Strategic Enrolment Management:
Planning Framework 2013-2018

Prepared by the Strategic Enrolment Management Planning Committee

June 25, 2013
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Executive Summary

The University of Manitoba operates in an environment characterized by considerable change. With limited resources, we will need to be more strategic to realize our objectives of providing both high quality programs and an exceptional student experience. Strategic enrolment management (SEM) provides an opportunity to reflect on who we are; it enables us to intentionally plan the size and composition of our student body, enhance the student experience, and support student success. With these objectives in mind--and taking into account the University’s distinct mission as a U15 research-intensive university that supports the province’s goals to enhance growth, productivity, global competitiveness and innovation--the SEM Planning Committee recommends that:

Graduate Student Enrolment

- By 2023 the proportion of graduate student enrolment to total student enrolment should rise to 20%; and
- By 2023 the ratio of doctoral to (research-based) masters students should increase to 1 to 1.

Aboriginal Student Enrolment

- By 2018 Aboriginal student enrolment should increase to 10% of undergraduate enrolment and 5% of graduate enrolment; and
- By 2023 Aboriginal student enrolment should increase to 15% of undergraduate enrolment and 8% of graduate enrolment.

International Student Enrolment

- By 2018 international student enrolment should increase to 10% of undergraduate enrolment; and
- By 2018 international student enrolment should account for 20% of graduate enrolment.

Student Outcomes

- By 2018 the persistence rate of first entry, full-time students from first to second year should increase to 90%;
- By 2018 the graduation rate of undergraduate students should increase to 60%;
- By 2018 80% of research-based masters students should have completed their degree within a 5 year period;
- By 2018 the average time-to-completion for research-based masters students should be 7 terms (28 months);
- By 2018 75% of doctoral students should have completed their degrees within 9 years; and
• By 2018 the average time-to-completion for doctoral students should be 15 terms (60 months).

Pursuing these goals will benefit our students (ensuring they receive a quality education and gain their degree credentials in a timely manner), the University (through intentional planning and resource allocation), and the province (by providing a productive, educated workforce that contributes to economic growth and productivity and social well-being).

The SEM Planning Framework proposes to change the balance of our graduate and undergraduate student enrolments as well as the composition of the student body (i.e., the proportion of Aboriginal and international students). It sets the context for ongoing monitoring and discussion of our goals and provides a foundation for the development of a more fulsome SEM Plan that will form part of the University’s integrated planning initiative. The implications for space planning, academic program development, housing accommodation and student service support — as well as resource allocation — are noted in the Framework and will need to be more fully examined and articulated in a comprehensive SEM Plan that is developed with input from academic and administrative units across the University.
PREAMBLE

With demographic changes projected for Canada over the next decade, the University of Manitoba is expecting — and is already witnessing — a changing and increasingly diverse student population. The University has been experiencing incremental growth of 1 to 3 percent annually over the past five years, despite the absence of any clearly articulated growth strategy. At the same time, our costs have been increasing faster than revenues and we are faced with continuing resource constraints. Given these dynamics, it is timely that we address questions about what we do, who we serve, and how we can enhance the delivery of a quality educational experience to our students in a more proactive and strategic manner.

1. STRATEGIC ENROLMENT MANAGEMENT (SEM)

The heart of a University is its students. They are attracted to study in our undergraduate and graduate programs with hopes of embarking on fulfilling careers after graduation and making a meaningful difference in their personal and professional communities. They are also attracted by research and learning opportunities with outstanding academics, opportunities to grow and develop in activities outside the classroom, and hopes of building new friendships and networks that will last a lifetime. Over the years the University, through its academic programs and support services, has responded to student interests and needs, labour market demands, and government pressures and incentives, and it has continued to grow. However, this growth has not been by design and has raised questions about the effects of unmanaged growth on the quality of program delivery, the student experience, and administrative infrastructure.

The University of Manitoba’s Strategic Planning Framework has identified four overarching objectives for the University, including the aim of “providing an exceptional student experience”. The Planning Framework notes that one of our efforts to ensure we achieve this objective is the development of an enrolment management plan.

Strategic enrolment management (SEM) provides an opportunity for us to reflect on who we are, where we have been, and where we want to go. It is a process that enables us to intentionally plan the size and composition of our student body, enhance the student experience, and support student success. More importantly it permits us to be thoughtful about the type of institution we want to be, and establish goals and strategies to help us get there; in short, SEM is a component of good governance.

Strategic enrollment management (SEM) is a concept and a process that enables the fulfillment of institutional mission and students’ educational goals.


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Many institutions across North America have nominally adopted “enrolment management”. In many cases this has been limited to the renaming of admissions and recruitment units, and the tactics adapted have mainly been those of marketing and branding (see Figure 1(a)). SEM advances a more comprehensive view. It emphasizes the importance of the inter-relationships between recruitment/marketing activities, in-class curriculum and pedagogy, academic support programs and student services, and the total campus student experience (see Figure 1(b)). SEM is a planning process that involves all sectors of the institution. It touches on the work of all academic and administrative units of the institution and is designed to align the institutional mission, enrolment, fiscal health, and the changing environment in which we work.

(a) Traditional Enrolment Perspective

(b) SEM Perspective

Figure 1. Enrolment perspective models.

*SEM is a comprehensive approach to integrating all of a college or university’s programs, practices, policies and planning related to achieving the optimal recruitment, retention and graduation of students… Enrollment [sic] management becomes strategic enrollment [sic] management when it actively integrates planning and strategies with an institution’s strategic planning, academic vision and fundamental mission.*

- David Kalsbeek, 2009
Not all post-secondary institutions are the same; a university’s identity and niche are shaped over time by its mission, size, location, program mix, and composition of the student body. As we look forward in our planning process at the University of Manitoba, we must acknowledge that we cannot be all things to all people. Given limited resources, SEM is about making choices.

SEM planning needs to be viewed as a dynamic process. Goals and strategies will inevitably change as the institution responds to changes in the internal and external environments, and programs and services are assessed. Although we may agree to the goals set out in the current Framework document, these goals will need to be re-assessed on an annual basis to ensure that they remain consistent with institutional and strategic priorities.

