

# news from CUASA

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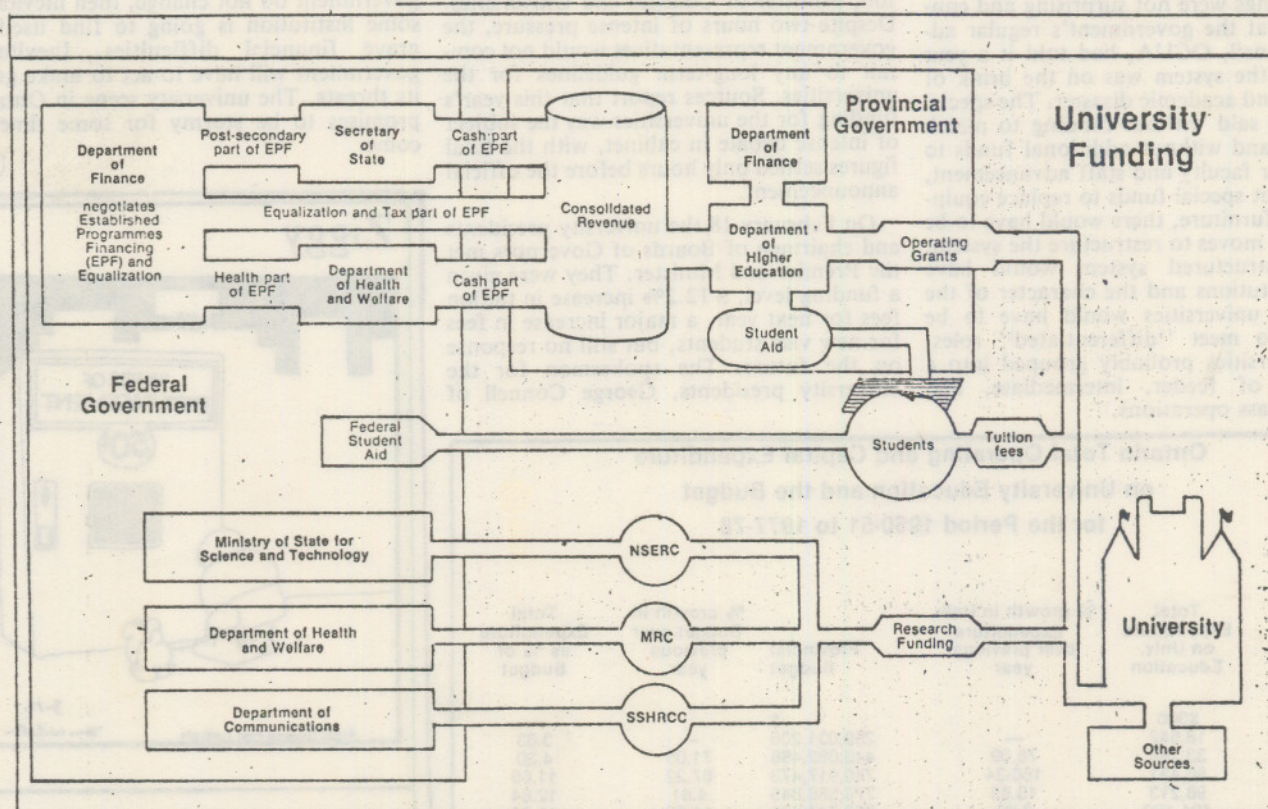
March 1982

## UNDERFUNDING: WHAT WE MUST DO

This is a special edition of the CUASA Newsletter on the related issues of persistent underfunding of universities in Ontario, and the need to make our concerns known via vigorous lobbying of federal and provincial politicians. The recently concluded Memorandum of Settlement between CUASA and the employer is not the end of our -- that is, your -- problems. The university has to come up with the money that it has agreed to pay over the next three years, and its ability to do so without seriously damaging other sectors of the university depends almost entirely on the levels of funding set by the government of Ontario. Every member of CUASA has a personal pecuniary stake in seeing an improvement in government support for post-secondary education. But beyond that we have a broader responsibility to the academic mission of the university as a repository of arcane skills and unfashionable -- and sometimes unpopular -- knowledge.

