

SIMON FRASER UNIVERSITY

S. 82-136

MEMORANDUM

As amended at Senate, December 6, 1982

To..... Senate.....

From..... J.M. Munro.....

..... Vice-President, Academic.....

Subject..... President's Committee on
Enrolment Limitation.....

Date..... November 23, 1982.....

Action taken by the Senate Committee on Academic Planning at its meeting of September 22, 1982 and the Senate Undergraduate Admission Board at its meeting of October 21, 1982 gives rise to the following motion.

MOTION

That Senate approve and recommend approval to the Board of Governors the following recommendations concerning limitation of enrolment.

A. General

1. That any policies for limiting enrolment shall be based primarily on academic achievement and potential.
2. That any regulations involving University or department enrolment limitations shall be conveyed to students as early as possible. Since unforeseen circumstances may require special actions to control enrolments, a statement advising of this possibility shall be included in the University calendar.
3. That no action be taken on the specific recommendations regarding overall University enrolment limitation until
 - a) there has been discussion with the other two universities and other educational institutions;
 - b) the new UCBC grant allocation mechanism has been established.

B. University Enrolment

1. That, until additional space is made available and until the University's operating grant support reflects actual increases in the costs of operating the University, the undergraduate head count enrolment in the Fall semester shall be limited to 11,000 students. The determination of head count enrolment for this purpose shall exclude enrolment in the Directed Independent Study Course program and other programs funded through the Interior budget.

To implement this overall limitation, the following specific limitation measures shall be employed, in the order indicated.

- a) Reconsideration of the international student quota to ensure that this group of students bears an appropriate proportion of the reduction in total enrolment and that there is consistency between the standards applied to this group and other admission categories.
- b) The high school grade point average required to enter the University directly from B.C. high schools continue at 2.50 for all students, but with modification of the present review process for applicants below this level.
- c) The regulations governing the academic standing required for continuance as a student be made more stringent. The changes should concentrate on reducing the period of time in which students with deficient GPAs may continue as students and on removing the authority of the Senate Appeals Board to re-admit students who are on "required to withdraw" or "permanent withdrawal" status except under extenuating circumstances

(NOTE:- The Senate Undergraduate Admissions Board has given consideration to this matter and it is expected that specific recommendations will be brought forward to Senate shortly. It is intended that action in this area be undertaken as soon as possible because of academic standards, without reference to the enrolment limitation processes. The recommendations at present are at SCUS).

- d) The admission of students under the mature student category be adjusted with more stringent conditions for continuance.

(NOTE:- The Senate Undergraduate Admissions Board has given consideration to this topic and it is expected that specific recommendations will come forward from that body to Senate shortly. The recommendations at present are at SCUS).

- e) The cumulative grade point average normally required for admission of students transferring from colleges and universities be set at 2.25 for Canadian institutions. The equivalent requirement for non-Canadian institutions shall be increased to 2.65.
 - f) Limitation of enrolment beyond the levels achieved through a), b), c), and d), be accomplished by increasing the required level of academic achievement in some or all of the above areas.
2. That, since part-time students constitute an increasing proportion of total undergraduate enrolment, a separate study be made to assess the implications of this trend on operating and capital costs and the character of the University.

C. Departmental Enrolments

1. That enrolment limitations for individual departments be considered when one of the following conditions prevails:
- a) enrolment growth exceeds the department's ability to respond because of physical space constraints, the inability of the University to allocate more operating resources to the department, or the inability of the department to attract sufficient qualified faculty;
 - b) undergraduate enrolment in the department constitutes an excessive proportion of the University's total undergraduate enrolment;
 - c) it is determined that the best interests of the department and the University in maintaining academic quality require that enrolment be limited.
2. That policies for limiting departmental enrolments be uniform across the University, recognizing that unique situations may require special attention.
3. That the policy for limiting departmental enrolments take the following form:
- a) determination by the department, in conjunction with the Faculty Dean, of the number of students which it can accommodate in its honors, major, minor and other programs.
 - b) establishment of a minimum cumulative G.P.A. for acceptance into departmental programs. The cumulative G.P.A. will be set at a level which is expected to enrol the number of students determined in a);
 - c) to remain in a department's program, the student shall be expected to maintain a cumulative G.P.A. at a level to be determined at the time that the enrolment limitation policy is established;

- d) students who are not accepted into departmental programs but who wish to take upper division courses in the department, shall be governed by the cumulative G.P.A. required at the time they wish to register in these courses.

Approval by Senate and Board of Governors would be required in each case.

D. Scheduling and Flexibility

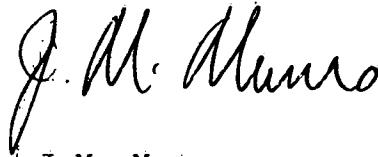
That the recommendations of the Senate Committee on University Budget in its report "Enrolment Growth: The Effect on Instructional Facilities", relating to the feasibility of assigning courses to individual rooms after the completion of in-person registration, spreading of courses more evenly across the five-day week, more effective scheduling of evening courses, and more efficient use of large lecture theatres be considered for implementation.

E. Future Review

That the Senate Committee on Academic Planning be given responsibility for monitoring the impact of enrolment limitation measures and recommending appropriate changes to Senate for its consideration.

RATIONALE

The report of the President's Committee on Enrolment Limitation is attached for information, and provides rationale for the proposed motion. The report and its recommendations were considered by the Senate Committee on Academic Planning and, in addition, section C of those recommendations, dealing with university enrolment, has received consideration by the Senate Undergraduate Admissions Board, with specific recommendations from that Board expected to come forward shortly to Senate. The motion now proposed for Senate consideration is based on the actions of the two Senate committees.


J.M. Munro

SIMON FRASER UNIVERSITY

MEMORANDUM

To..... Mr. H. Evans	From..... Senate Committee on Academic
Secretary to Senate	Planning
Subject.....	Date..... November 19, 1982

Action taken at the September 22, 1982 meeting of the Senate Committee on Academic Planning gave rise to the following motion:

"That approval be given to the report of the President's Committee on Enrolment Limitation and recommendation for approval be made to Senate".