Setting enrolment goals may be perceived by some as inconsistent with our historical commitment to accessibility and as limiting opportunities for students to pursue their post-secondary goals. However, given the dramatic demographic changes we will be experiencing over the next few years, we believe that we can continue these commitments and enhance opportunities for previously under-served and under-represented student populations.

2. SEM PLANNING AT THE UNIVERSITY OF MANITOBA

In late 2010, the Provost established a Strategic Enrolment Management Planning (SEMP) Committee (see Appendix A) as an offshoot of the Optimizing Academic Resources (OARs) project. The purposes of the SEMP Committee are to:

- recommend annual and long-term enrolment goals (for new and returning undergraduate and graduate students, transfer students, program mix, domestic and international markets, and Aboriginal and other underserved populations);
- promote policies, procedures and practices that facilitate learning opportunities and enhance the student experience;
- monitor student access, transition, persistence and graduation rates;
- review strategies designed to achieve enrolment objectives and identify the resources required to support their achievement; and
- facilitate input from the University’s internal and external communities on enrolment goals, strategies, and assessment measures.

The SEMP Committee has undertaken its work within the context of the University’s Strategic Planning Framework, and has preserved at its core the University’s mission.

2.1. Our Mission

The mission of the University of Manitoba is “to create, preserve and communicate knowledge, and thereby, contribute to the cultural, social and economic well-being of the people of Manitoba, Canada and the world”. The University of Manitoba is part of the broader post-secondary system within the province, but is differentiated by its size,
research intensity, graduate and professional programs, and range and depth of undergraduate programs. The University serves as a catalyst for the provincial economy — creating jobs, driving innovation and cutting-edge research and technology, and attracting new residents and visitors.

2.2. Enrolment Planning

Enrolment models vary depending on what assumptions are included about changes to first-year enrolment, student retention, and the transfer of students into and between programs. A variation of any one of these elements will have an impact on student enrolment. For example, if we retain our students, we will automatically grow. While first-to-second-year retention is important, upper-year student persistence must also be monitored as it indicates a commitment to staying at the University rather than leaving studies or transferring to another institution.

Attributes of students coming into the institution can also affect enrolment models (e.g., selectivity on intake can affect graduation rates; students who come directly from high school are more likely to proceed in a lock-step fashion through programs than “adult learners”, which can affect retention assumptions; transfer students are less predictable in their course-taking patterns).

Program changes can also influence enrolment. For example, moving to a direct entry model, increasing capacity in professional programs, or increasing distance delivery options will all have an impact on enrolments in academic units as well as overall enrolment.

Although the factors that contribute to total enrolment are multiple and complex, it is important that the University set global targets for planning purposes. It is because of shifting environmental factors that any enrolment plan must be reviewed annually and adjusted.

2.3. The SEM Framework

The current document does not provide a detailed SEM Plan, but rather a framework on which to base a detailed plan. Its purpose is to articulate a proposed set of broad enrolment goals for the institution over the next 5-10 years. Following discussion, feedback, and affirmation of this Framework by Senate and the Board of Governors, strategies and tactics as well as anticipated timelines and resource implications will be identified as part of a comprehensive Strategic Enrolment Management Plan.

The SEM Framework sets out “big picture” enrolment goals for the University of Manitoba. How big should we be? What is the appropriate mix of undergraduate and graduate students? What are our obligations to the First Nations, Metis and Inuit students in our province and beyond? What proportion of international students is required to meet our internationalization and globalization goals? What are our goals regarding student success?
3. ENVIRONMENTAL SCAN

Many factors impact enrolment planning: economic, demographic and geographic shifts in the population; competition (provincially, nationally, and internationally); changing student behaviours; issues of access and affordability; government funding; and physical capacity and resources. As already noted, inevitable changes in the internal and external environments mean that a strategic enrolment management plan must be dynamic, and needs to be monitored and adjusted on an annual basis.

Before examining specific institutional goals, the SEMP Committee undertook an environmental scan and SWOT analysis. The scan provided an overview of the current Canadian post-secondary enrolment landscape, institutional demographic trends, and other factors that might be useful in enrolment planning.²

3.1. Enrolment Overview

Undergraduate enrolment at the University of Manitoba has grown by more than 8.5% over the past six years, from 23,044 to 24,996 (Figure 2). We are the largest university in the province³ with a population of 29,181 students (24,996 undergraduate, 3,580 graduate students, and 605 post-graduate medical education students); these latter two groups of graduate students represent 14% of total enrolment.

![Figure 2. Undergraduate enrolment at the University of Manitoba from 2007 to 2012 (actual) and that predicted for 2013 to 2017.](image)

² The institutional data in this report has been provided by the Office of Institutional Analysis. Comparative data has been provided by the Council on Post-Secondary Education (COPSE) and the U15 Data Exchange. The University of Manitoba became a member of the U15, a group of Canadian research-intensive universities, in 2010/11.

³ The University of Manitoba is home to 68% of all students enrolled in universities in the province of Manitoba, including 65% of undergraduate and 89% of graduate students. According to AUCC data there were approximately 870 graduate students enrolled at Brandon University, St. Boniface University, the University of Winnipeg, and the Canadian Mennonite University combined, with more than half of these students (i.e., 470) enrolled at The University of Winnipeg.
International student enrolment has risen by about 10% over the last five years, and now comprises almost 11% of the total student population (9.6% of undergraduate and 22.6% of graduate students). Over the same period we have also experienced slow but steady increases in Aboriginal enrolment.4, 5 Aboriginal students now represent 7.2% (2,087) of our total enrolment and comprise 7.7% (1,933) of our undergraduate and 4.1% (147) of our graduate students. These students are largely clustered in University 1, Arts, Social Work, Extended Education, Graduate Studies, Science, and Nursing, and remain under-represented on a per population basis.

Females comprise 55% of the student body at the University of Manitoba, making us the most gender balanced university in the province. Notwithstanding this representation, gender balance is not evident in all of our programs; for example, males continue to be concentrated in engineering programs, and females in those of the health sciences.

