Establishing New Undergraduate Universities

Ian D. Clark and David Trick
Presentation to the OISE|U of T Symposium on
Three New Campuses for Ontario: Options, Challenges, and Possibilities
February 7, 2012
Outline

1. The problem we are trying to address: learning outcomes and costs
2. Unsustainability of a universally-applied research university model
3. Lessons from other higher education systems
4. Proposed options for teaching-oriented universities
New universities are one part of the broad agenda proposed in *Academic Reform*

<table>
<thead>
<tr>
<th>Strengthen learning at existing universities</th>
<th>Accommodate growth</th>
<th>Maintain affordability for students and government</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Fund teaching and research separately</td>
<td>• Agree on long-term targets for enrolment growth (universities, colleges, apprenticeship)</td>
<td>• Provide funding for inflation and enrolment growth through government operating grants and regulated tuition</td>
</tr>
<tr>
<td>• Encourage faculty differentiation (teaching, research)</td>
<td>• Create a 2-year college credential that prepares students to enter 3rd-year university</td>
<td>• Reduce overall cost inflation</td>
</tr>
<tr>
<td>• Teaching Enhancement Fund</td>
<td>• Create up to 5 new teaching-oriented universities</td>
<td>• Fund an agreed level of inflation – universities should not grow simply to cover the cost of inflation</td>
</tr>
<tr>
<td>• Accountability for what students actually learn</td>
<td>• Create high-quality 3-year baccalaureates</td>
<td></td>
</tr>
<tr>
<td>• Better data so students can compare institutions, programs, courses</td>
<td>• Selective expansion of existing universities</td>
<td></td>
</tr>
</tbody>
</table>

*ACADEMIC REFORM - POLICY OPTIONS FOR IMPROVING THE QUALITY AND COST-EFFECTIVENESS OF UNDERGRADUATE EDUCATION IN ONTARIO*
Part 1

Concerns about Learning Outcomes and Costs
Globe and Mail, October 12, 2011

GLOBE EDITORIAL

Canadian universities must reform or perish

From Tuesday’s Globe and Mail
Published Monday, Oct. 10, 2011 7:30PM EDT
Last updated Tuesday, Oct. 11, 2011 12:15AM EDT

Canada has made a big bet on undergraduate education as the path to prosperity. We’ve opened our campuses and our wallets to produce one of the most educated populations in the world.

But the best educated? Look into classrooms, and it’s a troubling sight. Classes of 500 students or more taught by an emerging cohort of indentedured PhDs who carry a growing share of the teaching “burden” but have little hope of long-term employment. Professors who get “relief” from teaching obligations to pursue research. Classes and courses of study that prize particular academic disciplines rather than make the connections among disciplines that are so crucial to learning.

For students, it’s unacceptable; for taxpayers and families who spend tens of billions of dollars each year, it’s unsustainable.

The reformist wave that is transforming health-care delivery in Canada must now reach undergraduate education at our publicly funded institutions.

As former Ontario Undergraduate Student Alliance executive director Alexi White points out, it is curious that we require years of training for high school teachers, but not an hour of training for those teaching students just a year older. Governments should shift the per-student funding formula to hold back money until underperforming faculty members get remedial training in teaching. If you can’t explain it, you shouldn’t be allowed to teach it.

As long as students are guaranteed some small classes, we don’t need to abolish large classes. They can be great, as long as faculty get the time, technological tools and training to teach them well. That’s especially important now that the Internet has turned information into a commodity. Dumping information from a professor’s head onto a student’s notebook isn’t education.

There are lessons to be drawn from Britain, which has experimented with teaching training for faculty for decades and is considering making it mandatory. Academic Reform, a forthcoming book by Ian Clark and his collaborators, suggests the creation of new, undergraduate-focused universities. And to force universities’ hands, the authors suggest separating governments’ operating support for universities into two streams: a teaching grant and a research grant.

Many university leaders want change. They now have to steer their institutions, so good at producing new knowledge, to get smarter about their own affairs.

As a country, we have made some strides in making undergraduate education affordable, with government-funded scholarships, more public lending and private giving.

