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ABSTRACT

The Research Committee of the Committee of Presidents of the Provincially Assisted Universities of Ontario was charged in 1966 with preparing a study of university development in the 1970s. The first section of this report contains a description of university expansion in Ontario between 1962 and 1966. The remaining chapters set out in broad terms the probable scale of further expansion required in the years immediately beyond 1970 and identify the major problems to be faced as the universities and the Ontario government prepare for the future. In addition, tables and charts are presented that give undergraduate and graduate enrollment figures and projections and educational finance information. (Author/HS)

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An Appraisal of Higher Education in Ontario by the Presidents' Research Committee for the Committee of Presidents of Universities of Ontario

Committee of Presidents of Universities of Ontario
June 1966

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Committee of Presidents of Universities of Ontario
4 Devonshire Place, Toronto 5, Ontario
June 1966

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June 1966

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Reports of the Committee of Presidents

Available from the office of the Committee:

Post-Secondary Education in Ontario, 1962–1970. May 1962, revised January 1963.

Available from the University of Toronto Press, Toronto, Ontario:

The Structure of Post-Secondary Education in Ontario. June 1963, $1.50

The City College. February 1965, $1.00

University Television. June 1965. $1.00

The Health Sciences in Ontario Universities: Recent Experience and Prospects for the Next Decade. June 1966, $1.00

From the Sixties to the Seventies: An Appraisal of Higher Education in Ontario. June 1966, $2.00

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CHARTS

Foreword

When the Committee of Presidents of the Provincially Assisted Universities of Ontario asked its Research Committee to prepare a study of university development in the 1970s, they had in mind a companion work to the report entitled *Post-Secondary Education in Ontario 1962–1970*, prepared by the then Academic Sub-Committee of the Committee of Presidents in the spring of 1962 as the basis for the emergency expansion of the universities to take the very large increase in students then imminent. The Research Committee, in preparing the present report, has rightly thought it important to review the problems and accomplishments of the past four years. The first four chapters of the report provide a concise and critical discussion of the ways in which the university constituency and the Government of Ontario have attempted to work out the common problems of expansion. It is not altogether a story of unqualified success. But the main short term challenge was met by dint of great effort and the extent of the accomplishment is left in no doubt.

The remaining chapters set out in broad terms the probable scale of further expansion required in the years immediately beyond 1970 and identify the major problems to be faced as the universities and the Government prepare for the longer future.

While there may be differences of view about the interpretations presented and the emphases given by the Research Committee in the report, the Presidents have authorized its publication in full in the confidence that it is a valuable contribution to intelligent discussion and wider understanding of university affairs in Ontario now and in the future.

Two major recommendations of the report have been fully endorsed by the Committee of Presidents and have been forwarded to the Minister of University Affairs. The first of these is that a committee, or commission, with broad terms of reference and adequate resources be established to study the development, integration, and governance of post-secondary education in Ontario. The second is that a special commission on student housing should be

established immediately to consider the urgent problems described in Chapter 3.

The Presidents have also endorsed the third recommendation that the universities themselves move quickly to meet the urgent need for trained people in the welfare field, which is given special emphasis in Chapter 6. They have accepted as well the recommendation at the end of Chapter 5 that the Ontario Institute for Studies in Education should be asked to accept responsibility for the collection, analysis, and projection of the statistics of post-secondary enrolment in Ontario. This suggestion has been acted on, and the Committee of Presidents has had a positive reply from the Institute saying that it will be willing to undertake this task on a continuing basis.

J. A. CORRY,
Chairman, Committee of Presidents of Universities of Ontario

September 1966

Preface

June 1966 is a significant month in the history of the universities of Ontario, marking in a number of respects the end of one phase in their development and the commencement of another.

The former phase began slightly more than four years earlier, when the Committee of Presidents of the Provincially Assisted Universities and Colleges of Ontario was established with Dr. C. T. Bissell as its first Chairman, and an Academic Sub-Committee (later designated the Presidents' Research Committee) was created under the chairmanship of Dr. J. J. Deutsch.

At the end of June 1966 a central office and a secretariat for the Committee of Presidents were established, Dr. Bissell was succeeded by Dr. J. A. Corry as Chairman, and the chairmanship of the Research Committee was assumed by Mr. Bernard Trotter.

This report attempts to take stock of what has happened during the intervening four years, to indicate in outline where the universities of Ontario may go during the next ten, and to discuss certain structural changes in the university system which the Research Committee regards as necessary.

Two main themes recur through the pages of the report. The first is a re-definition of the challenge the universities must face. In 1962 that challenge was expressed as the need to make places available for all qualified students who would apply for admission. In the future, however, the universities of this province will have to measure their efforts against the individual talent and judgment that are so greatly needed in society at all levels, especially the very high levels of academic achievement.

The second theme is the shifting of effective power away from the individual university. The nominal powers of universities to take independent decisions remain unchanged, but the areas of discretion of the individual senate or board of governors in the determination of policies—whether they relate to buildings, land acquisition, scholarships, residences, fees, new faculties or extended services—are being steadily circumscribed It would be naive not to recognize this and take it into account in our view of the future.

Many members of the Research Committee deserve special mention for their contribution to this report. I intend, however, to single out only one—the Committee's Secretary, Mrs. F. A. Ireland. To her must go so much of the credit for this document and for the work of the Committee from its inception.

At the same time, I should like to acknowledge both on behalf of the Research Committee and personally the leadership and statesmanlike direction given to the Committee by Dr. C. T. Bissell during my term of office as its Chairman and prior thereto.

R. B. WILLIS

FROM THE SIXTIES TO THE SEVENTIES

Introduction

The Duff-Berdahl Report, *University Government in Canada*, has this to say in the chapter, "Universities and Provincial Governments":

It is a widely recognized fact that, in Canada as elsewhere, the role of governments in higher education is increasing. There is a distinction to be made between the government role vis-à-vis university autonomy and that vis-à-vis academic freedom. The two concepts are not synonymous, and the former must not be stretched so far as to rule out the government's need to ensure a policy of co-ordination among universities. The latter refers to the professional freedom of the individual teacher which must never be infringed (p. 72).

This same distinction had already been made by the Honourable W. G. Davis, Minister of University Affairs for Ontario, in his thoughtful and challenging lecture at York University on February 1st, 1966. Mr. Davis said that the infringement of academic freedom was out of the question in his mind, but he added:

. . . there are some who would suggest that even in a democratic society university autonomy is not necessarily essential. Rather, it can be said to be a condition that is to be desired only if the universities themselves are able and willing to assume the high degree of responsibility that goes with it. Such responsibility, I would suggest, goes beyond fiscal accountability. It goes beyond the practice of effective economy. It involves a recognition of the total needs of society, a realization of the manner in which universities can serve those needs, and an undertaking of the action necessary to see that they are carried out.[1]

What are the total needs of society? There are what we might call the professional needs. One cannot pick up a newspaper without realizing that the need for highly trained people is acute. Pages of display advertising are inserted day after day by governments, government agencies, municipalities, financial institutions, manufacturers, distributors, retailers, publishers, even universities, for

1. "The Government of Ontario and the Universities of the Province," in *Governments and the University*, p. 32.

people to fill responsible and lucrative positions, the great majority requiring university degrees or superior technological qualifications. This need was dramatized by the Honourable James N. Allan, Provincial Treasurer, who said in his last budget address: "The limiting factor to Ontario's rate of growth in 1965 was not capital but qualified managerial, professional and skilled labour."[2] Shortages in the welfare field are increasingly conspicuous in the wake of social legislation that requires for its implementation thousands of trained persons. The *Report of the Royal Commission on Health Services* and other studies have documented the need for specialized personnel in all branches of the health sciences. Professors and teachers are in exigent demand. Moreover, in all of this social need there is a hidden inflationary factor—degrees being no more constant than dollars when knowledge is exploding; the graduating engineer or sociologist or physician of 1966 has had to learn more than the graduate of twenty years ago because there is so much more to learn, and besides that, in order to serve the needs of contemporary society he is more likely to have to do postgraduate work in operations research or urban planning or psychiatry. Society in the present day requires not only more specialization, but also higher levels of competence all along the line: the universities want their scientists to have done postdoctoral work, the incidence of M.A.'s in the secondary schools is increasing, the B.A. has been recommended for elementary school teaching. At the same time, we are having to learn hard lessons about national self-sufficiency. Canada has in the past imported skills as cheerfully as she has imported capital, but now even the most assiduous blandishments of immigration officials are not meeting our needs for the highly trained; the corollary is that we must train our own people. Clearly the finger is on the universities, both to provide more educational opportunities for the able students and to provide specialized education for the ablest graduates.

Later in this report we shall be looking at what the Ontario universities have done in various areas in the last four years, seeking evidence of their success or failure to meet society's needs. We have stressed the magnitude of those needs in the area of professional training because of the common presumption that there has been wasteful duplication of costly facilities. For example, the Ontario universities have frequently been accused of extravagant proliferation of engineering faculties in the 1950s; yet more than a

2. Legislature of Ontario. *Debates*, February 9, 1966, p. 339.

quarter of the "career" advertisements in the newspapers are generally for graduate engineers.

Another of society's needs is for new knowledge, the fruit of research. It will not be possible to document in this report the whole of the universities' response to this need, but their interest in research is undoubted. Scarcity of funds, not lack of interest, has been the limiting factor. Perhaps the forthcoming report of the Spinks Commission, which has been surveying graduate resources in Ontario, will draw some useful distinctions between what may be regarded as a reasonable provision of facilities and what should be avoided as unnecessary duplication of effort. [It did.] The distinction between what every history or physics or psychology professor should have at hand, and what he should be expected to go somewhere else to get, is unclear. As many branches of learning become more sophisticated and specialized, his expectations in the former category will inevitably grow. Despite the great expense that research facilities entail, some duplication is necessary. It is the inessential, and therefore wasteful, duplication that must be prevented.

Beyond this again, there is a social need which the universities will neglect at their peril, and at the peril of society itself. This is the need for wisdom, reflection, and criticism. The consciousness of this need pervades any good university, but it is of particular concern at the undergraduate level, especially in faculties of arts and science. The professional and research needs are, in the main, functions of graduate programmes. It would be unwise for either governments or universities to stress research and professional needs at the expense of this third kind of need. Anxiety is felt in the "multiversity," intensified by the Berkeley disturbances, lest the undergraduate programmes—especially the programmes not oriented in professional and research directions—be unfairly dealt with. When this danger exists within the university community itself, outsiders can certainly not be blamed for thinking of the universities primarily in terms of training for the professions and doing research.

In another lecture in the series at York University, Monseigneur A.-M. Parent, in arguing the need for communication between universities and government, defined the aim of universities as to train specialists and to advance knowledge. He said that educational plans should be conceived of as part of a general economic programme directed by the state.

. . . it is only when each university professor admits in his innermost heart, with the utmost loyalty and unreservedly, that the state really is the trustee of the common social good, with all the cultural values that implies, that it will be possible to do away with the present tensions still brought about by this problem of the state's relationship with the universities. Such tensions cause mutual reactions based on assumptions of autocracy, authority, or autonomy that we must try to lessen and eliminate because they can only be harmful to the common good.[3]

One cannot help feeling that the educational revolution in Quebec, in which Mgr Parent plays so distinguished a part, would not be taking place if every university professor in Quebec had always admitted in his innermost heart that the state is the trustee of the common social good. If universities in any jurisdiction become productivity-oriented units of a government's economic programme, the future of that jurisdiction will not be bright.

Although university autonomy is not synonymous with academic freedom, the two are interdependent, for good teachers are unlikely to stay in a system in which they have no real say about the way in which universities recognize and attempt to meet the needs of society. They are unlikely to stay in a university that has not the freedom to plan and to develop the environment of learning. That environment is the context in which young persons can inquire into the past, reflect on and doubt tradition, and come to understand literature, philosophy, science, and art. The successful creation of this environment of learning results as much from the architecture and geography of the campus as it does from the quality of the faculty, as much from the size of classes as it does from the attitudes of administrators. Whatever the successful mix may be for each university, it is not a mix which can result from a formula from without.

While we agree with Mgr Parent and with the authors of the Duff-Berdahl Report that university autonomy cannot now be *absolute*, we believe that it is *essential*. We dislike the alternative—that government move in and take over—partly, of course, for reasons connected with the history and traditions of universities, but mostly because we think that the Ontario universities would suffer and the province and country would be less well served.

*

In preparing this report on the past four years we have been struck by the extraordinary differences in the *feel* of the universities

3. "Patterns of Collaboration," in *Governments and the University*, p. 62.

now as compared with 1962. In one sense the university is one of the more timeless institutions of society: it was born of the mediaeval guild, being originally a guild of scholars; it draws inspiration from the stages of history when the human spirit has flowered at high levels—5th Century Athens, the Renaissance, the Age of Enlightenment, the Age of Einstein; it has not got nationalism in its bones because its origins pre-date the modern political state; it regards itself as the servant of truth and reason, and has known and survived many other masters—kings, churches, governments, dictators; it has an endemic integrity that never matches up exactly with popular or political integrity; it combines traditionalism with revolt, and draws its own lines between what may be considered compromisable and what must not under any circumstances be compromised. But in another sense the university reflects and embodies change more quickly and sensitively than other social entities because it is the abode of institutionalized irreverence; its task of stimulating people to think for themselves, and its method of achieving this aim, the dialogue, involve its being unafraid of ideas. A university cannot be a static element of society. Therefore we are not talking about the same universities as we were four years ago. It does not seem right to document the numerical, measurable changes without at least recognizing the existence of changes in attitudes, even though the latter defy objective treatment.

In these four years the community has been inundated with reports about education: vast, comprehensive works like the Robbins Report and the Parent Report; Berelson's definitive study of graduate education in the United States, and the Laskin Report which was confined to one university but which did spell out the implications of trying to play in the American league; the Macdonald report in British Columbia, the series of Illinois studies, the recent Franks Report on Oxford; and many more. Of preponderant importance in Canada and Ontario were the Bladen Report, which discussed the financing of higher education and brought out, incidentally, the greatly increased dependence of the social and industrial world on the universities and their "products"—graduates and new knowledge; and the Duff-Berdahl Report already mentioned, an urbanely-written repository of wisdom and foresight about the relations of the various estates within and around the academic community.

This present report, unlike the works just mentioned, is of very modest scope. The first report of the Committee of Presidents—*Post-Secondary Education in Ontario 1962–1970*—was a plan for

the first things that needed to be done. This report was originally intended to be a plan for the 1970s. It was requested by the Committee of Presidents because of the realization that the ever-increasing demands of society on the universities required more rational, far-sighted, and co-ordinated planning than had existed in the past. But after attempting for two years to cope adequately with this assignment, the Presidents' Research Committee concluded that the task was beyond their resources of time and money. The task must be done, but (to anticipate our main recommendation) we have come to believe that it will require full-time attention of persons both from the academic and the governmental worlds.

This report, then, is in the nature of a stock-taking. Now that the Committee of Presidents is entering a new phase, with a central office and a strong experienced hand permanently at the helm, it seemed appropriate to record what has been accomplished under its aegis during the past four years while it worked informally, mainly through a congeries of sub-committees. Whatever criticisms may be levelled at the work of the Committee of Presidents, we know the expenditure of time and thought, and the quality of leadership that has been given to the development of the provincial system of higher education from the very beginning by individual presidents, most of all by those who were concurrently bearing the heaviest responsibilities on their home campuses.

*

In his annual report for 1964–65, Dr. Nathan Pusey of Harvard University wrote:

> Civilization continues a precarious existence. Consider only a few of the formidable array of threatening problems with which it is now confronted: population, poverty, resurgent nationalism, cultural conflict on a global scale, political instability, war, ill health—especially mental ill-health, the multiplying social and economic ills of cities and nations, too much or too little technology, inequitable and inadequate educational opportunity, anxiety and despair where personal resources have long been sabotaged by inadequate faith and the resulting lessening of hope—these and a host of others. It will take many people working many years to begin to make significant advances toward their solution. And when these problems are solved, if they are solved, just as certainly others will have taken their places.
>
> It is in this kind of situation, with this kind of understanding, that universities do their work. If civilization is ever to continue, someone

must work for it. Universities were created both to share in and to try to lead such effort, Harvard among the rest. They have a special responsibility to illuminate the problems which threaten civilization, to try to indicate means for their solution, and, above all, to provide the highly trained people who will be able and willing to try to cope with them. And even more important for the long run, they must also continue to win victories on the battlefields of pure learning which are surely themselves to be numbered among the most convincing evidences of civilization (pp. 18–19).

CHAPTER ONE

University Expansion in Ontario, 1962-1966

I don't know, Ma'am, why they make all this
fuss about education; none of the Pagets
can read or write, and they get on well
enough.—LORD MELBOURNE to Queen Victoria

The first report of the Committee of Presidents of the Provincially Assisted Universities of Ontario was occasioned by the realization that unless prompt action were taken it would not be possible for the universities of the province to provide places for the rapidly increasing number of young people who would soon be emerging from the high schools fully qualified to take a university course. In the late 1940s the Ontario universities, like those in the other provinces, had risen magnificently to the demands placed upon them by the heavy enrolment of veterans. By 1952 this crisis had passed, and in the following five-year period there appeared to be a return to pre-war normality. It is true that in absolute terms the numbers had risen; the undergraduate enrolment in 1956 was 19,122 contrasted with 10,870 in 1936. But since during the same period the population of the province had moved from 3,606,000 to 5,404,-933, the increase in relative terms was modest. None the less, by the mid-1950s it was realized that there was trouble ahead. The post-war combination of heavy immigration and rising birth rate had dramatically increased the number of pre-school and school age children and, as was demonstrated in a paper entitled "Canadian University and College Enrolment Projected to 1965," presented to the National Conference of Canadian Universities by Dr. E. F. Sheffield in June 1955, a time would surely come when the universities would be called upon to accommodate much larger freshmen classes.

During the next six years (1956–1962) certain steps were taken to prepare for this new development—this was the period when McMaster and Assumption were reorganized, when Waterloo, Laurentian, and York were established, and when Lakehead was

converted from a technical institute to a university college. However, during these years the bulk of public attention was directed to the problems of the elementary and secondary schools, which by this time were feeling the pressures of doubled and tripled enrolments. Furthermore, it had not been fully realized that the holding power of the schools was steadily rising—that more students in Grade 10 were remaining on to Grade 11 and 12 and that more in Grade 12 were continuing to Grade 13 and university. This fact was made abundantly clear in 1962 when Professor R. W. B. Jackson presented his projection of undergraduate enrolment for the period 1962–1970. The first report of the Presidents (in 1962) was a direct response to the challenge posed by the Jackson figures. The startling expansion of university enrolments between 1962 and 1966 is the response of the province and its universities to that same challenge.

The dimensions of this expansion are outlined in the figures of Tables 1 and 2: in essence, a two-thirds increase in undergraduate enrolment, a more than doubled graduate enrolment, and with minor exceptions either a respectable or a sharp increase in all

TABLE 1

FULL-TIME ENROLMENT IN ONTARIO UNIVERSITIES BY INSTITUTIONS 1961–62 AND 1965–66

	Undergraduate degree and diploma courses		Graduate	
	1961–62	1965–66	1961–62	1965–66
Brock	—	354	—	—
Carleton	1,520	2,737	33	287
Guelph	1,245	1,890	114	203
Lakehead	109	421	—	—
Laurentian	255	938	—	—
McMaster	1,645	3,221	201	520
Osgoode Hall	407	523	—	2
Ottawa	2,934	4,034	347	561
St. Patrick's	385	835	—	—
Queen's	3,071	4,137	281	532
Toronto	11,215	14,347	1,384	2,945
Scarborough	—	191	—	—
Trent	—	278	—	4
Waterloo	1,138	3,917	42	511
Waterloo Lutheran	857	2,173	—	34
Western	4,286	6,165	404	843
Windsor	1,329	2,175	63	176
York	216	1,447	—	36
	30,612	49,783	2,869	6,654

SOURCE: Dominion Bureau of Statistics, *Fall Enrolment in Universities and Colleges*, omitting students in theological colleges, colleges of chiropractic and optometry, the Royal Military College, and the "estimate for all other institutions in the province."

fields of study at both undergraduate and graduate levels. For a number of reasons statistics with regard to part-time enrolment are more difficult both to compile and to compare. It is known, however, that the number of part-time students taking undergraduate credit courses has risen from 11,904 in 1962–63 to 20,317 in 1965–66 and that part-time graduate enrolment has increased over the same period from 1,828 to 2,065.