For the majority of our students we remain a commuter campus, with approximately 4% of the student population living on campus in University residences. This is a challenge for enhancing student life and engagement and — some would argue — a factor in attracting and retaining students from rural, out-of-province and international communities.

3.2. Changing Demographics and Enrolment Projections

High school graduates make up the majority of our intake and account for (on average) 73% of new direct-entry admissions. Trends in high school enrolments and graduations, and changes in the youth population, are therefore closely monitored. Provincial estimates, modeled forward using a three-year average, suggest that Grade 12 graduates peaked in 2012 and will begin to decline over the next three years. Statistics Canada population projections further predict that Manitoba should expect the youth population (18-24 years) to begin to decline from 2014 until 2020/25.

Although these trends raise concerns about sustaining current enrolment levels, they are balanced by increased immigration into Manitoba since 2002. From 2008 to 2010, immigration rose almost 41%, from 11,213 to 15,809 individuals. Of this group, 14.1% were in the 15-24 year age category, which has increased high school numbers in the province and will mitigate the previously forecasted decline in high school students.6

The University’s credit hour projection models have also supported the above noted trends and foreshadowed an increase in undergraduate enrolment of approximately 2.5% in Fall 2012, followed by falling enrolments over the next three years (at 1.5%, -1.0% and -2.0%). The spike in 2012 was predicted for a number of reasons, including the

4 The term “Aboriginal” is used in the SEM Planning Framework to refer to the Canadian First Nations, Metis and Inuit populations.
5 Students at the University of Manitoba are asked to self-identify as Aboriginal upon application and admission to the University. It is generally believed that there are more Aboriginal students attending the University of Manitoba than those who choose to self-identify.
6 The most recent provincial immigration statistics, released in March 2013, are not quite as rosy. For the first time in 15 years Manitoba’s immigration rate fell in 2012 compared to 2011 (by 16% to 13,391 immigrants).
Strategic Enrolment Management (SEM) Planning Framework: 2013 – 2018

introduction of direct entry enrolment to several University of Manitoba faculties, which has generated considerable interest from prospective students. As well, the current weak economy is contributing to a greater proportion of high school students enrolling in post-secondary education, rather than entering the workforce.

Despite a projected decline in the overall high school population over the next decade, opportunities remain to increase university enrolments. For example, we might attract more students directly from the secondary education system if the high school dropout rate were to decrease and/or proportional participation in postsecondary education increases; if we could attract more Manitoban students to study in-province; and if we could improve access for students who traditionally have not pursued postsecondary education (e.g., rural students, Aboriginal students, and first-generation students). In addition, we might choose to increase our focus on students transferring from other postsecondary institutions or jurisdictions, as well as providing more opportunities for mature learners.

In addition to showing actual enrolments, Figure 2 also models undergraduate enrolment from 2013 to 2017 under the conditions outlined above, and demonstrates a downward trend until 2016. Despite the predicted decline, enrolment levels are anticipated to remain above that achieved in 2011.

3.3. Changing Student Behaviour

Fewer undergraduate students are taking the traditional (four-year) path to graduation. Instead, they are moving between programs and institutions (“swirling”) and working while they are studying. Many students enrol in, or drop down to, part-time studies. This has resulted in increased times-to-completion and lower graduation rates. Perhaps because of these factors — combined with a dizzying pace of technological innovation and change — there are increasing demands for more flexibility in the delivery of postsecondary education. This includes pressures for more on-line delivery of instruction and more adaptable and innovative course scheduling.

It should be noted that increased student mobility presents a challenge to monitoring student persistence, retention, and graduation rates. By its very nature mobility makes it impossible to track and “count” students without a provincial (or even, preferably, federal) student number.

3.4. Competition and Innovation

The University of Manitoba is operating within an increasingly competitive environment. As the traditional pipeline of prospective students shrinks and provincial funding tightens, Canadian postsecondary institutions have looked outside of their traditional geographic markets for students, honed their marketing tools, and explored opportunities to offer new programs and new credentials (on existing and satellite campuses and through on-line delivery). Some provinces have conferred degree-granting authority on community colleges and in a number of jurisdictions new universities have been created. Locally, the University of Winnipeg has grown substantially, invested in new
infrastructure, expanded undergraduate programs, and launched a number of its own graduate programs.

The importance of post-secondary education for employability in a knowledge-based economy and as fuel for economic growth and productivity also provides opportunity for innovation in the delivery of education. Last year, Manitoba’s public universities and colleges signed a Memorandum of Understanding to improve student mobility. This provides us with the opportunity to think innovatively within the University and collaborate with other institutions within the Manitoba post-secondary system. For example, more comprehensive and coordinated systems of credit transfer and joint programs with other institutions may provide access to the University of Manitoba for groups of students (such as students from northern and rural Manitoba) who have traditionally been under-served and under-represented in some of our programs. In enhancing student mobility, however, we must be mindful of the need to re-examine academic and student support services that will enhance the experience of transfer students and ensure their subsequent success.

4. INSTITUTIONAL GOALS

The University of Manitoba has a unique role within our province. We are Manitoba’s largest post-secondary institution and the major provider of professional graduates (for example, physicians, dentists, lawyers, and engineers). As Manitoba’s only research-intensive university and as a member of the U15, Canada’s group of research-intensive universities, the University has a special role in training highly qualified personnel, creating knowledge, and driving innovation through its broad suite of graduate and research programs. The University of Manitoba houses the province’s only doctoral programs.

In addition to our unique provincial role and responsibilities, the University has set, through its planning activities, a number of institutional priorities. These include: building research strength and excellence; advancing Indigenous knowledge and education; building global understanding; and enhancing student success.

It is imperative that the SEM enrolment goals align with, and support, both the University’s unique provincial mandate as well as its stated priorities.

4.1. Graduate Enrolment

Enrolment in graduate education in Canada has increased significantly over the last decade, driven by the linkages between graduate education, research, the creation of knowledge and innovation, which are key elements in a global knowledge economy. In the fall of 2011, 16.3% of Canada’s university population were graduate students (with just over 1,000,000 undergraduate students and just under 194,000 graduate students).

