base, increasingly supported by undergraduate student tuition, is maintained. A slow, selective, level of undergraduate student growth is sustainable and realistic; it is certainly more likely to be attained than a more aggressive strategy given our limited experience with student recruitment from other jurisdictions. While we would have to adjust some of our policies and set priorities to ensure efficient use of resources given the limitations of the University's current physical plant and human infrastructure, the additional costs would be marginal and would directly support the approved student growth patterns. The target also ensures that the quality of the undergraduate student experience remains high; relative to our peer institutions, as we have discovered through the External Reviewers' reports in Systematic Program Review, the current student experience is already extremely high. In short, this target is achievable and will provide the funding support that is needed to ensure that the University of Saskatchewan is sustained well into its second century.

A selective growth strategy will mean that we will need to identify areas of growth and development and we will need to settle on these areas quickly so that targeted recruitment efforts can begin. Where would we grow? The University, through a number of Council-approved processes, has identified some – albeit initial only – key areas for growth and development. The Priority Determination Process identified four: Biotechnology, Northern

Ecosystems and Toxicology, Biomolecular Structures, and Indigenous Peoples and Justice. While the Systematic Program Review Process is not yet complete, it is clear that there are a number of programs which have attained national/international recognition and which should be marketed to at least a national audience. There are programs which are unique on campus and which are undersubscribed – for example, the College of Agriculture has had difficulty filling its admission quota for the past few years. It would be difficult to argue that a college of its reputation could not attract outstanding students from other provinces in Canada, and international students, to its programs of study. The University has the most extensive health science complex in Canada, but even it does not offer the complete range of program possibilities. Given the costs of additional new programs in this area, it might be appropriate for the University to partner with other universities to expand its program offerings within the prairie region. The University of Saskatchewan also has a unique opportunity in Canada given that the only synchrotron in the country is housed on its campus. We must make good use of our unique opportunities.

Given the demographic realities confronting the province, we will need to recruit a significant number of students from outside of Saskatchewan. To do so will require that we reconsider our current preference for recruiting Saskatchewan students on a priority basis to our programs, i.e. the so called ‘Saskatchewan First’ policy. This is an informal policy that has been in effect for decades and was intended to ensure that Saskatchewan students had first call on admissions to the University’s programs. We cannot continue to discriminate against students from other parts of Canada in our programs. While Saskatchewan students have benefited from the availability of a wide array of high quality professional programs, all of which meet national accreditation standards, many of these programs have been designed to favour applicants from Saskatchewan even though other students, some with stronger academic records, apply for admission. The policy of accepting a preponderance of Saskatchewan students needs to be reconsidered in light of labour market needs in the province, the Social Union Agreement, growing demand elsewhere in Canada for university-level education, and the costs associated with the broad array of professional programs we currently offer. As a result, with the possible exception of some high cost health-science based professional programs, the University will make a number of changes to its admissions policies by 2005-06¹⁰ affirming an equal treatment, for admissions purposes, of all Canadian students regardless of province of residence.

Currently, the vast majority of the University’s non-visa undergraduate students come from the Province of Saskatchewan (92 percent); approximately 8 percent come from other parts of Canada. In 2001-02, only 5 percent of the undergraduate student body came from Alberta and British Columbia; 45 percent of the University’s total undergraduate enrolment came from the City of Saskatoon. By and large our students interact with people from other parts of the province, not with people from other provinces. Our programs may strive for national recognition, but most do not serve a national student body; many do not serve a regional one. Claims for excellent distinctive programming are difficult to make when recruitment is persistently based on a geographically limited basis. While the Province of Saskatchewan is expected to continue to be the primary recruitment base from which the University of Saskatchewan selects its undergraduate student body, ***by the end of the decade or sooner, the University will be recruiting 15 percent of non-international undergraduate students from outside of the province.*** As an initial step, the University will need to ensure that *non-residents*

10 Although it would be preferable to implement these changes sooner, there is an equal and pressing need to ensure that potential students, parents, and guidance counselors are aware of the changes we intend to make and have had time to adjust their plans accordingly. It is unlikely that any of the major changes proposed below to admissions policies could be implemented by the start of the 2004-05 academic year.

of Saskatchewan are not admitted to any direct entry college if they have a lower academic average than any qualified Saskatchewan resident who is denied admission to that college.

The demographic picture outlined above points to another problem. With, at best, a steady supply of students for the next six years, and an anticipated reduction after that, the University of Saskatchewan is at risk of losing its student base. This risk has been amplified in recent years by aggressive recruitment from universities in other, neighbouring, provinces. Financial packages are part of the allure, but it is also likely that we have not established clear programmatic prominence in the minds of the students and their parents. In addition, internet-based and correspondence course universities from across Canada and around the world are now capable of bringing educational opportunities to the desktop of people throughout the Province. Our own thinking about who our students are, and who they could be, needs to change. ***Selected programs will be identified and promoted as areas of distinctive strength on at least a regional level.*** To make this adjustment we will require time to develop and build a recruitment presence in neighbouring provinces.

Clearly, the Student and Enrolment Services Division will need to work with the colleges to identify appropriate niche programs and should begin by actively considering recruiting high-achieving students from the college systems in Alberta and British Columbia into years three and four of similar or niche programs at the University of Saskatchewan. A recruitment package, including financial and residential incentives, should be developed for these students. It will also be important for the University to identify the best “markets” outside of Saskatchewan for recruiting undergraduate students to the University and to develop interchange agreements with other universities so that students from the University of Saskatchewan can gain credit for a semester of academic work at another institution (and *vice versa*).

The University of Saskatchewan will undertake to ensure that its century-long commitment to the people of Saskatchewan is maintained, indeed enhanced, by making a special effort to recruit the best and brightest Saskatchewan students to its doors as their first choice of university-level institution. Recent experience with the Greystone Scholars program suggests that approximately 45 percent of Saskatchewan students with averages of 95 percent or higher attend other universities, with only a few of these students going to the University of Regina. The University wants to ensure that it continues to recruit the very best students from Saskatchewan. ***Our goal should be to become, indisputably, the premier educational destination in the province.*** To do so will require that more effort be placed in identifying and recruiting to the University the very best our province has to offer. This will be a primary responsibility of the Student and Enrolment Services Division in collaboration with the colleges.

Recruiting the best students means we need to also turn our attention to the minimum entrance requirements we advertise to potential students. It begins by giving a strong indication of the kind of educational background that is required to succeed at university-level education. ***Beginning in the 2005-06 academic year, the University of Saskatchewan will require a 70% average on the required subjects for entrance to its programs; by 2010, that admission average will rise to 75%.***

The University of Saskatchewan needs to signal clearly its goal of recruiting an academically talented student body. This basic goal should be reflected across the various strategies adopted, beginning with entrance requirements. Currently, for direct entry colleges, the minimum average advertised for entrance is 65 percent based on a weighted average of seven (or more)

courses of Grade 12 and Grade 11 work.¹¹ This average has been in place for decades during which the mean entrance averages in direct entry Colleges have been climbing. In 2001-02, the mean admission average and the range of admission averages for direct entry colleges were:

<i>College</i>	<i>Average Number of Students Admitted with an Academic Average Below 75 (% of total students admitted)</i>	<i>Average Range of Admission Averages (%)</i>
Agriculture	22 (22.8%)	65 – 96.0
Arts and Science	386 (24.1%)	65.1 – 98.6
Commerce	1 (0%)	72.5 – 97.7
Education ¹²	15 (41.1%)	65.6 – 95.2
Engineering	25 (8.9%)	68.2 – 98.0
Kinesiology	1 (1.4%)	71.9 – 96.2
TOTAL	449 (19.2%)	65.0 – 98.6

Over the past two years, an average of 449 students (or 19% of the total admitted to direct entry colleges)¹³ had entrance averages between 65 percent and 74.9 percent. While increasing the admission average to this level will obviously disadvantage some students, it is reasonable to assume that the University has the capacity, within its existing quotas, to admit up to 500 students from other parts of Canada or elsewhere with averages of 75% or better to replace those Saskatchewan students who do not meet a revised minimum admission average. It is also safe to assume that such students would be more likely to succeed in their studies than those with lower admission averages.

The University has two options available to it to change the admission average for direct entry colleges: it could announce a change beginning with a particular admissions cycle or it could phase in the change over a period of time. Given that this Enrolment Plan has been discussed extensively both on and off campus and with the University Senate, the University should be prepared to proceed with the first option. Therefore, once this Foundational Document is approved by Council, all direct entry colleges will be asked to make this change and the recommendation will be presented to the appropriate Council committees in time for the next admissions cycle and implementation (i.e., 2005-06).

The University, however, is sensitive to those students who, under previous arrangements, might have been admitted to one of its programs. Such students should be provided an opportunity to take a limited number of credit units to demonstrate ability and aptitude for University.

11 The Student and Enrolment Services Division is currently working with the direct entry colleges to identify a set of five courses to be used for admission screening purposes. It is anticipated that this will be in effect for the 2005-06 admissions cycle. The Enrolment Plan endeavors to integrate all of these admissions changes into one package.

12 Although Education is primarily a non-direct entry college, there is a quota of 55 students in two programs which are direct entry.