It should be noted that certain recommendations of the report fall under the purview of other Senate Committees; in those instances, the relevant recommendations are now under review with reports expected from the other Senate Committees early in 1983.

John Chase

JSC/gma

MEMORANDUM

.....K...G...Pedersen.....
.....President.....
Subjed. President's Committee on Enrolment.....
Limitation

From.....J. M. MUNRO.....
.....Vice-President, Academic.....
Date.....August 3, 1982.....

The President's Committee on Enrolment Limitation was established by you in February, 1981 to examine matters relating to the possible limitation of undergraduate enrolment at Simon Fraser University and to advise the President on this issue. Members of the Committee included J. S. Chase, Director of Analytical Studies and H. M. Evans, Registrar. I chaired the Committee.

The Committee distributed its first report in June, 1981. That report provided information on enrolment growth, the ability of the University to accommodate increased enrolment, and various options for limiting enrolment. No recommendations were set out in the first report -- the Committee wished to stimulate discussion and obtain comments from the University community before drafting specific recommendations.

A second report was released in December, 1981. That report provided some additional information and contained a set of draft recommendations. An open meeting to discuss the report was held and it and a number of written comments gave the Committee new perspectives on the enrolment problem and the measures available to solve it.

Over the last year, extensive comments on this matter have been received from students, faculty and staff. While enrolment limitation is not an issue on which campus opinion is unanimous, the Committee was impressed by the thoughtfulness of the responses it received and the concern expressed for the well-being of the University. We wish to acknowledge the assistance of all those who provided comments. It has not been possible, obviously, to accommodate all the viewpoints within our recommendations.

J. M. Munro
J. M. Munro

/gma

cc J. Chase
✓ H. Evans.

RECEIVED

AUG 6 1982

REGISTRAR'S OFFICE
MAIL DESK

FINAL REPORT OF THE
PRESIDENT'S COMMITTEE ON ENROLMENT LIMITATION

J. M. Munro, Chairman
J. S. Chase
H. M. Evans

August, 1982

1. RECOMMENDATIONS

A. Introduction

These recommendations represent, in the view of the President's Committee on Enrolment Limitation, the best policies for the University to adopt in the face of increasing demand by students for its programs and constant or decreasing financial and space resources. We believe it is regrettable that the University must consider limiting undergraduate enrolment and we recognize that any measures proposed to effect such limitation would raise serious concerns.

B. General

1. That any policies for limiting enrolment shall be based primarily on academic achievement and potential.
2. That any regulations involving University or department enrolment limitations shall be conveyed to students as early as possible. Since unforeseen circumstances may require special actions to control enrolments, a statement advising of this possibility shall be included in the University calendar.
3. That no action be taken on the specific recommendations regarding overall University enrolment limitation until
 - a) there has been discussion with the other two universities and other educational institutions;
 - b) the new UCBC grant allocation mechanism has been established.

C. University Enrolment

1. That, until additional space is made available and until the University's operating grant support reflects actual increases in the costs of operating the University, the undergraduate head count enrolment in the Fall semester shall be limited to 11,000 students. The determination of head count enrolment for this purpose shall exclude enrolment in the Directed Independent Study Course program and other programs funded through the Interior budget.

To implement this overall limitation, the following specific limitation measures shall be employed, in the order indicated.

- a) Reconsideration of the international student quota to ensure that this group of students bears an appropriate proportion of the reduction in total enrolment and that there is consistency between the standards applied to this group and other admission categories.
- b) The high school grade point average required to enter the University directly from B.C. high schools continue at 2.50 for all students, but with modification of the present review process for applicants below this level.

- c) The regulations governing the academic standing required for continuance as a student should be made more stringent. The changes should concentrate on reducing the period of time in which students with deficient G.P.A.'s may continue as students and on removing the authority of the Senate Appeals Board to re-admit students who are "Required to Withdraw" or "Permanent Withdrawal" status.
- d) The admission of students under the mature student category be conditional based on fulfillment of the following conditions:
 - i) registration in and completion of at least 5 semester hours in the first semester of enrolment;
 - ii) achievement of a G.P.A. of at least 2.00 in the first semester.

Students admitted under this admission category who do not fulfill these conditions shall be placed on "Required to Withdraw" status.

- e) The cumulative grade point average normally required for admission of students transferring from colleges and universities be increased to 2.25 for British Columbia institutions. The equivalent requirement for out-of-province institutions be increased to 2.65.
 - f) Limitation of enrolment beyond the levels achieved through a), b), c), d) and e) be accomplished by increasing the required level of academic achievement in some or all of the above areas.
2. That, since part-time students constitute an increasing proportion of total undergraduate enrolment, a separate study be made to assess the implications of this trend on operating and capital costs and the character of the University.

D. Departmental Enrolments

1. That enrolment limitations for individual departments be considered when one of the following conditions prevails:
- a) enrolment growth exceeds the department's ability to respond because of physical space constraints, the inability of the University to allocate more operating resources to the department, or the inability of the department to attract sufficient qualified faculty;
 - b) undergraduate enrolment in the department constitutes an excessive proportion of the University's total undergraduate enrolment;
 - c) it is determined that the best interests of the department and the University in maintaining academic quality require that enrolment be limited.

2. That policies for limiting departmental enrolments be uniform across the University, recognizing that unique situations may require special attention.
3. That the policy for limiting departmental enrolments take the following form:
 - a) determination by the department, in conjunction with the Faculty Dean, of the number of students which it can accommodate in its honors, major, minor and other programs.
 - b) establishment of a minimum cumulative G.P.A. for acceptance into departmental programs. The cumulative G.P.A. will be set at a level which is expected to enrol the number of students determined in a);
 - c) to remain in a department's program, the student shall be expected to maintain a cumulative G.P.A. at a level to be determined at the time that the enrolment limitation policy is established;
 - d) students who are not accepted into departmental programs but who wish to take upper division courses in the department, shall be governed by the cumulative G.P.A. required at the time they wish to register in these courses.

Approval by Senate and Board of Governors would be required in each case.