TABLE 2

FULL-TIME ENROLMENT IN ONTARIO UNIVERSITIES BY FIELD OF STUDY, 1961-62 AND 1965-66

Undergraduate degree and diploma courses 1961–62	1965–66		Graduate degree and diploma courses 1961-62	1965-66
16,881	31,641	Arts and science	1,600	4,264
693	769	Agriculture	99	110
193	239	Architecture	25	34
1,467	2,168	Business	297	483
609	485	Dentistry	25	41
763	914	Education	*a*	113
4,113	5,631	Engineering	257	835
99	91	Forestry	12	22
327	512	Household science	—	6
91	169	Journalism	—	—
913	1,627	Law	6	10
109	179	Library science	—	1
1,703	1,826	Medicine	438	329
113	284	Music	5	21
814	1,086	Nursing	12	9
373	407	Pharmacy	6	24
547	698	Physical and health ed.	—	7
232	270	Physio- and occupational therapy	17	17
96	139	Secretarial science	—	—
154	181	Social work	*a*	83
322	285	Veterinary medicine	15	24
	182	Other	55	221[b]
30,612	49,783		2,869	6,654

NOTES: (*a*) Included in undergraduate enrolment.
(*b*) Community planning, 13; landscape architecture, 2; hospital administration, 12; hygiene, 104; public administration, 67; unclassified, 23.
SOURCE: Dominion Bureau of Statistics, *Fall Enrolment in Universities and Colleges*, omitting students in theological colleges, colleges of chiropractic and optometry, the Royal Military College and the "estimate for all other institutions in the province."

During this four-year period the total full-time enrolment—both undergraduate and graduate—increased from 33,000 to 55,000. In the process two new universities have been established, the basis for two others has been laid, and all the institutions of 1962 with the exception of Osgoode Hall, which as a single faculty institution is a rather special case, have been transformed. In 1962 Brock and

Trent were theoretical propositions; by the time Canada celebrates its centenary they will have sent forth their first graduates. The Federated Colleges of the Department of Agriculture—the Ontario Agricultural College, the Ontario Veterinary College, and the Macdonald Institute—are now, with the addition of an arts and science faculty, the University of Guelph. Ottawa and Assumption (as the University of Windsor) have become public universities, the first examples on this or any other continent of Roman Catholic institutions voluntarily giving up their degree-granting powers in favour of an undenominational institution within which they can continue to operate without loss of either effectiveness or tradition. York, in accordance with its original schedule, has severed its ties with the University of Toronto; in 1968 it will absorb the Osgoode Hall Law School. Lakehead has made the further transition from university college to university. Scarborough College has been established as a geographically separate branch of the University of Toronto, and plans are well advanced at the same university for the opening of a second off-campus college at Erindale in 1967. By 1980 these may well be the independent universities of Scarborough and Erindale.

No imagination is required to recognize the revolutionary effect upon the institutions concerned of an increase from 109 to 421 (Lakehead), from 255 to 938 (Laurentian), or from 216 to 1,447 (York). But we are inclined to pass lightly over increases which, on a percentage basis, are of a more modest order. In many respects the most impressive advance has been that registered at what one might call the middle-sized institutions—Carleton, Guelph, McMaster, Waterloo and Windsor; the problems of an institution of 1,000–2,000 are of a very different order from those of institutions in the 2,000–4,000 category, and in the case of each of these the transition has been made during these past four years. Expansion at the four "large" institutions of 1962 has also been impressive. The additional places provided at Ottawa, Queen's, Western and Toronto number over 7,000—nearly one-third of the grand total.

A comparison of the enrolment figures by field of study in Table 2 indicates a general advance across the board and particularly marked increases in arts and science, engineering, and law. In only two fields has there been a decline—veterinary medicine and forestry. In the case of dentistry and social work the figures are misleading. The 1961–62 figures for dentistry include students

registered in the predental year of what was then a five-year course, whereas the 1965–66 figures are restricted to students enrolled in the four years of dentistry proper—predental students are now included under arts and science. The problem with social work is that students in an M.S.W. programme at St. Patrick's are listed by the Dominion Bureau of Statistics as undergraduates since this is the first degree offered in the subject, whereas M.S.W. candidates at the University of Toronto are listed as graduates since Toronto also offers a B.S.W. Nonetheless, despite this general advance across the broad front, it is recognized that the position in certain fields is less than satisfactory. The creation of new professional faculties is not, however, the work of a moment; several years of preparation are essential. Part of the record of 1962–66 is the groundwork for the opening of additional professional schools in 1966–67 and 1967–68; medicine at McMaster, education at Queen's, dentistry and library science at Western, business administration at York, social work at Windsor.

In one respect, the most important professional school of all is the School of Graduate Studies since it is the source of the teaching staff that is required in all faculties and schools. Some indication of what university expansion signifies in terms of the demands for teaching staff is provided by a comparison of the numbers of full-time staff members in the Ontario universities at the start and at the end of this four-year period: 2,223 in 1961–62, 3,921 in 1965–66. In the light of this it is encouraging to point to the single most impressive feature of Table 1, the increase in the number of full-time graduate students from under 3,000 to over 6,000.

A very substantial portion of this increase has been achieved at the University of Toronto which, by doubling its enrolment in the four-year period, has become one of the major centres of graduate work on the North American continent. But where in 1961–62 nearly half the graduate students in Ontario were at Toronto, today the proportion is closer to one-third. During this four-year period, eight other universities—Carleton, Guelph, McMaster, Ottawa, Queen's, Waterloo, Western, and Windsor—have developed from modest or token centres of graduate work to genuine schools. One can expect York University to develop in a comparable fashion in the course of the next four years.

In 1961–62 Ontario universities had 40 per cent of all the full-time graduate students in Canada. Ontario's graduate enrolment has increased at the same rate as that of the country as a whole, so

that the proportion is still approximately 40 per cent. This development of graduate studies has been made possible by greatly increased government grants for the support of graduate work and by the establishment of Province of Ontario Graduate Fellowships. POG's, as they have come to be called, first became available in the 1963–64 session in response to one of the most pressing recommendations of the first report of the Committee of Presidents. To date, 3,503 fellowships of $1,500 have been awarded to students enrolled in a regular nine-month session and there have been an additional 1,861 awards of $500 for a three-month summer session. It is safe to say that without this subvention many students would either not have undertaken graduate work or would have been forced to do so on a part-time basis.

The Province of Ontario Graduate Fellowship Program is only one indication of the extent to which the expansion of the Ontario universities has been encouraged by the financial support provided by the Legislature. Tables 3 and 4 provide a much fuller picture.

The increase in the amount of public funds provided by the Province of Ontario for the support of its universities during the past four years is, as these tables show, very substantial, but it has been matched by a similar increase in the expenditures on education at other levels. The budget of the Department of Education has risen from approximately $300 milion in 1962–63 to approximately $450 million in 1965–66 in response to the need to provide for more students in the elementary and secondary schools, in the teachers' colleges, and in the institutes of technology and other post-secondary institutions supervised by the Department, and in a serious effort to improve the quality of instruction provided at all levels. The expansion of the universities must be regarded as simply one aspect, though admittedly a very important one, of this dramatic expansion of the Ontario educational system considered as a complex but unified whole. The increasing realization that the parts of the system are functionally related to each other is one of the most striking features of the four-year period. Perhaps nowhere has this had more important effects than on the universities of the province.

In 1962 a reasonably strong case could have been made that the Ontario university was a law unto itself. The relations between the individual universities were remarkably casual; the only formal contact, apart from the National Conference of Canadian Universities and Colleges, was through the University Matriculation

TABLE 3

PROVINCIAL GOVERNMENT OPERATING AND SPECIAL GRANTS TO ONTARIO UNIVERSITIES, 1962-63 TO 1965-66
(thousands of dollars)

	1962-63	1963-64	1964-65	1965-66
Brock		100	350	595
Carleton	915	1,350	1,775	2,675
Guelph[a]				2,350
Lakehead	185	210	315	500
Laurentian	350	425	690	950
McMaster[b]	1,545	2,225	3,300	4,490
Osgoode Hall	150	150	150	215
Ottawa	915	1,225	1,275	1,625
Queen's	1,680	2,365	3,450	4,850
Toronto[c]	11,800	14,807	18,748	23,775
Scarborough			500	1,000
Erindale				300
New Universities Library Project			163	163
Trent		175	425	625
Waterloo	865	1,550	2,450	3,950
Western	1,680	2,675	4,000	5,760
Windsor	665	1,450	1,575	2,175
York	700	900	1,300	2,250
Ontario Graduate Fellowships		1,500	2,000	3,000
Special Fund for Temporary Accommodation		2,000	2,000	750
Special Scholarship, Bursary and Loan Assistance Fund[d]			750	1,000
TOTAL	21,450	33,107	45,216	62,998

NOTES: (*a*) Grants provided by the Provincial Government through the Department of Agriculture for the Ontario Agricultural College, the Ontario Veterinary College, and Macdonald Institute in all of these four years are not included.

(*b*) The McMaster figures include an amount of $100,000 for the support of the Royal Botanical Gardens.

(*c*) The Toronto figures do not include the grants by the Department of Education to the Ontario College of Education. They do include support for the Royal Ontario Museum. For 1964–5 and 1965–6 a sinking fund allowance of $1,075,000 is included.

(*d*) Additional monies for student aid were distributed under the Dominion-Provincial Student-Aid Bursary scheme through the Department of Education.

SOURCE: Ontario. Department of University Affairs.

Board, which met normally once a year and whose terms of reference were limited to matters bearing upon university admission. It could be argued, too, that the relationship of the universities to the high schools was official rather than warm, and that the relationship with the institutes of technology and the teachers' colleges was little more than nominal. No such case can be argued in 1966. Individually, the Ontario universities are heavily involved in relating their activities to those of the other educational institutions in their immediate neighbourhood. Collectively, they are devoting a great deal of attention to the question of how the role of the university can most effectively be co-ordinated with that of the other

TABLE 4

PROVINCIAL GOVERNMENT CAPITAL AID TO ONTARIO UNIVERSITIES, 1962-63 TO 1965-66
(thousands of dollars)

	1962-63	1963-64	1964-65	1965-66
Brock		293	300	1,595
Carleton	2,000	3,000	4,450	5,450
Guelph[a]			250	1,600
Lakehead	250	300	500	1,230
Laurentian	125	175	2,000	1,949
McMaster	2,000	3,500	3,000	6,150
Osgoode Hall	150			
Ottawa	1,250	1,300	600	6,445[b]
Queen's	2,000	3,000	4,250	4,875
Toronto	7,100	4,000	6,000	8,250
Scarborough		1,000	3,500	10,450
Trent		300	300	2,295
Waterloo	1,800	3,000	5,000	10,100
Western	2,000	3,500	3,250	7,050
Windsor	1,750	3,700[b]	5,200[b]	5,800
York	2,000	6,400	7,000	14,000
TOTAL	22,425	33,468	45,600	89,239

NOTES: (*a*) Grants provided by the provincial government through the Department of Agriculture for the Ontario Agricultural College, the Ontario Veterinary College, and Macdonald Institute in all these four years are not included.
(*b*) Including purchase of assets from predecessor institution.
SOURCE: Ontario. Department of University Affairs.

major components of the whole system. The subject of admissions policy provides an excellent example.

During the past four years the question of admissions to Ontario universities absorbed time and attention unprecedented in earlier years, on the part of the universities, the high schools of the Province, the public and the public media. In general, it is true to say that no Ontario university raised its published admission requirements between 1962 and 1966. However, it is also generally true that, while the published requirements remained the same, at least some universities tended to become more selective in their admissions, particularly in the cases of those candidates who found it necessary to repeat their Grade 13 year to attain the minimum qualifications for entry to a university. Throughout the period, any candidate who had the minimum qualifications for entry, achieved after one sitting of the Grade 13 examinations, has been able to find admission to a university in the province, though not always to the faculty or course of his first choice. It seems clear that over the period the expansion of the Ontario universities has kept level

with the demand of qualified applicants for places in almost all undergraduate courses—the exceptions being a few oversubscribed scientific and professional courses.

In spite of this, the less well qualified candidates for admission have tended to believe accounts in the press suggesting shortages of university places. One result of this has been that at least a number of the universities in the province have found themselves dealing with "multiple applications" for admission, i.e., the practice by which candidates will apply for admission simultaneously to several universities and will often as not receive several simultaneous offers of admission. One understands and sympathizes with the anxiety of such applicants. However, this practice has caused serious difficulties both for applicants and for the universities affected: it produced the artificially inflated count of applicants which gave colour to the stories about shortages and made it difficult to make proper arrangements for first-year classes. The collective actions that the universities have taken in this regard are described in Chapter 4.

The universities' general concern with the effectiveness of their admission policies and procedure was intensified by the publication in June 1964 of the report of a committee which the Minister of Education appointed in February of that year to study and make recommendations about the Grade 13 year. Because Grade 13 is both the final year of the secondary school programme and, as well, in a very real sense a university preparatory year, it occupies a position of particular importance; any change in the Grade 13 arrangements will inevitably affect both the universities and the schools. But changes in Grade 13 will also affect the other institutions to which secondary school graduates proceed because their programme must be based on the standards achieved at the point when the student completes his secondary school programme. This will apply even where the secondary school programme is completed at Grade 12 since changes in Grade 13 will have ramifications in the earlier grades. As it happened, the Grade 13 Committee proposed radical changes in what it called the Matriculation Year and, as well, the establishment of a new type of post-secondary institution which it called the "community college," which would cater to the needs of large numbers of students who had traditionally taken Grade 13 but for whom the Matriculation Year programme would not, for a number of reasons, be suitable. Within six months of its publication, almost all the recommendations of the Grade 13

Report were approved in principle by both the Department of Education and the univerities. As a consequence the universities, collectively and individually, have since the fall of 1964 been heavily involved in partnership with the other elements of the system in examining the implication of the proposed changes and in deciding how the changes are to be implemented. At the same time, then, that they have been wrestling with the problems of expansion which have been sketched in earlier paragraphs, the universities have been working closely with the Department of Education on the problems of the schools and on the development of the plan to provide at the post-secondary level a network of nineteen Colleges of Applied Arts and Technology (the name selected for the community colleges recommended by the Grade 13 Committee) strategically placed throughout the province.

In March of this year another committee, appointed by the Minister of Education in 1964, submitted a report which will bring the universities into intimate relationship with another major component of the Ontario educational system—the teachers' colleges. The Committee on the Training of Elementary School Teachers has recommended that by 1975 all teachers be required to have a university degree. The implementation of this proposal will be a major concern of the universities in the decade that lies ahead.

CHAPTER TWO

Staff

Schizophrenia may be a necessary consequence of literacy.
—MARSHALL MCLUHAN, *The Gutenberg Galaxy*

The first report of the Committee of Presidents (*Post-Secondary Education in Ontario 1962–1970*) laid great stress upon the importance of finding well qualified staff in sufficient numbers to meet the quantitative demands of the expansion of higher education with no loss of quality. The recommendation was that the highest priority be given to the expansion of graduate studies in Ontario universities and, in particular, that a special fund be created for the expansion of graduate programmes, and that the problems of recently founded universities in developing graduate work receive special consideration. At the same time it was recognized in that report that the services of qualified teachers might have to be extended through the use of television if staff in sufficient numbers were unavailable.

The supplementary report entitled *University Television*, published in 1965, calculated that the annual needs of the provincially assisted universities of Ontario to 1970–71 would lie between 600 and 900 additional staff members each year. Since even the lower figure exceeds the total number of Ph.D.'s that were granted in 1963–64 in all the Canadian universities (481), the report concluded that the reality of the shortage of staff was not in question, and that its severity and duration would depend on a combination of factors: how much dependence the universities can place upon staff without doctoral degrees, how fast the number of Ph.D's will increase, how strong the appeal of university teaching will be in contrast with industrial and governmental demands for people with advanced degrees, and how strong the appeal of Ontario universities will be, in contrast with universities elsewhere, for those who decide on university teaching. "It is clear that the idea of qualified people being put out of their jobs by television does not arise. The purpose of television, in quantitative terms, will be *to make optimum use of the talents of every staff member who will be available*" (p. 25).

The brief submitted to the Government of Ontario by the Ontario Council of University Faculty Associations in November 1965, entitled *Trends in Academic Salaries*, stated:

> That an acute shortage of suitably trained and educated personnel confronts the universities today, is a view that no informed person would deny. The problem is not merely to prevent an already scarce factor (faculty) from becoming even scarcer, but rather to establish a set of prices (salaries) which will step up appreciably the flow of entrants into academic work. . . . Everyone agrees that higher salaries are not a cure-all for our problems. Many influences besides cash returns affect the attractiveness of academic employment; among these are teaching loads, research opportunities, and fringe benefits. But the law of the market is that no industry can draw to itself the resources it wants if its rewards are inadequate. Individuals are responsive to financial inducements. A number of careers and professions compete for the available supply of educated people. Those that offer the most congenial and remunerative conditions of work will have the pick of the pool in terms of both quantity and quality (pp. 2–3).

It is extraordinarily difficult to find trustworthy evidence on which to base a comparison of the numbers, quality, or utilization of the teaching staff of the Ontario universities in 1961–62 and 1965–66. Numbers of staff are reported to the Ontario government only by the provincially assisted universities and only for certain full-time categories. The Dominion Bureau of Statistics publication, *Salaries and Qualifications of Teachers in Universities and Colleges*, presented in 1961–2 a limited survey of 17 Canadian universities, and Ontario is combined with Quebec as "Central Canada" in the tabulations; the 1965–6 edition has not appeared at the time of writing this report. The confidential reports of the Pay Research Bureau of the Civil Service Commission of Canada on rates of pay for university teachers are also based on a limited sample. The numbers and salaries of full-time academic staff have been collected and published for some years by the Salary Committee of the Canadian Association of University Teachers, latterly with assistance from the D.B.S.; unfortunately, three of the Ontario universities (Laurentian, Western Ontario, and York) are missing from the 1961–62 tabulation (*C.A.U.T. Bulletin*, December 1961), and the staff of Toronto's federated colleges and of the Ontario College of Education do not appear either in 1961–62 or 1965–66.

The most obvious measure of quality would be the proportion

of the teaching staff holding doctorates at the two points in time, but this information is not available. Everyone working in the universities at the present time is aware of the very great competition for high quality personnel between Canadian universities themselves and also between Canadian universities and those of other countries, particularly the United States. It is impossible to tell how we are doing in this competition for high quality. It is probable that Canada has always lost many of its top quality people to other countries and in that sense we have not become worse off during the period under review. At the present time, on the basis of the market situation alone, it is safe to say that only by substantial increases in salary levels at the professorial rank and improved research facilities and opportunities will it be possible to attract and retain top quality people.

It is unfortunate that the salary data available for university staffs in Ontario at present are not more complete. However, we know that in 1965–66 only 10 per cent of Toronto's 304 full professors (including department heads) received more than $19,000. At Queen's 10 per cent of 99 in the same rank received over $18,000; at McMaster 10 per cent of 63 were over $18,000; at York 10 per cent of 23 were over $17,500; at Western Ontario 10 per cent of 124 were over $16,000. Altogether only 43, that is, about 5 per cent, of Ontario's full professors had salaries greater than $18,000 in 1965–66. Thus, given the competition for the very best, Ontario's universities do not offer the most attractive career possibilities. In 1962–63 there were 10 professors receiving more than $20,000 and 16 more than $18,000. While there has been some improvement over three years it could scarcely be called exciting.

