

# University vs Government

The relationship between universities and the governments which support them is becoming one of the most significant and potentially explosive problems in higher education today. While in the past most governments, most of the time, have been content to pay the piper without much concern for the tune, they have lately become increasingly reluctant to sign blank cheques for university financing without assurances about the way the money is spent.

When the Canadian Universities Foundation announced a year ago that \$850 million would be needed for expansion to accommodate an estimated 229,100 students by 1966, the legislative clamor for more financial responsibility on the part of universities increased.

Several provinces have since taken steps to ensure financial responsibility, but none has yet established a foolproof system to maintain a balance between financial responsibility and academic freedom.

The Ontario approach is probably the most interesting, the most advanced and the most far-reaching. In the fall of 1960 almost 29,000 students were enrolled in Ontario universities and the provincial government had allocated more than \$28 million to meet expenses.

Until 1960 Ontario universities made direct individual requests to the government or, from 1958 on, to a committee of government personnel. Realizing in 1961 that by 1964 enrolment would almost double, nearly tripling government grants, the government added non-government representatives to the committee to allow for unbiased voice in its affairs.

Last spring the government created the Department of University Affairs, the final step in the development of the committee, with a cabinet and deputy cabinet minister in charge. The Capital Aid Corporation was also set up to distribute government grants among the province's universities. Finally, the old advisory board recently was expanded by the appointment of four academics from Ontario universities.

Even before the creation of the new department — and to a lesser extent now — university people regarded the government's role in university education with suspicion. There was a fear that increased government activity in the sphere of university education would sooner or later infringe on the relatively autonomous position of the university in the province. Much of this fear, however, has been allayed by the appointment of academics to the advisory committee and the Capital Aid Corp's independent non-political grant distribution scheme.

Claude Bissle, president of the University of Toronto and chairman of the committee of presidents of Ontario's provincially-assisted universities, recently threw the responsibility for maintenance of university autonomy back to the universities.

He said the universities' misunderstanding of the principles of academic freedom poses a greater threat to university autonomy than increased government activity in the field of university aid. Dr. Bissle limited the areas of legitimate government action in university education to the following:

- determining the amount of money the province is to spend on higher education.
- formulating, in consultation with the universities, province-wide plans for higher education.
- establishing machinery for the administration of province-wide programs such as scholarship, loan plans and library purchases.

He listed four freedoms fundamental to the university as the freedom to select and determine the qualifications of teaching staff, the freedom to decide how to spend government grants, the freedom to select students, and the freedom to decide curriculum.

In theory, the significance of the new Ontario system is twofold. First, policy decisions on province-wide problems will be considered and initiated by an advisory committee that includes members of the academic community. Second, financial grants will be distributed by a semi-independent body that can act outside political considerations.

Naturally, both bodies could be over-ruled by a government determined to control university education. But, there is no reason to believe that the Ontario government has this kind of ambition. The real danger, as Dr. Bissle has pointed out, is that the universities in the province will intentionally or unintentionally make decisions in borderline areas designed to please the government.

There are other dangers. Dr. G.C. Andrew, writing in *School Progress*, warns of a "systemization" which he says could destroy the individuality and variety of Canadian universities. He also fears a provincial exclusiveness in higher education. Academic autonomy is threatened when a single political authority is given sole financial responsibility for university education. If higher education principles are established provincially, he adds, they may not meet the needs of the nation. Dr. Andrews proposes a constitutional means for federal-provincial determination of policy and provision of financial support.

But in most universities and provinces working out a system of university-provincial government relations is problem number one. The success or failure of the Ontario approach in the next year or two will be of interest to university and government officials across the country.



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## Who Pays for our Universities

University Writer  
for THE TORONTO GLOBE  
AND MAIL

KENNETH DRUSHKA

Trying to advance higher education in Canada can be a frustrating business, particularly when the federal government is involved. For the past 18 months, the Canadian Universities Foundation has bombarded Ottawa with briefs and requests for money to help meet the costs of providing for increasing university enrolments.

But, with one minor exception, these requests have received the silent treatment from the government.

Meanwhile, the demands on the universities continue to increase.

Earlier this year, Dr. Edward Sheffield, CUF research director, published a revised report on enrolment revealing that the number of full-time university students in Canada doubled between 1955-56 and 1962-63, when 141,000 students attended university.

"If current trends continue, enrolment is expected to double again in six years, to triple in 11 years, and to reach 480,000 in 1976-77," the report said.

A 1963 CUF study shed some light on the cost of coping with such increases, estimating that \$800,000,000 in new buildings would be required to accommodate the 70,000 student increase between 1963-64 and 1966-67.

Construction costs of Canadian universities during the current academic year are estimated by the CUF at \$255,000,000, compared with \$112,000,000 in 1962-63, and have been increasing at the rate of about 25 per cent a year. Operating costs, \$238,000,000 in 1962-63, are estimated at \$332,000,000 this year, and are increasing annually by about 16 per cent.

CUF studies during 1962 and 1963 estimated that operating costs for Canadian universities for the three academic years 1963-64 to 1965-66 would top the billion-dollar mark. Realizing that capital requirements would be \$800,000,000 for the period, the CUF turned to the federal government for \$300,000,000 to aid construction.