E. Scheduling and Flexibility

That the recommendations of the Senate Committee on University Budget in its report "Enrolment Growth: The Effect on Instructional Facilities", relating to the feasibility of assigning courses to individual rooms after the completion of in-person registration, spreading of courses more evenly across the five-day week, more effective scheduling of evening courses, and more efficient use of large lecture theatres be considered for implementation.

F. Future Review

That the Senate Committee on Academic Planning be given responsibility for monitoring the impact of enrolment limitation measures and recommending appropriate changes to Senate for its consideration.

II. CHARGE TO THE COMMITTEE

In his memorandum of February 10, 1981, Dr. K. G. Pedersen, President of Simon Fraser University, provided the Presidential Committee on Enrolment Limitation (PCEL) with the following membership and terms of reference:

MEMBERSHIP: J. M. Munro, Vice-President, Academic (Chairman)
J. S. Chase, Director, Analytical Studies
H. M. Evans, Registrar

TERMS OF REFERENCE:

To advise the President concerning the following matters relating to limiting undergraduate enrolment at Simon Fraser University:

1. the classroom and other physical limitations on continued growth in undergraduate enrolment;
2. in consultation with the Senate Committee on University Budget, to review the opportunities for extending the use of campus space over the week in Fall and Spring semesters;
3. the opportunities for a more accommodating enrolment distribution throughout the full academic year (i.e., increased enrolment in the Summer semester in association with decreases in the other two semesters);
4. the possibilities of increasing the use of off-campus space;
5. the problems of enrolment increases in particular departments and programs;
6. the difficulties associated with enrolment limitations as they relate to particular groups of students (e.g. high school students, college transfers, part-time student, on and off-campus students, international students, senior citizens, etc.);
7. the financial consequences of limiting enrolment;
8. analysis of possible measures to limit enrolment:
 - a) increases in admission standards;
 - b) tightening of academic standard regulations for existing students;
 - c) program-specific limitation measures;
 - d) new program quotas.

The Committee has chosen not to structure its report or recommendations according to these terms of reference. Nevertheless, we believe that all of them have been addressed in this report.

III. SUMMARY OF CURRENT ENROLMENT SITUATION

Simon Fraser University has been, and continues to be, one of the most rapidly growing universities in Canada. From 1974/75 through 1981/82, undergraduate headcount enrolment increased 66 percent to 12,629 while undergraduate full-time equivalent enrolment increased by 34 percent to 8,376; average per annum increases over the seven-year period were 7.54 and 4.30 respectively. Over the same period, graduate headcount enrolment increased 54 percent to 1,243, while graduate full-time equivalent enrolment increased by 40 percent to 937.

Equally as dramatic as the overall enrolment increases have been the changes in admission categories, attendance patterns, and program preferences.

Undergraduate students admitted to S.F.U. can be classified into four broad categories, as shown below:

Percent Distribution of New Students Admitted in Years Specified								
	<u>1974/75.</u>		<u>1979/80</u>		<u>1980/81</u>		<u>1981/82</u>	
	#	%	#	%	#	%	#	%
a) B.C. Grade XII	929	25.4	1,196	30.5	1,082	23.2	1,161	25.4
b) mature	403	11.0	634	16.2	764	16.4	673	14.7
c) transfer	1,044	28.5	1,017	26.0	1,324	28.5	1,372	30.0
d) other ¹	1,287	35.1	1,070	27.3	1,483	31.9	1,367	29.9
TOTAL	3,663	100.0	3,917	100.0	4,653	100.0	4,573	100.0

¹Includes those admitted on the basis of special status Grade XIII and additional work, foreign equivalent of Grade XII, out of province Grade XII, early admission, special entry, visitors, and P.D.P.

Between 1974/75 and 1979/80, little change occurred in the numbers of students admitted as transfer students; the B.C. Grade XII and mature student categories showed significant increases while the 'other' category showed a decline about equal to the increases in the B.C. Grade XII category. Between 1979/80 and 1981/82, the substantial rise in the number of new admissions resulted primarily from increases in the 'transfer' and 'other' categories and to a lesser degree in the mature student category; only those admitted on the basis of B.C. Grade XII showed a decline.

The shifts in attendance patterns have been even more significant.

Percentage of Total Undergraduate Enrolment		
	<u>1974/75</u>	<u>1981/82</u>
a) undergraduate full-time	71	49
b) undergraduate part-time	29	51
c) day-time ¹	90	84
d) evening only	10	16

¹Includes those enrolled in day-time only and a combination of day-time and evening courses.

While full-time undergraduate enrolment continued to rise over the seven-year period (from 5,394 to 6,148), the increase in part-time undergraduate student enrolment was much more rapid (from 2,189 to 6,480).

The use of an 'evening only' category clearly understates a major shift from day-time to evening attendance. In addition to those students enrolling as 'evening only', there are many students enrolled in a combination of day-time and evening courses. In the Fall 1981 semester, for example, 48 percent of undergraduate students were enrolled in day-time course offerings only, 33 percent in a combination of day-time and evening course offerings, and 19 percent in an evening only program.

A third major change in attendance patterns is reflected in the distribution of students attending on-campus versus off-campus. As a result of initiatives in the interior of the province, SFU/Downtown, and the DISC program, F.T.E. off-campus enrolments now constitute 9 percent of the University's F.T.E. undergraduate Fall semester enrolment.

Finally, international student enrolments (those admitted to Canada on the basis of a student visa, visitor's visa, or diplomatic visa) as a proportion of all semester total undergraduate headcount enrolment have risen steadily from 4.8 percent of the total in the fall semester 1974, to 9.6 percent in the Fall semester 1980, and 10.9 percent in the Fall semester 1981.

IV. CAPACITY

The extent to which Simon Fraser University can accommodate more students is affected by a number of variables. The Senate Committee on University Budget examined the course scheduling operation at Simon Fraser University in order to assess the extent to which additional undergraduate students can be accommodated within existing on-campus instructional facilities. In its report, "Enrolment Growth: The Effect on Instructional Facilities", SCUB concluded that a conservative estimate of the increase in undergraduate full-time equivalent students which could realistically be accommodated within current instructional facilities was 24 percent. Using SCUB's base semester of 1980-3, this represents an increase of 1,505 undergraduate F.T.E. on-campus students, and would allow an on-campus undergraduate F.T.E. population of 7,774 per semester.