13 The total number of “spaces” in direct entry colleges for first-year first-time admissions is 3,100. This includes 1,900 in Arts and Science (assuming that the ‘temporary’ admissions quota approved in the mid-1990s is still in effect). It does not include students in Unclassified Studies.

Finally, the University of Saskatchewan is sensitive to the need to ensure that Saskatchewan students continue to have access to high cost, highly specialized, professional programs. Most universities across Canada, including those with open entry provisions at the undergraduate level, have provincial (or regional) preferences. Colleges/Faculties of Medicine, for example, typically have some form of provincial preference built into their admissions system, although most schools generally admit some out of province students. Given the funding provided by the Government of Saskatchewan specifically for these programs, and the high per-student subsidy in such programs – support provided with the explicit expectation that the students educated in these programs will remain in the province to meet pressing professional needs – the University of Saskatchewan acknowledges the need to maintain a relative level of provincial preference in these programs. However, our willingness to do so must be balanced against the need to ensure that we attract highly qualified applicants (who we might ask to contribute more than marginal costs to subsidize these programs). It should also be balanced against the need to attract students from other parts of Canada (to fulfill our share of the Social Union contract) or from international destinations (such students would only be accepted into these programs when specific financial arrangements, such as the College of Dentistry's 'full cost' tuition, have been established). The University will, however, need government sponsored programs to encourage settlement and practice in Saskatchewan following degree completion.

International Students. International student enrolments will increase from 4 percent in 2000 to between 7 and 8 percent of the new overall enrolment targets for the University by 2010.

Although a record 44,000 foreign students, about 60 percent from developing countries, were studying full time at universities in Canada in 2001-02, Canada's share of the international student market is relatively modest, trailing Australia, Germany, the UK, France, and the USA. Demand for post-secondary education continues to expand in countries such as South Korea, Mexico, China, Indonesia, and Malaysia where there is limited capacity but a large number of people seeking higher education opportunities. Universities in Canada continue to be hopeful that the upward spike in international enrolments seen in the late 1990s will persist into the first decade of the 21st century but participation rates may be strongly affected by world events such as the SARS virus and the recent determination of the government of the People's Republic of China that it would deny permission to 33,000 university-bound Chinese students to write the TOEFL examination.

Compared to the national average (1999) of 4.7 percent among Canadian institutions, the University of Saskatchewan is establishing itself as an attractive destination for international students. Since 1995, the number of international students on campus has increased by approximately 66 percent. International enrolment at the undergraduate level has increased from approximately two percent of the total undergraduate enrolment in 1998 to over 4 percent in 2001. The figures are even stronger for graduate students. In 1999 the average proportion of international students among the graduate student population at Canadian institutions was about 20.5 percent, whereas at the University of Saskatchewan about 31.2 percent of our graduate students were international in origin. There are many reasons for this relatively strong performance, not the least of which is a strong recruitment effort in some colleges, the presence of a strong ESL capacity, no differential tuition fee for international graduate students, and a reputation for support of international students once they are on campus.

It is difficult to find, among Canadian universities, a consistent target for international undergraduate students, although nationally this portion of the student body seems to be at about five percent. Reasons are mixed, but in most cases there is a perceived need for a more internationally diverse student body to ensure that local students have an opportunity to learn directly and indirectly from those with different cultural backgrounds. Given the fact that a vast majority of the undergraduate student population at the University of Saskatchewan is from within the province, this imperative to diversify is even greater on this campus. In addition, although there has been a significant increase in the number of exchange programs with foreign universities, the degree of student participation in international exchanges is still considerably below what would be expected at a university of our size. Finally, the Province of Saskatchewan has a particular need to ensure strong global ties. The export of goods and services constitutes a significant proportion of the gross domestic product of Saskatchewan. For the sake of maintaining the province's competitiveness, it is essential that graduates from its post-secondary institutions be fully exposed to the realities of a global learning environment.

The specific challenges and opportunities associated with international students are examined more closely in the Foundational Document: *Globalism at the University of Saskatchewan*. This Enrolment Plan supports the view that our international student body should, in itself, be diverse in terms of origin and, given our sense of place, recruitment efforts should be emphasized for countries where there is a commonality of interests. International recruitment activities—including communications, credentialing, and admissions—for both undergraduate and graduate students should be centrally coordinated in a unit with responsibility for meeting targets and ensuring experience goals are attained. As the quality and capacity of postsecondary institutions in key source countries continues to rise, it will be necessary to rely on international agencies and institutional partnerships as a student recruitment tool, rather than on individual first year applicants.

In order to enhance the student experience, to better serve the interests of the province, and to enrich scholarship, international undergraduate enrolment should comprise an increasing proportion of the undergraduate student body. Given the requirements for growth in the graduate student body (outlined above) policies that would increase the growth of the international graduate student population should be encouraged. Focused strategies will need to be developed for recruitment of international graduate students to ensure that adequate progress is made toward meeting the targeted expansion in graduate enrolment. As international graduate student enrolment expands, the full resources of the teaching and learning support system at the University (including the Centre for the Study of Second Languages and the Gwenna Moss Teaching and Learning Centre) should be made available to those international students who may be awarded teaching fellowships/assistantships. It will be important too, as *Globalism and the University of Saskatchewan* suggests, to ensure that the additional funding provided by increased international student numbers is shared with those units, administrative and academic, who provide the educational programs or the services required by those students.

Unclassified Studies Students. *The term “Unclassified Studies” student will be changed to “Open Studies”¹⁴ and limits will be placed on the total credit units and/or level of courses available in this admissions category.¹⁵ Immediate consideration will be given to a*

14 This may require the development of a new category of admission to replace the existing “open admission” category.

15 This Enrolment Plan sets forth the idea that this category of admission should be used to “test” the aptitude of students for University or provide an option for “proving” their suitability. The Unclassified

new policy in which students who have been required to discontinue from any college would not be eligible for admission as “open studies” students for at least one semester. Immediate consideration will also be given to reviewing admission practices and fee structures to ensure that these support the general principles outlined in this Foundational Document.

Enrolment management requires a match between the institution’s resources and the size and character of its student body. Establishing admissions quotas for degree programs and institutional enrolment targets is the most common means of attaining this match. Most universities, including the University of Saskatchewan, also wish to accommodate students who may be seeking an educational experience, but not necessarily a university degree. Such students may be working fulltime, seeking a professional qualification, exploring a particular topic, or upgrading their academic standing. These students should be easily accommodated within an enrolment plan by establishing the number that can be absorbed without displacing degree students.

Some Unclassified Studies students missed college admission deadlines and have selected the Unclassified Studies category as an alternative to waiting a year. Others are recreational learners pursuing education for pleasure. Still others are prevented by college regulations from being admitted to a degree program because they do not take classes in Saskatoon. Finally, graduates of a college cannot re-enter the same program and often choose Unclassified Studies. For example, a teacher with a B.Ed. wishing to take an Education class could not do so as an Education student.

The University has provided for such students by creating a category known as “Unclassified Studies.” These are students who, while admitted to the University, are “not admitted to or committed to a degree program” (University Calendar, 2001-02). Nonetheless, a survey of Unclassified Studies students in 1996 determined that more than half of these students intended to obtain a degree. They were simply uncertain which one.

Most Unclassified Studies students do well academically. However, University Council introduced regulations in 1998 that permitted students who had been required to Discontinue (RTD) from other programs to take courses via Unclassified Studies. In 1999-2000, 700 students were designated RTD; 177 of them re-entered as Unclassified in 2000-2001, representing about 11 percent of Unclassified Studies students. Council also created an Unclassified Studies Faculty Council (UFC) to develop academic policies and procedures for Unclassified Studies students. The UFC has now developed Progression Standards for Unclassified Studies, which will continue to offer the RTD student a “second chance”. However, if a student fails to improve his/her performance to meet identified standards, such a student will be RTD for three years from Unclassified Studies and from the University.

The University provides excellent, if understaffed, advising for these students, many of whom are “at risk.” However, there are no policies regarding the group’s size and no means of controlling its growth, which has been rapid in recent years. Moreover, the typical Unclassified Studies student is changing. In 1994-95, 68 percent were female, 50 percent were off-campus, and 75 percent were part-time. By 2001-02, only 51 percent were female, 21 percent off-campus, and 53 percent part-time. The overall number, as of October 2001 census day, had climbed to 2,009 from a low of 1,008 in 1997-98 and a previous high of 1,457 in 1994-95.

Studies Faculty Council (UFC) is urged to explore alternative approaches and to recommend a policy, consistent with the general aims of this Enrolment Plan, to University Council during the 2003-04 academic year.

Unclassified Studies students are now the second largest “college” in terms of student numbers.¹⁶ Due to its unique nature, it is a college without programs; or, more precisely, it is a college whose students are enrolled in undefined programs, if they are in programs at all.

The existence of a large, diverse body of students, whose numbers we do not control, is inconsistent with the principles of enrolment planning. We do limit enrolment of Unclassified Studies students somewhat through registration procedures, but this does not give us very refined control and has not prevented an overall increase in their numbers.

