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HILO

DATE: December 12, 2008

TO: Dr. Linda Johnsrud, Vice President for Academic Planning & Analysis
University of Hawaii System

FROM: Members of the University of Hawaii at Hilo Enrollment Management Implementation Team

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CC: Dr. David McClain, President, University of Hawaii System
Dr. Rose Tseng, Chancellor, University of Hawaii at Hilo

RE: Response to Proposed Policy Changes to the UH System Non-Resident Enrollment Cap

The Enrollment Management Implementation Team (EMIT) was appointed in August 2008 by Chancellor Rose Tseng and charged with developing and monitoring a strategic enrollment management (SEM) plan for UH Hilo so as to better coordinate and strengthen our efforts with regard to student recruitment, admission, matriculation, retention and graduation, as well as align those efforts with both campus- and System-based priorities. We do so while also considering the fiscal sustainability of the institution over the long-term relative to our ability to meet State workforce needs and fulfill our institutional mission. The committee has been extremely productive this semester in addressing a wide range of issues of relevance to increasing student access and success, and we look forward to ongoing positive work in this regard.

In your October 23, 2008, presentation to the Board of Regents on the issue of the non-resident enrollment cap, you proposed the following policy alternatives for consideration on one of your slides:

- Maintain policy as is
- Eliminate/raise cap (increase nonresidents)
- Lower cap (increase residents)
- Develop a policy that differentiates:
 - Between undergraduates and graduates
 - Among nonresidents (full pay, exempt, 150%)
 - Between graduate & professional schools
 - Eligibility for financial assistance

You also indicated that March/April 2009 is the target date for presenting a final proposal to the BOR for action, preceded by consultation with stakeholders during December and January prior.

We would like to let you know that the **University of Hawaii at Hilo is not in support of making any policy decision on this matter without further analysis of the short- and long-term consequences of each proposed policy alternative, coupled with more extensive dialogue on this issue.** We did not realize until the Board of Regents meeting in October that substantial work had already been done in formulating policy alternatives without our prior consultation. Out of respect to the academic calendar and to shared governance, we do not feel that the proposed expedited timeline allows the System and all affected constituents to give full measure and due consideration to the proposals.

The analysis and consideration of any academic or student life policy should first and foremost be framed against the context of educational outcomes and strategic goals. In addition, it is most advantageous if policies are conceived of and framed in terms of their relevance to and measurable/documented impact on students, as opposed to our desires/goals as institutional entities. We therefore suggest expanding our focus beyond just examining the topic of non-resident enrollment to include:

1. Identifying and proliferating the conditions that maximize the successful attainment of educational goals by Hawaii's residents;

2. Analyzing and accurately documenting the impact of current policies relative to their contribution to student success and the quality of learning for our students, and on fiscal sustainability for UH System; and
3. Reviewing the strategic enrollment management plans and enrollment-related goals of each of the UH System campuses, wherein non-resident student enrollment and the tuition/fees assessed of them play one of many significant aspects.

Further discussion regarding each of these three points ensues.

1. Identifying and proliferating the conditions that maximize the successful attainment of educational goals by Hawaii's residents. The discussion about enrollment caps is ultimately motivated by UH System's desire to better respond to relatively low participation rates in higher education by Hawaii's residents. However, the setting of a cap is incidental to serving the educational needs of the State. Just because the non-resident enrollment cap is lowered does not automatically mean that more resident students will be recruited, admitted, enrolled or graduated (as the proposed policy alternatives listed above erroneously imply); conversely, raising or eliminating the cap does not necessarily equate with fewer resident students being served. Therefore, if the educational attainment of Hawaii residents is our concern, then we should engage in focused dialogue on proactive efforts, strategies and policies that result in positive educational outcomes for Hawaii's residents. This includes:

- Incentivizing campus-based performance relative to desired outcomes through formula funding, and the surest way to build campus capacity is to sufficiently fund campuses so that they may serve in-state students adequately; in the absence of formula funding, campuses expend a lot of time, energy and anxiety on sustaining or securing new revenue streams, which distracts them from their primary mission;
- (Re)committing to a policy and practice that ensures that every qualified Hawaii resident has access to one or more of the two- or four-year institutions should s/he so desire;
- Identifying and implementing specific curricular and co-curricular interventions that maximize access and success of Native Hawaiian students;
- Identifying both the quantitative and qualitative factors that lead to student learning, student engagement, student retention and student success, as well as developing an implementation plan to proliferate those conditions; and
- Building capacity so as to better address the needs of those communities across the State currently underserved by the University of Hawaii.