It should be noted that the Senate Committee on University Budget did not specifically address the adequacy of undergraduate laboratory space, or take into consideration the instructional implications of graduate student enrolment. Analysis by the Office of Analytical Studies indicates that non-laboratory space constraints were potentially more severe than those for laboratory space. Given this relative ranking of space pressures, it was decided to limit the analysis to the former.

At the graduate level, the demands on instructional space are quite different from those at the undergraduate level. Many departments utilize their own space for graduate courses, rather than space scheduled by the Registrar's Office. In addition, there is generally more scheduling flexibility at the graduate than at the undergraduate level. In making these generalizations, this Committee acknowledges that in some departments graduate instruction does require the use of centralized instructional facilities. However, our mandate was to study the limitation of undergraduate enrolment.

The 24 percent potential increase in undergraduate enrolment projected by SCUB involved the following assumptions:

1. Funds would be available to departments to offer new and/or additional sections of existing courses;
2. Students would seek to enrol in courses offered by departments in which there are not enrolment constraints.

Since enrolment growth has not been evenly distributed across the University, enrolment pressures and attendance problems have been experienced by some, but not all, departments. The heavy demand for courses in such departments as Business Administration, Criminology, Economics, Computing Science and Mathematics suggests that a uniform spread of course enrolments across the University is not likely to result from additional enrolment increases. Whether students unable to enrol in high-demand courses and programs will remain at S.F.U. or will transfer elsewhere is not known.

Instructional space limitations are only one of a number of potential constraints which can affect the University's capacity to accommodate increasing numbers of students. Others include:

- a) operating budget levels;
- b) instructional staffing levels;
- c) instructional staff office requirements;
- d) student services - academic advice, medical services, recreational services, study space, cafeterias, Registrar's Office, and others;
- e) parking facilities.

The three with the greatest potential impact are a), b), and c).

As rough approximations only, the Committee estimates that a 24 percent increase in F.T.E. undergraduate on-campus enrolment would require an 18 percent increase in the instructional budget and a 12 percent increase in the remainder of the University's budget. In 1982/83 dollars, this amounts to 11.3 million. This dollar increase makes no allowance for either improvements in or expansion of current academic programs. The magnitude of this real dollar increase considered in the context of current rates of inflation and provincial operating grants of the past several years should convey both the magnitude and severity of the problems facing this University as enrolment increases.

The projected increase in student numbers presumes some increase in classroom utilization resulting from the offering of more courses and sections of courses. This, in time, would require additional instructional staff and staff offices.

Although building projects proposed by the University Space Committee would add more offices, the present shortage is expected to increase. The degree to which the problem worsens will depend on enrolment and operating grant support; the latter is the most critical. Pressures on instructional office space will be minimized if operating grant support is insufficient to provide for increases in instructional staff and will be exacerbated if the reverse is true. At the same time, without increases in operating grants sufficient to increase numbers of instructional staff, increases in student numbers will be limited by the absence of additional courses and sections of courses.

The service areas identified above are all affected by enrolment increases. The severity of the pressures in these areas will be a function of the magnitude of the annual enrolment increases and the time frame within which they occur. Large increases in a limited time frame will impose significant pressures on each of these areas while the converse would, given adequate funding, enable the University to make adequate provision for services.

V. ENROLMENT PROJECTIONS

In its first report in June, 1981, the President's Committee on Enrolment Limitation presented information on enrolment projections over the 1981-1990 period. Using various growth rate assumptions, F.T.E. undergraduate enrolment was projected for each year over this ten year period. These showed, for example, that the 24 percent increase suggested in the Senate Committee on University Budget report might be reached as soon as 1984 or as late as the early 1990's. In that report, the President's Committee on Enrolment Limitation shied away from setting a lower target, believing that too many uncertainties existed to make early curtailment of undergraduate enrolment a wise recommendation.

The uncertainties persist, but all known facts suggest that the grant and space requirements which support the 24 percent potential enrolment increase will not be realized. Grants to support increased capacity in academic programs and higher levels of support services will not, it appears, be available. Neither will badly-needed classroom and office space. Accordingly, the President's Committee on Enrolment Limitation sees no alternative but to recommend an early limit on enrolment increases. We recommend:

THAT, UNTIL ADDITIONAL SPACE IS MADE AVAILABLE AND UNTIL THE UNIVERSITY'S OPERATING GRANT SUPPORT REFLECTS ACTUAL INCREASES IN THE COSTS OF OPERATING THE UNIVERSITY, THE UNDERGRADUATE HEADCOUNT ENROLMENT IN THE FALL SEMESTER SHALL BE LIMITED TO 11,000 STUDENTS. THE DETERMINATION OF HEADCOUNT ENROLMENT FOR THIS PURPOSE SHALL EXCLUDE ENROLMENTS IN THE DIRECTED INDEPENDENT STUDY COURSE PROGRAM AND OTHER PROGRAMS FUNDED THROUGH THE INTERIOR BUDGET.

The undergraduate headcount enrolment in 1981-3 was 10,100, about 9,250 of which was on-campus.

VI. MEASURES TO LIMIT ENROLMENT

The President's Committee on Enrolment Limitation considered a variety of measures designed to limit enrolment in its first and second reports. Additional measures were suggested in various responses to those reports.

A major problem in controlling enrolment growth at Simon Fraser University is that undergraduate students are admitted to the University without specification of program. (The only major exception is the Professional Development Program of the Faculty of Education, where students must be admitted to both the University and the Program). Once enrolled, students can enrol for up to sixty semester credit hours before

declaring a major in a particular program. Between admission and the sixty credit hour point, students are free to explore across a wide variety of disciplinary areas. Declaration of a major is based on student choice -- subject to completion of departmental and university requirements and, recently, to achievement of a high enough cumulative G.P.A. for admission to some programs.