It is possible, for what it is worth, to compare the nine Ontario universities which appear in the CAUT tabulations for both 1961–62 and 1965–66 (*C.A.U.T. Bulletin*, December 1961 and February 1966). These are: Assumption/Windsor, Carleton, McMaster, OAC-OVC/Guelph, Ottawa, Queen's, Toronto (with the omissions mentioned above), Waterloo, and Waterloo Lutheran. For these nine, the proportion of full professors reported has risen from 22 to 22.3 per cent in the four-year period; associate professors, from 23.2 to 26.75 per cent; assistant professors, from 33 to 33.2 per cent; while that of all others has dropped from 21.7 to 17.7 per cent. In these universities, the average (arithmetic mean) salary figures for full professors in 1961–62 ranged from $9,500 to

$13,799; in 1965–66 the range was from $13,566 to $16,150, with two-thirds of them lying between $13,500 and $14,500. For associate professors, the averages in 1961–62 were from $8,150 to $10,121; in 1965–66, from $9,970 to $11,488, practically all lying between $10,500 and $11,500. Assistant professors' average salaries in 1961–62 were almost all clustered between $7,000 and $8,000, in 1965–66 between $8,500 and $9,100. This comparison seems to show (*a*) that the spread of average salaries in the different universities has diminished in each professorial rank, and (*b*) that the annual increase in the average salaries has been in the range of 5 to 6 per cent, part of which was offset by the increase in the consumer price index for Canada from 129.7 in January 1962, to 141.2 in January 1966. Thus the increase in average academic salaries during the period under review could scarcely be called lavish.

Utilization of staff is another undocumented area. The aids to improved utilization that are generally recognized are ancillary staff (secretaries, laboratory assistants, technicians, research assistants, etc.); library services; computer services; "audio-visual" facilities (television and film); air conditioning; and various kinds of research facilities. It is our impression that professors were under-supplied with such assistance at the beginning of the period we are considering, and that improvements have been spotty. Improvements in library and television facilities will undoubtedly result from the work of the inter-university committees mentioned elsewhere in this report, and there is a good deal of informal inter-university collaboration on the use of computers and of many expensive items of equipment for scientific research. With television, there is a sensitivity on the part of the teaching staff which results from unfamiliarity and the lack of firm policies with respect to the legal position of the teacher and the university; such policies are being studied by C.A.U.T. and in individual universities, but until they are worked out, institutions which are making good use of this medium will be reluctant to say so.

University staffs come and go, but very little is known about who moves where or why. There are some data for the year 1962 (W. Floch and Cicely Watson: *The Ontario Data of the CUF Survey of the Movement of Teaching Staff*). For the year 1962–63 480 new members of staff were added to Ontario universities. Of these 294 were Canadians, 54 British, and 66 Americans. Since these numbers include transfers between Ontario universities they

overstate, probably slightly, the sources of recruits. Of the 480 new appointments 367 were appointed at the level of lecturer or assistant professor. The losses at the conclusion of the year 1961–2 were 207. Of these 39 went to the United States and 16 to the United Kingdom. Of the 207 losses 143 were less than 40 years of age. Ninety of the 207 had doctors' degrees. These meagre statistics do not yield much of a picture. About the most that can be said is that in 1962 about one-quarter of the additions to staff came from the United Kingdom or the United States, and about the same proportion of the losses went to those countries. No doubt a considerable proportion of these losses were U.K. and U.S. nationals returning home.

During the period under review, notable efforts have been made to secure the expansion of graduate studies recommended in the Presidents' first report. The Ontario government has made a major contribution to this by its provision of the Province of Ontario Graduate Fellowships, which were designed to encourage people to prepare themselves for university teaching in arts and science and which have undoubtedly opened graduate study to many capable students who would not otherwise have found it financially possible to proceed to graduate work. (The Graduate Fellowship programme is discussed further in Chapter 4.)

However, it is clear that the tempo of the present expansion must be fully maintained if the growing need for well-qualified academic staff is to be met in the period up to 1980. The needs of the universities themselves are growing in ways that could not be clearly foreseen a few years ago. For example, university staff are increasingly in demand as expert consultants by governments, industry, and other agencies, both in Canada and elsewhere. These are demands that cannot and should not be resisted by the universities. Universities also come under increasing pressure from many directions to conduct forms of research of obvious concern both to the universities and to society at large. Such demands must of course be carefully scrutinized by the universities, but there is no doubt that many of these are legitimate and cannot be ignored. In addition, the development of Colleges of Applied Arts and Technology over the next decade will undoubtedly make still further demands upon the supply of persons with postgraduate training, as will the change that we may expect to see in the nature of the instruction given in the Grade 13 year in Ontario high schools.

All these considerations underline the importance of continued

vigorous expansion of the graduate schools of the province. Particularly vital is the continued development of the Province of Ontario Graduate Fellowship programme as one which will ensure that every student considered by the universities to be capable of graduate work can confidently expect to receive an award which will enable him to continue his studies.

One significant change which has taken place is the growth in numbers and influence of the Canadian Association of University Teachers. By 1965–66 there were branches in 14 Ontario universities with a total of 3,339 members, or 87 per cent of university teachers in Ontario (*C.A.U.T. Bulletin*, February 1966). The Ontario Council of University Faculty Associations has begun to play a much more vigorous role than previously in the consideration and determination of broad questions affecting the general development of university education in Ontario. The Council has taken a constructive and leading part in the public dialogue on such questions, and in private negotiations and discussions with the Committee of Presidents and with agencies of the provincial government. This development is greatly to be welcomed; we believe that there are very real advantages in a vigorous continuance of joint consultations and, on occasion, co-operative efforts.

In December 1963, the Ontario Council of University Faculty Associations produced "University Education in Ontario" (revised in April 1964), a thoughtful and revealing study, intended to complement the 1962 report of the Committee of Presidents and their first supplementary report. It laid stress on matters of academic integrity—on, for instance, quality as well as quantity in the instructional operation as evidenced by the proportion of students in graduate courses and professional and honour courses. On the topic of inter-university co-operation in Ontario it said, prophetically: "Clearly the need for co-ordination and co-operation between universities will increase. At some stage more permanent and comprehensive machinery to ensure this than presently exists will be required." Subsequent documents from the Council have included a submission to the Bladen Commission (January 1965), "Matters arising out of the Report of the Bladen Commission" (November 1965), "Channels of Communication between the Provincial Government and the Universities" (December 1965), and "Province of Ontario Graduate Fellowships" (March 1966).

Increasing attention has been given in recent years to the role to be played by the teaching staff in the administration and

government of universities, and public and private debate on this question has grown in extent in Ontario as elsewhere in Canada during the period under review. The recently published Duff-Berdahl Report has brought this debate into focus, in what we believe to be a clear and objective manner. There can be no doubt that this important report will have the early and careful consideration both of university administrations and also of all other members of the university community. At the Ontario universities the study of these recommendations is well advanced.

We should, in conclusion, mention the growing need for full-time administrative staff of a high calibre. Without such a staff a significant part of the energies of the academic staff will be misdirected, and teaching and research in the universities must suffer as a result. There is at present a very real shortage of persons with the qualities and experience required for making an effective contribution as full-time administrators in Ontario (or Canadian) universities, and the general problem of attracting, training, and retaining the right kind of administrative personnel deserves more attention than it has received in the past. University administrations must, in general, be ready to spend time and effort on training people for these posts, and above all to make it clear that the members of the university "civil service" have a vital and honourable role to play in the development of the university community.

CHAPTER THREE

Students

Do you know that there is a university town in Italy where the police have not been permitted even to speak rudely to the students in centuries?—ROBERTSON DAVIES, *Tempest Tost*

This report is concerned above all with change: change which has occurred during the past four years and which is likely to occur in the foreseeable future. How have students responded to the atmosphere of rapid change which engulfs our universities today? How are they themselves changing in response to this atmosphere? In this chapter we shall touch briefly on aspects of change within the university which affect, or are affected by, the students.

THE STUDENT BODY

In some ways, the composition or "mix" of the student body is changing. There is a constant increase, both absolute and proportionate, in the number of graduate students, and this in turn means an increase in the average age and maturity of the student population. Married students have become considerably more numerous. The number of older students studying for degrees on a part-time basis is growing; the same is true of the number of students from outside Ontario, especially from overseas. The result is that during the past few years the student population of Ontario universities has become both older and more cosmopolitan than at any time in the previous history of the universities of the province. This trend seems certain to continue during the next decade.

More significant, however, and in the long run alarming, is the way the composition of the student body has *not* changed. It still contains a relatively small proportion of students from poorer homes, and indeed it is no exaggeration to say that the universities continue to be attended largely by persons from families where incomes are middle level or above.

As we have seen, the admission requirements of Ontario

universities have not been raised during the period from 1962 to 1966, except that some universities have found it in the best interests of their candidates to require a better-than-borderline average from pupils who have spent more than one year getting their Grade 13 subjects. On the other hand, it is known that 10 per cent of those admitted from Grade 13 to the provincially assisted universities in the fall of 1965 had an average less than 60 per cent. So it cannot be said that the academic barriers to university attendance have been raised.

It has been noted by Professor John Porter (*The Vertical Mosaic*, 168ff.) that there are social and psychological barriers to equality of opportunity in education, of which inequality of income and wealth is the most obvious; there is also a great deal of evidence that the desire to stay in school and continue to university is related principally to the position which the family occupies in the general social structure. Most citizens tend to believe that for many years we have had an educational system in which ability and determination would win through. But such evidence as exists does not bear this out. In a study of Ontario Grade 13 students, *Background and Personality Factors* (p. 7), Professor W. G. Fleming found that 39 per cent of them had fathers in professional, managerial or executive positions, but only 14 per cent were the children of semi-skilled or unskilled labourers—although the labour force of appropriate age to be fathers of Grade 13 students had 16 per cent in the professional, managerial, or executive categories and 31 per cent unskilled or semi-skilled. At university, this bias was even more pronounced: a survey of Canadian university students done in the same year by D.B.S. found that 50.6 per cent had fathers who were professionals, proprietors, or managers, as against 15.4 per cent of the labour force in these categories, and that 5.1 per cent had fathers who were labourers as compared with 20.5 per cent of the labour force. These data are ten years old; but *An Analysis of the Canadian Post Secondary Student Population* of February 1965 shows (pp. 37, 44) that the pattern persists. In Ontario, 56 per cent of the respondents reported fathers in the proprietary, managerial, and professional occupations compared to 23.3 per cent of the labour force in 1961, and 31 per cent reported combined parental incomes of $10,000 a year and over. According to the 1961 D.B.S. survey of non-farm family income, only 6.1 per cent of Ontario non-farm families had incomes greater than $10,000. For Canada, where the male head was 45 to 54 years

of age, the proportion with total family income of over $10,000 was 10.1 per cent.

What all this proves is that the well-off white-collar families' children are continuing to attend Ontario universities out of all proportion to their numbers in the population. If we really want a society in which access to educational resources is determined by ability and not by wealth and class, we shall have to make a major change in this pattern. There is no point in planning to accommodate more young people of ability unless families at all economic levels know well ahead of time that university attendance is a real possibility.

STUDENT AID

Part of the lift over the psychological barriers to which we have referred should be provided by a comprehensive and generous programme of student aid of the kind outlined in the Presidents' Research Committee's unpublished report "Student Awards," whose genesis is explained in Chapter 4. That report was based on the most comprehensive study of student awards that has ever been made in Ontario. It adopted the general principle that "if a student is worthy of admission he is worthy of support," and made the following recommendations:

1. Every student who is a resident of Ontario and who has been admitted to university should receive an award each year.
2. Students who are residents of Ontario should receive awards from funds made available through the Government of Ontario; students from Canadian provinces other than Ontario should be assisted through their own provincial governments or from funds in the control of individual universities; students from abroad should be assisted by their own governments, by the Federal Government, or from funds in the control of individual universities.
3. Full-time students in good standing in all years of post-Grade 13 courses leading to university degrees, diplomas, or certificates should receive awards.
4. A basic minimum award of $100 per annum should be payable to any student upon application. The amount of any award above the minimum should be based upon a standardized, objective assessment of the student's financial resources (including net savings from summer employment) and of his prospective expenses (including fees and maintenance); the assessment to be applied uniformly across the Province and for all universities, by an independent

agency similar to the College Scholarship Service in the United States.

5. There should be parity of treatment for men and women; the fact that female students are often unable to earn as much during the summer as male students should be considered in determining awards.
6. A student should receive no additional assistance by virtue of the fact that he or she is married: marriage is the student's privilege, but the subsidization of student marriages is not society's responsibility.
7. A student who has failed a year and wishes to repeat the year or to enrol in a different course should not be eligible for an award unless strongly recommended by the university.
8. Loans should be used only for emergencies and for special cases such as the student who fails.
9. Allowance should be made for handicapped students who cannot earn money in the summer, and for students with dependent parents or collaterals.
10. Payments should not be made in a way that would interfere with the freedom of the student to choose among the universities; except that a student would not receive an award to attend a foreign university if the course he wished to take were available in Canada.
11. The level of awards should be reviewed periodically under the direction of the Committee on University Affairs in the light of changes, e.g., in the cost of living.
12. The existing [June 1965] scheme of Ontario Scholarships should be superseded by a scheme, which might be financed from private funds, whereby Merit Scholarships of $250 would be paid to students in any year for a very high level of academic achievement; a Merit Scholarship would not be counted as part of a student's financial resources in determining his eligibility for a regular award.

As we say in Chapter 5 of this report, most students leaving Grade 13 with the required qualifications are managing to attend university. The new student awards programme of the Ontario government will be of considerable assistance to these students. The scheme as it stands, however, with its heavy reliance on loans, fails to assure low income families with students now in Grade 9 or Grade 10 that university is a realistic goal and that they should therefore make every effort to keep their children in school after the age of sixteen. Furthermore, much more imaginative programmes of counselling and even assistance are required at the high school level if we are to see real equality of opportunity for university entrance.

A programme of student aid for post-secondary students will not immediately change the social mix of our student bodies. But it is one of the most important and obvious steps which must be taken if, gradually, all able students from every economic and social background are to be retained in the school system as potential candidates for university entrance.

STUDENT "ACTIVISM"

Student aid is just one of the matters touching the universities which has engaged the energies of the increasingly organized community of Ontario students. It is fair to say that in recent years students have been much more concerned with questions relating to the general welfare and status of the student than were the students of the 50s.

This concern has shown itself in several ways, and in forms of student initiative largely unknown in Ontario universities before the period under review. The national student organization, the Canadian Union of Students, has conducted investigations into matters of close and fundamental interest both to university administrations and to students. Examples of these include the briefs submitted by the Canadian Union of Students to the Bladen Commission and the recent extensive *Report on Canadian Undergraduate Students* resulting from the survey of student means conducted by the Canadian Union of Students. Other examples at the provincial level include the activities of the Campus Co-Operative Residences Inc. in Ontario, which have made significant additions to the supply of housing for university students in the province.

The Ontario Region of the Canadian Union of Students has become much more tightly organized, with a full-time salaried chairman and a secretariat. The provincial government has noted this development and now channels its dealings with the Canadian Union of Students through the provincial organization. There is no doubt that the provincial government listens with care to proposals and views put forward by the Ontario Region of the Canadian Union of Students.

Perhaps the most significant development has been the growing preoccupation of students with their status in the university and their relationship to the government of a university. This has been noted in the report of the Duff-Berdahl Commission on *University Government in Canada*. It is important that university administrations

take note of their student sentiment and, in the words of the report, attempt "to develop channels into which such sentiment can flow constructively." Otherwise, in the view of the Commissioners, Canadian universities may find themselves faced with variations of the Berkeley disturbances during the coming years. Certainly the general question of the appropriate extent of student partnership in "the community of scholars and students" should be most carefully considered by students and scholars alike.

There is probably no quick or easy solution to a problem that is bound to grow in intensity as universities become larger—the need to maintain a close concern with the development of each student as an individual, however large the enrolment of an institution may grow. Structural devices such as the establishment of collegiate systems in larger universities may help, and certainly merit careful consideration. In this report, however, we do not pretend to do more than point up the problem as one that becomes more obstinate as universities grow larger, and as one that merits the careful and continued examination of the administrations of both small and large universities.

STUDENT SERVICES

The universities, for their part, have recently begun to give more thought and to spend more money on what may be broadly termed "student services." Very little was spent in this way until the end of the 1950s, but in the past five years many institutions have given increasing attention to such services, although to a much smaller extent than do most universities in the United States. There have been particularly striking developments in student health services and student counselling services. Experience has shown that academic problems cannot be separated from the emotional problems which confront many students faced with the strange university environment. It is now widely recognized that the university must take responsibility for helping the student keep fit mentally as well as physically so that he makes the most of his academic opportunities. Job placement services have also developed substantially. These provide important service to government, business and industry as well as to students, who are often faced with the problem of choosing among many similar offers on graduation. Such services as these will increasingly make direct demands on the financial resources of the universities. There is no doubt that they

should be supported adequately without penalty to the strictly instructional activities of the universities.

STUDENT HOUSING

The amount of money involved in other student services is insignificant when compared with the costs of student housing. Most universities have established housing bureaus which assist students in finding lodgings or apartments off the university campus. Almost all universities, old and new alike, have built new residences in recent years and have plans for building more. Because, however, the adequacy of measures so far taken is at least in doubt, we thought it well to make a preliminary examination of student housing in some detail.

In a statement on April 6th last, the Minister of University Affairs, the Honourable William G. Davis, said: "we have now reached the point where almost every additional student enrolled must be provided with a place to live, unless his home is in the same community as the university."[1] About 45 per cent of the students enrolled in 1965–66 lived at home. If this percentage remains constant, and if the Minister's assumption that very few additional rooms will become available for student lodging in private homes is correct, as we think it is, then living places will be required for as many as 55,000 additional students by 1975–76. There are at present between 11,000 and 12,000 residence places at Ontario universities, not quite double the number in 1960–61. The proportion of residence places to total enrolment is almost exactly the same as it was in 1960–61—21.5 per cent. In the future, however, while enrolment in Ontario universities may almost triple by 1975–76, the number of residence places must increase at a significantly faster rate—four or five times in the same period. This massive additional requirement by 1975 will best be met, not by any single approach, but by a variety of public and private initiatives and some combinations of both.

It would be tragic, however, if this very large need were thought of entirely as a housing problem and if major decisions about the kinds of housing to be provided were made without a full assessment of the role which living accommodation plays in the educational process. We already know that environmental factors can affect student success in coping with the academic demands of

1. Legislature of Ontario. *Debates*, April 6, 1966, p. 2316.

today's university. With the disappearance of the small university and with the more intense social climate in which the university exists today, we must look for more than intuitive answers as we proceed to create new living facilities for scores of thousands of students. There is an increasing realization in universities that housing may be designed to integrate living and educational experience in a number of different ways, and that there is accordingly need for variety in types of physical accommodation and in the degree and type of organization and "government" under which the student lives. Individual needs in living arrangements as well as in the content of academic courses will more and more become a matter of concern to counselling services. The idea that eating and sleeping are not part of the university's concern because they are not "academic" is no longer valid. Just as universities are awakening to their responsibilities for student health on the very sound premise that the physically or mentally unwell student is not going to make the most of his academic opportunities, so, on the same grounds, must they be concerned about the living conditions of their students.

The decision to concentrate a large part of university expansion in the metropolitan areas of the province was presumably taken in part on the assumption that as many students as possible should commute from home. The savings in living costs to students and their families and the savings to universities and government in capital costs have been, indeed, substantial. But apart from these economic factors, is the commuter concept sound educationally? There will always be a very large number of students who prefer to live at home while attending university and many of these will perhaps gain as much from the experience as they would if they were living apart from their families. But many students stay at home and commute to save money or because their presence is needed at home. It is obviously absurd to suggest that all students should be in residence. It is equally absurd to suggest that all students should commute. Most of our universities will have large numbers of commuters and large numbers in residence. But what should the balance be, if all students, commuters included, are to get some sense of belonging to a university community? The college system which provides residential facilities for some students and a "home" on the campus for commuters no doubt answers some of the problems of integrating the latter into university life. But as student aid becomes more generously and more easily available, how many more students will choose to live away from home if accommodation

is available on or near the campus? Should they be encouraged to do so? As counselling services become more effective, should they be trying to ensure for each individual the best environment in which to do his work as they now try to ensure that the courses he takes are ones he has most aptitude for? We do not attempt to answer such questions here. But they deserve consideration and study as part of any comprehensive approach to the residence problem.