Now we must tackle the quality of that education. Let’s begin a reformist agenda and bring the values and practices of a liberal arts and science education to the masses – and create the kind of citizens and future workers essential to a free and democratic society.
Academically adrift?

“Growing numbers of students are sent to college at increasingly higher costs, but for a large proportion of them the gains in critical thinking, complex reasoning, and written communication are either exceedingly small or empirically nonexistent.

“At least 45 percent of students in our sample did not demonstrate any statistically significant improvement in Collegiate Learning Assessment [CLA] performance during the first two years of college. [Further study has indicated that 36 percent of students did not show any significant improvement over four years.]

“While these students may have developed subject-specific skills that were not tested for by the CLA, in terms of general analytical competencies assessed, large numbers of U.S. college students can be accurately described as academically adrift. They might graduate, but they are failing to develop the higher-order cognitive skills that it is widely assumed college students should master.”

24 universities
2,322 students
CLA fall 2005, spring 2007, spring 2009
Students and faculty have struck a **Disengagement Pact**

“I’ll leave you alone if you leave me alone ... I won’t make you work too hard (read a lot, write a lot) so that I won’t have to grade as many papers or explain why you are not performing well.”

The coming fiscal crunch

- Although better positioned than many others, Canadian fiscal environment in next decade will be similar to 1990s
- Ontario and several other provinces in much worse shape than others

Assumption: Average program spending growth will be 1.9% after 2012-13
Part 2

Unsustainability of a Universally-Applied Research University Model
The research paradigm and its consequences

- Knowledge production: the challenge of contributing to national productivity, competitiveness and sustainability
  - Additional funding for the direct costs of research
  - Greater status for research at the university
  - Pressure to expand graduate programs
- Consequences, given funding constraints:
  - Full-time faculty shift time to research and graduate student supervision and away from undergraduate teaching
  - Institution subsidizes new related costs from core operational revenue, decreasing that available for undergraduate programs and support
Research universities and undergraduate teaching
Stable revenues and financial crunch (Ontario)

Ontario universities’ CPI-adjusted annual $ per student has been relatively stable at about $13,000 ($2007) since the 1980s
Paradox of stable revenues and financial crisis

• University inflation widely estimated at 4-5% (long-term)
  – Faculty compensation: across-the-board increases, progress through the ranks, market adjustments, benefits
  – Administrative compensation and non-salary costs (e.g., energy)
  – Cost pressures arising from competition: fundraising, research, student recruitment

• Teaching loads for full-time faculty have declined over the long term
  – Across-the-board, and through special arrangements for research and administrative responsibilities
  – 4 one-semester courses per year is most common; exceptions up and down
How students are affected

- **Larger class sizes**: Most students are at a university where more than 30% of first-year classes offered have 100+ students.

- **More part-time faculty**: Part-timers teach more than half the classes in some large faculties.

- **Shorter semesters**: Some universities moving from 13 weeks to 12 (vs. 15 weeks in US).

- **Impact on student learning?**: We don’t directly measure student learning on a system-wide basis (unlike K-12 system).
What makes a research university expensive?

• Teaching loads are necessarily low
  – Typically 2+2 for full-time faculty
• Expanding teaching always means expanding research
• As a condition of expanding undergraduate enrolments, every university expects funding for graduate/professional enrolments
  – Graduate/professional spaces are the most expensive
• All universities devote resources to competitive research grants
  – Costs of competition (e.g., VP Research offices)
  – Research overhead is underfunded, so resources drawn away from teaching
• High barriers-to-entry prevent the emergence of competing lower-cost models
The “enduring myth”

...that teaching effectiveness needs research productivity

![Graph showing correlation between total number of publications and overall teacher rating.](image)

**Fig. 1.** Teaching-Research Relation. Scatter Plot Showing the Size of the Relation ($r = 0.03$), the Best Fit Regression Line, and the 95% Confidence Interval.

**Conclusion**

...need to focus on each, but almost independently

---

**The Relation Between Research Productivity and Teaching Effectiveness**

Complementary, Antagonistic, or Independent Constructs?