Therefore, limitations on enrolment can most effectively be applied either at the time of admission to the University or at the time a student is being considered for formal admission to a major, minor, honors, or other program.

Enrolment pressures are not limited to upper division courses nor do they depend on the number of students applying to specialize in a particular program. A department's lower division course offerings may be affected by enrolment pressures both from potential majors as well as from students wishing or required to enrol in the course but with significant interest in another discipline.

If all enrolment limitations were imposed at the time of admission to Simon Fraser University, the University would benefit from the opportunity to develop and implement a more rational academic planning and resource allocation process. Some attention must, however, be paid to two factors: newly admitted students will not distribute themselves evenly across all departments and not all departments are equally able to accommodate an increased number of students. The problem of department-level enrolment limitations is addressed in the next section of the report.

Whatever the scope of enrolment limitations, a criterion for applying the limitation is needed. The position of the President's Committee on Enrolment Limitation is that any policy for limiting enrolment should use academic quality as its main criterion. Accordingly, we recommend:

THAT ANY POLICIES FOR LIMITING ENROLMENT SHALL BE
BASED PRIMARILY ON ACADEMIC ACHIEVEMENT AND POTENTIAL.

The Committee is also concerned, however, that policies can be applied with administrative efficiency, are easy to understand, and are relatively consistent with those of the other two B.C. universities and other education institutions. We also believe it important that students be informed of enrolment limitations as early as possible. Accordingly, we recommend:

THAT ANY REGULATIONS INVOLVING UNIVERSITY OR DEPARTMENT
ENROLMENT LIMITATIONS SHALL BE CONVEYED TO STUDENTS AS
EARLY AS POSSIBLE. SINCE UNFORESEEN CIRCUMSTANCES MAY
REQUIRE SPECIAL ACTIONS TO CONTROL ENROLMENTS, A
STATEMENT ADVISING OF THIS POSSIBILITY SHALL BE INCLUDED
IN THE UNIVERSITY CALENDAR.

THAT NO ACTION BE TAKEN ON THE SPECIFIC RECOMMENDATIONS
REGARDING OVERALL UNIVERSITY ENROLMENT LIMITATION UNTIL
THERE HAS BEEN DISCUSSION WITH THE OTHER TWO UNIVERSITIES
AND OTHER EDUCATIONAL INSTITUTIONS.

Possible actions to limit enrolment at the University level to meet the 11,000 student target include the following:

1. Preferential admission for full-time students and/or limitations on the number of part-time students;
2. Preferential admission by geographical residence
 - a) British Columbia
 - b) Canada
 - c) other, e.g. by country
3. Admission category quotas
 - a) grade XII
 - b) transfer
 - c) mature
 - d) other
4. Higher admission requirements for various admission categories.
5. Admission examinations in at least Mathematics and English.
6. Higher standing required for continuation as a student.

We will address each of these alternatives in turn.

1. The number of part-time students has increased significantly since the early years of the University. In 1969, the ratio between undergraduate full-time equivalent enrolment and undergraduate headcount enrolment was 0.96. In 1981-3, the ratio stood at 0.69. While full-time and part-time students have both increased in the intervening period, the rate of growth of part-time students has far outstripped that of full-time students. The budgetary implications of the increasing numbers of part-time students affect many areas of the University -- admissions, registration, parking, food services, academic advice, counselling, the academic departments, etc. In addition, many have questioned whether the trend toward increasing numbers of part-time students, carrying as it does the image of a commuter university, is compatible with aspirations to be identified with a university characterized by strong research and graduate program components. The Committee, while lacking sufficient information to make a specific recommendation, believes that the issues involved are worthy of a further and separate study. Accordingly, we recommend:

THAT, SINCE PART-TIME STUDENTS CONSTITUTE AN INCREASING PROPORTION OF TOTAL UNDERGRADUATE ENROLMENT, A SEPARATE STUDY BE MADE TO ASSESS THE IMPLICATIONS OF THIS TREND ON OPERATING AND CAPITAL COSTS AND THE CHARACTER OF THE UNIVERSITY.

2. Quotas established according to geographical residence of Canadians run counter to the expressed intent of both federal and provincial governments to minimize barriers to inter-provincial mobility. Simon Fraser University must continue to accept and encourage students to

attend from across Canada. In the case of international students, there is no guidance from national or provincial policy, and the University has recently adopted a policy to control the enrolment of international students.

The Committee recommends:

THAT THE INTERNATIONAL STUDENT QUOTA BE RECONSIDERED TO ENSURE THAT THIS GROUP OF STUDENTS BEARS AN APPROPRIATE PROPORTION OF THE REDUCTION IN TOTAL ENROLMENT AND THAT THERE IS CONSISTENCY BETWEEN THE STANDARDS APPLIED TO THIS GROUP AND OTHER ADMISSION CATEGORIES.

3. Quotas according to admission category are possible, but the Committee finds little rationale for such an approach and foresees significant difficulties in their administration. Moreover, enactment of such an approach seems premature without more information than presently available on the academic success of different categories of students.
4. Differentiated admission requirements for admission categories already exist and the Committee supports their continuance. In fact, we believe that this is the most effective and fair method of implementing our enrolment limitation recommendation. We are proposing changes in admission criteria for two important student groups.

Presently, Simon Fraser University grants clear admission to high school graduates with a 2.50 average on selected Grade 12 courses. Students with averages between 2.00 and 2.49 are given special review by the Senate Undergraduate Admissions Board. The review resulted in the admission of few students, and many of these have done poorly. Accordingly, we recommend:

THAT THE HIGH SCHOOL GRADE POINT AVERAGE REQUIRED TO ENTER THE UNIVERSITY DIRECTLY FROM HIGH SCHOOL SHALL CONTINUE AT 2.50 FOR ALL STUDENTS, BUT WITH MODIFICATION OF THE PRESENT REVIEW PROCESS FOR APPLICANTS BELOW THIS LEVEL.