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Although Canada ranks 15th amongst OECD nations in university participation, we rank 17th in the number of doctoral graduates per 100,000 population. As a comparison, Canada produces about two-thirds the number of doctoral graduates as the United States and less than half that of Germany or the United Kingdom. Yet a Statistics Canada, Labour Force Survey has shown that the demand for graduate degrees rose 33% between 2004 and 2010, more than the demand for bachelor’s degrees (28%), college (17%), trade (5%), or high school (4%) graduates. Recognizing the need to further support the growth and profile of graduate education in Canada, the Federal Government introduced the Canada Graduate Student (CGS) scholarships and more recently the Vanier Scholarships, which target and support doctoral education. To meet the labour market demand for people with graduate degrees, Canada has turned to the international market; Citizenship and Immigration Canada data from Statistics Canada shows that about 25,000 masters and 5,000 doctoral degree holders are attracted to Canada annually.

A number of provinces have also recognized the link between research and advanced education and economic growth, productivity, global competitiveness and innovation, and have targeted extra funding towards graduate education. In response, many Canadian universities are setting targets for further expansion of both masters and doctoral programs.

Figure 3 shows the enrolment at Western Canadian universities between 2005 and 2010. While the University of Calgary, University of Alberta, and UBC observed growths of 11.4%, 24%, and 19.4% respectively between 2005 and 2010, enrolment at the University of Manitoba grew by only 5.4% for the same period.

![Figure 3. Graduate enrolment at Western Canadian Universities from 2005 to 2010, inclusive.](image)

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Figure 4 shows the fraction of the total student body at U15 institutions that is made up of graduate students. The University of Manitoba’s graduate to total student enrolment ratio (0.12) is the lowest amongst U15 institutions. The median ratio of graduate students to the total student population for U15 institutions is 0.19. As noted above, it is important to remember that a number of U15 institutions have plans to further increase their proportion of graduate students, which is going to further increase the median ratio of graduate students at U15 institutions.

As shown in Figure 2, the present University of Manitoba undergraduate population is approximately 25,000. If the University of Manitoba were to set the U15 median ratio of 0.19 as a target, this would require a graduate student population of approximately 5,900—an increase of 2,400 over the current graduate student population of 3,500.

Figure 5 provides Statistics Canada (2010 population data) and AUCC (2010 university enrolment data) data on the number of graduate students per 1,000 population, by province, for Canada. Manitoba (at 3.32 graduate students per 1,000 population) has about one-half as many graduate students as the Canadian average (5.48 graduate students per 1,000 population). As mentioned earlier, the University of Manitoba houses 89% of Manitoba’s graduate students. If we increased our graduate student population from 3,500 to approximately 5,900 students, we would be in line with the Canadian average.

To increase the graduate student population by 2,400 over a five-year period will require a growth of 11.1% per year in graduate student enrolment; an increase of 2,400 over a period of ten years requires an annual growth of 5.4%.

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It is instructive to look at the composition of a university’s graduate student body in terms of the balance between doctoral and research-based masters students as this balance is related to research productivity. Figure 6 shows the ratio of doctoral to (research-based) masters students for U15 universities based on 2010-11 U15 data.

The median ratio for U15 universities is approximately 1.1:1 (doctoral to masters students); approximately 1 doctoral student per masters student. The variability across the U15 is quite significant, ranging from a high of 2.6 at the University of Toronto to a low of 0.7 at the University of Manitoba. This ratio is important when we consider that graduate students are the primary component of a university’s research “workforce”. The research undertaken for a doctoral thesis is typically more complex and extensive than that for a masters thesis and consequently leads to more publications and research output.
A university’s ratio of doctoral to masters students, therefore, directly impacts the creation of knowledge, research productivity, and economic growth.

Figures 3 to 6 clearly indicate that, in order to fulfill our unique responsibilities with respect to research and innovation, and research training, we need to increase the proportion of graduate students that make up our total student body as well as to change the composition of our graduate student body (that is, the ratio of doctoral to masters students). Building the University’s research strength and excellence – an institutional priority – requires an increase in its research “workforce”, namely, its graduate students. As the Province’s sole producer of doctoral graduates, the University has a unique role with respect to the training of doctoral students, and the associated creation of knowledge and advancement of innovation, which drives economic growth.

To better fulfill this mandate the SEM Planning Committee recommends that:

- By 2023 the proportion of graduate student enrolment to total student enrolment should increase to 20%, the median of U15 universities; and
- By 2023 the ratio of doctoral to (research-based) masters students should increase to approximately 1 to 1), the median of U15 universities.

4.2 Aboriginal Student Enrolment

Although the Aboriginal population in Canada is not homogeneous, First Nations, Metis and Inuit students as a whole are under-represented in the Canadian post-secondary sector and have lower persistence and graduation rates. The University’s Strategic Planning Framework has identified “Indigenous Achievement” as one of the University’s key priority areas and the University has made a commitment to work with a variety of partners to make Manitoba the national centre of excellence for Indigenous education and research. First Nations, Metis and Inuit students should be prepared for, and achieve, educational success in the full range of programs we offer.

As noted earlier, Aboriginal students represent 7.2% (2,087) of the University’s total enrolment; 7.7% (1,933) of our undergraduate and 4.1% (147) of our graduate student numbers. In line with our Strategic Planning Framework commitment, the SEM Planning Committee believes that the proportion of Aboriginal students enrolled at the University of Manitoba should mirror that of the Aboriginal population of the province of Manitoba. We are not yet close to achieving this objective.

According to the 2006 Census, 15% of Manitoba’s population and 10% of Winnipeg’s population self-identified as Aboriginal (First Nations, Métis, and Inuit). This population group is younger and growing at a faster rate than the non-Aboriginal Canadian population.11 Statistics Canada projects that by 2026 the Aboriginal community will constitute 18.9% of the Manitoba population—a 51% increase over the 2006 Census figures.