The major responsibilities of academics in the modern university are teaching and research as well as, to lesser extents, administration and community service. Indeed, some (Crittenden, 1997) consider that one of the defining characteristics of a university is that all academics are expected to be active researchers and active teachers (while noting the rationale for teachers who are not expected to pursue research in non-University tertiary institutions). Senior academics often contend that this mutually reinforcing, symbiotic relation between teaching and research is what distinguished universities from other research and educational institutions (Neumann, 1992). Conventional wisdom—typically not based on empirical research—is that teaching and research are mutually supporting if not inseparable (Webster, 1986). Ideally, teaching effectiveness and research productivity are complementary. Much of the rationale for the existence of research universities is that these two activities are so mutually reinforcing that they must coexist in the same institutions. Marsh (1987), Hattie and Marsh (1996), Braxton (1996), and others, however, argue that plausible arguments can be made as to why teaching and research activities should be complementary, conflicting, or unrelated to each other.

This research was funded in part by a grant from the Australian Research Council. Requests for further information about this investigation should be directed to the first author. E-mail: h.marsh@uws.edu.au. Tel: (61)-2-97726633 FAX: (61)-2-97726432.

**Herbert W. Marsh** is professor of educational psychology and director of the Self-Concept Enhancement and Learning Facilitation (SELF) Research Centre, University of Western Sydney, Australia; **John Hattie** is professor and head of the School of Education, University of Auckland, New Zealand.

*The Journal of Higher Education, Vol. 73, No. 5 (September/October 2002) Copyright © 2002 by The Ohio State University*
Gains from specialization and concentration

• *Faculty specialization*: Some professors are far more gifted researchers than others; it makes sense to concentrate research dollars, including faculty time, on the most productive researchers.

• *Institutional specialization*: There are many areas of the university system where there are benefits to be captured by more concentration and specialization.
  
  – e.g., research and graduate education, where the average cost falls as scale increases, where efficiencies can be gained through specialization, and where benefits can be obtained from working in proximity to those performing related activities.
Challenging a uniform system

• Funding can encourage uniformity
  – Expand undergraduate enrolments
  – Raise the proportion of students who are in graduate and professional programs
  – Pursue competitive research grants

• Uniformity
  – Raises costs of serving larger numbers
  – Reduces flexibility to respond to students with diverse needs

• International experience is clear: if a differentiated system is desired, deliberate and sustained government action is necessary

The Contradictions of Isomorphism

In the 21st century, the trend toward isomorphism can still be observed and tends to restrict the development of differentiated academic systems. Public authorities need to ensure diverse academic models to serve varied societal needs, while many academic institutions still tend to emulate the research universities at the top of the system. Academic staff often press the university to emphasize research as its key mission, knowing that a research orientation and productivity in this area promise the highest prestige and (often) the best salaries for academics.

If the universities remain the sole decision makers, many more academic institutions would seek to improve their status by becoming research intensive. In most cases, this strategy does not serve the interests of academe in general nor is it widely achievable.

Often, it takes governmental "steering" to keep the academic system diversified and institutions within the system serving larger national goals...The essential problem of isomorphism involves unbridled competition among academic institutions pursuing the same goals. This trend may undermine efforts to develop a system of institutions that is appropriately differentiated, based on the specific needs of a given system-with different goals and responsibilities, patterns of funding, admissions policies, and other characteristics.
Part 3

Lessons from Other Higher Education Systems
Other systems

• We looked at many other systems in Canada, Europe, England, Australia, several US States
  – Alberta
  – British Columbia
  – Nova Scotia
  – Germany
  – Nordic countries
    • Denmark, Finland, Sweden
  – England
  – Florida
  – Minnesota
  – New York
  – California
Lessons from Alberta and BC (1)

• The “new” universities, Mount Royal and Grant MacEwan, provide intriguing precedents
  – particularly because their faculty teaching loads are higher
  – their classes generally smaller, and their commitment to high-quality undergraduate instruction quite clear
• However, it took many years for these “new” universities to be ready to take on this role
  – Mount Royal has been recruiting university-level faculty for two decades, and before it became a university
  – It had established, slowly and not always easily, all of the appropriate academic management structures, such as a senate
  – For Ontario, the lesson is that simply declaring that an institution should become degree-ready is far from sufficient
Lessons from Alberta and BC (2)