The largest group of new students at Simon Fraser University in recent years has consisted of students transferring from other post-secondary institutions, particularly from B.C. community colleges. The G.P.A. currently required for admission of these students is 2.00. Because this is much lower than the G.P.A. (2.50) required for admission directly from high school, it could be increased in order to facilitate the limitation of headcount enrolment at 11,000. Thus the Committee recommends:

THAT THE CUMULATIVE GRADE POINT AVERAGE NORMALLY REQUIRED FOR ADMISSION OF STUDENTS TRANSFERRING FROM COLLEGES AND UNIVERSITIES SHALL BE INCREASED TO 2.25 FOR BRITISH COLUMBIA INSTITUTIONS. THE EQUIVALENT REQUIREMENT FOR OUT-OF-PROVINCE INSTITUTIONS SHALL BE INCREASED TO 2.65.

Mature students (age 23 and over) are admitted to the University without review of their prior academic work. Available evidence suggests that students in this admission category tend to perform at a lower level than those in comparable categories. While the Committee believes that Simon Fraser University should continue to be accessible to persons whose previous academic credentials would not have met the requirements for admission under other categories, we believe it unreasonable to protect the mature student category from any impact in the event overall enrolment must be limited. It seems to the Committee that imposition of a more stringent requirement for academic performance by mature students in the semester immediately following initial registration represents the most appropriate contribution that this group can make to limiting enrolment. Accordingly, the Committee recommends:

THAT THE ADMISSION OF STUDENTS UNDER THE MATURE STUDENT CATEGORY SHALL BE CONDITIONAL BASED ON FULFILLMENT OF THE FOLLOWING CONDITIONS:

- I) REGISTRATION IN AND COMPLETION OF AT LEAST 5 SEMESTER HOURS IN THE FIRST SEMESTER OF ENROLMENT;
- II) ACHIEVEMENT OF A G.P.A. OF AT LEAST 2.00 IN THE FIRST SEMESTER.

STUDENTS ADMITTED UNDER THIS ADMISSIONS CATEGORY WHO DO NOT FULFILL THESE CONDITIONS SHALL BE PLACED ON "REQUIRED TO WITHDRAW" STATUS.

5. Examinations for university entrance would be desirable and it is regrettable that the government discontinued their use several years ago. Irrespective of their desirability, the Committee cannot, at this time, recommend the introduction of entrance examinations. It would be both impractical and expensive for any one B.C. university to undertake the development and administration of entrance examinations.
6. In 1979 the regulations governing the academic standing required in order to continue as a student were modified. One effect of these changes has been to permit students with very poor academic records to remain in the University for extended periods of time. We believe that the current academic standing regulations should be changed with a view towards correcting this situation. We are also concerned that the exercise of the Senate Appeals Board's power to re-admit students who are on the "required to withdraw" and "permanent withdrawal" status is inappropriate in a period when the University is forced to limit enrolment and seeking to do this according to policies "based primarily on academic achievement and potential".

The Committee accordingly recommends:

THE REGULATIONS GOVERNING THE ACADEMIC STANDING REQUIRED FOR CONTINUANCE AS A STUDENT SHOULD BE MADE MORE STRINGENT. THE CHANGES SHOULD CONCENTRATE ON REDUCING THE PERIOD OF TIME IN WHICH STUDENTS WITH DEFICIENT G.P.A.'S MAY CONTINUE AS STUDENTS AND ON REMOVING THE AUTHORITY OF THE SENATE APPEALS BOARD TO RE-ADMIT STUDENTS WHO ARE ON "REQUIRED TO WITHDRAW" OR "PERMANENT WITHDRAWAL" STATUS.

VIII. ANALYSIS OF DEPARTMENTAL ENROLMENT

Because most undergraduate instructional space is centrally controlled, instructional space is usually not a direct constraint on departmental enrolment growth. Rather, the possible constraints are more subjective and involve such issues as the quality of the program, the anticipated demand for graduates of the program, the relative proportion of the University's enrolment which should be in a particular program, the availability of qualified instructional staff and desirable rates of enrolment growth.

Tables 2 and 3 display the annual rates of growth and the proportionate distribution of undergraduate full-time equivalent enrolments by department since 1975/76. Of particular note are the variability in growth rates in different years and the changes in relative enrolment by department over this period. The two areas with the largest enrolment in 1975/76 (Education and English), had 29 percent of the University's enrolment in that year; by 1981/82 their share was only 17 percent.

Five departments whose undergraduate full-time equivalent enrolments represent significant proportions of the University total have shown rapid rates of growth. These are Business Administration, Criminology, Computing Science, Economics, and Mathematics.

Rapid growth poses a number of challenges for both the department involved and for the University. It generates substantial demands for additions to faculty and other instructional staff, support staff, laboratory equipment and facilities, library materials, and computing services. Since student interest in particular disciplines is similar across many universities, competition for well-qualified faculty is intense. The inability to attract qualified regular faculty in sufficient numbers frequently results in course overcrowding and the use of large numbers of sessional staff. Taken together, these factors can, over time, result in a lowering of the quality of programs which are experiencing rapid enrolment growth.

From an institutional perspective, there is a further concern with the rapid growth of a particular department. Student preferences for particular programs are not static. They tend to shift over time in response to economic conditions, job market opportunities and social trends. A review of departmental enrolment growth at Simon Fraser University over the whole period since 1965 would provide further evidence of changing enrolment preferences. If institutional resources were easily re-allocated, the University would have far fewer difficulties in responding to student program demand. Because re-allocation is not easily achieved, particularly in times of high inflation and tight operating and capital budgets, the prudent course of action is to ensure a reasonable allocation of resources across all of the University's programs. Student demand and the encouragement of proven or potential instructional and research excellence in particular departments should influence the distribution of University resources but not to the extent of creating future resource imbalances between departments.

From the Committee's perspective, it is both rapid enrolment growth and the proportion of the University's total enrolment identified with particular departments which should serve to flag the possible need to consider enrolment limitations in that particular program.