More importantly, the basics of enrolment planning envisage students that are in academic programs run by faculty members responsible for providing them with academic direction and advice. Unclassified Studies students receive such direction through the UFC, but it is limited to student-related policies rather than program-related policies. By definition, “Unclassified” status assumes the absence of a program. The opportunity for students to enroll in several courses to gain experience, establish a record of success, and explore their interests and capabilities must be part of an enrolment plan. But ***when large numbers remain for years in a non-programmatic category, it is difficult to argue that all of our students are being treated with equal care and that the integrity of our degrees is beyond doubt.***

Unclassified Studies Students represent a great potential that is currently untapped. Assisting in making the most of this group of students, and giving them the quality education they deserve, begins with re-thinking how such students should participate in the University experience and by examining our policies and our practices, particularly degree regulations in direct entry colleges, to ensure that they do not act as barriers to student participation in academic degree programs.

III. Supporting our Choices: Retention Strategies to Sustain Student Numbers

The undergraduate and graduate experience at the University of Saskatchewan is about far more than student numbers, enrolment projections, and demographic shifts. Planning properly and carefully for enrolment should be a critical part of any university’s long-term strategic preparation, but, recruitment (and eventual enrolment) should not be the final goal of all of our effort. The quality of the student experience throughout their tenure at the university should be of equal, if not greater, importance to both the student and the institution. Our goal should also be to provide our students with challenging and rewarding intellectual experiences and to offer support programs and services where necessary to increase their likelihood of academic success. Above all, greater effort should be placed on ensuring that we retain a larger proportion of the students we recruit and assisting them to graduate in a reasonable time period. Recruiting students to the university only to have them fail or drop out or not complete a degree of any kind defeats the purpose of strong recruitment efforts and strategies.

In order to effectively manage enrolments across the university, we need to better understand our student retention, persistence, and completion rates. In cases where significant student

¹⁶ Early indications for the 2003-04 academic year registrations point towards a drop in Unclassified Studies student numbers and may well foreshadow a new trend. This is closely related to the coming into effect of the RTD from Unclassified Studies in 2002-03 (207 students were RTD in July 2003). It may also be closely related to the English Proficiency Requirement which has reduced the number of students into the “open admissions” category where 90 fewer students are anticipated this year.

attrition problems exist, we need to better understand the reasons why students are choosing (or being required) to leave the University, and we need to develop and implement strategies to reduce levels of attrition and increase levels of student success. While it can be expected that a proportion of each annual cohort of students will discontinue their program of study or withdraw from the University, the problem for the University of Saskatchewan is the scale of that loss and our lack of understanding about the underlying reasons.

Unfortunately, Canadian universities have not historically paid particular attention to issues of student retention, persistence, and completion. Institutional reputation, quality, and success have traditionally been measured in terms of inputs (number, diversity, academic averages of students admitted, programs and courses offered, resources spent, etc.) rather than in terms of outcomes (year to year retention rates, degree completion rates, time to degree completion, etc.). In many cases, institutions have focused their attention on the number of students admitted and enrolled in courses year by year (at least, in part, because traditionally these numbers have driven institutional revenues), rather than on conducting cohort-based research, which provides a more accurate picture of student outcomes.

The University of Saskatchewan has yet to actively engage in a systematic and comprehensive discussion of student retention, persistence, and degree-completion rates. The closest proxy to such a discussion was included in the *Final Report of the APPC Program Audit Project* (1995) which revealed that 17% of students in direct entry programs admitted in 1987 were required to discontinue or voluntarily withdrew at the end of their first year of studies and a further 7% were required to discontinue after their second year of studies. Of the students admitted to direct entry programs in 1987, 41% had not received any degree *seven years* after commencing their studies!¹⁷ This is in contrast to the 80% or more of students in non-direct entry programs who completed their programs within two years of the minimum time required for the degree.¹⁸ Completion rates for graduate students were generally between these two extremes, with 66% of masters students and 64% of doctoral students being awarded their degree within seven years of beginning their programs. APPC expressed concern “over the number of students who fail to complete programs and the length of time taken by those who do”¹⁹ and recommended “further study of the issue at the institutional level”²⁰.

A more recent cohort study of students who were admitted to the College of Arts and Science in the fall of 1998 found that five years after commencing their studies, only 35% of these students had graduated. Of those who had not graduated, 24% were continuing their studies, and over 41% were no longer attending the University. This same study points to a strong linkage between admissions average and student persistence to second year. Preliminary information suggests that only 53% students with an admission average between 65 and 69 persisted to second year; for those with admission averages of 90 percent or higher, persistence levels jump to 92%. If persistence rates are studied over a longer time period (four years in this

17 *Final Report on the Program Audit Project* (Academic Planning and Priorities Committee). December 1995, page 30.

18 *Ibid.*

19 *Ibid.*, page 34.

20 *Ibid.*, page 36. This was one of three major recommendations to the then Academic Affairs Committee of Council. The other two were ‘a study of satisfaction of graduates and post-graduation employment information’ and ‘further development of procedures and guidelines for Systematic Program Reviews for application with the initial set of program reviews’. As a result of the Program Audit Project, programs in a number of colleges (Engineering, Education, Law, and Physical Education) were to be reviewed early in the SPR cycle, partly on the basis of the information contained in the cohort analysis conducted by the APPC.

case), students with an initial admission average between 65 and 69 were 62% more likely not to persist in their program of study; those with averages of 90 percent or higher, had an 80% survival rate. It also appears that very few students graduate in the minimum time to completion (i.e., four years).²¹

Clearly, if the University hopes to manage its enrolments more effectively, it must develop a better understanding of its retention, persistence, and degree completion patterns and rates, as well as of the key factors that contribute to student attrition. This will require that more systematic, cohort-based, research on these critical student outcomes be conducted on a regular basis. Once more comprehensive data on current retention and completion patterns is available, clear, measurable, retention and degree-completion targets should be established for each college/program and monitored on an ongoing basis. Similarly, as we gain a better understanding of the rates and primary causes of attrition in each college/program, we will need to establish or enhance targeted programs and support services that will enable us to reduce the attrition rates where they are unacceptably high. In this context, we must also review and revise those structural factors (e.g.: existing admission standards and processes, processes for selecting majors, the role/purpose of unclassified studies, etc.) that may contribute to attrition by reducing or unnecessarily delaying student commitment to clear academic goals. These developments must be achieved by 2005-06. We cannot wait for the next cycle of Integrated Planning.

While it will be important to have the results of research regarding the specific retention, persistence, and completion patterns at the University of Saskatchewan in hand, based on the extensive literature on student attrition we can anticipate the incorporation of the following principles into programs and services to improve student retention, persistence, and completion at the University of Saskatchewan:

- Retention efforts should be “front-loaded” (i.e., more highly concentrated on the first year of study, where attrition rates are generally the highest). In particular, greater efforts will likely be needed to assist students in the initial transition to the university environment, and in the successful transition from day to day, week to week, and term to term, particularly during first year.
- Programs and services which help students to clarify, understand, and commit to clear academic and/or career goals will likely be an important component in our efforts to improve degree completion. Special attention must be paid to the overall quality of academic advising currently in place in the colleges and elsewhere.
- Retention efforts will need to be comprehensive, and include both academic supports and personal/social supports.²² This will require both individual colleges and central service units to consolidate and collaborate on delivering programs and services designed to improve student success.

In addition to the above-noted measures to examine the patterns of behavior of our student body and to build programs and services aimed at supporting students in our programs, there are two other matters of crucial importance to a successful retention strategy. These are described below.

²¹ Information provided by the Dean’s Office, College of Arts and Science.

²² See, especially, Vincent Tinto. *Leaving College: Rethinking the Causes and Cure of Student Attrition*. Chicago: University of Chicago Press, 1987.

Financial Support. An essential component of a strong retention strategy is the provision of financial support, in the form of scholarships and bursaries, for students. In this area, the University of Saskatchewan finds itself well short and significantly behind other universities in the medical-doctoral category. The University of Saskatchewan must *substantially enhance its financial support programs for needs-based and merit-based undergraduate and graduate students. The University will set a target of increasing its scholarship and bursary pool for undergraduate and graduate students to the national average for medical-doctoral universities by 2010.* At current levels, this will require an additional \$14 million annually at the undergraduate level. A further \$20 million will be required for scholarships for graduate students to bring the University in line with other medical-doctoral institutions. We need to understand however that this target is a moving one; our efforts, however significant, may not approach those of other universities, some of which have substantially more to offer now and are currently enhancing their capacity to support even more students.

In addition, the University will need to create additional financial aid packages to meet the goals of this Enrolment Plan. For example, the University will need to take special steps to create additional support for Aboriginal students who do not generally have the level of financial assistance many Canadians assume is available to them. It will need to investigate initiatives to address the specific financial needs of students from rural areas and small towns in Saskatchewan. It will need to encourage colleges and departments to establish discipline-specific award and support programs. And, it will need to identify, monitor and coordinate all forms of financial support available to students (research work, service employment, etc.) with a view to ensuring that the funds are used strategically.

The completion of a much-anticipated report to the Board of Governors and University Council on Student Fees and Financial Aid, including a plan for expanding our current scholarships and bursaries, will provide important information about the challenge ahead. Potential solutions will need to be identified, including a commitment to base-budget funded increases to student aid, seeking out additional sources of revenue through initiatives such as Campaign 100 and Preston Crossing, and identifying new themes for student support (such as athletic and arts awards).