Traditionally, students at Ontario universities have lived (*a*) at home, (*b*) in lodgings, or (*c*) in "residence." The term "residence" meant a residential college, or a residence dormitory provided by the university and under the supervision of the university. Whatever forms of student self-government prevailed, the ultimate disciplinary authority was the university itself. The term "lodgings" normally meant a room in a rooming house where the student might or might not take his meals as well. The rules and regulations in lodging houses varied with the landlady. For many years there have been co-operative boarding houses where, to save money and achieve independence, students have owned or rented complete houses and hired a cook to provide meals. In some cases the university provided professional advice to such co-ops, in other cases the co-ops were completely independent. Increasing numbers of students share apartments or houses on an informal, unorganized basis. In recent years the organized co-operative residence movement has acquired a philosophy and a momentum and has taken on altogether larger dimensions. It is now offering a substantially "different" opportunity for living which appeals to an increasing number of today's more independent students. The "co-op" has demonstrated that students are able to finance and operate a large scale business. Generally speaking, they have been able to provide their members with room and board in old, renovated houses at considerably less than university residence rates, even though they pay taxes on their properties. There is some evidence to suggest that capital available for residence purposes can be more efficiently used by putting it into student co-op houses (when old houses are available) than into any form of new residence construction. It might be desirable for some of the new accommodation which is to be provided by the Ontario Housing Corporation [through the Ontario Student Housing Corporation] under the plan announced in April 1966 by Mr. Davis to be built in close co-operation with the Campus Co-Operative Residences Inc., and for arrangements to be made for

such buildings to be operated entirely by the co-op. We do not suggest that the co-op take over the main responsibility for providing housing. But variety in the kinds of housing available is essential, and the co-ops have a proven capacity for providing attractive, economical living facilities which many students will prefer to the traditional residence.

Because of limited resources, universities have provided only inadequately for the housing needs of unmarried men graduate students, and have largely neglected the housing needs of married students (who may be graduate or undergraduate), of married students with children (who are mainly graduates), and of unmarried women graduate students. These needs are now recognized and will, we are sure, increasingly be met. The residential village is one imaginative solution, combining facilities for special groups with general undergraduate housing.

But fundamental questions remain to be answered before very large sums of money are committed and future patterns irrevocably set. Should married students and their families and graduate students be isolated from the rest of the university community? If not, what degree of integration is possible and desirable? Again, the needs of individuals will vary and, accordingly, we should expect that the very large need for more accommodation will be met in various ways which will afford each student some choice.

Given the very substantial needs of the universities for classrooms, offices, libraries and laboratories, gymnasia, and playing fields, can we afford an educationally sound programme of residence building? Provision of residence facilities has had a relatively low priority so far as public spending is concerned and private donors have not recently given large scale support to residence programmes. The Central Mortgage and Housing Corporation has in the last few years been the major source of capital for this purpose. C.M.H.C. financing has helped to build a large number of residence places in Ontario, but the repayment of C.M.H.C. loans would have raised residence fees above the competitive levels except where a number of older residences, paid for entirely from private funds, were already in existence, or where there was a very high level of summer occupancy. But an equally serious problem faced by the universities financing residences through C.M.H.C. loans has been the need to find ten per cent of the capital cost of each building. Under the Government of Ontario programme of assistance which provides $1,400 per student bed (effective November 1964), the

universities have to find twenty per cent of the capital cost—and more if they exceed the prescribed ceiling. The new plan, whereby the Ontario Housing Corporation will build student housing for administration by the universities, meets the second difficulty but apparently does nothing about the first, since the Minister's statement specified that "The educational institution will, under the terms of its lease, pay an annual rental equivalent to the cost of repayment of the principal and interest over the long term. In this way, the institution will not be required to add to its indebtedness nor will it have to provide any of its own funds for housing under this plan."[2] It is not clear how the universities are expected to make such repayments without subsidy and at the same time set residence fees at levels that are within the scope of most students' budgets.

If we are right in stressing the educational importance of student living arrangements, then we must also be concerned about the cost of such arrangements to the student. In general, we think it desirable that all newly constructed student housing of whatever type should be available at prices similar to those charged for other accommodation in the community. While it would be possible to set charges at a level adequate to retire the debt on new construction and then provide larger amounts of student aid for those so housed to enable them to meet the charges, such a policy would create inequalities. Subsidy in some form is almost certainly required if adequate residence facilities in the required variety and number are to be provided. We think that such subsidy should be provided indirectly to the organization responsible for operating the particular facility so that it, whether university or student co-op, can meet debt charges without raising prices to the student above the generally prevailing average. It is important in assessing student aid requirements that average housing costs for all students should be at roughly the same level.

In this brief section we have not attempted to do more than raise some of the major questions which are involved in considering a comprehensive approach to the student housing problem which is a major element in the further expansion of the Ontario universities to 1975. The problem is qualitative as well as quantitative, and the effectiveness of the universities in the years ahead will depend to an important degree on its successful solution.

WE RECOMMEND, therefore, that the Committee of Presidents and the Committee on University Affairs establish at an early date

2. Legislature of Ontario. *Debates*, April 6, 1966, p. 2317.

a Commission on Student Housing to consider the need for student housing, the educational objectives sought, and the financial problems involved, and to develop a comprehensive plan of capital assistance and subsidy to ensure that these needs are met with due regard to conditions prevailing at each institution and over-all educational objectives. The Commission should be provided with a budget adequate to its research needs and its membership should be as comprehensive as possible. It should certainly include representatives of the student co-op movement, Ontario student organizations, and at least one representative of the graduate student societies of the province, as well as representatives of universities, the Ontario Housing Corporation, and other government agencies and public bodies.

CHAPTER FOUR

The Committee of Presidents and its Sub-Committees, 1962-1966

What bird has done yesterday man may do next year,
be it fly, be it moult, be it hatch, be it agreement in the nest.
—JAMES JOYCE, *Finnegan's Wake*

It was on March 21st, 1962 that the presidents of the Ontario universities were called together by the Advisory Committee on University Affairs to be told about the enrolment crisis predicted by Dr. R. W. B. Jackson, and to be asked to develop a plan to meet it. During 1962 the presidents met five more times, each meeting except the last being on an *ad hoc* basis to deal with a particular question. They met in May with their Academic Sub-Committee to go over the report, *Post-Secondary Education in Ontario 1962–1970*; in June with the Advisory Committee, to present it; in July with their business officers, to discuss criteria for capital and operating projections and the distribution of graduate support; in October with the Advisory Committee, on the graduate proposals; and by themselves on December 3rd. Only at the December 3rd meeting did the presidents resolve to form themselves into "a continuing organization," and elect a chairman, vice-chairman, and secretary.

The status of the group in 1962 was anything but clear. Several of the emendations that the presidents made in *Post-Secondary Education* arose from their inability to commit their institutions to expansion without the concurrence of their boards. For the most part they had had no time or opportunity to discuss the issues with their boards or their senates. On the Government side there was a disposition to shy away from the term "report" and to refer to the document as a "study paper," and its publication was delayed for a full year. Another element in the situation was the newly formed Ontario Council of University Faculty Associations, which sought and obtained the right to speak directly and independently to the Government. Individual board chairmen, and on occasion

individual presidents, were also in communication with members of the Government. The universities were neither prepared nor organized for joint decision and action. None the less, the year 1962 marked the beginning of voluntary co-operation on a province-wide scale.

The first reaction of the Government to *Post-Secondary Education* was that, whatever else might or might not be done, an expansion of graduate work would be supported. (The report had recommended a special grant of the order of $6 million for 1962–1963, rising to $12 million in 1965, or approximately $2,000 per graduate student.) The presidents were asked to bring forward a proposal as to how the special grant should be distributed, and they did so, though without unanimous agreement. In the event, about $200,000 was made available in special grants for graduate work in 1962–63. On September 10th, 1962 the Honourable Mr. Robarts announced the Province of Ontario Graduate Fellowship programme, to be effective in 1963–64.

Apart from this very welcome announcement, little was known at the end of 1962 about the Government's intentions. The Presidents' recommendation that any new institutions should begin in affiliation with existing universities had evidently not been accepted. It seemed to be agreed that the existing universities should expand in the manner suggested in the report, but on the other hand the reaction of the Advisory Committee on University Affairs to the requests for increased capital funds for 1963–4 that were being made by individual universities was not encouraging. There were reports in the newspapers that requests for university charters were coming to the Government from centres all over the province. Members of teaching staffs were uneasy, believing that mysterious presidential decisions about expansion had been taken without consultation. University planning and policy-making were in a chaotic state through lack of information. On December 20th, 1962, the Chairman of the Committee of Presidents, Dr. Claude Bissell, wrote to the Advisory Committee making an urgent plea for the publication of the report in order to dissipate the atmosphere of indecision and indicate clearly the general lines of development of higher education in Ontario.

A major statement of Government policy on higher education was made in the Legislature by the Honourable Mr. Robarts on March 21st, 1963. He said that the present plans called for sufficient universities for the next fifteen years and that any new colleges

should be affiliated with existing well-established institutions. He announced that $3 million would be distributed to support the expansion of graduate work, and that each university could be assured of receiving, in 1964–65 and 1965–66, an amount for new construction at least equal to its capital grant for 1963–64. He also announced that *Post-Secondary Education in Ontario 1962–1970* was being released to the public.

Meanwhile the Committee of Presidents had decided at their February meeting that Dr. John Deutsch, the Chairman of the Academic Sub-Committee, should be asked to reconvene his Sub-Committee and bring in two further reports. The first was to be on additional post-secondary institutions with special reference to the junior or community college; this request was inspired by current agitation for new institutions to offer Grade 13 and "Grade 14" and to lead into the second year of university courses. The Sub-Committee attempted to clarify the subject by defining the various types of educational institution and to put the controversy in historical perspective. Its report included revised forecasts of university enrolment that had been made by Dr. Jackson, pointed out that the capital grants to the universities for 1963–64 had been only about 60 per cent of the amount they had requested, and emphasized the necessity of providing sufficient capital funds. It touched on the shortage of specialist teachers, the drop-out problem, and the use of French as a medium of instruction (this last was the only part of the report that was widely publicized), and concluded by recommending a further adaptation of the institutes of technology, to be known as Colleges of Technology and Applied Arts. "What we must do is to face the obvious fact of specialism in our culture, and the equally obvious fact of different aptitudes and interests in our population, and provide our young people with a wider choice of institutions giving specialized training beyond the secondary school." This report was submitted to the Presidents and forwarded by them to the Advisory Committee on University Affairs in June of 1963, and was published in October with the title, *The Structure of Post-Secondary Education in Ontario.*

The Sub-Committee's other assignment was to analyse the universities' forecasts of their enrolment and their estimates of future costs (capital to 1970–71, operating to 1966–67) which they had recently sent to the Government, and from this analysis to determine whether the universities' plans, taken together, would furnish enough student places quickly enough, and to "put a price tag" on

the whole operation for the Advisory Committee. The Presidents asked for this study mainly because of their anxiety about capital financing. Having requested $60 million altogether in capital grants for 1963–64, they had received $34 million and had been urged to develop temporary expedients for meeting physical requirements —which seemed to them to indicate an unreal view of the financial implications of the expansion programme.

The analysis was a major task in which the Sub-Committee received valuable help from some of the university business officers, who in turn accepted "guidelines" from the secretary of the Advisory Committee about the escalation factors to be employed. The enrolment situation appeared generally to be satisfactory from the point of view of over-all numbers, provided that the individual universities were enabled to implement their plans, but shortages of instructional facilities were apparent in certain health sciences and in library science, and the expansion expected at the graduate level appeared inadequate. The forecasts of capital costs were for sums in the $60–65 million range from 1964–65 until 1967–68, tapering off thereafter, with a total from 1963–64 to 1970–71 of about $450 million (1962–63 dollars). The forecasts of operating costs were very modest, mainly because, on instructions received, no provision was made for increases in salary rates and other unit costs except for a 3 per cent per annum increase in academic salaries, and expenditures chargeable to the special grant for graduate studies were excluded. This unpublished report, entitled "The University Expansion Programme in Ontario, 1963–64 to 1970–71: Students-Staff-Finances," was submitted to the Presidents in October, 1963. In the version that went to the Presidents the report ended with a plea to take seriously the problem of co-ordination of the universities' plans. "We are certain that [the presidents] will be sufficiently anxious to preserve some freedom from government control that they will agree themselves upon measure of co-ordination, rather than leaving the initiative to others in this important area of planning."

The Presidents approved the report with some modifications, and sent it on to the Advisory Committee with increased emphasis on the shortfall of $25 million in capital grants in 1963–64. They also asked the Sub-Committee (re-named the Presidents' Research Committee) to continue under the chairmanship of Mr. Ross Willis, and directed it to pursue continuous statistical fact-finding and analysis, to look into the needs for various kinds of university-

trained personnel, and to produce a report on the variety and scope of university education in Ontario. The Presidents decided to meet for two days for a discussion of the unsatisfactory relationship between the universities and the Government.

Before Mr. Willis' committee had had a chance to look at its first three assignments it had acquired a fourth, which took up most of its first meeting (November 1963). "The University Expansion Programme" had been unfavourably received. The universities were criticized for not obtaining temporary accommodation, and were told to think of solving the problems of the approaching years in the same manner as was done after the Second World War, and that the Advisory Committee intended to meet with the chairmen of university boards of governors and finance committees, without the Presidents, on the question of university financing. Besides this, about the first of November Dr. Bissell had been informed that the Government intended to set up a Division of Higher Education within the Department of Education. Dr. Bissell had stated the universities' objections to direct government control in general and to the Department of Education in particular. He then asked the Research Committee for a basic memorandum on university-government relations which the Presidents could discuss at their two-day meeting, which had been arranged for November 24th–25th at the Guild Inn. This memorandum—the first of a long series—asked for recognition of the basic principle that, because of the special nature of universities, there should be interposed between the universities and the Government a semi-independent body, a grants commission, with academic representation, with a full-time chairman who had had academic experience, and with a staff responsible to the commission itself.

The memorandum was sent to the Prime Minister by the Presidents on November 25th, with a request for an opportunity to discuss the matter frankly with government officials. The same kind of request had been made on earlier occasions, but no such discussion had taken place.

The chairmen of boards and of finance committees were called to meet the Advisory Committee on December 4th. The Ontario Council of University Faculty Associations presented their own brief to the Prime Minister on December 19th, asking the Government to consider establishing an independent university grants committee, or else that an equitable policy on university grants be adopted and publicly described.

In January 1964, the Speech from the Throne announced the creation of a Department of University Affairs and of a new Crown Corporation having to do with th universities' capital financing. A further memorandum on university-government relations was sent to the Prime Minister and the Honourable W. G. Davis on February 17th, stressing again the need for a grants commission with university representation, and asking again for an opportunity to discuss the situation. At their meeting on February 17th, the Presidents discussed the capital grants for 1964–65, which once more were a great deal lower than what the universities had requested; they did not agree on a joint statement, and left the matter to individual action. On March 3rd, Dr. Hagey of Waterloo mentioned the shortfalls of 1963–64 and 1964–65 in a public address.

On the 9th of March Dr. Bissell had an interview with Mr. Robarts, who expressed a willingness to add some academic members to the Advisory Committee on University Affairs, and to give the Committee a strong role in recommending policy and dealing with fundamental academic questions. Dr. Bissell reported this to the Presidents' Committee on March 10th, and a meeting was arranged between the executive of the Presidents and the executive of the Council of Faculty Associations to prepare a list of joint nominations to the Advisory Committee. The Presidents also asked their chairman to write to Mr. Robarts about appointing a full-time academic chairman or co-chairman of the Advisory Committee, which request was transmitted on March 16th.

The legislation establishing the Department of University Affairs was introduced in the Legislature by Mr. Robarts on April 22nd. In one sense it brought relief to the universities; they would not be under the Department of Education. In another sense it fell short of their hopes; the Advisory Committee was barely mentioned and the manifold functions mentioned for the Department of University Affairs—constant scrutiny of procedures and administrative methods regarding all provincial grants, developing sound plans for the co-ordination of all future expansion, administering all major programmes of student aid, reviewing all proposed legislation regarding universities, etc.—made it appear that the Department would become the focus of effective power, unless a strong Advisory Committee could be developed. The Presidents' Committee met on April 29th and requested Dr. Bissell to see the Prime Minister as soon as possible to repeat the universities' concern about the role

of the Advisory Committee. The bill establishing the new department was debated in the Legislature on May 5th, 1964; in the course of this debate, Mr. Robarts spoke of the Advisory Committee's functions in terms that practically approximated the kind of university grants commission that the universities had been asking for. Mr. Kenneth Bryden immediately hailed the explanation as providing the best possible solution to the difficult problem of balancing governmental responsibility and university independence, and asked why the statute did not set up the independent commission instead of the Department of University Affairs.

Some members of the Research Committee were asked to prepare a memorandum on a structure for the enlarged Committee on University Affairs, which was discussed by the Presidents on May 19th and sent to Mr. Robarts on May 20th. The suggestion was for certain standing committees of the main committee and for a mechanism to establish *ad hoc* research groups, using persons drawn from the universities, to investigate particular problems. It was intended to provide a mechanism for genuinely co-operative decision-making based on objective study.

SELECT COMMITTEE OF UNIVERSITY REGISTRARS

In the meantime, the Committee of Presidents and its sub-committees had been concerned with many problems in addition to university-government relations. The onset of the "multiple applications" problem has been mentioned in Chapter 1. In November 1963, a select committee of university registrars under the chairmanship of Mr. Robin Ross was asked by the Presidents to study this problem. The work of this sub-committee has resulted in joint action on the part of all Ontario universities which ensures that candidates applying for admission in late August and early September can promptly be advised of universities where places are still available. A detailed and comprehensive report entitled *Ontario Universities' Applications Centre* was presented to the Presidents by this sub-committee in June 1965; it had been written by Mr. A. P. Gordon of the University of Waterloo after investigations in Great Britain and New York and conferences with all the Ontario universities. It delineated a complete scheme for dealing with multiple applications, to be put into operation should the situation deteriorate to an extent where the much more extensive degree of collective action envisaged by this scheme might seem required.

Other work done by this committee included the preparation of a confidential school report form, for use by all Ontario universities, a step which has benefited both the universities and the schools. The Presidents authorized a further study of multiple applications to be done at the University of Toronto, the cost to be shared among the participating institutions; this has been completed by Mr. J. M. Tusiewicz. The study produced statistical material likely to be of considerable value to the universities and schools, especially if similar analyses are conducted annually in future years. A permanent Council on Admissions was authorized to deal with all policies and procedures of joint concern, and this is to begin its work as soon as possible after the Presidents' central office comes into being on July 1st, 1966.

We have dwelt at some length on this joint action and consultation by the universities on admissions matters as we suspect that the extent of this is little known even to the universities themselves. A useful beginning has been made in an area where constant consultation and exchange of information are becoming of steadily greater importance to the universities, the schools, and the candidates for admission. We believe that such consultation can take place in such a way that universities will continue to remain masters of their own admissions policies, while at the same time discarding some unnecessary variations in administrative practices which have led in the past to needless misunderstanding and resentment on the part of the high schools of the province and the general public.

It should also be noted that the growing importance and complexity of the work of the universities' admissions offices will involve additional demands for staff and other resources.