TABLE 2

DEPARTMENTAL FULL-TIME EQUIVALENT UNDERGRADUATE ENROLMENTS
ANNUAL GROWTH RATES IN PERCENTAGES

<u>Department</u>	<u>1975/76</u>	<u>1976/77</u>	<u>1977/78</u>	<u>1978/79</u>	<u>1979/80</u>	<u>1980/81</u>	<u>1981/82</u>
Archaeology	3	- 7	-11	-13	-11	8	15
Business Admin.	13	19	9	18	13	33	1
Economics	11	19	18	15	4	-10	4
English	24	1	-11	-10	- 8	4	3
Geography	1	0	- 8	-15	3	- 3	1
History	6	- 4	-12	3	- 1	1	- 5
Lang., Lit., Ling.	12	2	5	- 1	-11	21	4
Philosophy	1	- 9	2	-12	18	33	27
Political Science	14	8	39	-28	- 4	22	- 3
Psychology	11	6	- 3	7	- 3	- 6	4
Soc/Anthropology	11	1	-26	21	- 9	-11	-12
Education	9	- 9	- 9	- 5	-22	- 4	5
Bio-Science	15	12	-11	- 7	-11	-13	-13
Chemistry	6	22	4	- 3	- 5	6	- 1
Mathematics	15	23	6	12	6	13	31
Physics	8	8	2	11	2	- 4	13
Communication	16	9	-16	22	14	22	-17
Computing Science	44	20	8	27	21	29	18
Criminology	-	53	22	11	18	- 9	4
Centre for the Arts	-	-	240	- 5	9	35	43
Kinesiology	38	2	2	10	8	15	2
UNIVERSITY	15	5	- 1	2	- 1	7	5

NOTE: These are year to year percentage changes in annualized undergraduate full-time equivalent course enrollees by department.

TABLE 3

DEPARTMENTAL FULL-TIME EQUIVALENT UNDERGRADUATE ENROLMENTS:
PROPORTIONS OF UNIVERSITY TOTALS

<u>Department</u>	<u>1975/76</u>	<u>1976/77</u>	<u>1977/78</u>	<u>1978/79</u>	<u>1979/80</u>	<u>1980/81</u>	<u>1981/82</u>
Archaeology	2	1	1	1	1	1	1
Business Admin.	6	7	8	9	11	13	13
Economics	5	6	7	8	8	7	7
English	9	9	8	7	6	6	6
Geography	6	5	5	4	4	4	4
History	5	5	4	4	4	4	3
Lang., Lit., Ling.	5	5	5	5	5	5	5
Philosophy	2	2	2	2	2	2	3
Political Science	2	2	3	2	2	2	3
Psychology	7	7	7	8	7	6	6
Soc/Anthropology	5	5	3	4	4	3	3
Education	20	17	16	15	12	11	11
Bio-Science	5	6	5	5	4	3	3
Chemistry	3	3	3	3	3	3	
Mathematics	4	5	6	6	6	7	
Physics	2	2	2	2	2	2	2
Communication	3	2	2	2	3	3	2
Computing Science	2	2	3	3	4	5	5
Criminology	2	3	4	4	5	5	4
Centre for the Arts	-	1	2	2	2	2	3
Kinesiology	3	3	3	3	4	4	4
Others	2	2	1	1	1	1	1
UNIVERSITY	100	100	100	100	100	100	100

NOTE: These are based on annualized undergraduate full-time equivalent course enrollees by department.

Accordingly, the Committee recommends:

THAT ENROLMENT LIMITATIONS FOR INDIVIDUAL DEPARTMENTS BE CONSIDERED WHEN ONE OF THE FOLLOWING CONDITIONS PREVAIL:

- A) ENROLMENT GROWTH EXCEEDS THE DEPARTMENT'S ABILITY TO RESPOND BECAUSE OF PHYSICAL SPACE CONSTRAINTS, THE INABILITY OF THE UNIVERSITY TO ALLOCATE MORE OPERATING RESOURCES TO THE DEPARTMENT, OR THE INABILITY OF THE DEPARTMENT TO ATTRACT SUFFICIENT QUALIFIED FACULTY;
- B) UNDERGRADUATE ENROLMENT IN THE DEPARTMENT CONSTITUTES AN EXCESSIVE PROPORTION OF THE UNIVERSITY'S TOTAL UNDERGRADUATE ENROLMENT;
- C) IT IS DETERMINED THAT THE BEST INTEREST OF THE DEPARTMENT AND THE UNIVERSITY IN MAINTAINING ACADEMIC QUALITY REQUIRE THAT ENROLMENT BE LIMITED.

Experience has already been obtained with enrolment limitation measures in the Departments of Business Administration and Computing Science. While we are not yet sure of the effects of these measures, preliminary indications are that they will achieve the desired results. Because of this, and because these procedures conform to the Committee's fundamental principle that the policies for limiting enrolment be based primarily on academic achievement and potential, we recommend:

THAT THE POLICY FOR LIMITING DEPARTMENT ENROLMENTS TAKE THE FOLLOWING FORM:

- A) DETERMINATION BY THE DEPARTMENT, IN CONJUNCTION WITH THE FACULTY DEAN, OF THE NUMBER OF STUDENTS WHICH IT CAN ACCOMMODATE IN ITS HONORS, MAJOR, MINOR, AND OTHER PROGRAMS;
- B) ESTABLISHMENT OF A MINIMUM CUMULATIVE G.P.A. FOR ACCEPTANCE INTO DEPARTMENT PROGRAMS. THE CUMULATIVE G.P.A. WILL BE SET AT A LEVEL WHICH IS EXPECTED TO ENROL THE NUMBER OF STUDENTS IN A);
- C) TO REMAIN IN A DEPARTMENT'S PROGRAMS, THE STUDENT SHALL BE EXPECTED TO MAINTAIN A CUMULATIVE G.P.A. AT A LEVEL TO BE DETERMINED AT THE TIME THAT THE ENROLMENT LIMITATION POLICY IS ESTABLISHED.
- D) STUDENTS WHO ARE NOT ACCEPTED INTO DEPARTMENTAL PROGRAMS, BUT WHO WISH TO TAKE UPPER DIVISION COURSES IN THE DEPARTMENT, SHALL BE GOVERNED BY THE CUMULATIVE G.P.A. REQUIRED AT THE TIME OF REGISTRATION.