Student Residences. If the University is to recruit students from other provinces and other countries, it will need to have available to it, as a matter of priority, residences to accommodate these students. Many other universities in Canada are currently constructing major residences to accommodate anticipated student growth. The University of Saskatchewan must do likewise. At present our policies are not specifically aligned with our goals and aspirations. We need to examine our policies and ensure that they support our goals and provide the kind of educational experience we want our students to have.

As can be seen from this preliminary review of retention and related issues, the challenge for facilitating student success involves the entire University of Saskatchewan community. Students bring a full range of skills, interests, and challenges to the University. Single parents require appropriate day care facilities. Aboriginal students need to know that their cultures and intellectual traditions are recognized and supported. International students benefit from assistance in their adaptation to Canadian lifestyles – and Saskatoon winters. Students with disabilities or medical conditions require specialized assistance. All students benefit from having access to committed, enthusiastic, and accomplished lecturers and seminar leaders. For many undergraduate and graduate students, financial support is a requirement for attending university. And so the list continues, through campus recreation programs and chaplaincy

services, residence spaces, and inter-university athletics. While the University of Saskatchewan must maintain its commitment to high quality undergraduate and graduate instruction, it is urgent, as well, that the University consider both the academic and non-academic needs of the students when preparing its programs and allocating its budgets.

It is beyond the scope of this Enrolment Plan to examine the issues of student retention, persistence, and success in detail. However, it is important to highlight that a better understanding of and improved strategies for responding to these outcomes will be critical to the management of the University's enrolments in the years to come. As a matter of priority during the first integrated planning cycle, we need to engage in a thorough review of the University's performance on these key student outcomes, develop a better understanding of the factors affecting persistence in colleges/programs with unacceptably high attrition rates, and begin putting the appropriate measures(s) in place to improve student success rates where necessary.

IV. Implementation

This Enrolment Plan outlines a set of aggressive targets, undergraduate and graduate, which, to achieve, will oblige us to focus our attention and leverage our resources. It recognizes the changing demography of Saskatchewan and a rapidly shifting competitive environment. It seeks to move the University towards a proactive approach to its student body and it emphasizes the need to adopt recruitment and retention policies and practices to achieve our overall aims. It requires "buy-in" and coordinated action by the colleges and administrative units, by the governing bodies of the University, and by the University faculty, students, and staff. Clearly, the University will be challenged to allocate the human and financial resources to meet the goals of this Enrolment Plan, but it must do so. Implementation will begin with, but not be limited to, the following immediate actions.

1. **Recruitment of Faculty.** This Enrolment Plan has argued that institutional reputation, as defined by the quality and excellence of its faculty, are the key determining factors in the attraction of graduate students. As the University of Saskatchewan builds a major presence in graduate education, it is necessary that we recruit faculty who can bring with them, or attract, graduate students to the programs we offer.
2. **Student Recruitment.** In addition to the need to recruit and support more graduate students, we must commit ourselves to a renewed level of undergraduate student recruitment. Putting resources and energy into student recruitment, both undergraduate and graduate, will be an effective counter-balance to the demographic reality of the province.
3. **College Plans.** The success of this Enrolment Plan is predicated on the ability and willingness of the colleges to contribute to the overall goals outlined above. There must be a rigorous assessment of resource allocation within the colleges to ensure that existing resources are deployed in the most efficient manner possible and that future resources are allocated based on college commitments and contributions to this Enrolment Plan.
4. **Selective Growth Strategy.** This Enrolment Plan identifies the need to grow in selective areas of academic strength. The University of Saskatchewan will need to identify, as a matter of priority, a set of instructional programs, undergraduate and graduate, that can be

used in our recruitment activities. It will also need to support college initiatives that identify changes to enrolment targets based on this selective growth strategy.

5. **Financial Aid.** This Enrolment Plan identifies the need to increase substantially undergraduate and graduate student financial aid, either needs-based or merit-based. The University of Saskatchewan will need to identify, as a matter of priority, a financial aid program that will bring it to the national average of medical-doctoral universities by 2010.
6. **Retention Initiatives.** This Enrolment Plan argues that student recruitment is only part of the enrolment management equation. We need to initiate the retention studies identified above and begin consolidation and coordination of student advising. In this regard, as well, we need to ensure that existing retention activities are fulfilling their intended goals. As a matter of priority, we need to launch the First Year Transition Program for Aboriginal Students and evaluate its performance over the first integrated planning cycle.
7. **Student Residences.** If the University is to attract students from other parts of Canada and from other countries as this Enrolment Plan argues it must, we must plan for and build new residences which will be used strategically for recruitment goals. As a starting point, by 2005 the University must open at least 500 new residence rooms.
8. **Relationship to Other Foundational Documents.** The development of this Enrolment Plan has indicated the need for the creation of an additional Foundational Document on Teaching and Learning. This proposed Foundational Document will expand on the student experience and address outstanding issues in areas of distributed learning, first year instruction, and the incorporation of research in the classroom. The quality of the undergraduate student experience is critical to meeting our enrolment goals.
9. **Changes in Admissions and Recruitment Policies.** This Enrolment Plan outlines a number of fundamental changes to our admissions and recruitment policies (changes to the 'Saskatchewan First' admissions practice, increases to admissions averages for direct entry colleges, aggressive recruitment of Canadian and international students, changes to admissions quotas for selective programs). These changes need to be communicated to the people of the province, specifically to the guidance counselors in Saskatchewan communities, and also to potential students in neighbouring provinces.
10. **Communications.** It will be important that progress on this Enrolment Plan be communicated regularly, both internally and externally. Such communications will be coordinated through the Provost's Office.
11. **Monitoring and Changes to this Enrolment Plan.** Annual reports on college and administrative unit progress towards meeting the goals enunciated in this Enrolment Plan will be provided to the Planning Committee of Council by the Provost. These reports will be formally reported to Council. Adjustments and modifications to the overarching features associated with this Enrolment Plan will require Council's approval.

This Enrolment Plan outlines a series of stretch targets and goals which will require a concerted effort to achieve. We will need to carefully marshal our resources, human, financial, and physical, to achieve our stated goals. Recruitment and retention initiatives are expensive and must be supported over the long-term if the University is to ensure itself a steady stream of qualified applicants. Securing the necessary faculty time to support an expanded graduate offering will, in turn, require an institution-wide commitment to managing workloads and

faculty activities in line with this objective. Overall, the University of Saskatchewan can meet the objectives outlined in the Enrolment Plan only if the appropriate faculty, staff, physical, and financial resources are dedicated to the goals outlined above.

Clear lines of responsibility need to be developed. This Enrolment Plan supplies direction and overarching goals to the University of Saskatchewan community about the size and composition of the student body. As with all documents of this sort, it cannot work without institutional support. The Provost will take administrative responsibility and work with the Dean of Graduate Studies and the Associate Vice-President Student and Enrolment Services to ensure that the overall goals of this Enrolment Plan are achieved. Colleges must identify targets and work to contribute to all aspects of this Enrolment Plan. University Council needs to supply oversight and monitor overall progress towards implementation of the goals articulated in this Enrolment Plan.

<MMA.PMM.20november2003>

Appendix One

Enrolment Trends and Retention Issues: A Current State Analysis [A Work in Progress, as of November 21, 2003]

Introduction

The University of Saskatchewan's future enrolment growth is dependent on both provincial and national trends as well as on internal policies (such as existing quotas and financial support for students). For purposes of examining our progress on this important planning dimension, it is helpful to establish a baseline set of data for comparison both internally and externally (with other universities). Most Canadian universities have a tradition of collecting information on their student bodies. More recently, some of this information has been brought to the attention of the general public as surveys and studies have selected aspects of the student experience for public scrutiny. Given the importance of understanding our student body, its characteristics and composition, for our planning initiatives, the development of a 'current state analysis' of enrolment trends and issues at the University of Saskatchewan and, where possible, a comparison of similar initiatives at other comparable universities, was deemed an essential element of the development of *The University of Saskatchewan Enrolment Plan: Bridging to 2010*.

We provide below selected information from what is currently available in the hope that this will provide a context for comparison/understanding to readers of *Bridging to 2010* and that it will help to illuminate some of the points made in the Enrolment Plan. Some of the information provided is based on specific research conducted for completion of this 'current state analysis'. Some information is readily available in the University of Saskatchewan *Statistics Book* or through a specific environmental scan conducted during the development of this Foundational Document. Some of the information is based on research and information which may or may not be generally available to the University community.