CONFERENCE ON REPORTING OF STATISTICS

Statistical reporting of enrolments and of financial information has been unnecessarily complicated by reason of the different forms and different reporting dates required by the provincial and federal authorities and by the lack of agreement on definitions (e.g., of a full-time graduate student). On January 30th, 1964, a Conference on the Reporting of Enrolment and Financial Statistics to the Federal and Provincial Governments was arranged by Dr. Jackson and held in Toronto, with Mr. Willis in the chair; officials from the Dominion Bureau of Statistics and the Canadian Universities Foundation attended it, but none from the Ontario government. Various suggestions for simplifying procedures were brought

forward: e.g., enrolments might be reported to the province on October 17th in the form of estimates subject to revision on December 1st, at which time identical reports could be sent to Queen's Park and Ottawa; the minor differences in the forms for reporting on finances, average salaries, etc., to D.B.S., the Canadian Association of University Business Officers, and the province might be eliminated so that the same reports could be made to all, with great saving of labour. However, in the absence of any provincial representatives it was not possible to find out what the province's attitude to these suggestions might be, and a small committee was requested to try to discuss these matters with the provincial authorities. Subsequent attempts by this sub-committee to have a meeting with officials of the Department on this topic were unsuccessful.

SUB-COMMITTEE ON LIBRARIANSHIP

Librarians were mentioned as a group in dangerously short supply in the "University Expansion Programme" report of October 1963. The Research Committee held its December meeting of that year at the University of Ottawa and learned something of the situation of their library school. Pursuing the topic with a representative group in Toronto, they found differing opinions about the value of the usual kind of library school training, and about the validity of the existing organization of the profession, for the needs of the future. They recommended to the Presidents on February 17th, 1964, that for the short-range emergency, greatly increased support be given to both the Toronto and Ottawa schools, and that for the long-range picture a thorough study of education for librarianship be authorized, to embrace graduate work and research, the training of personnel for academic libraries and library school staffs, the question of re-establishing diploma courses, and the possible need for and location of a third library school in Ontario by 1970. The Presidents immediately sent the short-term recommendation to the Advisory Committee on University Affairs, and in September they directed their chairman to write again, reiterating the urgency of the situation.

Meanwhile they had authorized the Research Committee to set up an *ad hoc* Sub-Committee on Librarianship, with Professor George Whalley of Queen's University as chairman. Because the Government was said to have decided to set up a third school at once instead of supporting the Ottawa school, and to have decided

where they wanted it and approached the university concerned, Professor Whalley's sub-committee was requested to report as quickly as possible on the academic considerations that should govern the location of a new school, in the hope of influencing the Government's decision or at least of providing some background for it, and Dr. Bissell wrote to Mr. J. R. McCarthy, the Deputy Minister of University Affairs, on November 6th, 1964, informing him that the matter was being studied and that a recommendation would be forthcoming. The Sub-Committee held two special meetings on this topic and presented a report to the Presidents on January 8th, 1965, but this was amended to accord with the Minister's intention (on a divided vote) before being sent on to the Government.

The main report of the Sub-Committee on Librarianship, "Report to the Presidents' Research Committee by the Sub-Committee on Librarianship," did not resolve the Research Committee's doubts about either professional or educational practices in this field. The report recommended against any para-professional training apart from the existing apprenticeship arrangement, but suggested research into the actual use of and needs for staff in various kinds of libraries, and asked the profession to clarify its expectations of graduate librarians. It endorsed the basic one-year curriculum of the kind in use at Toronto, though it suggested that the academic year would soon need to be lengthened by six weeks or so; it recommended a wider range of academic as well as professional options for advanced work, and the consideration of a doctoral programme by the library profession and the library schools within the next few years; it recommended the establishment of a centre of information science; and it suggested a provincial fellowship programme for librarians under training. It did not recommend that librarians take leadership in the development and application of automated procedures, but it recognized that they must keep abreast of them:

> It is clear that automation of various kinds is already beginning to affect some libraries and can be expected before long to involve extensive changes in organization, structure, and constitution of specialized, research, and university libraries . . . it is important that librarians, and librarians under training, in areas where these advances are most likely to occur should be well and continuously informed in current practice and speculation in such matters as machine cataloguing, computerized central services, data processing, information retrieval, and information

science. There is as much danger of becoming ossified in tentative or inappropriate digital mechanization as in an inflexible devotion to manual procedures. The staff of library schools will need a peculiar kind of intellectual light-footedness if they are to keep instruction, at a time of rapid expansion and intense complication, deftly in touch with the finest methodological and technical advances (p. 4).

Finally, on a further matter that was referred to the Sub-Committee on Librarianship—the development of co-operative arrangements among the university libraries of Ontario—they recommended a co-ordinating committee to be composed of university librarians and senior members of the academic staff from all the Ontario universities. In forwarding the report to the Minister of University Affairs, the Presidents mentioned their whole-hearted agreement with this recommendation, and said that before taking any steps toward the appointment of this co-ordination committee they would like to suggest to the Committee on University Affairs that this might be a suitable area for joint procedure; but this suggestion was not adopted. The Committee on the Co-ordination of Academic Library Services has been established since December 1965, under the chairmanship of Professor Carl Klinck of the University of Western Ontario.

Before leaving the subject of libraries it should be mentioned that the suggestion of centralized ordering and cataloguing of library materials that was made in the Presidents' first report was adopted by the Government, with the result that the Ontario New Universities Library Project is now in its fourth year of successful operation.

THE CITY COLLEGE

The continuing interest of the Committee of Presidents in the non-university post-secondary field was heightened during the early months of 1964 when the Minister's Grade 13 Study Committee was at work. The two university representatives on that Committee, Dr. Robin Harris of the University of Toronto and Professor Alastair Walker of Queen's University, kept the Presidents informed of the issues that were in question, including the desirability of a widespread development in Ontario of some form of community college as a "valid alternative" to the Matriculation Year. The Research Committee requested Dr. T. L. Batke and Professor John Yolton to make a special study of the American community college

in relation to the needs of Ontario, and through the generosity of the University of Waterloo and York University these members were enabled to visit some colleges in the United States; Dr. Jackson and Mr. Willis also had opportunities for such visits. At the same time, an enquiry was made into the plans of the individual Ontario universities to see if sufficient flexibility existed to look after the probable enrolments forecast by Dr. Jackson up to 1980–81, or whether provision should be made for university-parallel courses in the new institutions that were being mooted; the results, when put in combination, indicated that the plans of the existing universities for on-campus and off-campus developments would be adequate. Largely on the basis of the Batke-Yolton study, the Research Committee produced a memorandum which the Presidents discussed at their conference at Queen's University in October 1964. It was sent to the Government (one president dissenting), and was published in January 1965, with the title *The City College*. Its focus was on the aims of the new institutions, and its main thrust received support from independent recommendations that were made by the Ontario Council of University Faculty Associations and the Ontario Secondary School Teachers' Federation. The legislation for the establishment and operation of a system of Colleges of Applied Arts and Technology, introduced by the Honourable Mr. Davis on May 21st, 1965, was consonant with the judgment of responsible educators at every level.

SUB-COMMITTEE ON TELEVISION

A further publication of the Committee of Presidents was *University Television*, which appeared in October 1965. The possibilities of television for university instruction had been mentioned in the first two reports, and in June of 1964, the Presidents established an inter-university Sub-Committee on Television under the chairmanship of Dr. D. C. Williams of the University of Toronto, to report on "an imaginative and academically respectable pattern for the use of educational television." The Sub-Committee decided at its first meeting that speed should take precedence over thoroughness in the production of its report: so many universities were interested in making a start with electronic aids that it seemed essential to make available as quickly as possible all the insights and information that the Sub-Committee could command, to avoid enormous expense and inconvenience later on if many universities had gone ahead with

no co-ordination and no compatibility of standards. Accordingly, the Sub-Committee limited its deliberations to three approaches: the aims, the administrative and legal aspects, and the technical and financial aspects, of university television. Its report was discussed and adopted by the Presidents in June 1965. The important recommendation for a continuing inter-university Television Council was delayed in its implementation—like the Council on Admissions—until the necessary facility of a central office was in sight. It has now been established, with Dr. Williams as its chairman.

"THE UNIVERSITIES OF ONTARIO"

January of 1965 saw the publication of the report emphasizing the variety and scope of university education in Ontario which, it will be remembered, the presidents had requested. It was written by Dr. Robin Harris, and illustrated with numerous photographs which the universities supplied; it appeared in the *Canadian Geographical Journal* and was entitled "The Universities of Ontario."

FORMULA FOR OPERATING GRANTS

A formula basis for the determination of provincial grants has been under continuous discussion during the period under review. The Royal Commission on Higher Education in New Brunswick, chaired by Dr. J. J. Deutsch, had recommended for that province a five-year scheme of annual fixed operating grants in respect of basic academic services, plus annual per-student grants (to increase by $30 per student per annum during the five year period) in respect of all students who were residents of New Brunswick. The Presidents' Research Committee, from the time of its reconstitution in November 1963, was urged by Dr. R. W. B. Jackson to work out a formula. Dr. Jackson felt that this was the only alternative to the gradual imposition of complete and rigorous government control, and that it would bring the Government and the universities out of "this morass of indecision and misunderstanding"; he suggested a possible parallel in the "foundation programme" of government grants to school boards. Members of the Advisory Committee on University Affairs brought up the topic in discussions with university delegations in December 1963. Early in 1964, in an important address at Dalhousie University, Principal J. A. Corry gave a penetrating analysis of the differences in the effect of "formula"—as contrasted with "deficit"—financing. His suggestion was a

double-decked device: fixed block grants of varying amounts depending on the circumstances of each university, plus per-student grants weighted according to the expensiveness of their education. Dr. Corry's speech was quoted *in extenso* during a debate in the Legislature of Ontario in February, 1965, and the Minister of University Affairs explained that the formula concept was being studied by both the Government and the universities, but that it was a very complicated question, and that he could not promise to come up quickly with a formula that would be generally accepted. "But this is the direction in which we are going and perhaps by the next session we will be able to report to the House that we are close to working out a formula."[1]

The Research Committee discussed the formula concept at length at their January 1964 meeting. At its request, Mr. Bernard Trotter of Queen's University examined the operation of per-student grant systems in other jurisdictions and produced a working paper for the Presidents in March 1964. The Presidents asked for a specific proposal. Mr. Trotter worked with Dr. Batke and Mr. Willis on the general approach to the problem, and obtained assistance on the technical aspects from Professor C. C. Gotlieb of Toronto and from Vice-Principal H. G. Conn of Queen's. The results of an exhaustive study of costs that had been made at the University of Toronto were made available by Dr. Bissell, but unfortunately no other complete cost studies were available. An interim report was presented to the Committee of Presidents in June of 1965. In the meantime, Dean D. T. Wright of the Committee on University Affairs had been made chairman of a sub-committee of that Committee to work on the same problem. The two groups have since been meeting together with the aim of submitting to both the Committee on University Affairs and the Committee of Presidents a proposal for an operating grants formula that would be acceptable both to the Government and the universities. (A report was submitted to the Committee on University Affairs and the Committee of Presidents in the summer of 1966.)

STUDENT AWARDS

Financial assistance to students became an issue in the Presidents' deliberations early in 1964. At that time they had been informed that the Province's operating grants to all the universities for

1. Legislature of Ontario. *Debates*, February 22, 1965, p. 653.

1964–5 were being calculated on the basis that the income from tuition fees should be $50 more per student. The consensus at the Presidents' February meeting was that, in these circumstances, an increase in fees equivalent to $50 across the board could not be avoided; but uneasiness was expressed about the social effects of raising still higher the already formidable financial barrier to higher education. It had been pointed out in *Post-Secondary Education in Ontario 1962–70* that raising fees (like raising admission standards) would be a possible way to constrict the expansion of enrolment, but that the universities could not conscientiously recommend either course. Uneasiness was also expressed about the Government's evident intention to take over the administration of scholarships, bursaries, and loans.

The Research Committee had taken up this matter at their January meeting, but found themselves without adequate information and hoped to talk to Mr. McCarthy about this topic at the forthcoming conference on statistical reporting; in the event this proved impossible. In February 1964, Mr. E. M. Davidson (at that time the student aid officer at the University of Toronto) discussed with the Research Committee the impact of the $50 increase, and assisted them in preparing a memorandum for the Presidents. It was their hope that the Presidents would press for a Government announcement of an increase in student aid, to take some of the sting out of the increase in fees and to ensure that the higher financial hurdle would not discourage good students from considering university work. The memorandum which the Research Committee sent to the Presidents read, in part:

We have no quarrel with the principle that those who can afford to do so should pay a larger share of the cost of their education. Our concern is focused upon the students who cannot afford to do this . . . the potential entrants who come from the lower socio-economic levels of the population are likely to be discouraged from making any application to a university if they see a formidable financial barrier without increased assistance to surmount it. . . . If we are to give equal opportunity to these students we must be able to assure them of additional help. Moreover, it is the experience of the Ontario universities (and of those elsewhere as well) that such students are unlikely to apply for admission if support is available to them only in the form of loans; they find the prospect of accumulating a heavy load of debt over three or four years disheartening, no matter how generously the obligation of repayment is stated. We believe, therefore, that loans are not an acceptable substitute for bursaries at this level.

The Presidents decided to refer the memorandum to their individual student aid officers before sending forward any recommendation. At their conference at Queen's University in October 1964, they discussed the subject at a plenary session and requested the Research Committee to obtain more detailed information from each university and to bring in a report. Dr. Batke, Professor Porter, Mr. Ross, and Mr. Trotter drafted a questionnaire asking for the necessary factual background. The results were collated and tables compiled by Mrs. Ann Kitchen, a research assistant of Professor Porter's. The Research Committee had a session with Mr. T. L. Hoskin of the University of Western Ontario, who was chairman of the Bladen Commission's advisory committee on student aid, and at four separate meetings they explored the basic principles that should underlie a programme of student awards, studied the existing situation, and formulated their recommendations.

The report, "Student Awards" (referred to in Chapter 3) was submitted to the Presidents in June 1965, and copies were made available to a sub-committee of the Committee on University Affairs that was studying this topic. The report owes a great deal to Professor Porter's earlier studies of education as a determinant of the creative potential of a society. Although it has not as yet influenced government policy to the extent that the Research Committee had hoped, it is potentially one of the most important documents to be produced under the Ontario Presidents' sponsorship because its approach is peculiarly appropriate to the Canadian situation; instead of raiding other countries for highly trained professional and technical persons we should be educating more of our own and removing the social and psychological barriers to equality of opportunity; "Student Awards" deals with this vitally important problem in a practical way.

GRADUATE STUDIES

Graduate students were not dealt with in the "Student Awards" report. In the early stages, the Committee of Presidents made direct recommendations to the Government about support for graduate work. In April 1964, they authorized the appointment of an Advisory Committee on Graduate Studies, consisting of the Deans of Graduate Studies of all the provincially assisted universities engaged in graduate work, to report to the Committee of Presidents from time to time on matters pertaining to graduate studies. This

group has dealt through its chairman with the Deputy Minister of University Affairs on the policies and procedures governing the Province of Ontario Graduate Fellowships. They attended the Presidents' Kingston conference in October 1964, at which one of the plenary sessions was devoted to graduate studies.

This session was enlivened by some discussion of an issue relating to the Graduate Fellowship programme that has been contentious from the beginning—the ineligibility of students in graduate engineering, law, and other professional courses for Province of Ontario Graduate Fellowships. The Presidents' first report stressed the priority of the humanities and social sciences on grounds of their comparative impoverishment. But a strong feeling has grown up that the need for university instructors in the professional fields is at least equally acute and furnishes at least equal justification for support through the Graduate Fellowship programme. Whatever the solution may be, the problem of shortages of qualified university instructors in every kind of professional school is becoming increasingly serious.

Early in 1965, the Presidents discussed the desirability of a province-wide survey of graduate programmes. With some assistance from the Research Committee they worked out a two-stage programme: first, a fact-finding operation to be performed by Professor Gilbert Robinson of the University of Toronto with the guidance of a small committee (Drs. L. P. Dugal, C. J. Mackenzie, W. A. Mackintosh, and A. W. Trueman), and then a survey to be conducted by persons from outside Ontario. They suggested that the survey might be jointly sponsored by the Committee of Presidents and the Committee on University Affairs. At the Presidents' Waterloo conference in June 1965, Dr. Bissell reported that the Committee on University Affairs had agreed to the proposal of a joint survey and had promised financial support from the Department of University Affairs. He and Professor Arthur Bourns of the Committee on University Affairs had been requested to nominate three suitable Commissioners, and had agreed to approach Dr. G. A. Arlt, President of the American Association of Graduate Schools, Professor Kenneth Hare of King's College, University of London, and Dr. J. W. T. Spinks, President of the University of Saskatchewan (the last-named as Chairman of the Commission). All of them accepted. Mr. G. Michie of the Department of University Affairs became secretary to the Commission. The Commission was asked for a final report by September 1966, with

possibly an interim report in the spring, and was given the following terms of reference: (1) to examine post-graduate education in the province of Ontario with reference to quality, need, and resources; (2) to make recommendations concerning the development of the work in this area during the next decade with particular reference to (*a*) the introduction or expansion of graduate programmes in various universities, and (*b*) financial support, including student aid. [Their report was published in December 1966.]

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The Spinks Commission is the only co-operative undertaking of the universities and the Committee on University Affairs that the Government has formally recognized as such. It does not, however, represent the only attempt at a co-operative approach to problems of mutual concern that has been made by the presidents and/or the academic members of the Committee on University Affairs. To revert to 1964 and the legislation establishing the Department of University Affairs: during the debate on May 5th, 1964, the Honourable Mr. Robarts stated that the Committee on University Affairs was to sit as an independent body between the Government, as such, and the universities; it would continue to discuss with the universities their requests for grants and recommend allocations to the Government, it would direct research projects, and such matters as the location of a new medical or dental school must be worked out by the Committee:

> What we need is a group of men who all belong to the university world, plus a leavening of men that belong perhaps to the business world but have connections with universities, and I might say have spent three or four years working on these problems. Surely they will sit down and do the necessary research, and have it done by scholars or whoever must do it, so they can advise this Government where we might best put the taxpayers' dollar in order that we have the proper medical care, in order that we have a flow of doctors coming into our society. And of course this applies to dentists, it applies to all the other faculties and disciplines.

The Committee of Presidents was greatly heartened by this statement. It was also keenly aware of the amount of work that would be involved for the members of the Committee on University Affairs, all of whom had up to that time served on a part-time basis. The responsibilities for the directing and co-ordinating of research studies, the recommending of operating grants, and

the determining of new capital developments seemed to the Presidents to require a more continuously operating Committee than the earlier one, with some allocation of responsibility among the individual members and with recognized channels of communication with the universities. The Presidents' memorandum of May 19th, 1964 was sent forward as a useful basis for consideration. It suggested that the Committee on University Affairs establish an executive committee and three standing committees (on development and liaison, finance, and graduate studies and research), all to include both lay and academic representation. It suggested a means of involving university personnel in research projects as required by the standing committees, with assistance from the staff of the Department in the gathering of factual and statistical material. Most important, it suggested that there be a full-time person with university experience as vice-chairman of the Committee on University Affairs, and a budget for the Committee under its own control.

The Presidents were understandably anxious for an opportunity to discuss two topics with the governmental authorities: the working of the enlarged Committee on University Affairs, and the operation of the Ontario Universities Capital Aid Corporation which had been established at the same time as the Department of University Affairs. In June the Minister, with the Deputy Minister and the Assistant Deputy Minister, entertained the Presidents at luncheon and assured them that the new Ontario Universities Capital Aid Corporation would not involve government-imposed uniformity and detailed governmental scrutiny of building plans, and he asked the Presidents to designate a small *ad hoc* committee to work with officials of the Department and the Corporation during the next few weeks on the problems of the transitional period; the Presidents appointed the committee that same day and informed the Minister of its membership, but it was never summoned.

The Prime Minister announced the membership of the enlarged Committee on University Affairs on September 26th, 1964. Between that time and January 1965, the circumstances connected with Professor Whalley's sub-committee's report on the location of a new library school did not suggest that the new Committee was performing its functions in the way that had been envisaged. When the Research Committee met in January 1965, Mr. Willis said that ever since the Presidents' meeting on January 8th he and others had had misgivings about the workings of that group and its relationship

with the Government, and that Dr. Bissell had expressed the hope that the Research Committee would take a fresh look at the whole structure. A great many possibilities were canvassed, and the decision was that another attempt should be made to persuade the Government to make the Committee on University Affairs into something closer to our original concept. It was suggested that Dr. Bissell should request a meeting of the Committee on University Affairs with the Executive Committee of the Presidents to have the kind of frank discussion of the whole situation that had been requested so often but never granted. A further memorandum was prepared as a basis for such a discussion. The Presidents approved of this at their February meeting. The first response to Dr. Bissell's request welcomed the idea of a real discussion, but the agenda of the meeting which eventually took place was confined to the matter of the survey of graduate resources.