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11 Manitoba and Winnipeg have the greatest concentration of Aboriginal people in Canada. The 2006 Canadian Census reported that Aboriginal children (age 0-14) represented 26% of the children in the province of Manitoba. By 2017 this proportion is expected to increase to 31%.
Given the robust Aboriginal demographic – provincially and nationally – there are enormous opportunities and potential to help prepare present and future generations of First Nations, Metis and Inuit leaders and skilled workers. Achieving this goal will take longer than this Framework’s planning horizon, but we must start building towards this target now. We need to collaborate with other provincial post-secondary institutions, secondary schools, and the Aboriginal communities to develop strategies to ensure academic preparedness, and enhance access to our campuses and our programs. By supporting existing Aboriginal students as well as establishing effective recruitment and outreach strategies to future students, the University of Manitoba can meet its goals.

The SEM Planning Committee recommends that the University commit itself to two sets of goals:

- By 2018 Aboriginal enrolment should increase to 10% of undergraduate enrolment and 5% of graduate enrolment; and
- By 2023 Aboriginal enrolment should increase to 15% of undergraduate enrolment and 8% of graduate enrolment.

The Aboriginal student graduate enrolment goal appears to be quite modest. However, since we also plan to grow our overall graduate enrolment, setting goals of Aboriginal graduate student representation of 5% in 2018 and 8% in 2023 will represent a large numerical increase of Aboriginal students in our masters and doctoral programs.

Table 1 - Self declared Aboriginal student* outcomes after 7 years (2004-05 cohort and ranges for the last five cohorts).

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<th>Cohort</th>
<th>N</th>
<th>Attrition</th>
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<tr>
<td>Most recent cohort</td>
<td>3694</td>
<td>39%</td>
<td>7%</td>
<td>54%</td>
<td>223</td>
<td>57%</td>
<td>8%</td>
<td>36%</td>
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<td>Range over 5 cohorts</td>
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<td>Most recent cohort</td>
<td>316</td>
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<td>67%</td>
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<td>Range over 5 cohorts</td>
<td>1438</td>
<td>31-36%</td>
<td>2-4%</td>
<td>61-67%</td>
<td>82</td>
<td>35-60%</td>
<td>0-14%</td>
<td>37-71%</td>
</tr>
<tr>
<td>Second entry</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Most recent cohort</td>
<td>1895</td>
<td>9%</td>
<td>1%</td>
<td>90%</td>
<td>47</td>
<td>43%</td>
<td>9%</td>
<td>49%</td>
</tr>
<tr>
<td>Range over 5 cohorts</td>
<td>9247</td>
<td>8-10%</td>
<td>0-1%</td>
<td>89-92%</td>
<td>180</td>
<td>33-45%</td>
<td>0-9%</td>
<td>49-66%</td>
</tr>
<tr>
<td>All Cohorts</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Most recent cohort</td>
<td>5905</td>
<td>29%</td>
<td>5%</td>
<td>66%</td>
<td>289</td>
<td>54%</td>
<td>8%</td>
<td>38%</td>
</tr>
<tr>
<td>Range over 5 cohorts</td>
<td>27889</td>
<td>26-29%</td>
<td>4-5%</td>
<td>66-70%</td>
<td>1217</td>
<td>43-54%</td>
<td>7-8%</td>
<td>38-50%</td>
</tr>
</tbody>
</table>

* Data on self declaration began in 2000. The results are based on a small population, resulting in a large variations in the percentage outcomes. Results should be interpreted with caution.

It should be noted that the graduation rates of our undergraduate Aboriginal self-declared students are considerably below that of the ‘all students’ cohort (Table 1). First Nations, Metis and Inuit students may require additional or targeted support services to ensure that they are academically successful (e.g., scholarships and financial support, orientation and
transition programs, cultural support, housing and accommodation, personal counseling and health services, and child care). Achieving the goals for both undergraduate and graduate Aboriginal student enrolment will therefore require focused attention on these needs.

4.3 International Student Enrolment

The international student population at the University of Manitoba has been growing for the past three years at both the undergraduate and graduate levels (Figures 7a and 7b), following a decline for the two prior years. This recent growth may be attributed to enhanced international recruitment efforts and the expansion of enrolment from feeder programs and institutions at the undergraduate level (English Language Centre, local school boards and colleges, International College of Manitoba) and increased funding and international partnerships at the graduate level.

With a Fall 2012 undergraduate enrolment of 2,398 and a graduate enrolment of 810, international students comprise 11.2% (9.6% undergraduate and 22.6% graduate) of the total enrolment at the University and are enrolled in every faculty on campus (with a concentration in Business, Agricultural and Food Sciences, and Engineering where program demand is high). By far, the majority of undergraduate students come from China, followed by Nigeria, Korea, Hong Kong, India, and Zambia.

![Figure 7a. Undergraduate international student enrolment from 2000 to 2012.](image)

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12 The SEM Planning Committee acknowledges the impact of the growing immigrant population in Manitoba. As many are Canadian citizens or Permanent Residents, it is difficult to establish specific enrolment goals for this group of the Manitoba population. It should be noted that a considerable number of international students choose to study in Canada and then apply for citizenship or permanent status while still enrolled in their studies.
A number of Canadian institutions have set aggressive targets for international student enrolment, encouraged in part by provincial and federal government initiatives and in part to meet revenue goals. In August 2012 the Advisory Panel on Canada’s International Education Strategy, led by Western University’s President Dr. Amit Chakma, recommended that the number of international students studying in Canada double by 2022. The Advisory Council’s recommendations underscore that it is critical for postsecondary institutions to prepare students for participation and leadership in a global economy. Ensuring a diverse campus by attracting students from around the world helps to lay the foundation for our students’ future success.

Given our University’s early foray into the international market and our success in this area over the past few years, the SEM Planning Committee recommends that the University of Manitoba take a measured approach to continuing to grow our international enrolment at this time. It should also be noted that the federal government has recently initiated plans to tighten rules surrounding international student visas and international student work permits. In addition, a number of our international market source countries (such as China and India) are planning to increase their own capacities for post-secondary enrolment. It is at this point unclear what the long-term impact of these changes will be.