In this Newsletter I will try to set out as clearly and simply as I can the processes and issues of concern, and then will outline the actions that we should get involved in later this month, and regularly thereafter.

### FUNDING: PROCESSES AND STRUCTURES



The accompanying diagram, taken from the most recent CAUT Bulletin, shows the flows of money which originate in the federal government. Money transferred under the EPF (Established Programmes Financing) Act and equalisation payments in general flow into provincial coffers. Although the EPF payments are intended to help support social, health, and post-secondary education programmes, the money is not tied; that is, it need not emerge from the provincial "consolidated revenue" reservoir in anything like the proportions of the inflow. Provincial governments -- not just Ontario -- have used EPF to reduce the provincial share of funding for universities -- which constitutionally are firmly within provincial jurisdiction -- to the extent that by 1982 the greatest proportion of the money granted to universities is federal money. The provinces are the last "port-of-call" of that money, so in a strict, pedantic sense, the money "comes from the province"; in reality, the province funnels the money, and in the process obscures the source and purpose of the funding. If the provinces had matched from their own resources the increase in federal funding, the funding crisis would be much less severe, if indeed it would exist at all.

The provinces and the federal government have been fighting over EPF for at least the last year. The Government of Canada resents the fact that it contributes most of the money to run universities, yet the provinces each year cut back on their contributions, thereby raising the relative share paid by the feds. The real political irritant is the fact that none of the provinces acknowledge the role played by the federal government. Trudeau is largely correct when he says that the provinces take the money, whine for more, and to top it off, engage in unrestricted Fed-bashing. The federal government has announced that it will unilaterally alter the form of EPF when the current legislation expires at the end of this month, since the provinces, as usual, seem incapable of agreeing on anything except the need for the Government of Canada to capitulate.



Obviously my sympathies lie mostly with the federal government; on most issues they do, since I am by inclination a centralist. However, as I will show later, neither level of government is totally a saint, neither totally a sinner. They both deserve condemnation, and both need to be pressed to mend their ways.

## ONTARIO

This short report was prepared by OCUFA and appeared in the latest CAUT Bulletin. It is a pretty good summary to the provincial scene.

It has been almost two years since the presidents of Ontario universities persuaded the Province that there was a major crisis in higher education engendered by the government's own funding policies. Pointing to a funding pattern that has resulted in university operating grants falling by almost 17% in real dollars over the last ten years, the presidents argued that the objectives of the university system could no longer be met within such financial constraints, and that government should examine the policy objectives for the system in detail, with particular reference to "meeting the challenge of the 80's."

Government's response was to strike a special committee, composed of members of the government advisory council, university presidents, and senior civil servants, to report on the future roles of the institutions. The committee met for the best part of a year, issuing a preliminary report early in 1981, and following it with public hearings in the Spring. The final report came out in August, 1981.

Its findings were not surprising and confirmed what the government's regular advisory council, OCUA, had told it a year earlier — the system was on the brink of financial and academic disaster. The special committee said without funding to match inflation, and without additional funds to provide for faculty and staff advancement, and without special funds to replace equipment and furniture, there would have to be immediate moves to restructure the system.

The restructured system would have fewer institutions and the character of the remaining universities would have to be changed to meet "differentiated" roles, with universities probably grouped into a hierarchy of feeder, intermediate, and national-class operations.

Government's response was to create a special group of civil servants to look at the committee's report, in conjunction with reports on polytechnic education, continuing education, highly skilled personnel, community colleges, and grade 13. Since August of 1981 the university system has been waiting for some sign that someone is listening.

In January the advisory council issued its annual financial analysis of the system. Over four years, government spending declined in real dollars (adjusted for inflation) by almost 5%; university operating grants declined by almost 13%. In order for Ontario universities to be funded at the average level of the other nine provinces, an extra \$197 million would have been needed in 1979-80 alone. Expenditures on equipment and furniture declined, again in real terms, by 23% over the last five years, and library expenditures by 35%.