APPROVAL BY SENATE AND BOARD OF GOVERNORS WOULD BE REQUIRED IN EACH CASE.

Wherever possible, all registration-related procedures should be standard across the University. This certainly applies to enrolment limitation procedures; both administrative efficiency and ease of understanding for students support this view. Therefore, the Committee recommends:

THAT POLICIES FOR LIMITING DEPARTMENT ENROLMENTS
BE UNIFORM ACROSS THE UNIVERSITY, RECOGNIZING
THAT UNIQUE SITUATIONS MAY REQUIRE SPECIAL ATTENTION.

IX. SCHEDULING OF CLASSROOMS

In its first report, the President's Committee on Enrolment Limitation gave extensive consideration to establishing an enrolment limit that was well beyond current enrolment by means of measures to increase the utilization of the University's classroom space. While our final conclusion--largely because of government funding shortfalls--is that these measures would not permit such a large increase in enrolment, we believe that they will be valuable in their own right. In fact, in order to add any more headcount undergraduate students to the University, (and to permit the growth of graduate student enrolment to continue), increased utilization of classroom space will be necessary. Accordingly, the Committee recommends:

THAT THE RECOMMENDATIONS OF THE SENATE COMMITTEE
ON UNIVERSITY BUDGET IN ITS REPORT "ENROLMENT GROWTH:
THE EFFECT ON INSTRUCTIONAL FACILITIES", RELATING TO
THE FEASIBILITY OF ASSIGNING COURSES TO INDIVIDUAL ROOMS
AFTER THE COMPLETION OF IN-PERSON REGISTRATION, SPREADING
COURSES MORE EVENLY ACROSS THE FIVE-DAY WEEK, MORE
EFFECTIVE SCHEDULING OF EVENING COURSES, AND MORE
EFFICIENT USE OF LARGE LECTURE THEATRES BE CONSIDERED
FOR IMPLEMENTATION.

X. OTHER SPACE MEASURES

Two other measures to increase the utilization or supply of classroom space were considered by the Committee. Neither was included in our recommendation, for the reasons indicated.

1. Increased use of the Summer semester. While this could increase the utilization of classroom space, it is not clear what the University could do to shift enrolment to the Summer semester. We doubt that such measures as lower tuition fees in the summer would have much impact, and there do not appear to be any other measures available, at least none that would not involve a deterioration of program quality in the other two semesters.
2. Increased use of off-campus space. Again, this is an expensive solution to campus shortages of classroom space. Moreover, off-campus programs tend to generate additional enrolment and perhaps use up all the additional classroom capacity they create. Off-campus space is expensive and it should be used to support specific program needs, not as a solution to general space shortages.

XI THE FINANCIAL CONSEQUENCES OF LIMITING ENROLMENT

Some have suggested that the University is unwise to even consider limitation of enrolment, when over 90 percent of our funding is received via the enrolment-driven formula used by Universities Council. However, UCBC is presently reviewing the funding formula, and substantial changes are possible.

Moreover, it should be recognized that the total grant made by the government to Universities Council is not based on enrolment in the provincial university system. In recent years, the total grant has not, in real terms, increased at the same rate as enrolment. Thus, the effect of enrolment at Simon Fraser University on our operating grant will apparently depend on how our enrolment changes with respect to enrolments at the University of British Columbia and the University of Victoria. If one or both of them took measures to limit enrolment, we might not experience any grant reduction as a consequence of our limiting enrolment. We would, of course, experience a reduction in fee revenues below the level that would otherwise have been attained.

It is necessary to move cautiously in view of possible adverse budgetary impact and the continuing need for the British Columbia university system to plan and act in a co-ordinated way, if possible. Therefore, the Committee recommends:

THAT NO ACTION BE TAKEN ON THE SPECIFIC RECOMMENDATIONS REGARDING OVERALL UNIVERSITY ENROLMENT LIMITATIONS UNTIL:

- A) THERE HAS BEEN DISCUSSION WITH THE OTHER TWO UNIVERSITIES AND OTHER EDUCATIONAL INSTITUTIONS;
- B) THE NEW UCBC GRANT ALLOCATION MECHANISM HAS BEEN ESTABLISHED.

XII CONCLUSIONS

One of the persons who commented on the Committee's first report wrote as follows:

"The issue throughout is money, and money is controlled ultimately by the Provincial Government. I would respectfully suggest, therefore, that without a political solution to a political problem, the Committee is wasting its time".

The diagnosis is valid; the prescription is not. While the University should seek a "political solution", it cannot wait for one.

The Committee believes that it is ^{un}fortunate that limited enrolments are being forced on this University because of inadequate funding. We are aware that some in the University community believe that Simon Fraser University should, by choice, remain at its present size in order to preserve the various advantages of a smaller university. However, that view is not shared by all. We do not share it ourselves--there are needs in British Columbia for new program opportunities for our residents, and for a generally higher level of participation in university education.

We regret having to recommend steps that will make it difficult, and in some cases, impossible, to meet those needs.

In other words, there is a difference between choice and necessity. The necessity to limit enrolment will mean that many students who had planned to attend university will be unable to. This concerns us, but the University should not permit the quality of education it provides to be downgraded by an influx of students that strain its resources. That is the situation we are facing--we believe the University must take steps to avoid it.

The Committee recognizes that its assessment may be incorrect. Student enrolment increases could dry up, program requirements could be changed, grant funding and space could be increased--almost anything is possible, and the University must be flexible in terms of its ability to respond to changed conditions. As new information becomes available, particularly information on the effects of our recommendations, if and when implemented, responsibility for analyzing it and considering modifications to whatever enrolment measures are in place must rest somewhere. These modifications might be in the direction of relaxing the limitation measures or of increasing them. Accordingly, the Committee recommends:

THAT THE SENATE COMMITTEE ON ACADEMIC PLANNING BE GIVEN RESPONSIBILITY FOR MONITORING THE IMPACT OF ENROLMENT LIMITATION MEASURES AND RECOMMENDING APPROPRIATE CHANGES TO SENATE FOR ITS CONSIDERATION.