The SEM Planning Committee recommends that:

- By 2018 international student enrolment should increase to 10% of undergraduate enrolment; and
- By 2018 international student enrolment should account for 20% of graduate enrolment.
While the international enrolment targets have, in essence, already been achieved, the University should continue to monitor enrolments and evaluate whether the upcoming changes to student visa and immigration regulations will negatively impact the international student “pipeline”. It will also be appropriate to re-evaluate our international enrolment goals once we have developed our institutional Internationalization Strategy (the report and recommendations are expected before the end of 2013).

It is important to note that international students require targeted support services to successfully integrate themselves into the University and ensure that they are academically successful (e.g., scholarships and financial support, visa application support, support for off-campus work permit applications and job searches, orientation and cultural activities, personal counselling and health services, student advocacy, and help to address differing academic expectations). Once admitted, however, international students perform better than the ‘all students’ cohort (Table 2).

<table>
<thead>
<tr>
<th>Table 2 - International student* outcomes after 7 years (2004-05 cohort and ranges for the last six cohorts).</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>All students</strong></td>
</tr>
<tr>
<td><strong>Cohort</strong></td>
</tr>
<tr>
<td><strong>First time in post-sec</strong></td>
</tr>
<tr>
<td>Most recent cohort</td>
</tr>
<tr>
<td>Range over 5 cohorts</td>
</tr>
<tr>
<td><strong>Transfers (Arts + Sci)</strong></td>
</tr>
<tr>
<td>Most recent cohort</td>
</tr>
<tr>
<td>Range over 5 cohorts</td>
</tr>
<tr>
<td><strong>Second entry</strong></td>
</tr>
<tr>
<td>Most recent cohort</td>
</tr>
<tr>
<td>Range over 5 cohorts</td>
</tr>
<tr>
<td><strong>All Cohorts</strong></td>
</tr>
<tr>
<td>Most recent cohort</td>
</tr>
<tr>
<td>Range over 5 cohorts</td>
</tr>
</tbody>
</table>

*International enrolment was relatively small in the earlier cohorts, which results in larger variations in the ranges.

4.4 Undergraduate Persistence and Graduation

As indicated earlier, enrolment is made up of more than just the students who are admitted to first year programs. Total enrolment is a function of a number of elements, some within the institution’s control and others that are a combination of student choice and external pressures in students’ lives. Many of the students who come to study at the University of Manitoba, for example, do not complete their programs here.

As seen in Figure 8a, the University of Manitoba’s persistence rate (of first entry, full-time students) from first to second year is 84%, slightly below the U15 median rate of 89%. When considering graduation rates after six years, however, the University of
Manitoba’s graduation rate of 52% (see Figure 8b) is the lowest amongst the U15 universities and well below the U15 median of 72%.\textsuperscript{13,14}  

\textsuperscript{13} A complicating issue in discussions about student outcomes is the definition of full-time (and conversely part-time) enrolment. The University of Manitoba has used enrolment in a 60% course load to define a full-time student, which is consistent with the provincial definition used for reporting to the Minister of Education and for financial aid funding purposes. For the U15 comparisons an 80% definition of full-time enrolment was used.\textsuperscript{14}  

\textsuperscript{14} Part-time students and transfer students are not captured in these outcomes data and take even longer to achieve their credentials.
Comparisons between universities in this regard need to be viewed with caution due to differences between post-secondary institutions. For example, the University of Manitoba is the only member of the U15 with a University 1 program; this program can impact the transition of our students to faculty programs. The demographics of our student body also differs, and this may partially explain our persistence and graduation rates—our students are older than other U15 institution students, are more apt to have children, more of them are working, and most need to commute to campus. It is not surprising that students who are balancing multiple commitments (e.g., work and/or family obligations) have less time to devote to their studies; these students often enrol part-time or drop down to part-time study.  

Finally, an Early Leavers Study conducted by the province in 2010 surveyed all students who had either not finished their year or who did not come back to continue their studies. The study found that eighteen months after leaving the University of Manitoba, 43% of our early leavers had subsequently enrolled at another post-secondary institution (the majority in a college-level program).

More work is needed to understand the complexities of student attrition and to facilitate higher student persistence and more timely graduation rates. We know that these rates vary by academic program and for different populations of students. For example, once admitted to professional programs our students achieve high success rates (90% or better) after 6 years. As the data previously discussed in Tables 1 and 2 demonstrates, international undergraduate students appear to do better than non-visa undergraduate students and self-declared Aboriginal undergraduate students appear to have poorer outcomes than the undergraduate “all students” cohort.

Quantifying outcome goals should, therefore, be considered a “work-in-progress” as we seek to better understand the dynamics of student persistence and success. Nevertheless,

the SEM Planning Committee recommends that:

- By 2018 the persistence rate of first entry, full-time students from first to second year should increase to 90%; and
- By 2018 the graduation rate of undergraduate students should increase to 60%.

We also need to look more closely at the factors (such as student background, academic preparedness, program choice, and program quality) that impact persistence and graduation. Although some factors (such as parental level of education) may be beyond the control of the institution, we can facilitate student success and satisfaction through faculty and staff interaction with students, innovative pedagogy and curriculum, and academic and student support programs. We need to engage with faculty and staff on these issues, and the efforts of University Teaching Services (UTS) and the Academic Learning Centre can play a significant role in this regard.

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15 It should be noted that there are financial aid funding implications for dropping to part-time. For example, students receive loan funding for a maximum of five years if they are enrolled in a four-year undergraduate program. This may impact attrition as many students are unaware of this regulation.
Other initiatives that may support our persistence and graduation rate goals have been proposed or are currently underway. We are exploring the expansion of programs and practices that support experiential education (co-op and internships, service learning, student exchanges). We are piloting supplemental instruction sessions in some courses with high (greater than 30 percent) D, F, and VW rates. A review of academic policies that are supportive of (or inconsistent with) the attainment of improved outcomes, such as those on timely assignment feedback, is also underway. As well, new technological tools to support teaching and learning, and academic advising are being explored. In addition, we will need to examine the impact of both University 1 and direct entry programs in providing the foundations for student success.