In late January OCUFA officials, local association presidents from across Ontario, and salary chairmen from the associations met with Premier Davis and Betty Stephenson, Minister of Colleges and Universities. Despite two hours of intense pressure, the government representatives would not commit to any long-term guidelines for the universities. Sources report that this year's funding for the universities was the subject of intense debate in cabinet, with the final figures settled only hours before the official announcement.

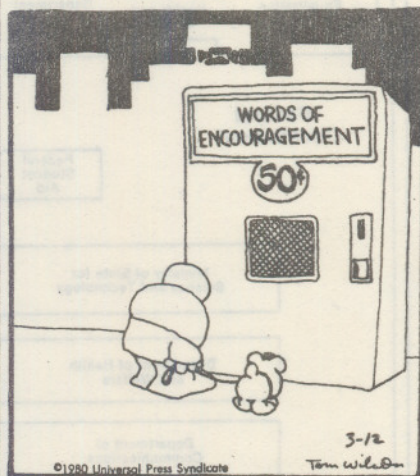
On February 18 the university presidents and chairmen of Boards of Governors met the Premier and Minister. They were given a funding level, a 12.2% increase in tuition fees for next year, a major increase in fees for new visa students, but still no response on the future. The spokesman for the university presidents, George Connell of

Western, said that there is one piece of major unfinished business between government and university — the response to the report on the future roles. They will continue pressing for an answer, he said.

OCUFA's view is that government probably has no intention of responding directly on universities' future roles. The tactic will probably be to shift the burden of decision-making even more heavily onto the institutions. Muddling through the crisis, government will try to find a "third way" (neither adequate funding nor major restructuring). The Minister, Dr. Stephenson, signalled this by delivering stern warnings on deficits when she announced 1982-83 funding. Deficits, she said, would have to be controlled and eliminated. If universities incur unmanageable financial problems, then she would consider weapons such as automatic suspension of charters, dissolution of Boards, government trusteeships, and the possible suspension of collective agreements and tenure.

If the funding policies of the Ontario government do not change, then inevitably some institution is going to find itself in grave financial difficulties. Inevitably government will have to act to make good its threats. The university scene in Ontario promises to be stormy for some time to come.

## Ziggy



## RECENT PUBLICATION

The Nova Scotia Confederation of University Faculty Associations has just published a 47 page handbook on Language of Equal Value. This book is available from CAUT at \$2.50 per copy.

Ontario Total Operating and Capital Expenditure  
on University Education and the Budget  
for the Period 1950-51 to 1977-78