• Alberta will be a good laboratory for seeing whether mission creep can be avoided
  – Neither Grant MacEwan nor Mount Royal currently grants graduate degrees, even though, at Mount Royal, 80 percent of faculty are in the teaching and research category
  – Both new universities appear to have stopped developing applied baccalaureates and are converting some applied programs to academic
  – Experience elsewhere suggests that pressure to provide graduate training and conduct more research will arise quickly, as may pressure to drop applied programs
  – If this pressure is not resisted, much of the purpose of denoting these institutions as universities specializing in high-quality undergraduate education, with small classes taught mainly by permanent faculty, will be lost
Lessons from Alberta and BC (3)

- BC may illustrate that it is possible to over-complicate a higher education system
  - While the provision of multiple pathways is, in principle, a good thing, too many pathways, even as well described and managed as by BCCAT, could pose problems
- Be very careful with private for-profit institutions
- Successful conversions of colleges such as Kwantlen or Thompson Rivers have actually taken place over many years as qualified faculty are recruited, forms of governance changed, curricula developed, and facilities built
- Multiple pathways require major logistical support and major commitments from participating institutions as well as government
  - They also require all the major institutions to participate
Lessons from Alberta and BC (4)

Finally, in a complex system with many levels of institutions, a well-functioning quality assurance system that is trusted by the institutions themselves is extremely important

- While the Degree Quality Assessment Board appears to be well accepted by the institutions themselves, to an outside observer, there may be some concerns
- The BC system has similarities with the Australian system in that the older universities are essentially self-accrediting and can simply create their own programs
- A proposal to bring Australian universities under the umbrella of the higher education quality assessment system is highly controversial, as it would likely also be in BC
- However, this does not mean it is wrong
Lessons from other countries (1)

- Three year baccalaureate degrees are very common outside North America
  - Normal undergraduate degree format in UK and Australia
  - Bologna protocols require them
  - All US States offer two year (Associate) as well as four year degrees
- Mission creep is widespread
  - But is far from universal
  - Clear government policies rigorously applied are essential to avoid mission creep
  - It may be a desirable route to creating undergraduate teaching institutions and associate degree-like programs
- Ontario universities subject to less government intervention than almost any other jurisdiction
Lessons from other countries (2)

• Major change in well established systems is quite possible
  – But it requires government determination
  – And implementation will take time and be controversial

• Institutional mandates can be changed
  – Usually in an upward fashion – towards degree granting status
  – Choosing well prepared institutions is essential and preparation will take significant time
Part 4

**New Teaching-Oriented Universities**
Options for accommodating baccalaureate enrolment growth

- Create up to 5 new teaching-oriented universities
- Introduce a 2-year credential at colleges that prepares students to enter 3rd-year of university
- Encourage high-quality 3-year baccalaureates
Teaching-oriented universities

2. The government should announce its intention to create up to five new teaching-oriented universities and should introduce a bill in the legislature entitled *Ontario Teaching-Oriented Universities Act* that incorporates the features described in Chapter 5. The government should not encourage for-profit entities to enter this field.

3. The government should issue a request for proposals to enter into 20-year agreements with not-for-profit entities to operate a teaching-oriented university with features along the lines of those described in Chapter 5.
Student demand for baccalaureate education

Growth in student demand for baccalaureate education, 2009 to 2025 (FTEs)

<table>
<thead>
<tr>
<th>If students’ geographic preferences do not change...</th>
<th>If more GTA students want to attend university in the GTA...</th>
</tr>
</thead>
<tbody>
<tr>
<td>GTA</td>
<td>GTA</td>
</tr>
<tr>
<td>Rest of Ontario</td>
<td>Rest of Ontario</td>
</tr>
<tr>
<td>30,000 – 51,000 (22-37 percent)</td>
<td>51,000-74,000 (37 – 55 percent)</td>
</tr>
<tr>
<td>20,000 – 53,000 (8-21 percent)</td>
<td>0 – 30,000 (0-12 percent)</td>
</tr>
</tbody>
</table>