4.5 Graduate Student Time-to-Completion

In August 2010, the University of Manitoba Task Force on Time-to-Completion submitted its report to the Provost. This report noted that graduate students, especially those at the masters level, take longer to complete their degree programs than similar students at other Canadian universities. Additionally, many leave the University without completing their programs. The Task Force report notes that time-to-completion is a complex issue that is discipline-specific. The factors that influence time-to-completion include, but are not necessarily limited to: a student’s aptitude for research, background, and commitment to their studies; coursework and comprehensive exam requirements; the student’s relationship with their advisor and advisory committee; supports (including research infrastructure, reference material, financial); family circumstances; and discipline-specific culture and norms.

The Time-to-Completion Task Force made 16 recommendations categorized into four themes: Raising Education and Awareness, Structural Changes, Improved Monitoring and Remediation, and The Graduate Enterprise. The majority of the Task Force’s recommendations have been, or are in the process of being implemented (for example, workshops for students, faculty and support staff; reference documents and websites; modifications to the academic guide; advisor-student guidelines; and an exit survey). Larger issues arising from our graduate student fee structure, teaching loads, and resource allocation continue to be examined.

There are two metrics of particular interest in terms of time-to-completion: the percentage of students who complete a (masters or doctoral) degree after a specified period of time; and the average length of time it takes students to complete their degree. As seen in Figure 9a, the completion rates for University of Manitoba research-based masters programs are next to the lowest of the U15 institutions; 72% of the University’s students complete their program after 5 years. By comparison, on average 83% of U15 masters students complete after 5 years. University of Manitoba students take an average of 8.8 terms to complete their masters degree in comparison to the U15 average of 6.8 terms (Figure 9b).

Completion times are measured in terms. There are three terms to a graduate school year. A term is four months in length.
The picture is quite different with respect to doctoral students. As seen in Figures 9c and 9d, both the completion rate and the average time-to-completion rate of our doctoral students are comparable to our U15 colleagues. After 9 years, 73.9% of University of Manitoba doctoral students have completed their degree compared to the U15 average of 70.5% (figure 9c). The average time-to-completion of a doctorate at the University of Manitoba is 16 terms (figure 9d), which corresponds to the U15 average of 15.7 terms.
As shown above (Figures 9b and 9d), our graduate students are also taking longer than the U15 average to complete their degrees. This fact has been highlighted by many graduate program reviews that have noted that the median time to completion of both the M.Sc. and Ph.D. degrees is too long. The University of Manitoba’s desire to improve our average times-to-completion is not only about addressing the concerns of external graduate program reviewers, but also about using our resources more efficiently. A graduate student who takes longer than expected to complete a graduate degree “displaces” another student, which impacts the University’s training of highly qualified personnel and our contribution to the knowledge economy. Put simply, this is not an optimal use of University resources nor our students’ time.

It should be noted that encouraging and facilitating the timely completion of graduate students is also a national and international issue. Time-to-completion has been, and continues to be, a topic of interest to CAGS (Canadian Association for Graduate Studies) and our U.S. counterpart, CGS (Council of Graduate Schools). It is an ongoing topic of
considerable interest at CAGS’ conferences and a subject of annual publications at CGS. In general, the time to complete masters and doctoral degrees continues to increase.

In light of the above, the SEM Planning Committee recommends that by 2023 our completion rate and time-to-completion for both masters and doctoral students should be comparable to the median of the U15:

- By 2018 85% of research-based masters students should have completed their degree within a 5 year period;
- By 2018 the average time-to-completion for research-based masters students should be 6.5 terms (27 months);
- By 2018 75% of doctoral students should have completed their degrees within 9 years; and
- By 2018 the average time-to-completion for doctoral students should be 15 terms (60 months).

4.6 Setting Additional Goals

The SEM Planning Committee recognizes that the proposed set of goals may need to be expanded. For example, issues of gender representation, academic quality of incoming students, low-income and first generation students, transfer students, on-line enrolment, and rural and out-of-province domestic enrolment may also be considered as the University moves forward with the development of a full Strategic Enrolment Management Plan.

4.7 Total Enrolment: How Big Will We Be?

The question of how big we want to be is something that we need to consider. While increased enrolment may be desirable, uncontrolled growth is not possible if we are to address pressing infrastructure needs and enhance the quality of the student experience, meet teaching and research commitments, and engage in projects that support the social and economic development of Manitoba.

The enrolment model that we have used points to an overall enrolment of about 30,300 students by 2017, consisting of 25,600 undergraduates and 4,700 graduate students (Figures 10a and 10b, respectively). This overall enrolment is based on demographic trends (that is, a decrease in the undergraduate recruitment pipeline from high school despite an increase in the immigrant population and Aboriginal population growth), a consistent increase in graduate enrolment, and an assumption that we will begin to improve student persistence, graduation rates and time-to-completion. The SEM Planning Committee believes that this overall growth target will permit us to meet our strategic objectives without compromising the quality of education.
Figure 10a. Target composition of the undergraduate student body.

Figure 10b. Target composition of the graduate student body.

Figure 10a shows the components (i.e., other Canadian (CA), Aboriginal Canadian, and international) of the undergraduate student body over the next five years taking into account the expected demographic trends shown in Figure 2 and the proposed enrolment goals. The model projects a target of approximately 25,600 undergraduate students by 2017, consisting of 80% other Canadian (20,480), 10% Aboriginal (2,560), and 10% international students (2,560). Similarly, Figure 10b shows the components of the graduate student body over the next five years. However, it should be remembered that the graduate targets are spread out over a ten year period. By 2017, the graduate study population should be approximately 4,700, consisting of 75% other Canadian (3,525), 20% international (940), and 5% Aboriginal (235).
5. ACHIEVING OUR GOALS: CHALLENGES, IMPLICATIONS, AND CONSIDERATIONS

Setting and, more importantly, achieving the proposed enrolment goals will present a number of challenges and issues and require a series of actions, all of which will need to be considered and/or identified in the development of a comprehensive SEM plan. There will, for example, be implications for curriculum planning and program delivery, the provision of academic and student support services, including financial support, and for infrastructure development, each with their own resource implications.