Demographic Considerations

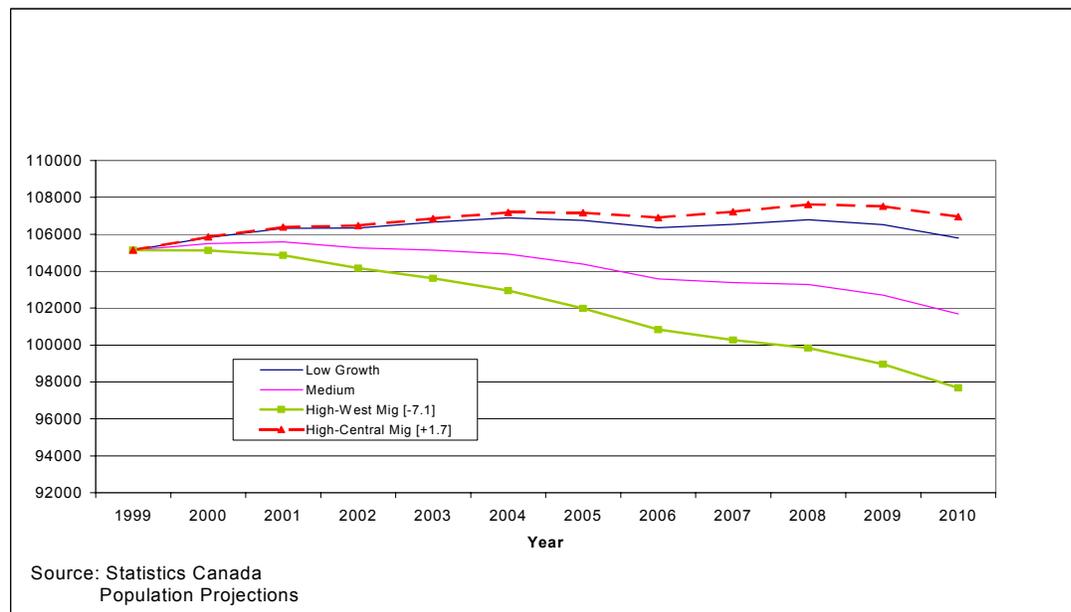
Population Shifts

Traditionally, the most reliable predictor of enrolment demand has been population growth. Analysts predict up to a 25 percent increase in enrolment at post-secondary institutions in Ontario and British Columbia over the next ten years based in large part on anticipated growth in the 18 to 24 year old age group.²³ Conversely, they predict that in other provinces, including the Atlantic provinces and Quebec, the numbers in this age group will decline which will place downward pressure on enrolments in these regions. Canada as a whole should see an increase in enrolment ranging anywhere from 10 percent to 25 percent. In Saskatchewan, much will depend on in and out migration, but as depicted in Graph One, it appears that until 2010, our 18-24 age cohort will remain stable or decline slightly.

23 PriceWaterhouseCoopers, "Will There Be Room for Me?" Report on Capacity and Related Issues in Ontario's Universities in the Face of Record Student Demand for University Education over the Next Decade (March 1999). See also, Kirsten Hailey. "Demographics and the Changing Face of Post-Secondary Education in Canada." *University Manager* (Summer 2001).

Once this decade of natural growth comes to an end, however, a serious decline in demand is forecasted for 2010-2020, as the “baby bust” generation graduates from high school. Enrolment in the K to 12 system is already on the decline and is expected to decrease 13.2 percent by 2005-06, leading to a decline in demand for post-secondary education by 2015 if not before.²⁴ As with the enrolment boom, the effects of the growth bust will vary across the country. Ontario and British Columbia will likely be least affected given the high number of immigrants who settle there compared to provinces like Saskatchewan.

GRAPH ONE: SASKATCHEWAN POPULATION PROJECTION 18-24 AGE COHORT



The overall population of Saskatchewan is expected to grow very slowly over the next twenty years, averaging about 0.2 percent per year.²⁵ This estimate is based on a number of variables including constant fertility and mortality rates and current migration patterns. At the end of this period, Saskatchewan will have a relatively aged population. The province already has the highest proportion of seniors, those aged 65 and over (14.6 percent in 2002), in all of Canada. By 2026, we can expect an even larger proportion of the population to be over 60 years of age.

While the retirement of the baby boom generation will create challenges for universities throughout the country, the problem is compounded in Saskatchewan where a low fertility rate, low numbers of immigrants, and out-migration of the 18-24 age cohort will mean an even greater shortfall among the traditional university-bound age group. The Saskatchewan Bureau of Statistics reports a net loss based on inter-provincial migration in the last ten years and this phenomenon is expected to continue in the years ahead.²⁶ All of this might lead Saskatchewan

24 Saskatchewan, Department of Education, personal communication. Fall 2000.

25 Saskatchewan, Department of Post-Secondary Education and Skills Training (PSEST), *An Overview of the Saskatchewan Economy and Labour Market* (May 2001)

26 Saskatchewan Bureau of Statistics, *Saskatchewan Population – Components of Growth* June 2001 (<http://www.gov.sk.ca/bureau.stats/>)

post-secondary institutions to plan for a significant reduction in their student numbers. However, a number of mitigating factors may curtail the expected decline in enrolment after 2010.

The Demand for Post-Secondary Education

In the first place, the demand for post-secondary education is not based entirely on population growth. Behind the expected increase in demand during the next decade are other factors, particularly participation rates, which depend in turn on parental expectations and changes in the labour market.

In the last twenty years, the proportion of Canadians with university degrees almost tripled. In 1976, less than 6 percent of the population consisted of university graduates; by 1996 this figure had increased to 17 percent. This accelerated demand for university degrees continues. Saskatchewan has always had one of the highest rates of participation in post-secondary education in the country. From 1980-1981 to 1998-1999, Saskatchewan's participation rate, among 18-24 year olds increased from 11.5 percent to 22.8 percent. If this trend continues, even if Saskatchewan's population remains constant, demand for post-secondary education will increase.

One of the reasons for this upward pressure on enrolment is that the return on an investment in post-secondary education appears to be increasing. Specialized skills and knowledge are a requirement for success in the 'knowledge' industries of the 21st century, and a strong foundation in the arts and sciences is typically a prerequisite to entry into these professional careers.

The demand for health professionals increases as the province and the country begin to experience a shortage of nurses, doctors, and physical therapists.²⁷ The provincial government and the University of Saskatchewan have responded by increasing enrolment in the Nursing Education Program of Saskatchewan and in the medical program.

The demand for engineers and IT specialists continues to grow, fed in part by the migration of science and technology graduates to the United States, where the pay, if not the standard of living, is higher.

The Business Services Sector expects to see a total increase of 25% in the next five years. This change is due to the rapid expansion in the information and technology industries, the adoption of those technologies by all sectors within the economy, and the continued out-sourcing of many professional services by governments and other large businesses.²⁸

As the baby boomers reach retirement age, the demand for teachers and professors is likely to increase. In Ontario alone, it is estimated that more than 5,500 new professors will be required by the 2010-2011 academic year to replace planned retirements.²⁹ In Saskatchewan, demand will likely be higher given the significant aging population and a workforce depleted by the retirement of large numbers of baby boomers.³⁰

27 Saskatchewan, Department of Post-Secondary Education and Skills Training. Saskatchewan Employment Demand Forecast 2001.

28 Saskatchewan, Department of Post-Secondary Education and Skills Training. Saskatchewan Employment Demand Forecast 2001.

29 PriceWaterhouseCoopers, "Will There Be Room for Me?"

30 Prepared by SaskTrends Monitor for PSEST. Saskatchewan Labour Market Trends Report. (January

These and other professional and specialized opportunities demand a post-secondary education. And while many educational opportunities can be provided in technical colleges, it is expected that many of the parents of high school graduates will look to universities as their first choice, if only because increasing numbers of them hold university degrees themselves.

In addition to participation rates, there are three other factors that are likely to complicate the demographic picture and the demand for places in our universities.

The Aboriginal Population

Probably the most significant, uniquely Saskatchewan, demographic change is to be found in the growing Aboriginal population. While the general population of Saskatchewan is expected to be either stable or in decline, the Aboriginal population is growing steadily. According to the 2001 Census, 27 percent of Saskatchewan's population four years old or younger was Aboriginal. *Sask Trends Monitor* predicts that, in the next five to ten years, approximately 20 percent of the school age population and the same percentage of labour force entrants will be Aboriginal.³¹ The size of the Aboriginal population in Saskatchewan, already large relative to the total (growing from 11.4 percent in 1996 to 14 percent in 2001), is expected to increase significantly by 2015.

However, a significantly higher proportion of Aboriginal students in Saskatchewan do not graduate from high school (Graph Two), although these figures are improving. In 1981, 63 percent of Canada's Aboriginal population aged 20 to 24 had not graduated from high school, by 2001, this figure had decreased to 49 percent (a slight shift upwards from these figures in 1996 when they were at 44 percent). As well, the proportion of Aboriginal students who completed a university degree nearly doubled in the same time period.³² However, it appears that compared to the rest of the population, a lower proportion of Aboriginal students plan to attend university. According to the 1999 *High School Leaver Study*, 62 percent of Aboriginal students surveyed were considering some form of post-secondary education and 56 percent of these were planning on attending a university.³³ This compares with 77 percent and 61 percent, respectively, for the general population.