2. Analyzing and accurately documenting the impact of current policies relative to their contribution to student success and the quality of learning for our students, and on fiscal sustainability for UH System. The individuals who comprise the target group of "non-resident students" are diverse and varied. A simple policy that cuts across all nuances relative to those differences would be ill-advised without further and substantial data analysis to demonstrate the impact – both intended and unintended – of any changes to our current policy. Specifically, we need to:

- Analyze in more detail the impact of non-resident tuition and fee revenue and how an increase or decrease in the non-resident student population affects each campus' ability to provide access to higher education for resident students, especially when we face declining state support;
- Analyze the impact of non-resident tuition and fees in the graduate and post-baccalaureate professional programs, as their funding models are more complex than among undergraduate degree programs;
- Examine current practices relative to admission of students designated as eligible for WUE and ensure we are being strategic and purposeful in who we designate as WUE-eligible;
- Accurately determine the ratio of outbound versus inbound participants in National Student Exchange, global exchange programs, and other similar co-curricular programs, as well as their financial impact on each campus;
- Document the impact that the inclusion of non-resident and international students have on the learning experiences of Hawaii residents, with consideration given to our responsibility to prepare students to live and work in an increasingly global economy;
- Determine how instructional and student support resources (fiscal, facility, human, etc.) are allocated in serving various student populations and identify areas of unmet need and the reasons for these shortfalls; and
- Assess the impact of the BOR policy changes to the student financial assistance program implemented in June 2006 on student access/enrollment and on institutional funding, with particular attention - given UH System's own commitment to serving Pacific Islanders - to Pacific Island students from US-affiliated nations whose primary regional access to a baccalaureate degree is through the UH System.

3. Reviewing the strategic enrollment management plans and enrollment-related goals of each of the UH System campuses, wherein non-resident student enrollment and the tuition/fees assessed of them play one of many significant aspects. In light of the declining budget climate in the State of Hawaii, sure to last at least into the foreseeable future, there is an urgent and genuine need for each UH System campus to develop and implement a cohesive, coordinated and well-conceived strategic enrollment management (SEM) plan that defines and describes:

- Its expected growth or maintenance trajectory;
- Its targeted enrollment goals as defined by student demographics and outcomes;
- the market niche to be filled by each campus so as to minimize competition within the System;
- a descriptive profile of the students each campus wants to admit, enroll, retain and graduate; and
- a viable, sustainable funding model for ensuring access to higher education for State residents, as well as maximizing the chances of academic success for those each campus does enroll.

Care must be given to distinguish between the unique missions of each of the three four-year institutions, as well as to distinguish the mission of the four-year institutions from the community college campuses. The present discussion regarding non-resident enrollment caps is clearly relevant

in the development of any effective strategic enrollment management plan, but it represents only one small piece of a complete and comprehensive SEM plan. To make a decision about the non-resident enrollment cap policy without considering it against established SEM plans may produce results counter to our goals. Each campus' SEM plan should guide the development of academic and student life policies in support of that plan; policies should not drive the development of the plan.

As evidenced by the thorough analyses currently being conducted by UH Hilo's Enrollment Management Implementation Team, the results of which will be presented to Chancellor Tseng by May 2009, clearly UH Hilo is NOT in a position to endorse any policy change at this juncture. On the other hand, if a uniform policy across the UH System is not required, and other campuses are prepared to move ahead at this time with a policy change on a trial basis, we are happy to remain silent on the issue and allow other campuses to proceed.

In closing, we would like to thank you for advancing the dialogue on this topic and giving us the chance to provide feedback. Although our campus discussions to clarify enrollment-related policies and practices at UH Hilo began prior to your BOR presentation, it has served as a catalyst for some constructive dialogue among various constituencies across our campus with regard to UH Hilo's mission, strategic priorities, long-range budget planning, and enrollment goals. We believe that we are joined in a shared cause of trying to better serve the State's needs for workforce development and producing an educated citizenry who are able to provide better lives for themselves and their families. In that spirit, we hope to continue to engage in dialogue with you and other partners across the UH System ohana.