Achieving these goals and, in turn, providing an outstanding student experiences will require a number of things, including: improved classroom, laboratory, study and social spaces; additional funding to attract and retain both graduate and undergraduate students; robust academic and student support services to help ensure that our students are successful (e.g., teaching assistantships and peer tutors; orientation and transition programs; enhanced academic and career advising; appropriate cultural supports; health services); and additional student residences and daycare facilities. Addressing these needs will require us to both optimize the use of existing resources and continue efforts to enhance our resource base through additional government funding and other external sources (e.g., research funding, private fundraising). It will also require us to work more collaboratively across our institution (between and amongst academic and support units) as well as with other institutional partners in Manitoba’s postsecondary education sector.

In arriving at a comprehensive SEM Plan, many things will need to be considered or addressed, including but not limited to:

- the establishment of undergraduate, graduate, Aboriginal, and international enrolment targets for each faculty/school and/or program, in consultation with faculties/schools;
- the establishment of enrolment targets for University 1, Arts, and Science, which currently have “open access” enrolment with no enrolment caps;
- assessing the impact of the proposed goals with respect to undergraduate persistence and graduation rates on access to our undergraduate programs;
- further evaluating, at the program level, our capacity to increase graduate student enrolment;
- exploring the role of “on-line” course delivery at both undergraduate and graduate levels in meeting our proposed enrolment goals;
- continuing to examine the factors leading to student attrition in undergraduate and graduate programs;
- examining the impact of academic and administrative policies on student persistence and success;
- expanding outreach programs to inner-city and rural schools and communities;
- exploring opportunities to work with the primary and secondary school systems to enhance the academic preparation of students for post-secondary education;
Strategic Enrolment Management (SEM) Planning Framework: 2013 – 2018

- pursuing collaborative opportunities to work with other post-secondary institutions in Manitoba to enhance the access and retention of under-served populations (with particular attention to Aboriginal students); and
- continuing efforts to enhance the level of government (provincial, federal) and other funding in order to ensure that the University can meet its unique mandate and obligations as Manitoba’s research university.

6. ON-GOING INITIATIVES IN SUPPORT OF SEM PLANNING

It should be noted that while the SEM Planning Committee has been examining broad enrolment goals, a number of initiatives in support of SEM have been underway. For example:

- Rules, Regulations and Red Tape (3Rs): a review of academic policies and procedures has begun;
- Establishment of “Pathways to Indigenous Achievement” Planning Framework;
- Establishment of Blended and E-Learning Task Force;
- Establishment of International Student Recruitment Advisory Committee;
- Student success and retention initiatives (supplemental instruction pilot project, early alert program, creating more and better student space);
- Review of DFW rates in first and second year undergraduate courses;
- Establishment of Office of Student Life (campus-wide transition and orientation activities, co-curricular record, service learning programs, student leadership);
- Academic advising review;
- Drafting of Graduate Advisor-Student Guidelines;
- Establishment of a Student Services at Bannatyne Campus Office;
- Enhanced communication with prospective and current undergraduate and graduate students through the implementation of Hobson’s ‘Connect’; and
- Investing in support for the periodic review of undergraduate programs.

7. NEXT STEPS

As stated at the outset, the purpose of this document is to outline a proposed set of broad enrolment goals for the University of Manitoba over the next five to ten years. The goals that are outlined in this document have been the subject of discussion and debate in a number of venues, including meetings of various faculty councils, Senate and its committees (SPPC, Senate Executive), Provost’s Council, the Board of Governors and, of course, the SEM Planning Committee, which has considered the feedback it has received in the refinement of the enrolment goals. The next step is to seek approval in principle for the SEM Planning Framework by Senate and the Board of Governors. Once approved, the Framework will form the basis of the development of a comprehensive SEM Plan that will include, among other things, strategies and tactics, timelines and resource implications. This plan will form a key part of the University’s integrated
planning activities, which are designed to ensure overall alignment between the University’s academic priorities and its resources.

The SEM Planning Committee is committed to monitoring the enrolment goals, reporting annually to Senate and the Board of Governors on the implementation of a SEM plan, and recommending adjustments as appropriate.
Appendix A

Strategic Enrolment Management Planning Committee
University of Manitoba

Date: December 2012

Terms of Reference: The SEM Planning Committee is an administrative body that reports to Provost's Council and serves as an advisory body to the President's Executive Team. As appropriate, reports and recommendations will be forwarded to the University Senate and/or Board of Governors. The Committee is responsible for:

- Recommending annual and long-term enrolment goals (for new and returning undergraduate and graduate students; transfer students; program mix; domestic and international markets; and Aboriginal and other underserved populations);
- Promoting policies, procedures and practices that facilitate learning opportunities and enhance the student experience;
- Monitoring student access, transition, persistence and graduation rates;
- Receiving reports from its sub-committees;
- Reviewing new strategies designed to achieve enrolment objectives and identifying the resources required to support their achievement; and
- Ensuring input from the University's internal and external communities on enrolment goals, strategies, and assessment measures.

Membership:

- Vice-Provost (Students), Co-Chair
- Vice-Provost (Graduate Education) and Dean, Co-Chair
- Vice-Provost (Programs and Planning)
- Vice-Provost (Academic Affairs)
- Vice-President Administration
- Representatives (up to 6) from Provost's Council (appointed by the VP Academic) and Provost
- Executive Director, Office of Institutional Analysis
- Executive Director, Enrolment Services
- Executive Director, Student Services
- Director, University 1
- Director, Marketing Communications Office
- Chair, Senate Planning and Priorities Committee
- UMSU representative
- GSA representative

The Committee will establish sub-committees to address particular issues (such as, International recruitment, student success, graduate enrolment). Sub-committees will include membership from additional University representatives as appropriate.