In the meantime, the demand for Aboriginal graduates is growing. According to the Saskatchewan government's report on the *Partnership for Prosperity* consultation,³⁴ at public meetings, speaker after speaker reinforced the need for Aboriginal people to be more integrated into the economy of the province. The prosperity of the province is intimately bound with the long-term prosperity of Aboriginal peoples. Initiatives are currently underway to increase the representation of Aboriginal peoples in the workplace and in post-secondary education. If this trend continues, a greater proportion of the Aboriginal population may be pursuing post-

2000)

31 SaskTrends Monitor. Tracking Economic, Social, and Demographic Trends from a Saskatchewan Perspective. Deans' Retreat, University of Saskatchewan (June 1999).

32 Statistics Canada. Social Trends in Canada – Focus on Saskatchewan. March 2001 (Statistics Canada – Catalogue No. 10H0052)

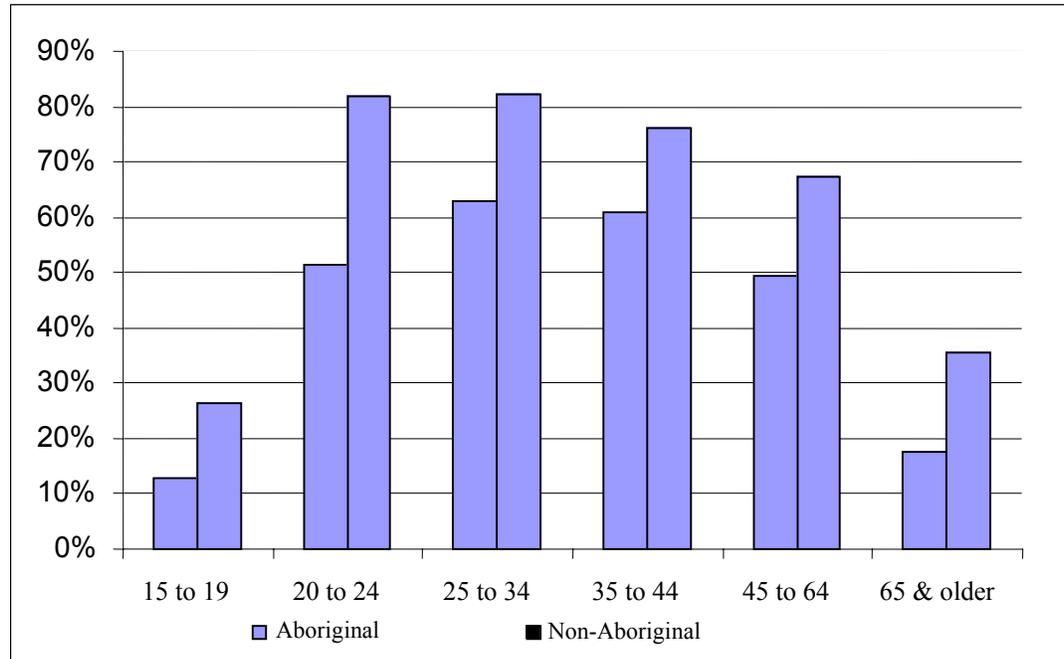
33 High School Leaver Consortium. Saskatchewan's High School Leaver Study. Saskatoon, Saskatchewan, 1999.

34 Saskatchewan, Department of Economic and Co-Operative Development, Partnership for Prosperity, Success in the New Economy (June 2001)

secondary education, mitigating the effects of a stable population.

Additional features about the Aboriginal student population at the University of Saskatchewan can be found in *Forging New Relationships: the Foundational Document on Aboriginal Initiatives at the University of Saskatchewan*.

GRAPH TWO: PERCENTAGE OF SASKATCHEWAN POPULATION AGE GROUPS WITH AT LEAST A HIGH SCHOOL GRADUATION, AS OF MAY 2001



Ontario's Double Cohort

Beginning in 2002, the Ontario government phased out Grade 13. Although the double cohort has not translated into as many students taking advantage of educational opportunities at other Canadian universities, the current post-secondary education infrastructure continues to be unable to accept all the demand. Beyond the double cohort, however, Ontario is important for other reasons. A growing population, participation rate increases, and workplace changes have Ontario estimating a potential for 88,900 more students by 2010. Even if the province built another university there would still be more demand than could be accommodated. It is likely that some Ontario students will have to look elsewhere for their education in the next ten years. Traditionally, they have looked to Quebec (especially McGill) and the Atlantic provinces, which market heavily in Ontario. For Saskatchewan to benefit from this surge in demand, specialized, Ontario-focused, recruiting will be required, an effort with which the University of Saskatchewan has relatively little experience.³⁵

³⁵ Although the Enrolment Plan was under broad discussion since 1999, the University of Saskatchewan did not capitalize on this opportunity through a major recruitment initiative in Ontario. While some students from Ontario were admitted to the University of Saskatchewan, this was more the result of their individual initiative rather than a university-coordinated recruitment initiative.

Rural Migration

Another factor that may offset the enrolment decline expected after 2010 is the continuing migration from rural to urban Saskatchewan. Except for the North and Indian Reserves, the population outside of the thirteen largest Saskatchewan communities declined between 1991 and 2001. In 1996, 53 percent of the population lived in those thirteen communities compared with 52 percent in 1991. If the surrounding 'bedroom' communities are included, Saskatoon was one of the fastest growing cities in Canada between 1991 and 2001. *Statistics Canada* reports that in the 1991-2001 ten-year span, the population of rural Saskatchewan decreased by 8.5 percent. Statisticians anticipate that this trend will continue.³⁶

The impact of these population shifts on demand for university education is indirect, but urban residents are more likely than rural residents to look to universities to further their education. According to the *High School Leaver Study*, 70 percent of those students living in urban Saskatchewan and planning to acquire more education intend to do so at a university; only 54 percent of rural students see a university education as their first option. Approximately 45 percent of the University of Saskatchewan's student body matriculates in the city of Saskatoon. As the population of Saskatoon increases, so will the number of students who wish to pursue a post-secondary education at this institution. Even if the proportion does not increase, the actual number of students attending the University of Saskatchewan and living in Saskatoon will.

Enrolment Patterns at the University of Saskatchewan

The University of Saskatchewan is considered a mid-sized institution with 19,500 students (headcount) during the regular session 2001-02. Notwithstanding the absence of an Enrolment Plan, there are some trends in this student body that are worth noting. These trends are important because they are illustrative of the axiom, "even no policy is a policy," and because they show that changes can occur in parts of the institution without much attention to their implications for other parts. Among changes that have been occurring in the last ten years are the following:

- **Total Headcount enrolment** remained relatively stable throughout the 1990s. It grew slowly during the late 1980s and early 1990s to a University of Saskatchewan record of 19,948 in 1992-93. It declined to a 1990s low of 18,630 in 1997-98 and has increased slowly (<1% annually) to a total of 19,500 in 2001-02.
- **Full-time Headcount undergraduate enrolments** followed a similar pattern with early growth to a decade high of 13,649 followed by modest declines in the mid part of the decade and recovery to a level of 13,700 by 2001-02. A more dramatic shift occurred in Part-time Undergraduate enrolment that declined from a high of 3,329 in 1990-91 to a low of 2,185 in 1997-98 followed by a partial recovery to 3,000 by 2001-02 [as opposed to 2,720 in 2000/01.]
- **Graduate Headcount enrolment** peaked in 1993-94 at 1,882, declined to a low of 1,763 in 1997-98 and is currently at 1,770. While total graduate headcount has been relatively stable, significant shifts have occurred at the degree level. Full-time Ph.D.s grew from 319 in 1990-92 to a high of 430 in 1994-95 but declined steadily to a level of 340 in 2001-02. The decline in full-time Ph.D. enrolment has been partly offset by increases in Masters

36 Statistics Canada. Social Trends in Canada – Focus on Saskatchewan. March 2001 (Statistics Canada – Catalogue No. 10H0052).

enrolments from a low of 893 in 1990-91 to a high of 1,047 in 1999-2000.

- **Non-Degree Certificate and Diploma Headcounts** have also declined during the 1990s from a high of 1,403 in 1991-92 to a low of 800 in 2001-02.
- The number of **Unclassified Studies registrants** has varied throughout the decade. Full-time Unclassified Headcount grew steadily from 222 in 1990-91 to a high of 939 in 2001-02; in 2000-01 this figure was 760. Meanwhile, Part-time Unclassified enrolment declined significantly from a 1990-91 level of 1,906 to a low of 678 in 1997-98. From that year, it has increased to a 2001-02 level of 1,070 (310 more students than in 2000-01), based primarily on a policy change permitting students who have not met the promotion average in colleges to register in unclassified studies.
- An important feature of our enrolment profile is the size of the **Aboriginal student population**. Several colleges set aside spaces for Aboriginal students. In 2002-03 1,331 **self-declared** Aboriginal students were enrolled at the University of Saskatchewan. By all measures, this is an under-estimate of the actual number who are studying at the University.³⁷ A 1997-98 survey identified 1,049 undergraduate Aboriginal students registered at Regular Session with a total of 1,134 when summer programs are included.³⁸ This represents a significant increase from 763 Regular Session and 853 students in total in 1993-94. The largest groupings of Aboriginal students are in the TEP programs in Education and in the College of Arts and Science.