- Projection based on the continuing rise in participation rates
  - Low scenario assumes participation rates grow at half the rate of the past decade
  - High scenario assumes participation rates grow at the same rate as the past decade
- At present 44 per cent of university-bound GTA secondary school students go to a university outside the GTA
### Toronto has two of largest campuses in NA

**Largest public university campuses in US and Canada, Fall 2010**

<table>
<thead>
<tr>
<th>Rank</th>
<th>University</th>
<th>Location</th>
<th>Enrollment (headcount)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Université de Montréal*</td>
<td>Montréal, Québec</td>
<td>58,445</td>
</tr>
<tr>
<td>2</td>
<td>Arizona State University</td>
<td>Tempe, Arizona</td>
<td>58,371</td>
</tr>
<tr>
<td>3</td>
<td>University of Central Florida**</td>
<td>Orlando, Florida</td>
<td>56,235</td>
</tr>
<tr>
<td>4</td>
<td>Ohio State University</td>
<td>Columbus, Ohio</td>
<td>56,064</td>
</tr>
<tr>
<td>5</td>
<td>York University – Keele campus***</td>
<td>Toronto, Ontario</td>
<td>55,049</td>
</tr>
<tr>
<td>6</td>
<td>University of Toronto – St. George campus</td>
<td>Toronto, Ontario</td>
<td>54,701</td>
</tr>
<tr>
<td>7</td>
<td>University of Minnesota</td>
<td>Minneapolis/St Paul, MN</td>
<td>51,721</td>
</tr>
<tr>
<td>8</td>
<td>University of Texas at Austin**</td>
<td>Austin, Texas</td>
<td>51,195</td>
</tr>
<tr>
<td>9</td>
<td>University of Florida**</td>
<td>Gainesville, Florida</td>
<td>49,827</td>
</tr>
<tr>
<td>10</td>
<td>Texas A&amp;M University**</td>
<td>College Station, Texas</td>
<td>49,129</td>
</tr>
<tr>
<td>11</td>
<td>University of South Florida**</td>
<td>Tampa, Florida</td>
<td>47,576</td>
</tr>
<tr>
<td>12</td>
<td>Michigan State University</td>
<td>East Lansing, Michigan</td>
<td>47,131</td>
</tr>
<tr>
<td>13</td>
<td>Univ. of British Columbia – Vancouver campus</td>
<td>Vancouver, BC</td>
<td>47,095</td>
</tr>
<tr>
<td>14</td>
<td>Pennsylvania State University</td>
<td>University Park, PA</td>
<td>44,832</td>
</tr>
</tbody>
</table>

*Includes Hautes études commerciales and École polytechnique. **Includes students enrolled in relatively small regional campuses. ***Includes 4,553 Seneca College students.
Enrolment growth in graduate and professional programs

- Doctoral programs
  - No general shortage of PhDs
  - Watch for shortages in selected disciplines
- Need to focus on
  - Quality
  - Completion rates (withhold last year of operating grant until student actual graduates)
  - Professionally-oriented masters degrees

Ontario residents aged 25–64 holding an earned doctorate (as a share of the population aged 25–64)
Students at small universities tend to be more engaged in their own learning

- Small institutions experience higher average scores for
  - Supportive Campus Environment (SCE)
  - Student-Faculty Interaction (SFI)
  - Active and Collaborative Learning (ACL)
- No difference for
  - Level of Academic Challenge (LAC)
  - Enriching Educational Experiences (EEE)
- “Highly similar results hold for senior-year students.”