| Year    | Total<br>Expenditure<br>on Univ.<br>Education | % growth in Univ.<br>Expenditure<br>over previous<br>year | Provincial<br>Budget | % growth in<br>Budget over<br>previous<br>year | Total<br>Expenditure<br>as % of<br>Budget |
|---------|---|---|----------------------|--|---|
|         | \$000   |   | \$                   |  |   |
| 1950-51 | 18,642  | —   | 259,031,206          | —  | 3.83                                      |
| 1955-56 | 33,199  | 78.09   | 443,082,466          | 71.05  | 4.20                                      |
| 1959-60 | 86,431  | 160.34  | 740,917,473          | 67.22  | 11.66                                     |
| 1960-61 | 98,213  | 13.63   | 776,586,845          | 4.81   | 12.64                                     |
| 1961-62 | 101,190                                       | 3.03  | 863,744,235          | 11.22  | 11.71                                     |
| 1962-63 | 116,131                                       | 14.77   | 1,039,125,097        | 20.30  | 11.17                                     |
| 1963-64 | 152,769                                       | 31.55   | 1,129,121,019        | 8.66   | 13.52                                     |
| 1964-65 | 207,197                                       | 35.63   | 1,290,850,519        | 14.32  | 16.05                                     |
| 1965-66 | 265,576                                       | 28.18   | 1,515,107,847        | 17.37  | 17.52                                     |
| 1966-67 | 362,442                                       | 36.47   | 1,931,495,594        | 27.48  | 18.76                                     |
| 1967-68 | 450,502                                       | 24.30   | 2,553,917,556        | 32.22  | 17.63                                     |
| 1968-69 | 557,902                                       | 23.84   | 3,115,679,688        | 22.00  | 17.90                                     |
| 1969-70 | 637,060                                       | 14.19   | 3,718,493,289        | 19.35  | 17.13                                     |
| 1970-71 | 724,960                                       | 13.80   | 4,514,395,258        | 21.40  | 16.05                                     |
| 1971-72 | 742,917                                       | 2.48  | 5,223,004,022        | 15.70  | 14.22                                     |
| 1972-73 | 724,001                                       | -0.25   | 6,480,342,060        | 24.07  | 11.17                                     |
| 1973-74 | 787,981                                       | 8.84  | 7,301,861,699        | 12.68  | 10.79                                     |
| 1974-75 | 812,643                                       | 3.13  | 8,821,609,717        | 20.81  | 9.21                                      |
| 1975-76 | 910,642                                       | 12.06   | 10,632,241,331       | 20.52  | 8.56                                      |
| 1976-77 | 1,010,203                                     | 10.93   | 11,921,237,211       | 12.12  | 8.47                                      |
| 1977-78 | 1,111,663                                     | 10.04   | 13,129,483,713       | 10.14  | 8.47                                      |
| 1978-79 | not<br>available                              | —   | 13,912,508,267       | 5.96   | —   |
| 1979-80 | not<br>available                              | —   | 15,345,865,505       | 10.30  | —   |

Looked at another way, the Government of Ontario has managed to turn the university system into the most expensive in Canada from the user's point of view, whilst giving the lowest level of support. The Citizen (March 9th, 1982) ran a story on the front page, showing that Ontario grants per student are the lowest of all provinces, and the grant funding of universities is the lowest in Canada when expressed per \$1,000 earned by its citizens.



## THE SITUATION NOW

The federal government seems determined to go ahead with its threats to change EPF unilaterally. The provinces could use the apparent reduction in their ability to pay to even further erode the support given to the universities. I say "apparent" because the federal claim is that taxing power and transfer payments have already been shifted to the provinces, sufficient to offset the proposed reduction in EPF.

Leaving the inter-governmental bickering aside, the Ontario system has been given a 12.2% increase in operating grants for 1982-83. That is less than the Ministry's own advisory body (OCUA) recommended to the tune of \$29.5 million. But the shortfall is less than in the previous year. This suggests that the flat condemnation of the increase as inadequate -- which was the response of Presidents and Chairmen of Boards of Governors when they met the Minister, Bette Stephenson, and the Premier to hear the funding arrangement on February 18th -- is not appropriate and is likely to annoy rather than persuade the government in our favour.

Carleton will not get 12.2%. The funding increase of a given university depends on a three year moving average of enrollment at the university, which is then compared to the provincial average. Although enrollment at Carleton has increased in recent years, it has done so at a slower rate than elsewhere. Carleton will get somewhere in the region of 10.5% more from the grant in 82-83 than in 81-82. With inflation running at 12%, the University's difficulty should be obvious.

It is management's job to administer the university's financial affairs in an efficient and responsible manner. But CUASA and its members cannot shrug off the situation as "their problem" not ours. We do have a responsibility to do all we can to ensure that the university remains a viable and vibrant institution, and we really must speak out on our own behalf, and on behalf of the entire university.

## ACTIONS

CAUT has organised a "week of concern" for the last week of March. The details are in the most recent CAUT Bulletin. Local Associations have been asked to organise their own activities to make the public aware of the issues, and CUASA and APUO (Ottawa U.) have been particularly singled out to participate in a lobby of federal MP's -- more in a moment.