It is worth noting that tuition increases have not, so far, had a dramatic impact on enrolment trends. As with most universities in Canada, the University of Saskatchewan has had to increase its tuition fees to offset the cost of offering a high quality education. Studies in the United States have shown that as tuition increases, demand increases.³⁹ The same phenomenon has occurred in Canada. For example, as a reaction to decreases in provincial funding, the provinces of Ontario and Alberta had to raise their tuition rates at a much faster pace over the last decade than most other provinces. Yet, enrolment has not declined and demand for selected high cost programs has continued to rise. In the College of Dentistry at the University of Saskatchewan, where non-bursary students pay a large portion of the costs associated with running that program, the ratio of applicants to scholarship spots in the College was 3 to 1 in 2003. Remarkably, the ratio of applicants to spots for the non-scholarship positions was 17 to 1.

Great care must be taken, however, in extrapolating from the experience of one program to grand judgments about tuition and accessibility. It would be remarkable if steady and significant increases in tuition had no effect on the size and composition of the student body, or on the approach students take to university education. Rational choices about educational options take into account both the costs and the benefits; and whatever the benefits, they are unlikely to outstrip the costs indefinitely. Moreover, the prospect of higher debt is bound to affect some types of students—low-income students, for example—far more than it will affect others. For some it will discourage attendance altogether, for others it will affect program

37 See *Forging New Relationships*, particularly *Appendix One: The Current State Analysis* for more information about the Aboriginal student population at the University of Saskatchewan.

38 University Studies Group, *Aboriginal Undergraduate Student Enrolment*

39 D. Looker and G. Lowe, *Post-Secondary Access and Student Financial Aid in Canada: Current Knowledge and Research Gaps* (February 2001)

choice and the pace at which education can be completed.

Quotas at the University of Saskatchewan

The University of Saskatchewan has established a series of quotas, generally related to admission averages of students, for both its direct entry and non-direct entry programs. Most of these quotas have been in existence for many years and many were established to meet the perceived needs of Saskatchewan. Most favour Saskatchewan students over out of province and/or international (or visa) students. Typically more students are admitted than what is stipulated in the admissions quota to compensate and/or offset students who do not accept the offer or who do not show up for classes at the beginning of the Regular Session.

The admissions quotas are largely based on the assumption that each student takes a full course load of the required credit units for each program. This assumption no longer holds. Based on a five year average undergraduate enrolment, only 83% of our undergraduate students are full-time and on average they take a 91% load (i.e., 27 credit units, or 9-3CUE classes). This pattern has significant revenue implications for the University which calculates each 1% decrease in credit course participation at the undergraduate level to be a loss of \$550,000 in tuition revenue. There is, in addition, an issue related to “unused capacity” – courses which are not filled to their stated limits.

Table One provides an overview of the current quotas in all colleges. It identifies a significant reliance on Saskatchewan residents and it highlights our currently very limited approach to out-of-province and international students. Clearly, the University of Saskatchewan will need to make significant changes to its current practices, beginning with the adoption of an admissions policy that places primary emphasis on academic preparedness of students regardless of place of origin, to ensure its future. As the Enrolment Plan concludes, when the demographic realities of the province described above become manifest, the University of Saskatchewan, with its current recruitment practices and its current utilization patterns, is exceedingly vulnerable.

**TABLE ONE: First Year College Quotas 2002-03
(Regular Session)⁴⁰**

Direct Entry Colleges	Approved Quota	Quota Details
Agriculture	140 + 90 (U)=230	200 SK + 30 OOP/Visa
Arts and Science	1,900	1,840 SK + 40 OOP + 20 Visa
Commerce	300 + 160 (U)=460	450 SK + 10 OOP/Visa
Education ⁴¹	55	SK first, OOP/Visa if space available
Engineering	350 + 60 (U)=410	315 SK + 35 OOP/Visa
Kinesiology	95 + 63 (U)=158	143 SK + 15 OOP/Visa
Nursing	260	255 SK + 15 Visa
Unclassified	No quota	
TOTAL (Direct Entry)	3,100 + 373 (U)	
Non-Direct Entry Colleges	Approved Quota	Quota Details
Dentistry	28	15 SK + 13 OOP/Visa; 3 Aboriginal spaces
Education	245	SK first, OOP/Visa if space available
Law	110	Open

40 Except where indicated (e.g., upper year transfers). U=Upper Year; OOP=Out of Province; SK=Saskatchewan residents.

41 TEP students are not a part of the College of Education quota.

Medicine	60	55 SK + 5 OOP/Visa; 3 Aboriginal spaces
Nursing (post RN) ⁴²	100	SK first, OOP/Visa if space available
Nutrition	25	19 SK + 2 OOP/Visa; 2 Aboriginal spaces
Pharmacy	80	75 SK + 5 OOP/Visa; 2 Aboriginal spaces
Physical Therapy	30	30 SK; 2 Aboriginal spaces
Veterinary Medicine	70	Western Province Agreement defines # of Aboriginal seats
TOTAL (Non-Direct Entry)	748	
Graduate Studies	No quota	
GRAND TOTAL (admitted yearly)	3,848	

Retention Patterns at the University of Saskatchewan

The University of Saskatchewan has, like other universities in Canada and elsewhere, not studied to any degree of depth the persistence and graduation rates of students in its programs. In order to effectively manage enrolments across the university, we need to better understand our student retention, persistence, and completion rates. In cases where significant student attrition problems exist, we need to better understand the reasons why students are choosing (or being required) to leave the University, and we need to develop and implement strategies to reduce levels of attrition and increase levels of student success.

As indicated in *Bridging to 2010*, the University of Saskatchewan has yet to actively engage in a systematic and comprehensive discussion of student retention, persistence, and degree-completion rates. The most recent and most comprehensive study, *the Final Report of the APPC Program Audit Project (1995)*, revealed that 17% of students in direct entry programs admitted in 1987 were required to discontinue or voluntarily withdrew at the end of their first year of studies and a further 7% were required to discontinue after their second year of studies. Of the students admitted to direct entry programs in 1987, 41% had not received any degree seven years after commencing their studies!⁴³ This is in contrast to the 80% or more of students in non-direct entry programs who completed their programs within two years of the minimum time required for the degree. Completion rates for graduate students were generally between these two extremes, with 66% of masters students and 64% of doctoral students being awarded their degree within seven years of beginning their programs. APPC expressed concern “over the number of students who fail to complete programs and the length of time taken by those who do” and recommended “further study of the issue at the institutional level”⁴⁴.

A more recent study of first year, first time, students eligible to register for second year was conducted by the Institutional Analysis Office in the spring of 2003 (Table Two).

TABLE TWO: Quotas and Retention Rates -Three Year Average (2000W, 2001W, 2002W)⁴⁵

42 The Post RN program in Nursing is primarily a part-time program so the full-time equivalent student number is much lower than the student headcount.

43 *Final Report on the Program Audit Project* (Academic Planning and Priorities Committee). December 1995, see especially pages 30 to 34.

44 *Ibid.*, page 36. As a result of the Program Audit Project, programs in a number of colleges (Engineering, Education, Law, and Physical Education) were to be reviewed early in the SPR cycle, partly on the basis of the information contained in the cohort analysis conducted by the APPC.

45 Admissions quotas are administered as a headcount of students that may be admitted to a college. To be considered a first-year student, a student cannot have completed more than 18 credit units prior to admission to the University. Returning students must re-apply for admission but are not counted as part of

Direct Entry Colleges	First Year Quota (Headcount)	First Year Students Admitted & Registered (Headcount)	Students Admitted and Registered for 2 nd Year (Headcount/% of First Year Students) ⁴⁶
Agriculture	140	125	93 (74.4%)
Arts and Science	1,900	2,260	1595 (70.5%)
Commerce	300	281	236 (83.9%)
Education	55	31	28 (90.3%)
Engineering	350	368	272 (73.9%)
Kinesiology	95	97	87 (89.6%)
Nursing ⁴⁷	260	262	235 (89.6%)
Unclassified	No quota		
Non Direct Entry Colleges	First Year Quota (Headcount)	First Year Students Admitted and Registered (Headcount)	
Dentistry	25 (28)	27	24 (88.8%)
Education	245	265	264 (99.6%)
Law	110	112	97 (86.6%)
Medicine	60 (55)	58	56 (96.5%)
Nutrition	25	25	21 (84%)
Pharmacy	80	78	78 (100%)
Physical Therapy	30	30	30 (100%)
Veterinary Medicine	70	66	69 (104%)

While it is expected that a proportion of the students registered in programs will not continue, for a variety of reasons, to the second and senior years of study, the University of Saskatchewan needs to do more to identify the reasons for the significant loss of students in some colleges. This will require further study over the course of the first planning cycle and as the Enrolment Plan is implemented.

Financial Aid at the University of Saskatchewan

Financial aid for undergraduate and graduate students has been accepted as a major challenge for the University of Saskatchewan. During the cutbacks of the 1990s, the undergraduate and graduate scholarship funding was drastically reduced and we are still feeling the effects of these cutbacks a decade later. The funding available for scholarships and bursaries has become an even greater problem since the adoption of a national norms tuition policy in 2001/02. Tuition fees have grown significantly, but spending on scholarships and bursaries has not. Currently, the University of Saskatchewan offers a total of 229 undergraduate entrance awards (total value: \$1.05 million), 115 Greystone Scholarships (total value: \$197,000), and 421 undergraduate continuing awards (total value: \$1.2 million).