## The financial case for teaching-oriented universities

Operating costs per baccalaureate student, campus with 10,000 students (2011 $)

<table>
<thead>
<tr>
<th></th>
<th>Teaching-oriented university</th>
<th>Traditional university</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Teaching and related</strong></td>
<td>$5,500</td>
<td>$9,100</td>
</tr>
<tr>
<td>(including academic administration, classroom support, clerical support, curriculum development, distance education)</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Academic services</strong></td>
<td>$2,200</td>
<td>$2,200</td>
</tr>
<tr>
<td>(including library, student services, recruitment, bursaries, information technology)</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Institutional services</strong></td>
<td>$2,200</td>
<td>$3,000*</td>
</tr>
<tr>
<td>(including administration, facilities, capital equipment, renovation, debt interest, and contribution to capital costs)</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>$9,800</td>
<td>$14,200</td>
</tr>
</tbody>
</table>

Memoranda:

- Cumulative surplus/debt after seven years: $27 m surplus, $167 m debt
- Annual undergraduate enrolments at maturity: 10,000, 10,000
- Student tuition per year: $5,300, $5,300
- Average class size: 44, 44
- Share of teaching performed by full-time faculty: 70 percent, 70 percent
- Teaching load of full-time faculty (1-semester courses per year): 8, 4

Note: Numbers may not add due to rounding.

*Includes debt interest of $600.
Smaller classes, lower tuition...

(balanced budget scenarios)

<table>
<thead>
<tr>
<th>Strategy for reaching a balanced budget</th>
<th>Teaching-oriented university</th>
<th>Traditional university</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Offer small classes and lower tuition</td>
<td>Increase class sizes</td>
</tr>
<tr>
<td>Cumulative surplus/debt after seven years</td>
<td>none</td>
<td>none</td>
</tr>
<tr>
<td>Annual undergrad enrolments at maturity</td>
<td>10,000</td>
<td>10,000</td>
</tr>
<tr>
<td>Student tuition per year</td>
<td>$4,800</td>
<td>$5,300</td>
</tr>
<tr>
<td>Average class size</td>
<td>44</td>
<td>78</td>
</tr>
<tr>
<td>Share of teaching by full-time faculty</td>
<td>70 percent</td>
<td>70 percent</td>
</tr>
<tr>
<td>Teaching load of full-time faculty</td>
<td>8</td>
<td>4</td>
</tr>
<tr>
<td>Students per semester, per full-time faculty</td>
<td>176</td>
<td>156</td>
</tr>
</tbody>
</table>
## An 80-10-10 faculty workload model

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
<th>Weeks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teaching and service</td>
<td>Classroom: Teaching, interaction with students, service, etc.</td>
<td>26</td>
</tr>
<tr>
<td></td>
<td>Non-classroom: Course preparation, marking exams, attending conferences, maintaining scholarly currency, service, etc.</td>
<td>15</td>
</tr>
<tr>
<td>Research</td>
<td></td>
<td>5</td>
</tr>
<tr>
<td>Vacation</td>
<td></td>
<td>4</td>
</tr>
<tr>
<td>Statutory holidays</td>
<td></td>
<td>2</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td>52</td>
</tr>
</tbody>
</table>

Plus 6 months sabbatical after 6 years
Better teaching quality...

• Classes will be smaller
• Curriculum will be designed around learning objectives
  – Including traditional academic skills: critical thinking, analytic reasoning, problem solving, and written communication
• Accountability for what students actually learn
• Research linked to teaching
  – research on teaching improvement
  – disciplinary research where it includes a direct and integral contribution to the education of undergraduate students
• Administration will be focussed on undergraduate education
  – It’s not necessary to be a research powerhouse to be an excellent undergraduate university
Recruiting great faculty...

- Campus in the GTA
- Attractive working conditions
  - Average faculty salary assumed to be $110,000 (2011$) plus benefits
- Supply and demand
  - 5 PhD holders in Ontario for every full-time faculty
  - 2,100 new PhD graduates and 1,400 PhDs coming to Ontario every year (4.4 times the 800 full-time faculty reaching retirement age)
  - Labour market for faculty in the US makes Ontario attractive
- Novelty and opportunity for innovation

AUCC membership criteria built into design
Recruiting great students...