The decision to establish a central office and to appoint a full-time Executive Vice-Chairman of the Committee of Presidents was taken at the Presidents' meeting of October 12th, 1965. The unanimous recommendation of the nominating sub-committee for the appointment of Dr. E. F. Sheffield to the Executive Vice-Chairmanship was endorsed by the Committee of Presidents.

In June 1965, the Presidents conferred with the Research Committee in Waterloo, and after receiving and discussing a number of reports they authorized suggestions (which Dr. Bissell conveyed immediately to the Minister) of joint co-operative projects with the Committee on University Affairs on student awards, grants formulae, and library co-ordination; they asked for a joint discussion about the capital financing of various classes of university buildings, and for an interview with the Minister about the nature and function of the Ontario Institute for Studies in Education.

In October 1965, Dr. Bissell wrote to the Prime Minister at the request of the Committee of Presidents, expressing their concern about the failure of their attempts to work in close consultation with sub-committees of the Committee on University Affairs, which were investigating areas of vital importance to the universities, and also about the increasing tendency for *ad hoc* decisions to be made with respect to such matters as residences, restrictions on the borrowing from Central Mortgage and Housing Corporation, and the support of facilities for recreation. He urged the need for a frank discussion of the respective roles of the Committee on University Affairs, the Department of University Affairs, and the universities themselves.

Mr. Robarts indicated to Dr. Bissell on November 2nd his great concern for the effective working of the present system of provincial governance and his willingness to discuss matters of general policy. On November 15th the Minister of University Affairs, and the Deputy Minister, met with the Committee of Presidents. Mr. Davis was doubtful about enlarging the academic representation on the Committee, or appointing a full-time academic vice-chairman; he was not ready to permit the Committee to advise him on capital developments. The Presidents stressed the universities' misgivings about the increasingly strong and detailed control being exercised by the Department.

In December, the executive of the Ontario Council of University Faculty Associations had an interview with Mr. Davis; they urged more academic persons and a full-time chairman or vice-chairman with academic experience as a means of giving continuity and strength to the Committee on University Affairs.

At the Presidents' first meeting in 1966 (February 15th), they discussed the question of forming a larger and more representative association to further the interests of the Ontario universities, and it was agreed to ask for the advice of the Ontario Council of University Faculty Associations in this matter. The Council's Executive met with the Presidents' executive on April 14th. The Council members were doubtful whether a body including presidents and faculty would be any more efficacious in dealing with the Government than the Committee of Presidents had been. They believed that they could probably be of more assistance to the universities' cause by speaking with an independent voice, but that the root of the trouble is the lack of consultation with either group. It was agreed to draw up a joint submission to the Prime Minister, to be signed by all the members of both the Committee of Presidents and the Ontario Council of University Faculty Associations, setting out some specific examples of failure to consult the universities, and repeating the universities' request for a stronger Committee on University Affairs with more academic representation and a full-time academic chairman. The draft of the submission was added to and approved by the Committee of Presidents on April 19th, and was subsequently approved by the Council members. A list of nominations to the Committee on University Affairs was also discussed in the executives' meeting, approved by the Presidents and the Council membership and was sent forward. There was warm agreement in the executives' meeting on the desirability of closer liaison,

exchange of information, and *ad hoc* joint meetings of the Ontario Council of University Faculty Associations and the Committee of Presidents.

In summary, it might be said that the Committee of Presidents has initiated and developed an impressive amount of co-ordination among the provincially assisted universities of Ontario in various areas of joint concern, and has established appropriate co-ordinating bodies. Many of these bodies will make demands on the Presidents' central office, and it remains to be seen whether the budget and facilities of that office will be adequate to meet these demands. Up to the present time the expense has been minimal. In the area of co-ordinated planning of capital developments, particularly the location of additional professional facilities, the Presidents' Committee has been less effective. And they have so far been unsuccessful in achieving a structure for the determination of over-all university policy and a machinery for collective procedures that are satisfactory to the Government and to the universities.

POSTSCRIPT, SEPTEMBER 1966

Since this chapter was written, the Minister of University Affairs has conferred further with the Committee of Presidents and has indicated the likelihood of developments in the role of the Committee on University Affairs that point strongly in the direction of a more workable and satisfactory structure.

CHAPTER FIVE

Projections of Enrolment

Round numbers are always false.—SAMUEL JOHNSON

In January of 1962, Dr. R. W. B. Jackson produced six different estimates of full-time undergraduate enrolment in the universities of Ontario. The lowest was based on the assumption that the university enrolment would correspond with a steady 10 per cent of the 18–21 age group. The second estimate assumed a steadily increasing percentage of the 18–21 age group at university, the increase being at the same rate as the average increase of the previous five years, reaching 12.5 per cent by 1971–72. The third assumed a slightly faster rate of increase, reaching 15 per cent in 1961–62. The fourth assumed an annual increment of 3,300 students.

All these four assumptions, while they involved equal or greater proportions of the relevant *age group* going to the universities, involved at the same time a diminishing proportion of the estimated *Grade 13 enrolment* going on. Because the rising trend in retention rates (i.e., the tendency for more pupils to stay in school longer) seemed to be well established, and because it seemed unthinkable to plan in terms of a diminishing proportion of Grade 13, the Presidents in their first report accepted Estimate 5 (50 per cent of Grade 13) as a basis, regarding Estimate 6 (rising to 60 per cent of Grade 13) as a possibility.[1] It should be noted that the "Grade 13" figure as given annually in the *Report of the Minister of Education*, Ontario, is one which includes large numbers who are not taking a full programme of Grade 13 subjects, so that the phrase "50 per cent of Grade 13" is misleading; as nearly as can be gathered from the available figures, nearly all of the pupils who complete nine Grade 13 papers with a 60 per cent average do, in fact, go on to university.

According to Estimate 5, there would have been 54,500 full-time undergraduates in Ontario universities in the current year, 1965–66. Estimate 6 gave the figure of 57,900.

1. *Post-Secondary Education in Ontario, 1962–1970*, p. 35.

In the fall of 1962, when it became possible to check the school grade enrolments for 1962–63 with the estimates that had been made, Dr. Jackson found that the total over-all elementary and secondary school enrolment was practically identical with the estimated total; the actual figure exceeded the estimated figure by one-half of one per cent. However, a further analysis showed that the lower school grades had exceeded his expectations, whereas the four top grades were from 1 to 4 per cent less than expected; in other words, the retention rate was not continuing to increase. The loss was mostly in the 19-and-over age bracket, and was very pronounced in certain urbanized counties, though not in all. There seemed to be two possible explanations: the greater availability of employment, and the possibility that some of the oldest pupils were being discouraged from staying in school. For the immediate purposes of university planning, two new forecasts were made, Estimates A and B, which gave, for the year 1965–66, undergraduate totals of 52,300 or 52,800 respectively. The actual full-time undergraduate enrolment reported to D.B.S. on December 1st, 1965, excluding about 1,000 theological students and 500 at R.M.C., was 49,783.

With the great strain that expansion was putting on the university system, and with the vast increases of expense for university education being borne by the taxpayers, any indication that the pressures would be less rather than worse than anticipated was cause for relief. In retrospect, however, some questions arise. Was it a good thing for so many pupils to leave school for immediate employment? Was it a good thing for society to lose so many potential university graduates? Why did so many leave school in the face of the propaganda for staying on and going to university? We have touched on these questions elsewhere in this report.

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The tables which follow comprise our attempt to project the probable full-time and part-time enrolment in winter credit courses, both undergraduate and graduate, in all Ontario universities from the present date until the academic year 1981–82. Table 5 describes the minimum and maximum full-time enrolment, while Table 6 attempts to forecast the minimum and maximum figures of part-time enrolment in the regular winter session. There are no statistics on which a projection of part-time enrolment in the summer session

TABLE 5

FULL-TIME ENROLMENT IN ONTARIO UNIVERSITIES IN REGULAR WINTER SESSION TO 1981–82[a]

Academic year	Minimum full-time enrolment			Maximum full-time enrolment			18–25 age group	Total enrolment expressed as a percentage of 18–25 age group	
	Undergraduate enrolment[b]	Graduate enrolment	Total enrolment	Undergraduate enrolment[c]	Graduate enrolment	Total enrolment		Minimum %	Maximum %
1962–63	35,660	3,328	38,988	35,660	3,328	38,988	622,740	6.26	6.26
1963–64	36,812	4,105	40,917	36,812	4,105	40,917	644,470	6.34	6.34
1964–65	43,790	5,337	49,127	43,790	5,337	49,127	669,460	7.33	7.33
1965–66	48,894	6,721	55,615	48,894	6,721	55,615	700,260	7.94	7.94
1966–67	55,035	8,100	63,135	55,040	8,300	63,340	738,490	8.54	8.57
1967–68	62,129	9,500	71,629	63,760	9,900	73,660	783,020	9.14	9.40
1968–69	69,246	10,900	80,146	72,950	11,500	84,450	828,920	9.66	10.18
1969–70	75,840	12,300	88,140	81,570	13,200	94,770	875,730	10.06	10.82
1970–71	81,798	13,700	95,498	89,800	14,900	104,700	920,310	10.37	11.37
1971–72	87,546	15,100	102,646	98,030	16,600	114,630	965,500	10.63	11.87
1972–73	93,170	16,500	109,670	106,500	18,400	124,900	1,004,640	10.91	12.43
1973–74	99,010	17,900	116,910	115,600	20,200	135,800	1,039,170	11.25	13.06
1974–75	105,170	19,300	124,470	125,370	22,000	147,370	1,067,480	11.66	13.80
1975–76	110,850	20,700	131,550	134,320	23,900	158,220	1,092,270	12.04	14.48
1976–77	117,272	22,100	139,372	143,940	25,800	169,740	1,115,670	12.49	15.21
1977–78	122,820	23,500	146,320	151,290	27,700	178,990	1,139,780	12.83	15.70
1978–79	129,480	24,900	154,380	159,650	29,600	189,250	1,161,650	13.28	16.29
1979–80	136,167	26,300	162,467	168,080	31,600	199,680	1,184,670	13.71	16.85
1980–81	141,878	27,700	169,578	175,540	33,600	209,140	1,203,130	14.09	17.38
1981–82	146,875	29,100	175,975	182,290	35,600	217,890	1,217,760	14.45	17.89

NOTES: Numbers above the line are actual, those below projected.
(*a*) Including Waterloo Lutheran University, Royal Military College, and Osgoode Hall.
(*b*) Estimate by Ontario Institute for Studies in Education (Estimate 10).
(*c*) Estimate by Ontario Institute for Studies in Education (Estimate 11), assuming the implementation of the recommendations of the *Report of the Minister's Committee on the Training of Elementary School Teachers 1966*.

TABLE 6

PART-TIME ENROLMENT IN ONTARIO UNIVERSITIES IN REGULAR WINTER SESSION TO 1981-82[a]

Academic year	Minimum part-time enrolment[b]			Maximum part-time enrolment			Part-time enrolment expressed as a percentage of full-time enrolment		
	Undergraduate enrolment	Graduate enrolment	Total enrolment	Undergraduate enrolment	Graduate enrolment	Total enrolment	Undergraduate %	Graduate %	Total %
1962–63	11,904	1,828	13,732	11,904	1,828	13,732	33	54	35
1963–64	15,763	1,812	17,575	15,763	1,812	17,575	43	44	43
1964–65	18,405	1,879	20,284	18,405	1,879	20,284	42	35	41
1965–66	20,317	2,065	22,383	20,317	2,065	22,383	42	31	40
1966–67	22,000	2,270	24,270	22,000	2,300	24,300	40	28	38
1967–68	24,850	2,470	27,320	25,500	2,550	28,050	40	26	38
1968–69	27,700	2,610	30,310	29,000	2,800	31,800	40	24	38
1969–70	30,350	2,830	33,180	32,600	3,000	35,600	40	23	38
1970–71	32,700	3,020	35,720	35,900	3,200	39,100	40	22	37
1971–72	35,000	3,200	38,200	39,200	3,500	42,700	40	21	37
1972–73	37,250	3,300	40,550	42,600	3,700	46,300	40	20	37
1973–74	39,600	3,580	43,180	46,200	4,000	50,200	40	20	37
1974–75	42,100	3,670	45,770	50,100	4,200	54,300	40	19	37
1975–76	44,350	3,930	48,280	53,700	4,500	58,200	40	19	37
1976–77	46,900	4,100	51,000	57,600	4,800	62,400	40	18.5	37
1977–78	49,150	4,250	53,400	60,500	5,000	65,500	40	18	37
1978–79	51,800	4,400	56,200	63,900	5,300	69,200	40	17.5	37
1979–80	54,500	4,470	58,970	67,200	5,500	72,700	40	17	36
1980–81	56,750	4,710	61,460	70,200	5,700	75,900	40	17	36
1981–82	58,750	4,950	63,700	72,900	6,000	78,900	40	17	36

NOTES: Numbers above the line are actual, those below projected.
(*a*) University credit only.
(*b*) Figures of enrolment are available only from 1962–63, and exclude enrolment in the summer sessions.

can be based. Projection over such an extended period can at best be very speculative, for reasons which we shall explain.

We are indebted to the Ontario Institute for Studies in Education for the projections made of full-time undergraduate enrolment.

It will be seen from Table 5 that we would expect the minimum full-time enrolment in Ontario universities to be 110,850 undergraduate and 20,700 graduate students by the year 1975–76, and 146,875 undergraduate and 29,100 graduate students by the year 1981–82; and that, assuming the full implementation of the recommendations of the recently published MacLeod Committee report on the training of elementary school teachers in Ontario, the maximum full-time enrolment that can be foreseen at present for the year 1975–76 will be 134,320 undergraduates and 23,900 graduate students, and for the year 1981–82, 182,290 undergraduate and 35,600 graduate students. These figures contrast with the present totals of 48,894 full-time undergraduate and 6,721 full-time graduate students enrolled at present in Ontario universities.

We also suggest in Table 6 that by 1975–76 there may be a minimum of 48,280 part-time students enrolled in the winter session. The maximum figure that we would foresee is 58,200. At present there are 22,383 part-time students enrolled in credit courses in the winter session.

FULL-TIME UNDERGRADUATE ENROLMENT

Both our minimum and maximum figures for 1970–71 fall somewhat below the minimum and maximum numbers forecast for that year by Dr. R. W. B. Jackson and published in Supplementary Report No. 1 of the Committee of Presidents.[2] Taking the minimum figures, we find enrolment to be less by 4,212, while in the case of the maximum we find the enrolment now projected for 1970–71 to be less by 1,800. It will also be recalled that in the Presidents' *City College* report it was stated that by 1980–81 the universities and their colleges planned to accommodate, if the need existed, a total of over 150,000 full-time undergraduate students (p. 9). The present projections suggest that the figures of undergraduate enrolment for which planning should take account for the year 1980–81 fall between a minimum of 141,878 and a maximum of 175,540.

The projection now made of undergraduate enrolment has had to take into account a recent lessening in the tempo of such

2. *The Structure of Post-Secondary Education in Ontario*, p. 18.

enrolment, unforeseen three years ago when the last projections were prepared. We find no obvious reasons for this. The cost of a university education doubtless enters into the picture. During this period, the universities have tended to become slightly more selective in their admission procedures, particularly in the cases of applicants who have spent two or more years in Grade 13. Such applicants have on the whole had unhappy experiences in a university. Moreover, in these three years an unexpectedly large number of students have tended to get marks of between 50 and 59 per cent in the Grade 13 examinations, i.e., have failed to reach the 60 per cent which has been accepted for some years as the minimum standard for admission to most Ontario universities.

This situation may of course change in the course of the next few years, as all the universities have now decided to reduce the number of credits in the Grade 13 examination required of their candidates for admission. The result of this may be an increase in the number of qualified candidates coming straight to a university from a school which may well offset the possible effect upon university enrolment of the establishment of Colleges of Applied Arts and Technology. If student financial aid should improve sufficiently to accelerate the movement of students from disadvantaged social groups to the universities, this will result in considerably greater enrolment in Ontario universities than our estimates forecast.

It will be seen from the foregoing that in the present undergraduate projection made in this report we cannot attempt to do more than estimate the probable order of magnitude of undergraduate enrolment in the universities of the province during the period under review. We believe that such an estimate can be helpful to our present attempt to look at the developments in post-secondary education in Ontario during the 1970s. However, we are very conscious of the inadequacies of our present projections, and later in this part of our report we shall return to the general question of establishing methods of more precisely and regularly estimating future enrolment in the universities of the province.

FULL-TIME GRADUATE ENROLMENT

Tables 5 and 7 reflect our views of the probable minimum and maximum graduate enrolment until the year 1981–82.

It will be seen that during the past three years there has been a sharp increase in the full-time graduate enrolment of Ontario uni-

TABLE 7

BASIS OF GRADUATE PROJECTIONS

Academic year	22–25 years age group	Minimum graduate enrolment* expressed as a percentage of			Maximum graduate enrolment* expressed as a percentage of		
		22–25 age group %	Undergraduate enrolment two years earlier %	Total full-time enrolment %	22–25 age group %	Undergraduate enrolment two years earlier %	Total full-time enrolment %
1954–55	268,000	0.50	7.20	7.00	0.50	7.20	7.00
1955–56	264,300	0.55	8.00	6.75	0.55	8.00	6.75
1956–57	267,500	0.60	8.40	7.00	0.60	8.40	7.00
1957–58	268,500	0.70	9.10	7.30	0.70	9.10	7.30
1958–59	271,100	0.75	9.60	7.50	0.75	9.60	7.50
1959–60	276,500	0.80	9.50	7.75	0.80	9.50	7.75
1960–61	282,500	0.90	10.40	8.30	0.90	10.40	8.30
1961–62	288,100	1.00	11.00	8.25	1.00	11.00	8.25
1962–63	296,500	1.10	11.60	8.50	1.10	11.60	8.50
1963–64	304,600	1.35	12.75	10.00	1.35	12.75	10.00
1964–65	310,640	1.70	15.00	10.80	1.70	15.00	10.80
1965–66	316,680	2.10	18.25	12.10	2.10	18.25	12.10
1966–67	326,240	2.50	18.50	12.80	2.50	18.50	13.10
1967–68	339,870	2.80	19.40	13.25	2.90	19.40	13.45
1968–69	358,820	3.00	19.80	13.60	3.20	20.90	13.60
1969–70	383,580	3.20	19.80	13.95	3.40	20.70	13.90
1970–71	412,250	3.30	19.80	14.30	3.60	20.42	14.20
1971–72	443,150	3.40	19.90	14.70	3.75	20.35	14.50
1972–73	470,100	3.50	20.20	15.00	3.90	20.50	14.70
1973–74	492,150	3.60	20.40	15.30	4.10	20.60	14.90
1974–75	508,060	3.80	20.70	15.50	4.30	20.65	14.90
1975–76	522,350	4.00	20.90	15.70	4.55	20.67	15.10
1976–77	534,540	4.10	21.00	15.85	4.80	20.57	15.20
1977–78	547,020	4.30	21.20	16.05	5.10	20.62	15.50
1978–79	559,420	4.45	21.20	16.10	5.30	20.56	15.65
1979–80	569,920	4.60	21.40	16.20	5.55	21.95	15.80
1980–81	581,130	4.75	21.40	16.35	5.80	21.05	16.05
1981–82	592,760	5.00	21.40	16.50	6.00	21.18	16.33

*The Bladen Report suggests relating graduate enrolment projections to these three factors (p. 15).

versities. We believe that this has been largely the effect of the availability of the Province of Ontario Graduate Fellowships. The value of this imaginative and generous programme of graduate aid has already proved itself to a marked degree in opening our graduate schools to many capable students who would otherwise not have done graduate work.