In 1962-63, the federal government contributed \$90,718,000, including \$23,426,000 in loans, to university financing. The largest area of federal participation involved \$53,313,000 in operating grants, most of which was based on a \$2 per capita grant.

### BRIEFS PRESENTED

In May, 1963, Claude Bissell, president of the University of Toronto, delivered a CUF brief to Prime Minister Lester Pearson, asking Ottawa for \$300,000,000 in capital grants spread over

a three-year period. The brief proposed this be matched by provincial capital grants and supplemented by a \$100,000,000 contribution from industry and \$100,000,000 in loans from Central Mortgage and Housing Corp. for residence construction. The brief also asked the government to provide the Canada Council with an additional \$2,000,000 a year for scholarships in the humanities and social sciences and to assist university libraries.

A second brief, submitted to the Finance Minister in December by J.A. Corry, principal of Queen's University, repeated the request for the \$300,000,000 capital fund, asked for amendments to the National Housing Act to permit loans for married students' quarters and co-operative housing ventures, and for special interim operating grants for Nova Scotia and New Brunswick universities. It also asked that the per capita operating grants be increased from \$2 to \$2.60 to help meet the billion-dollar operating bill expected over the next three years.

A separate CUF brief to the Royal Commission on Taxation asked that tax laws be altered to encourage donations to universities. The Canadian School Trustees Association recommended that educational financing be divided between various governmental levels, with Ottawa assuming responsibility for higher and vocational education.

A brief by the Canadian Association of University Teachers, also submitted to the Minister of Finance last year, supported the CUF capital request and asked that the federal operating grants be increased to \$100,000,000 a year.

### ACTION

Action has been taken only on the National Housing Act proposal and Dr. Geoffrey Andrew, CUF executive director, said the foundation has received no reply from the government on the other requests. Questions raised in the House of Commons in May concerning the \$300,000,000 capital grants brought the reply that it and other requests were being studied by the royal commission, which is not expected to report until mid-1965.

"Every major royal commission has stated the need for the federal government to be concerned with higher education and research," Dr. Andrew said. "The first thing that has to be resolved is whether the provinces are going to recognize that the Canada-wide concerns in higher education will increasingly involve a financial partnership with the federal government.

"The problem is: How are the provinces going to allow the federal government to express its concern and interest in higher education? The future of the grants — and of higher education in Canada — depends on the answer to this question."

### ALTERNATIVES

In lieu of federal money, provincial governments have been forced to assume heavier responsibilities in their programs of

university support. To meet costs for the current year, Nova Scotia doubled its support to private universities and colleges; New Brunswick increased its grants substantially; Quebec extended for two years its \$40,000,000-a-year plans for capital funds; Ontario increased its capital grants from \$35,043,000 last year to \$54,675,000 this year; Manitoba gave operating grants to church-affiliated colleges for the first time; Alberta expanded its support to universities and public and private junior colleges; in British Columbia, independent campaigns were called off after the business community protested and a joint appeal for \$28,000,000 was launched with \$40,700,000 over five years promised by the province.

The second method of meeting financial shortages has been to increase the student fees at almost every Canadian university — increases averaging \$67 have been made at more than 20 universities within the last year.

But, Dr. Andrews believes the universities need federal funds far more than purely financial reasons and views the increased provincial participation as a threat to the autonomy of the universities. He said there is a danger that as the provincial governments provide more and more money, they may take the view that since they are paying the piper, they can call the tune. Therefore, he would prefer to have funds coming from a variety of sources, including provincial and federal governments, industry and student fees.

### BLADEN & MEANWHILE

The CUF recently established a special commission, under Vincent Bladen, Dean of Arts and

Science at the University of Toronto, to investigate higher education financing in Canada. Due to report next September, the commission can be expected to provide the most comprehensive examination of Canadian university financing ever attempted. And, although it can also be expected to muster strong arguments for federal participation, there is a feeling that the commission has only served to take the pressure off Ottawa and that no federal statement — negative or positive — will be forthcoming until the report is completed.

Meanwhile, the university population continues to grow. The \$800,000,000 capital expenditure required by the fall of 1966 will be required again by 1968 and many times over by 1976 when 480,000 students will be pounding on the doors of Canada's universities.

## SQU'ROOT

SANTA CLAUS WILL APPEAR AGAIN THIS YEAR, PER USUAL, (SIGH).



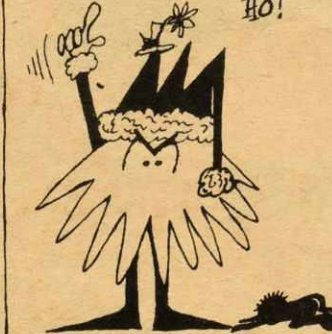
Jingle Jingle

BUT, ALAS, POOR SANTA IS GETTING WORRIED ABOUT THE FACT THAT MORE AND MORE PEOPLE ARE NO LONGER HIS FRIENDS — THEY DO NOT THINK THERE REALLY IS A SANTA CLAUS. (SIGH)



SANTA, SLAYING ON CHRISTMAS EVE.

THEREFORE, THIS CHRISTMAS, THOSE WHO DO NOT BELIEVE MUST DIE! Ho! Ho! Ho!



by Weedy

The Gazette this week has reduced to a five-column edition, due to examination pressure and The Budget. The Gazette returns to its regular format after the Christmas vacation. This is the last issue of 1964.