- Campus in the GTA
- Graduate/professional school entrance requirements built into design
- Attention to teaching, small size and high faculty-student ratio are attractive to students and parents
- NSSE and CLA results will soon demonstrate the advantages
- Lower tuition
Provide better undergraduate research experience

• These are teaching-oriented, not teaching-only universities and faculty are expected to be scholarly
  – The 80-10-10 allocation of time to teaching, research and service provides more than one month a year for research
  – Research focused on teaching and learning can include disciplinary research where it includes a direct and integral contribution to the education of undergraduate students
• Students in any field of study can benefit from working with professors engaged in research on teaching and learning
  – benefit of undergraduate research is largely in methods, critical thinking and writing –independent of the subject of research
• Granting councils could change rules for support of undergraduate research
How to get started

• Government should invite proposals for new not-for-profit universities, based to specified criteria
  – Meeting student demand
  – High quality education
  – Graduates well prepared for careers or graduate school
  – More affordable than status quo

• Proposals might come from:
  – Faculty and administrators at existing universities
  – Not-for-profit universities and colleges from outside Ontario
  – Colleges that have a strong foundation in general arts and strong academic self-governance
  – Colleges in partnership with a university
Is it possible to start a new university?

“The majority of young people who found a place in higher education in Ontario in the 1960s and 1970s did so because these leaders – John Robarts, Bill Davis, Ed Stewart, and the university presidents – identified the need and acted without delay.

“As we have made clear in this book (with a half-century of hindsight), we do not think these leaders got everything right.

“But they had the courage to begin.”
Thank you

Follow the discussion at: www.academicreform.ca
Appendix

Options Proposed in Academic Reform
1. The Ontario government, in consultation with higher education stakeholders, should develop and publish a higher education demand projection from 2012 to 2025 by region. This plan should include, for each region in the province:
   a. demand for undergraduate spaces
   b. demand for spaces in the Colleges of Applied Arts and Technology, and
   c. demand for graduate and professional spaces.
System plan elaboration

• Provide space and resources to support a high level of access
• Address the barriers, both financial and non-financial
• Include programs of study at different levels, including apprenticeships, non-degree programs, baccalaureate programs, professional programs, and graduate studies, across disciplines.
• Include pathways from one program to another
• Set clear and measurable goals for the quality of education provided
• Define and support the higher education system’s role in creating new knowledge and making that knowledge available
• Define ways to achieve these goals at a cost that is affordable to the government and the students
Teaching-oriented universities

2. The government should announce its intention to create up to five new teaching-oriented universities and should introduce a bill in the legislature entitled *Ontario Teaching-Oriented Universities Act* that incorporates the features described in Chapter 5. The government should not encourage for-profit entities to enter this field.

3. The government should issue a request for proposals to enter into 20-year agreements with not-for-profit entities to operate a teaching-oriented university with features along the lines of those described in Chapter 5.
Two-year academic credential

4. The government should announce its intention to create a new two-year college credential that will prepare students to enter the third year of university, modeled after the associate degree found in most North American jurisdictions.

5. The government should convene a working group on a two-year academic credential, which includes representatives from the Council of Ontario Universities and Colleges Ontario, to develop a model curriculum for the credential.
Three-year baccalaureate

6. The government should announce its support in principle for a substantial increase in the enrolment in three-year degree programs, and it should equalize the per-student funding for three- and four-year programs.

7. The government should request universities to include their target enrolments in three-year degree programs as an explicit element in each university’s MYAA.
New formula for operating grant: teaching

8. The government should introduce a new formula for the distribution of the operating grant for all of the existing universities, funding teaching and research separately and be phased in over a five-year period.

9. The teaching grant should be allocated such that, when combined with students’ tuition revenues, every university will have equal funding per student, weighted by program and level of study, and divided into sub-envelopes including separate envelopes for:
   a. spaces for first- and second-year students
   b. spaces for third- and fourth-year students
   c. spaces for research-based master’s and doctoral students, with maximum funding based on a target time for completion and funding for the final year of PhD provided upon completion
   d. spaces for professional programs
New formula for operating grant: research