In estimating further graduate enrolment, we have attempted to take into account the recent upsurge in such enrolment, but have assumed that the present rapid rate of growth may level off in the next three years, and that thereafter the increase in graduate enrolment may resume the almost constant rate of the 1950s.

We realize that in so estimating we may be guilty of conservatism. However, when we compare our rate of increase in graduate enrolment in Ontario with that projected by the report of the Bladen Commission on *Financing Higher Education in Canada* (Table II, p. 16), we find that in Ontario the proportion of graduate to total full-time enrolment is already 12.1 per cent. The Bladen report suggests that it would be reasonable for Canada as a whole to seek to have a proportion of 9 per cent by 1970–71. This means that the Ontario proportion is already well beyond that forecast for the whole of Canada by 1970–71. Our projections suggest that by that year the Ontario proportion of graduate to total enrolment will be just over 14 per cent, as compared to the 9 per cent projected for Canada by the Bladen Commission. This is not surprising, since when one looks at Canada as a whole, and the present distribution of its university population, it seems only reasonable that with its wealth and resources the Province of Ontario should play the leading part that we suggest it will play in the increase of Canadian graduate enrolment.

We believe, therefore, that the figures we suggest for graduate enrolment in Ontario give an order of magnitude realistic in relation both to the capacities of this province and to the provincial and national needs.

PART-TIME ENROLMENT

It is impossible to project figures for part-time enrolment with any confidence at present. Statistics exist for only three years and then only for enrolment in the winter session. It will also be seen that in such figures as we have, graduate part-time enrolment has remained stable during these three years. One can make only certain arbitrary

assumptions that can of course be challenged, viz., that part-time students will continue to increase in number but not at the same rate as students in full-time courses, and that as full-time enrolment increases part-time enrolment will tend to decrease proportionately. On this speculative basis, we can guess that by 1981–82 there may be between 63,700 and 78,900 part-time students in the winter session alone in Ontario universities, of whom between 4,950 and 6,000 will be doing graduate work. However, it is entirely probable that these numbers will be conservative, especially in the case of graduate students. As we have pointed out, they exclude the rapidly growing enrolment in summer sessions. They do not take into account other recent developments such as the establishment in one Ontario university of a Master of Engineering degree conducted on a part-time basis, to give only one example of the rapidly changing nature of graduate courses. It may also be that in the period under review part-time students may become eligible for some form of financial assistance not presently available to them, and such a development would almost certainly increase their numbers.

In short, we can have little confidence in our projections of part-time students and would suggest only that they are probably the best and most conservative guess available in the light of our present inadequate background of statistics and the many complex and changing factors which will affect such enrolment. We can say positively only that such enrolment is already and will continue to be a heavy and growing addition to the total efforts of the universities of this province. Again, while we welcome the fact that both the federal and the provincial governments have now realized the importance of collecting figures of such enrolment on a national and provincial basis, we urge that the statistics collected should include both winter and summer part-time enrolment in credit courses.

We should also emphasize that figures of part-time enrolment in credit courses do not take into account the extensive work done by the universities of the province in mounting courses of instruction which do not count for credit towards a university degree or diploma. These include courses of varying lengths as ventures in "adult education" by the extension departments of the universities, numerous "refresher" and other courses for doctors, dentists, teachers, and other professional persons, and other types of courses. Unfortunately, there are no comprehensive statistics concerning these very considerable additions to the teaching efforts of the

universities. We believe that it is important that statistics be maintained which will accurately reflect what we are confident is a considerable and growing contribution by the universities to the general and professional education of the province.

CONCLUSION

It is clear from all this that our projections of enrolment in the 1970s, and especially of part-time enrolment, are speculative and may be conservative. We believe, however, that we have established orders of magnitude of full-time enrolment which are reasonable on the facts and probabilities of which we are presently aware. It is also clear that certain steps are required to be taken now to assist in the essential matter of improving projections of future enrolment. We suggest some actions which seem urgent to us.

(1) An already complex task is made considerably more difficult by what seem to us needless variations in the methods used by the provincial and federal governments to collect statistics of student enrolment. For example, we can see no immediately obvious reason why the provincial government should not use the same form for reporting as that used by the D.B.S., or why both levels of government should not collect full-time student statistics with reference to the same date. We suggest December 1st of each year as a date that might be appropriate for the universities and for both levels of government.

(2) We urge that both the federal and the provincial governments collect statistics of part-time students enrolled in credit courses in both the winter and summer sessions. We also urge that so far as possible both these governments collect statistics concerning the courses of instruction given by universities which do not count for credit to a degree or diploma.

(3) We suggest that it is essential that continued attention be paid to the projections of both full-time and part-time students on a provincial basis. Projections covering only a few years can become misleading, if not positively dangerous, if they are not reviewed at constant intervals—preferably annually.

(4) It is important to establish some regular machinery for the collection, projection, and analysis of statistics upon university and general post-secondary enrolment in the province. At present the Presidents' Research Committee does some of this, but does it without the research resources necessary for such a complex task. The Department of University Affairs also involves itself in projections

of enrolment. Finally, the Ontario Institute for Studies in Education does a very considerable amount of work on secondary school enrolment, and also to some extent concerns itself—quite properly, in our view—with post-secondary enrolment.

We suggest that it is important that the three parties named in (4) above should work together much more closely and consistently than is presently the case. The Ontario Institute appears to be building up an expert staff of statisticians, and appears likely to be able to provide the research resources at present so obviously lacking in an area where consistent and skilled research is needed. We suggest therefore that the collection, analysis, and projection of the statistics of post-secondary enrolment in the province become the responsibility of that Institute, which would serve both the Committee of Presidents and those departments of the provincial government concerned with such statistics. A steering committee representing the universities and the relevant government departments should be established to assist the Institute in the discharge of this responsibility.

The alternative to this would seem to be the expensive one that the Presidents' Committee and the government departments concerned each build up a statistical research staff of their own, the members of which would be concerned with slightly different aspects of essentially the same questions. We suggest that such separate efforts are wasteful, and that an attempt should be made to work jointly in the way proposed.

POSTSCRIPT, SEPTEMBER 1966

Since this chapter was written, the Ontario Institute for Studies in Education has made, for comparative purposes, a projection of total full-time enrolment in Ontario universities, undergraduate and graduate combined. It is reproduced here as Table 8 and the resulting enrolment figures are charted in Figures I and II.

Readers who compare the total enrolment figures given in Table 5 for the years 1962 to 1965 with those shown for those years in Table 8 will note some differences. The categories of students included were not exactly the same, and the latter table uses "final" rather than "preliminary" figures for 1965–6.

Projections based on *total* enrolment are a useful check on those based on the summation of projections of individual components of the total. Hence the use of this projection of total enrolment for this comparative purpose.

It will be noted that the enrolment totals produced by this later

projection are between the minimum and maximum, though closer to the maximum, figures reported in Table 5.

TABLE 8

TOTAL FULL-TIME UNIVERSITY-GRADE ENROLMENT IN ONTARIO UNIVERSITIES AND COLLEGES, 1959 TO 1965, WITH PROJECTION TO 1981 BASED ON THE TREND OF THE PAST SEVEN YEARS

Academic year beginning September	18–24 age group[a]	Total full-time undergraduate and graduate enrolment[b]	Total enrolment as percentage of 18–24 age group[c]
1959	529,500	25,926	4.89%
1960	539,000	30,733	5.70
1961	548,550	34,315	6.25
1962	561,500	37,779	6.72
1963	574,500	42,686	7.43
1964	604,100	49,176	8.14
1965	637,800	57,303	8.98
1966	671,860	64,570	9.61
1967	721,240	73,850	10.24
1968	763,750	83,020	10.87
1969	801,790	92,210	11.50
1970	837,870	101,630	12.13
1971	874,760	111,620	12.76
1972	897,820	120,490	13.42
1973	921,260	129,620	14.07
1974	944,790	139,170	14.73
1975	967,220	148,760	15.38
1976	991,920	159,100	16.04
1977	1,016,140	169,590	16.69
1978	1,037,760	180,050	17.35
1979	1,059,710	190,750	18.00
1980	1,078,260	201,200	18.66
1981	1,092,940	211,050	19.31

NOTES: (*a*) Population 18–24 years of age at June 1 prior to the academic year. Data for 1961, 1963, and 1964 are from DBS, Census Division. Those for other years before 1966 are OISE interpolations or extrapolations. Population estimates for 1966 to 1981 were prepared by OISE by projecting 1961 census data by single years of age; adjusting deaths from life tables 1960–2; and assuming that net yearly immigration will be at the average of 1960–5, but in the specific age groups will be at the ratio of 1956–61.

(*b*) Data for 1959 to 1965 as compiled by the Education Division of DBS for universities and colleges of Ontario (*Survey of Higher Education, Part I: Fall Enrolment in Universities and Colleges*), including those in receipt and those not in receipt of financial support from the provincial government, but excluding students below the senior matriculation level. Data for the years 1966–81 are taken from a series of OISE projections, calculated by applying the projected participation rates in column 4 to the projected population figures in column 2.

(*c*) For the years 1959–65, the percentages in this column were calculated from the figures in columns 2 and 3. The future trend in participation rates was obtained by fitting a straight line to the percentages of 1959 to 1965, by the method of least squares, and projecting it as a straight line to the target date, 1981, with regular intervals adjusted at 1971. The percentages thus calculated are those shown for the years 1966–81.

SOURCE: Ontario Institute for Studies in Education, September 1966.

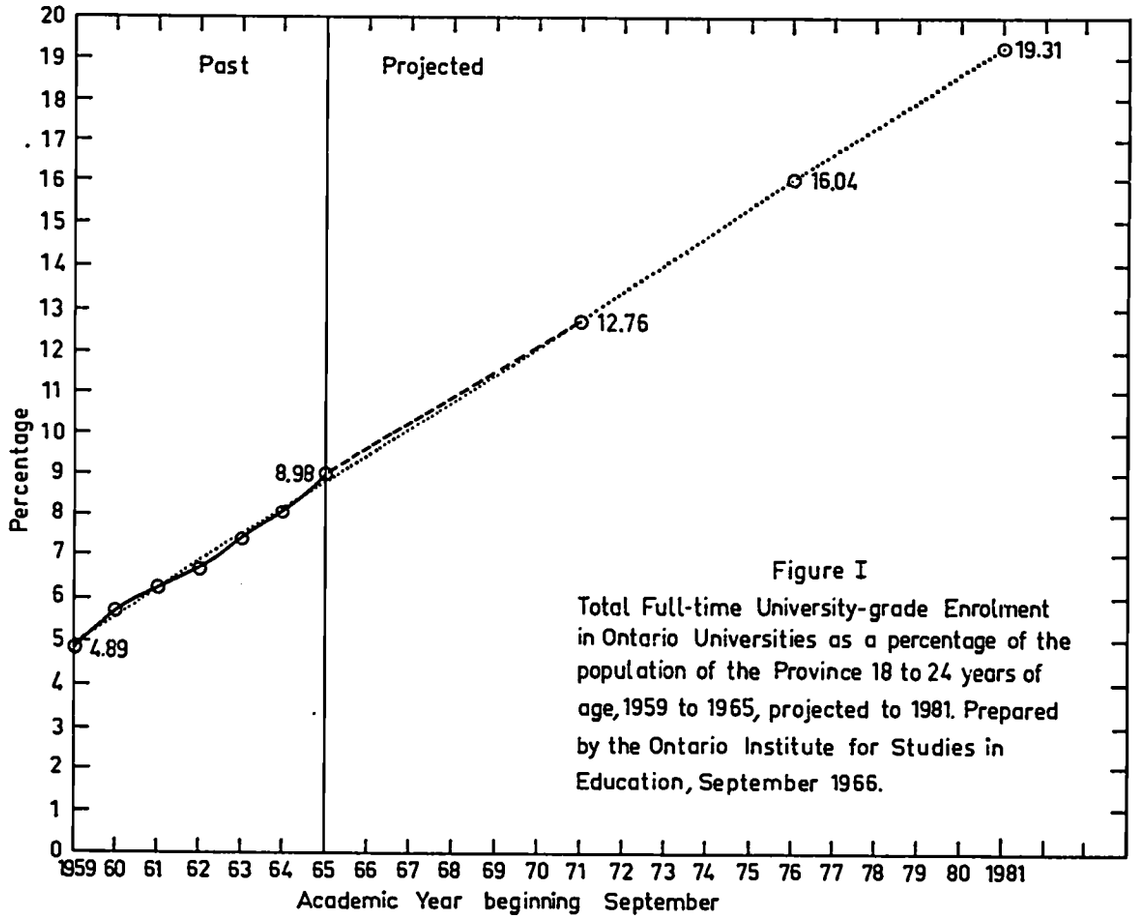

Figure I

Total Full-time University-grade Enrolment in Ontario Universities as a percentage of the population of the Province 18 to 24 years of age, 1959 to 1965, projected to 1981. Prepared by the Ontario Institute for Studies in Education, September 1966.

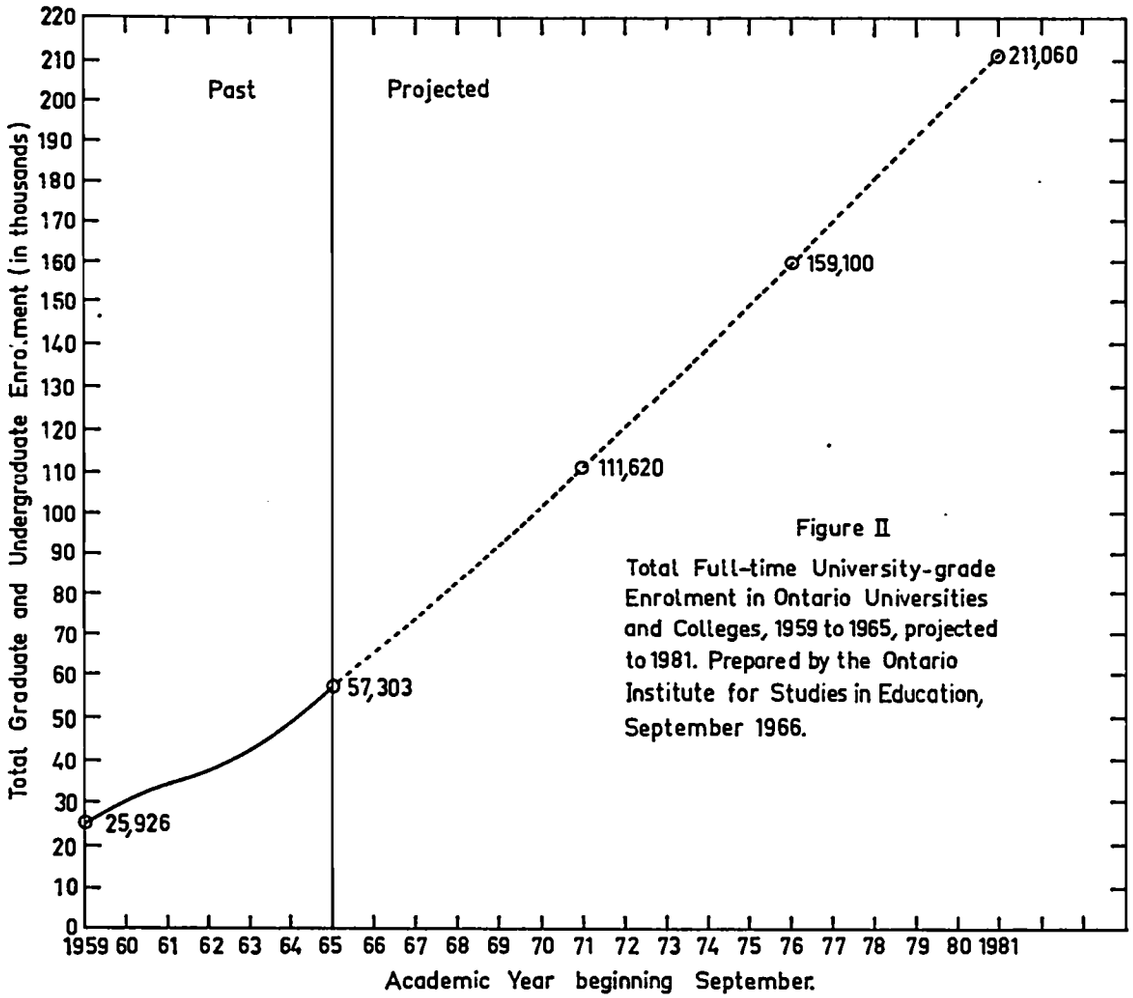

Figure II

Total Full-time University-grade Enrolment in Ontario Universities and Colleges, 1959 to 1965, projected to 1981. Prepared by the Ontario Institute for Studies in Education, September 1966.

CHAPTER SIX

Fields of Study

My voice is heard where conglomerate men,
My name in the Government books,
And I have fine frock-coat, striped pants, and a vest,
And keen, intellectual looks.—PAUL HIEBERT, *Sarah Binks*

The projections of minimum and maximum enrolment in the previous chapter give us the order of magnitude of total enrolments for which the universities should be prepared. The next step in the utilization of this information would be to find out, in general terms, which fields of study the students are likely to be in. This has proved to be the most time-consuming, the most difficult, and the least satisfactory part of our whole investigation.

In considering what may be learned from past experience it is instructive to examine the distribution of students by field of study and the changes in their distribution during the past decade. Table 10 shows the 1965–66 situation; the data are the same as were included in Table 2 but the fields have been grouped, and appear in an approximate order of magnitude. The table shows that Arts and Science account for about 64 per cent of our enrolment—and this is true, incidentally, whether undergraduate and graduate enrolment are considered separately or together. The three largest groups—Arts and Science, Engineering, and the Health Sciences—account for 83 per cent of the total enrolment.

Unfortunately it is not possible to compare the earlier graduate numbers in various fields with the current numbers, because of the way the earlier statistics were collected. We can, however, see the rates of growth in the undergraduate enrolments. Table 11 shows the full-time undergraduate enrolments in the various fields for 1955–56, 1960–61 and 1965–66, and the percentage increase in each field over the decade. This table brings out the startling increase in arts and science—more than 300 per cent. Another way to look at the changes during the decade is to compare the composition of the undergraduate student body in certain years, as is done in Table 9.

TABLE 9

FULL-TIME UNDERGRADUATE ENROLMENT IN VARIOUS FIELDS OF STUDY
(expressed as a percentage of total undergraduate enrolment)

	1955-56 %	1960-61 %	1965-66 %
Arts and science	41.0	51.7	63.5
Engineering	17.0	15.0	11.3
Health sciences	17.7	13.0	8.0
Business	6.0	5.3	4.4
Law	5.9	3.3	3.3
Education	2.1	2.2	1.8
Agriculture	2.0	2.3	1.5
All others	8.4	7.2	6.2

There is not much evidence here to support any theory that the Ontario universities have gone hog-wild over expensive professional schools.

If the non-Arts and Science part of the undergraduate population grows no faster in the next ten years than it did in the last, it will fall considerably short of doubling its present numbers by 1975–76. The urgent demands in some of the professional fields would lead one to believe that the expansion will have to be greatly accelerated if the needs of society are to be met. It was pointed out in the first chapter that the creation of new professional faculties requires several years of preparation, and that part of the record of 1962–66 is the groundwork for the opening, in 1966–67 and 1967–68, of a medical school at McMaster, a college of education at Queen's, schools of dentistry and library science at Western, of business administration at York, and of social work at Windsor. There seems every reason to push forward with these without delay and to study the further needs of the 1970s so that more groundwork can be laid.

Many professional courses take five or six years to complete, so that their students must withstand very heavy expenses both in fees and living costs and in foregone earnings. There are some academic officers who are deeply worried about the prospects of recruiting good students into the longer and more expensive programmes. The provincial government has recognized, in the case of specialist teachers for the secondary schools, that the social need can be met only if the extra expense of a fifth year of formal education is minimized; a $500 bursary is paid automatically to every student registering in a Type A course. This provision embodies a principle that must—we believe—be extended in some

form or other to all of higher education, as part of the general search for talent that characterizes a dynamic society.