As President of CUASA I have given my comments on underfunding to This Week. Today (March 11th) I spoke at the CUSA teach-in, where CJOH and CBOT had reporters and cameras. I will be attending the CAUT International Symposium on university underfunding in Toronto on April 1st and 2nd. I will be writing to Premier Davis and to our Minister, Bette Stephenson. The Past-President, Les Copley, will be meeting with our federal and provincial representatives, John Evans and Claude Bennett.

In a sense we -- that is, the officers of the Association -- are expected to do these things. It is probably much more politically effective when large numbers of academics take some action on their own that is not directly through the Association.

Would you do a couple of things to get the message through to our political representatives (I refuse to call them our political masters; they are supposed to work for us)?

First, write to your federal and provincial MP, MLA. I think the tack to take is that recently adopted by CAUT -- it can be expressed most succinctly as "a pox on both your houses". Don Savage (Executive Secretary of CAUT) has said that the governments are treating the universities as a political football, a pawn in their own devious games, with scant or no regard for the damage being done to the universities in the process. You could suggest that a little more real concern for the institutions in the middle of the fight would be appropriate.

If you write to your MLA, you could press for a reply on the recommendations of the Fischer Report. The provincial government refuses to discuss the stark alternatives of adequate funding or system restructuring presented in that report. You could stress that muddling-through can be an expedient political policy, but universities cannot conduct their affairs in such an irresponsible way.

I do not want to suggest a model letter for you to follow, but the points raised above seem worth consideration. Try to write your letter so that it demands a reply as well as delivering a rebuke. The issue is clearly not partisan, so if your MP or MLA is a member of an opposition party, write to him or her anyway, obviously a slightly different approach would be appropriate.

### PROVINCIAL MEMBERS can be written to at:

Legislature Buildings, Toronto, M7A 1A2

|                |                       |
|----------------|-----------------------|
| Carleton:      | Bob Mitchell (PC)     |
| Carleton East: | Bob MacQuarrie (PC)   |
| Ottawa Centre: | Michael Cassidy (NDP) |
| Ottawa East:   | Albert Roy (L)        |
| Ottawa South:  | Claude Bennett (PC)   |
| Ottawa West:   | Reuben Baetz (PC)     |

### FEDERAL MEMBERS can be written to at:

House of Commons, Ottawa, K1A 0A6

|                               |                     |
|-------------------------------|---------------------|
| Ottawa West:                  | Lloyd Francis (L)   |
| Ottawa East:                  | J.R. Gauthier (L)   |
| Ottawa-Centre:                | John Evans (L)      |
| Ottawa-Carleton:              | Jean-Luc P  pin (L) |
| Nepean-Carleton:              | Walter Baker (PC)   |
| Gatineau:                     | Ren   Cousineau (L) |
| Hull:                         | Gaston Isabelle (L) |
| Pontiac/Gatineau/<br>Labelle: | Thomas Lefebvre (L) |

N.B. Letters addressed to your federal MP at the House of Commons require no postage.



The second line of action is more direct. On March 25th CAUT is organising lobbying of federal MP's in their offices on Parliament Hill. This is NOT a mass rally. Teams of 2 or 3 professors will meet with perhaps 2 or 3 MP's during that day. The Ottawa U. people are responding enthusiastically and I think it is in Carleton's interest to try to contribute as much as we can.

CAUT will hold a briefing meeting (4:30-5:30 p.m.) at the University of Ottawa on March 24th. The lobbying will be all day on the 25th; there will be a debriefing meeting at 5:30 p.m. on the 25th, also at the University of Ottawa.

I have asked your CUASA Council Representative to try to recruit lobbyists from your unit. If you are willing and able to put aside one day for this would you please just call the CUASA office (6387) with your department and name (or let your Council Rep. know of your interest), and we will pass along to CAUT a list of lobbyists. CUASA will act as a go-between for CAUT and yourself.

With our contract settled we should be able to give our support to this effort. After all, lack of enthusiasm and a low participation rate will no doubt be noticed at Queen's Park and in the federal parliament. That could be very damaging to the universities.

David Bennett, President.