10. The research grant should be based on the following:
   a. Every university should receive a basic amount of research funding to support the time that faculty spend on research, without regard to discipline of study, in the form of a flat amount per full-time faculty member
   b. Every university should receive Research Top Up funding to contribute to the additional costs associated with external research grants with Research Top Up funding allocated to universities in proportion to their receipts from the national granting councils and other performance-based criteria
   c. A portion of the research grant should be used to support special-purpose missions in the area of research and innovation in fields, such as fine arts and technology, that are not well supported by the national research granting councils
New formula for operating grant: 3rd envelope

11. A third envelope should provide funding to support differentiated missions and special priorities. This envelope would include funding to support northern universities and bilingual universities as well as special priorities that the government may negotiate with one or more universities.
Teaching enhancement funding tied to MYAAs

12. A Teaching Enhancement Fund, initially equal to 5 percent of the total teaching grant, to fund strategic initiatives that promote system improvement objectives, and these initiatives should be negotiated as part of the MYAA process, such that:

a. Initiatives are accompanied by a detailed implementation plan that has verifiable milestones and that relates the initiative to the institution’s overall strategic plan

b. Each institution would be eligible to receive a portion of the fund up to its portion of the total operating grant

c. Funding would be contingent on signing a MYAA, and funds for specific initiatives would flow in accordance with achievement of objectives.
13. A multi-year, regulated tuition policy, with the aim that per-student funding from tuition and government operating grants should grow in line with a negotiated target for inflation.
The government should announce its intention to establish target institutional inflation guidelines for higher education institutions and begin a process of consultation about what target should be.

The government should commit that the combination of grants and fees will fund universities up to the target level of inflation.

The government should require that, in return for receiving inflation funding, universities commit to having no deterioration in:

a. the share of courses taught by full-time faculty
b. average class sizes
c. average instructional hours in courses
17. The government should announce its intention to withhold its grants for teaching during a strike in proportion to the number of classes that are not being taught as well as its intention to facilitate a process whereby students receive refunds on their tuition, with a portion of these funds being restored to the university if the lost classes are actually made up before the end of the semester.
18. The government should ask HEQCO to create a Higher Education Statistics Branch that would be responsible for gathering and analyzing university data and, through its Web site and research papers, disseminating information on Ontario universities.

19. The Branch should oversee an *Ontario University Statistics* Web site, modeled on the *My University* site under development in Australia, to allow students to compare universities on a variety of statistics and performance indicators, including:

a. information currently available on *Common University Data Ontario*, plus

b. for each broad course of study (e.g., economics), class size information, as experienced by the average student and for each year in the course of study

c. learning outcomes data, such as CLA results.
20. The government should assign to HEQCO the responsibility for conducting the annual graduate survey and refine the survey to include the following components:
   a. a course satisfaction survey similar to that in Australia, and
   b. a graduate employment survey similar to that in the UK that assigns a “university degree required” to specific occupations.

21. HEQCO should specify and gather any additional information it would require on a regularly basis from Ontario universities in order to provide the performance information needed to implement its recommended accountability framework, which includes system accountability, institution accountability, and planning.

22. The government should ask universities and HEQCO to develop a plan to introduce the CLA or an equivalent learning assessment tool, for the majority of undergraduates.
Encouraging teaching improvement

23. The government should ask HEQCO to develop an Ontario Teaching Quality Indicator, adapted from that in Australian teaching quality indicator currently under development.

24. The government should ask universities to develop detailed commitments for strengthening the teaching support activities to be included in their MYAA, including teacher training for new faculty and for graduate students with teaching responsibilities as well as the identification of current and proposed policies for course evaluation and for faculty performance review.

25. The government should ask the Ministry of Training, Colleges and Universities to lead an initiative that uses the proposals from the MYAA process to develop a description of best practices that could benefit other universities.
Strengthening quality assurance

26. The government should ask the Council of Ontario Universities to transfer its responsibilities for selecting members and providing administrative support for the Ontario Universities Council on Quality Assurance and its processes to HEQCO

27. The government should update and refine the Ontario Qualifications Framework to give it the level of specificity of the US Degree Qualifications Profile

Strengthening higher education expertise

28. Using funds from the university operating grant, the government should increase HEQCO’s research budget by $5 million per year