While the University has increased its spending on scholarships and bursaries over the last three years (at both the undergraduate and graduate levels), our competitors have increased their spending at an even higher rate. No matter how we compare ourselves to other similar institutions, the University of Saskatchewan has a significant funding gap in this important area. To reach the average dollar amount spent on scholarships and bursaries at our peer

the admissions quota. In this study, the quotas for the Colleges of Medicine, Dentistry, and Education are quotas for 2002W, with previous years in brackets to reflect changes between 2001/02 and 2002/03.

46 Two year average only; information on persistence to 2003 will not be available until October 2003.

47 NEPS students only.

institutions, the University would have needed to distribute an additional \$5.2 to \$6.7 million annually in 2000-01. For the University to be at 'national norms' in scholarships and bursaries in 2005-06, up to an additional \$14.6 million could be needed annually.

At current spending levels, we will continue to fall further behind our peer institutions. Low expenditures on scholarships and bursaries at the U of S, combined with increasing expenditures by our peer institutions will have significant impacts on our recruiting and retention efforts. Many of Saskatchewan's top students are going elsewhere because of better funding opportunities (*No-Show Study*, 2000). As tuition rises, the funding available to support students will have an increasing impact on our ability to recruit high caliber students, retain student through to graduation, and reward academic excellence.

Many other universities have some form of tiered program as part of their recruitment strategy. The University of Saskatchewan has, to date, not used such a strategy, in part, because the cost is substantial.

TABLE THREE: Tiered Entrance Programs at Peer Institutions

Average	University of Alberta	McMaster University ⁴⁸
95-100%	\$4,000 - \$6,000	\$3,000
90-94%	\$2,000 - \$3,500	\$2,000
85-89%	At least \$2,000	\$1,000
80-84%	At least \$1,000	\$750

Low expenditures on scholarships, bursaries, and prizes also has an impact on the student experience. For example, there currently is no central support for students who wish to have an international experience and funds available to international students wishing to study at the University of Saskatchewan are much lower than our peer institutions.

In recent years efforts have been made to increase expenditures on scholarships and bursaries. Since 1996/97, nearly \$3 million in new funds have been made available. But, as indicated above, this effort reinforces the need to place a high priority on this issue as the Enrolment Plan is implemented.

<PMM/PC/MMA.21november2003>

48 Unlimited number, renewable for one year.

Appendix Two

Bridging to 2010: Development and Consultation Process

1. Development Process

There have been four major drafts of the Enrolment Plan (versions 0.7, 0.8, 0.9, and 1.0) distributed and discussed on campus. Many faculty, staff, students, deans, department heads, and committees have been involved in its development and evolution.

Early in his tenure as Vice-President Academic, Michael Atkinson involved the Deans in a series of retreats aimed at identifying the primary issues facing the University of Saskatchewan over the immediate term. The Deans identified “the student experience” (along with “building research intensity” and “faculty recruitment and retention”) as the three major issues that required immediate attention. In June 1999, a Deans’ Retreat to discuss the “student experience” was held at Anglin Lake. Mr. George Grainger, Registrar at McMaster University, was invited to comment on enrolment management at that institution. Also invited were USSU and GSA student leaders and a number of Aboriginal students. The purpose of this “community planning day” was to focus the discussion on immediate irritants faced by students and to engage in a discussion of longer term issues students were concerned about which might be addressed in an enrolment plan or as part of the “student experience” initiative. One of the outcomes of this retreat was the establishment of an Enrolment Plan Task Force to develop an initial document for discussion. Members of this Task Force included Mark Evered, Vice-Provost (as chair), Vera Pezer, Ken Smith, Gary Kachanoski, Barrie Dubray, Jack Wallace, and Pauline Melis. In the meantime, the Vice-President Academic took the opportunity, in March 2000, to feature “the student experience” as the theme for his annual “Academic Agenda” talk (see the Provost’s Office website, www.usask.ca/vpacademic/speeches/shtml) entitled “What Do We Owe Our Students?”

The Task Force prepared an initial set of assumptions which were first presented at a Deans Retreat in April 2000. This retreat was attended by Deans, student leaders, chairs of the major Council committees, and persons with significant functions in student affairs. The powerpoint presentation developed for this retreat was refined and later presented at a January 2001 Deans Retreat where additional ideas were incorporated. This powerpoint presentation was then taken to the Planning and Budget Committees of Council, the USSU, the Department Heads Leadership Program, the Deans’ Council, and the University Senate for comment and reaction. Following this consultation round, it was determined that a document should be prepared for general distribution. The initial presentation, with refinements, was written up and distributed as version 0.7 for comments and reaction. Three additional versions were developed based on additional feedback and consultation, part of the process for the approval of Foundational Documents established as part of the Integrated Planning Initiative. Version 0.8 incorporated the general sense of “overall size” of the University and its potential for growth, based on discussions with the committees of Council (Planning and Budget) and with the Deans. Version 0.9 attempted to sort out “enrolment planning” issues (size and composition of the student body) from “student experience” issues (First Year Experience, student retention efforts) and to invite discussion on both aspects (enrolment and student success). Version 1.0 points toward the need for additional discussion on the “student experience” and identifies a new Foundational Document on Teaching and Learning as a vehicle for engaging this discussion.

In addition to the above, the Provost's Office benefited from the visits of Larry Lauer, Associate Vice-Chancellor for Communications and Public Affairs, Texas Christian University, and Dr. Jim Black, Associate Provost, University of North Carolina (Greensboro) in providing advice on enrolment planning.

Individual and group consultation and feedback provided suggestions for improvement that were incorporated into this version of the Enrolment Plan.

2. Document Preparation

As indicated above, a series of drafts of the Enrolment Plan were presented and circulated for comments. The draft Enrolment Plan, particularly specific concepts related to the Saskatchewan First policy and the admissions average to the University, were discussed at two separate meetings of the University Senate (May 2002; Spring 2003).

Feedback on the document from several group discussions, particularly from the committees of Council, the Senate, and the Deans, produced several suggestions for improvement. These comments formed the basis for revisions and discussions with Deans' Council and with Council committees.

3. Formal Approval Process

Council approved a 'process and timelines' document in December 2002 outlining how Council proposed to review and approve the Foundational Documents. It is anticipated that this Foundational Document will be first discussed by Council at its October 2003 meeting and approved at its November 2003 meeting. Comments from the initial discussion at Council should be incorporated into the final version. Once the document is approved by Council it will be posted on the Integrated Planning website: (www.usask.ca/vpacademic/integrated-planning/).

The Academic Programs Committee, the committee assigned the lead responsibility for this Foundational Document, considered it at a number of meetings over the course of the past three years and unanimously recommended the document for discussion and approval at its October 3, 2003 meeting.

Group Discussions of Bridging to 2010:

(a) Committees of Council

The Academic Programs Committee was designated by the Planning Committee to be the lead committee for Council's review of this document. The committee discussed the document during each of the 2000-01, 2001-02, and 2002-03 academic years. The Budget and Planning Committees of Council also reviewed the document at several meetings over the past three years. The Quota Subcommittee of the Planning Committee also reviewed version 0.9 and provided comments to the Drafting Committee.

(b) Other Group Consultations

Deans' Council
Department Heads Leadership Program
University Senate May 2002
University Senate April 2003

4. Drafting Committee

The primary drafters of the Enrolment Plan have been Michael Atkinson, Provost and Vice-President Academic, and Pauline Melis, Director of Institutional Planning, who worked collaboratively over a period of three years to produce various drafts of this Foundational Document. They were joined, at various stages, by Mark Evered, Vice-Provost, Ken Coates, Dean of Arts and Science, Gary Kachanoski, former Dean of Graduate Studies and Research, Vera Pezer, former Associate Vice-President Student Services, Ken Smith, former Registrar, Jene Porter, former chair of the Planning Committee of Council, Kelly Saretsky, former Assistant Registrar Enrolment Management, Bob Cram, former Director of Extension Credit Studies, Jack Wallace, former Vice-President Academic for the USSU, Dave Hannah, Associate Vice-President Student and Enrolment Services, Tom Wishart, Dean of Graduate Studies and Research, Geoff Hughes, Chair of the Academic Programs Committee of Council, and Lou Qualtiere, chair of the Planning Committee of Council.

As indicated above, the four major revisions to the Enrolment Plan were developed through a wide-ranging consultation process with three different drafting committees over a period of five years. The consultation and development process was coordinated and supervised by Pauline Melis.

Members of the Final Drafting Committee for the Enrolment Plan were:
Michael Atkinson, Provost and Vice-President Academic
Dave Hannah, Associate Vice-President Student and Enrolment Services
Ken Coates, Dean of Arts and Science
Tom Wishart, Dean of Graduate Studies and Research
Geoff Hughes, Chair, Academic Programs Committee of Council
Lou Qualtiere, Chair, Planning Committee of Council
Paola Chiste, Research Analyst, Integrated Planning Office
Pauline Melis, Director of Institutional Planning

The Drafting Committee is most grateful to all of the members of the University community who assisted us to this stage over the past five years.

<PMM.12november2003>