#### EMPLOYER CONTRIBUTIONS TO OHIP/QHIP TO BE REDUCED

Under Article 40.3(a) of the collective agreement which was not altered in the recent round of collective bargaining, increases in the costs of our benefit plans are met by the membership including changes in the employer's contributions to benefits. With the recent switch in carriers, monthly employer contributions to the dental plan and extended health care plan premiums are increasing by \$0.34 and \$0.38 for single coverage and by \$1.02 and \$1.82 for family coverage respectively. These increases in employer paid premiums will, therefore, result in a corresponding decrease in employer paid contributions to OHIP/QHIP premiums from 45.65% to 39.20%. These adjustments will be reflected on our March paycheques.

Having these and future changes in the cost of benefit plans paid for by the membership rather than by the employer is not an attractive part of our collective agreement. However, the CUASA negotiating team felt strongly during the last round of negotiations that to open this part of the collective agreement would both delay a settlement and result in a lower scale increase. With the recent federal budget, employer contributions to the dental and extended health care plans are taxable benefits. Given that there are no longer tax advantages to these employer contributions, we might just as well have the dollars in our paycheques. Concentrating on our scale increase has resulted in a larger salary base for the membership and this should mean larger increases in the future.

It should also be kept in mind that the change in carriers resulted in real savings to the membership for life insurance. In fact, the optional life insurance package, with a maximum of \$250,000, is very attractively priced and should be considered by all members at a time when inflation is reducing your current coverage.

John Callahan, Benefits.

#### CUASA COUNCIL MEMBERS

##### ARTS

|                 |                               |
|-----------------|-------------------------------|
| R. Bird         | School of Journalism          |
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| D. Goodreau     | Art History/Music             |
| G.F. Goodwin    | History                       |
| A.W. Halsall    | French                        |
| R.L. Jeffreys   | Classics                      |
| P.J. King       | History                       |
| M. Langer       | English/Film Studies          |
| F. Loriggio     | Italian/Spanish               |
| L.T.R. McDonald | English/Film Studies          |
| G. Melnikov     | Russian                       |
| E. Oppenheimer  | German/Comparative Literature |
| J.P. Paillet    | Linguistics                   |
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| P. Van Ruten    | French                        |

##### ENGINEERING, ARCHITECTURE, INDUSTRIAL DESIGN

|               |   |
|---------------|---|
| I. Reichstein | Systems and Computer Engineering/<br>Computer Science |
|---------------|---|

##### LIBRARY

|               |
|---------------|
| F. Montgomery |
| D. Rogers     |

##### SOCIAL SCIENCE

|              |   |
|--------------|---|
| J. Alexander | Political Science/<br>International Affairs |
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| R.F. Neill   | Economics                                   |
| M.H. Ogilvie | Law   |
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| M. Rosenberg | Geography                                   |
| E. Swimmer   | Public Administration                       |
| V. Valentine | Sociology/Anthropology                      |

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| K. Hooper       | Geology                  |
| P.M. Laughton   | Chemistry                |
| B. Puttaswamaih | Mathematics & Statistics |
| W.J. Romo       | Physics                  |

##### INSTRUCTORS

|                      |
|----------------------|
| D. Menagh (Non-Arts) |
| A. Ruprecht (Arts)   |

#### WANTED - HOUSE TO RENT - July 1/82 - June 30/84

Professor Gord Dixon, School of Management, The University of Lethbridge is seeking rental accommodation for his family (two children) for a two year period. Contact Professor Dixon at the School of Management, The University of Lethbridge 4401 University Drive, Lethbridge, Alberta T1K 3M4.

#### FOR RENT IN LONDON, ENGLAND - Upper maison-

ette, 2 bedrooms, 1 bathroom, lounge, modern kitchen, fully furnished, central heating, wall-to-wall carpeting, ten minute walk from Marble Arch. Rent \$625 per month (includes water, insurance, local taxes, and ground rent). Extras: telephone, gas and electricity. Available from September 1st, 1982. For information contact D.W. Sida at 613-231-6752, Department of Mathematics, Carleton, or 613-235-3253.