TABLE 10

TOTAL FULL-TIME ENROLMENT IN ONTARIO UNIVERSITIES BY FIELD OF STUDY, 1965-66

	Undergraduate		Graduate		Total	Per cent of total
Arts and Science		31,641		4,264	35,905	63.5
Engineering		5,631		835	6,466	11.5
Health Sciences						
Medicine	1,826		329			
Nursing	1,086		9			
Dentistry	485		41			
Pharmacy	407		24			
P. and O.T.	270		17			
		4,074		420	4,494	8.0
Commerce and Business Administration		2,168		483	2,651	4.5
Law		1,627		10	1,637	3.0
Education		914		113	1,027	2.0
Agriculture		769		110	879	1.5
P. and H. Education		698		7	705	1.0
Household Science		512		6	518	1.0
All Others						
Veterinary Medicine	285		24			
Music	284		21			
Social Work	181		83			
Architecture	239		34			
Library Science	179		1			
Journalism	169					
Secretarial Science	139					
Forestry	91		22			
Other	182		221			
		1,749		406	2,155	4.0
		49,782		6,654	56,437	

SOURCE: Dominion Bureau of Statistics, *Fall Enrolment in Universities and Colleges*, omitting theology students, the colleges of chiropractic and optometry, Royal Military College, Ignatius College, and the "estimate for all other institutions in the province."

SPECIFIC NEEDS

In approaching the question from the other point of view, that is, trying to find out what the needs of society will be for university-trained manpower, the Research Committee was frustrated by the paucity of data on future manpower needs in the areas where university training is relevant and by inconsistencies in the material that does exist.

TABLE 11

FULL-TIME UNDERGRADUATE ENROLMENT IN ONTARIO UNIVERSITIES BY FIELD OF STUDY, 1955-56, 1960-61 AND 1965-66

	1955-56		1960-61		1965-66		Percentage increase, 1955-56–1965-66
Arts and Science		7,699		14,055		31,641	311
Engineering		3,215		4,066		5,631	75
Health Sciences							
Medicine	1,663		1,699		1,826		
Nursing	641		753		1,086		
Dentistry	427		525		485		
Pharmacy	352		377		407		
P. and O.T.	238		199		270		
		3,321		3,553		4,074	23
Commerce and Business		1,169		1,432		2,168	85
Law		1,104		904		1,627	47
Education		403		602		914	127
Agriculture		396		625		769	94
P. and H. Education		249		490		698	180
Household Science		203		299		512	153
All Others							
Vet. Medicine	273		319		285		
Music	100		103		284		
Social Work	134		156		181		
Architecture	191		196		239		
Library Science	40		96		179		
Journalism	80		83		169		
Secretarial Science	74		98		139		
Forestry	87		97		91		
Others	11		5		182		
		990		1,153		1,749	77
TOTAL		18,749		27,179		49,783	166

SOURCE: Dominion Bureau of Statistics, *Fall Enrolment in Universities and Colleges* omitting theology students, the colleges of chiropractic and optometry, the Royal Military College, Ignatius College, and the "estimate for all other institutions in the province."

The Bladen Report followed the line taken in the Robbins Report on the "manpower" approach to the determination of needs in university expansion: "we would argue that we cannot estimate the specific manpower needs of Canada over the long period of the working lives of the graduates of the next decade." The Research Committee thought, and still thinks, that it is elementary common sense for university planners, governments, and the professions themselves, to study future manpower needs as carefully as possible and consider how best to meet them, in the public interest. But we have been obliged to admit that the imponderables and unknowns are often such as to make the effort of relating projections of the

need for professional manpower to the planning of higher education seem futile, without more extensive resources than we can command. We did pick up some ideas and impressions from the contacts we have had with experts, and we give them below for what they are worth.

ARTS AND SCIENCE

While Arts and Science courses are not considered to prepare candidates for "professional" areas, one can nevertheless from the point of view of "manpower analysis" find ample justification for the large increase in enrolment anticipated in the coming decade. Numerous careers require as a base a sound general education obtainable in various curricula in the liberal arts. The specialist honours courses, e.g., economics, psychology, sociology, mathematics, geography, physical and biological sciences, and especially graduate work in these fields, are usually pursued with a specific career orientation. Often students enrolled in classics, English, history, philosophy, and modern languages are aiming at the teaching profession either in the secondary schools or, with graduate work, in the universities.

Not only government agencies but institutions generally as well as business and industry require more and more university graduates from Arts and Science courses but the specific needs are rather more difficult to define than, say, for graduates in library science, forestry, or nursing.

Over and above such "manpower needs" are the general needs for an educated society, to which reference has already been made. The key role of the university system remains what it has been throughout Ontario's history: to enable capable young men and women to pursue higher education in the liberal arts.

Arts and Science curricula are offered by all universities in Ontario, whereas some of the professional schools exist in only one or a few universities. By the mid- or late-1970s some 90,000 to 100,000 undergraduates may be enrolled in Arts and Science. At present about one-third are in "Honour" courses, and assuming no major change in the proportion it is likely that by 1975–80 some 60,000–70,000 students will be enrolled in general (three-year) Arts and Science courses. It is possible that the "off-campus college" will develop at many Ontario universities as a special home of the general course—a place that concentrates its energies, attention, and experimentation upon its general course students, and still

affords its staff the opportunity and stimulus of graduate supervision on the central campus. This is, in effect, what many famous American liberal arts colleges have become, through arrangements that have been made with nearby universities.

TEACHING

At first glance the demands for well-qualified teachers at all levels of the Ontario educational system as it expands in all directions over the next ten years are so numerous that one is tempted to throw up one's hands in despair. The Minister's Committee on Training of Elementary School Teachers, which, in its report submitted in March 1966, recommends that by about 1975 all elementary school teachers should have a degree, states that 5,990 graduates of teachers colleges and/or of undergraduate faculties of education will be needed by 1970 and 6,460 in 1975. Projections made by the Ontario Institute for Studies in Education in October 1965 indicate that the number of *new* secondary school teachers required annually will rise from 4,090 in 1966 to 5,105 in 1970 and to 6,375 in 1975. Then there is the matter of staffing the nineteen Colleges of Applied Arts and Technology which are expected to be in full operation by 1975.

It must be remembered, however, that the great bulk of secondary school teachers come, by way of the colleges of education, from the faculties of arts and science, and, as we have stressed, it is in the faculty of arts and science that most of the increase in undergraduate enrolment is being registered. What, it has been asked, are all these B.A.'s and B.Sc.'s going to do when they graduate? Surely a very substantial number of them will become teachers. In any event they represent a very large pool of human talent from which the province can draw to supply its needs in the field of teaching.

Two implications should, however, be noted. The first is that additional colleges of education will be required. Even with the addition of a college at Queen's in 1967–68, it will not be possible to provide easily for the over 5,000 new secondary school teachers required in 1970. The second implication bears on the nature of the existing degree programmes in arts and science. If very large numbers of graduates will in fact become teachers, at the elementary, secondary, or post-secondary level, it is at least arguable that this fact should be taken into account in the design of the arts and science curricula, particularly with respect to general courses.

ENGINEERING

The growth of engineering enrolments must be considered in relation to the growth in science, mathematics and, as well, of technical institute enrolments. These elements taken together constitute the main core of the technical-scientific labour force, with mathematics rapidly becoming a larger fraction of the whole in the "computer" era.

The changing pattern of graduations in engineering, science, and technical institutes (for Canada) is best illustrated by Table 12 (reproduced with permission from a paper by Dean D. T. Wright, University of Waterloo).

TABLE 12

DIPLOMAS AND FIRST DEGREES IN SCIENCE AND ENGINEERING (CANADA), 1945-46 TO 1964-65

	Post-secondary technical institutes			Undergraduate engineering courses	
Year	Enrolment	Diploma graduates	First degrees in science	Enrolment	First degrees
1945-46	1,289	205	576	10,827	1,100
1946-47	1,320	280	696	13,565	1,101
1947-48	1,336	292	1,004	14,338	1,792
1948-49	1,439	315	1,325	12,850	3,042
1949-50	1,719	418	1,248	10,642	3,600
1950-51	2,385	489	1,069	8,367	2,425
1951-52	2,727	535	857	7,468	1,770
1952-53	3,125	587	792	8,135	1,341
1953-54	3,209	577	756	9,098	1,244
1954-55	3,479	694	753	10,309	1,337
1955-56	3,826	865	791	11,256	1,597
1956-57	4,256	929	887	12,704	1,741
1957-58	5,149	1,082	990	14,096	1,930
1958-59	5,695	1,191	1,187	14,552	2,104
1959-60	5,993	1,535	1,311	14,475	2,241
1960-61	6,488	1,646	1,614	14,940	2,651
1961-62	7,896	2,088	1,879	14,631	2,437
1962-63	9,108	2,123	2,237	14,369	2,246
1963-64	10,906	2,135	2,684	14,895	2,422
1964-65	12,656	2,887	3,000	15,276	2,249

SOURCE: Data for the above table were obtained from the Dominion Bureau of Statistics where available, or directly from individual universities and technical institutes.

The number of first degrees in engineering in the early 1950s was about equal to the sum of first degrees in science and technical institute diplomas; but in the early 1960s each of these three areas graduated about equal numbers and indications are that science and technical institute graduates will rise much more rapidly in the

coming years than will engineering graduations. While mathematics is not shown it may be safely assumed that its growth will be quite rapid.

Engineering has witnessed a considerable increase in graduate enrolment during the past decade, which is reflected in the numbers of graduate degrees conferred (Table 13). This trend may be expected to continue since it reflects the increasing sophistication of technology which is adding to the demand for advanced study.

TABLE 13

GRADUATE DEGREES IN ENGINEERING (CANADA), 1945–46 TO 1964–65

Year	Total graduate engineering enrolment	Master's degrees awarded*	Doctorates awarded*
1945–46	161	54	2
1946–47	177	78	3
1947–48	174	78	1
1948–49	213	85	4
1949–50	290	137	6
1950–51	331	152	10
1951–52	339	133	15
1952–53	231	81	11
1953–54	272	98	9
1954–55	293	91	8
1955–56	348	99	14
1956–57	360	102	16
1957–58	443	124	22
1958–59	553	153	17
1959–60	618	170	18
1960–61	704	193	20
1961–62	907	263	20
1962–63	1,137	304	28
1963–64	1,404	354	44
1964–65	1,743	357	50

*Figures reported to September 1965.

SOURCE: Data for the above table were obtained from the Dominion Bureau of Statistics, where available, or directly from individual universities.

Engineering studies are now available at eight Ontario universities and the present enrolment can probably be doubled in existing schools provided adequate facilities are built. While it is difficult to project enrolments to 1975 it would appear from present trends that a total of about 10,000 undergraduates and possibly 3,000 graduates could well exist. This 13,000 total would represent less than a tenth of the university population and appears conservative.

One of the reasons for suggesting the expansion of existing schools during the 1970s rather than the establishment of new

schools is that there is an optimum size for an efficient and economical operation and many Ontario schools have not reached it. The critical size applies to departments, not schools.

The dean of one engineering school believes that the Ontario engineering deans might well collaborate in a study of the supply, the demand, and the usage of engineers in Ontario, and that they should come to some agreement about the distribution of subspecialties, so that every school would not attempt to offer everything.

There is a trend to the crossing of boundaries between engineering departments and a great deal more liaison between the engineering faculty and other faculties.

LAW

Total enrolment in Ontario's five law schools was approximately 1,600 in 1965–66, with an entering class of about 800 expected in the fall of 1966.

A survey and projection of the need for places in Ontario Common Law schools was made in 1962, based on a percentage of the estimated numbers of male graduates of Ontario universities up to 1972, on the assumption that law will continue to appeal to university graduates to the same extent that it has in the past. This method of projection naturally produced very large numbers of law school places needed by 1972. Increases in the capacity of the Ottawa, Queen's, and Western law schools would not produce nearly enough accommodation for the numbers projected in the 1962 study.

Although the *demand for places* in law schools has been studied, no one, apparently, has done a systematic study of the *need for lawyers* in Ontario society. Such a study could be based on the proportion of the labour force that lawyers comprise, the numbers in practice, their age distribution and retirement patterns, the numbers in occupations other than legal practice, the mobility of such non-practitioners, the demand for legal services (including both practitioners and salaried employees), the effect of legal aid schemes, the effect of possible changes in conveyancing, and the effect of computers. It seems to us that any plans for new schools in Ontario should take the social needs into account as well as the projected student demand.

We have heard it emphasized that there is great need in Ontario for a major centre of advanced studies in law—a vertical, as opposed to a lateral, expansion of legal education.

COMMERCE, BUSINESS ADMINISTRATION

Approximately 2,000 undergraduates are currently enrolled in eight Ontario universities offering first degrees in commerce, business, and public and institutional administration. Almost 500 graduate students are distributed in five of these universities, with more than half of them at Western. York University has announced the establishment of a broadly based Faculty of Administrative Studies.

It would appear that while a sizable expansion in administrative studies may occur in the coming decade, expansion of the existing schools, along with the new one at York, can be expected to accommodate a doubling or even tripling of undergraduate enrolment as required.

The demands for advanced study in these areas and the requirement for specialization at advanced levels and also for "continuing" education are likely to require increasing attention.

ARCHITECTURE

For the past two decades enrolment in Ontario's only School of Architecture, at Toronto, has been fairly constant at about 225 undergraduates. Currently there are 239 undergraduates and 34 graduate students. In view of the considerable post-war expansion in construction and the prospect of continuing growth in the coming decades it would appear that professional needs are being met in other ways. Immigration has played a quite significant role. While only about 30 graduate annually in architecture at Toronto, about 60 enter the province from the rest of Canada and abroad.

Furthermore, related professional groups such as urban and regional planners, designers, landscape architects, traffic and communications specialists, and a variety of engineering consultants have begun to form close links within the total architectural and planning function. It may be anticipated that this process of integration and specialist diversification will continue. Whether this grouping of disciplines, now quite significant in professional organizations, may eventually emerge as a more broadly based "School of Environmental Design" is not clear at present.

The Ontario Association of Architects has recently produced a report on the expansion of architectural education (*Report of the Committee on the Expansion of Architectural Education*, May 1966). It examines the need of society for architects on the basis of

the increasing volume of construction, increasing urbanization, and the decline in the flow of immigrant architects (upon whom Ontario has depended heavily). It says that more schools are necessary n' ' and suggests as the best locations "the Ottawa area and South· stern Ontario." It stresses the need for a much greater number of architectural technologists and technicians, and for proper recognition of these levels of skill.

The difficulty of forecasting in this field reflects the prospect of fundamental changes in the structure and composition of the architectural and related professional areas. On this topic the report makes the following statement:

> The part that the architectural profession will play in providing architectural services in the future will depend in large measure upon the Profession itself. If the Profession and architects are flexible enough to maintain their competence in an ever-changing situation, they will be able to maintain and increase their present involvement. Someone is going to provide the services demanded by an expanding economy. If it is not the architect in the architectural field, it will be as a result of default to other more competent professions (p. 9).

We are impressed by this thoughtful report, particularly by its recognition of the wisdom of structuring a profession so that its expensively-trained "officers" are backed up by "N.C.O.'s" in larger numbers, and its awareness that specified training courses and the conferring of recognition and status on the "N.C.O.'s" will strengthen the profession as a whole. Our only question is whether new schools might have difficulty in recruiting students—there being no great surplus of applicants at the Toronto school. We have heard it suggested that the pattern of the future might be a shorter course, perhaps three years, followed by specialization in municipal planning, landscape architecture, etc. The use of computer technology is already making great changes in the profession.

LIBRARY SCIENCE

Professional training for librarians is available at two universities in Ontario: Toronto and Ottawa, with a total enrolment of 180 full-time students in 1965–66. In response to needs for expansion, the University of Western Ontario is to establish a third library school in the immediate future and both the Toronto and Ottawa schools expect to at least double their enrolments by the early 1970s.

The libraries of Ontario universities require a substantial and

rapid expansion if they are to make possible the planned growth of higher education with a degree of effectiveness comparable to other jurisdictions on the continent. A serious lack of library resources renders the development of graduate studies vulnerable to accusations of inferiority by the academic world generally. Professional librarians are required in increasing numbers to deal with this vital service in university work.

Similarly, the need for librarians in business and research institutions, public libraries, and Ontario's expanding school system appears to demand a tripling of present enrolments in the professional schools, with some special emphasis on the development of advanced graduate work in at least one school.

Toronto, Ottawa, and Western may be expected to accommodate the educational needs of librarians perhaps until the early 1970s at which time the need for a fourth school will have to be examined.

We have already raised the question whether the existing structure of the library profession always produces the flexibility, the receptivity to new methods and ideas, the capacity for expansion, and the conservation of expensively-trained professional service that might be expected in the general interest.

HOUSEHOLD SCIENCE

We have been given some figures about the expected needs for university-trained household science graduates in Ontario in 1975: as university professors, at least 50 (there is said to be a shortage of 25 at the present time); in secondary school teaching, 1,000 (115 now available, 610 needed); in hospital dietetics, 700 (213 now available, 187 needed); public health nutritionists, 25 (9 now available); Department of Agriculture Extension Service, 75 (50 now available); industry, 150 (35 now available). It thus appears that more than 1,500 graduates will be needed. The first-year class in 1965–66 was nearly 300, compared to about 175 in 1962–63.

It is interesting to note that, of the University of Toronto graduates of the past nine years, 88 per cent have pursued some form of postgraduate education.

COMPUTER SCIENCE

There were at the end of 1965 about a thousand computers in Canada, half of them in Ontario. We are told that the trained personnel who will be required may be estimated as follows:

Operators, who run the machines, must have manipulative skill, and need high school education and on-the-job training. The more they know about programming, the more useful they can be, e.g., they can make sure that computer time is not wasted. The larger machines that are being developed will need no more operators than the present ones. The needs in the next few years in Canada are for 3,000 to 5,000 operators.

Maintenance personnel can be trained at Colleges of Applied Arts and Technology. About 5,000 of these will be needed ten years from now.

Programmers prepare programmes for the machines. They have the job of taking a problem which has been expressed in mathematical terms, or in logical terms, or in ordinary languages, and expressing it in the language of the computer. There are over 500 living languages for computers. Programmers need post-secondary training, including some mathematical training, because the languages are formally expressed in the terms with which mathematical people are familiar, but the programmer does not need a deep knowledge of mathematics at, say, the honour course level. Programmers could be trained at Colleges of Applied Arts and Technology or at universities.

Aside from programming as a full-time occupation, it will become increasingly common for scholars, engineers, and administrators to take a course in programming in the way that they now might take a course in statistics—as a tool that they can use in their work. Already many of those who use computer techniques are learning to do their own programming. There will probably be tens of thousands of such people.

Computer scientists are interested in teaching and research, the construction of computer languages and the assessment of their efficiency, the training of programmers, and the offering of service courses. They need specialized university training, including a good deal of formal mathematical training. A few hundred will be needed. For the next five or ten years they will be in acutely short supply.

The establishment of a system of computer facilities, providing for multiple usage by more than one university on a regional basis, is a possibility that the universities should investigate.

HEALTH SCIENCES

Recent announcements from the provincial and federal governments of support for the expansion of educational programmes in the

health sciences have stimulated the universities to proceed with detailed planning of urgently needed facilities. The prospect of improved physical facilities has emphasized even more strongly the serious deficiencies in the supply of teachers and health scientists, the support of health science research, and the financing of operating costs of the teaching centres. These deficiencies have been recognized previously but their importance has been obscured by the comparatively static condition of health science education and research in Canada since the Second World War.

A detailed survey of changes during the past five years and a description of the programmes proposed by Ontario universities has been published as a separate report entitled *The Health Sciences in Ontario Universities: Recent Experience and Prospects for the Next Decade.*

THE WELFARE FIELD

A shortage of social workers has been a chronic condition in Canada and elsewhere for some time. What brings it into particularly sharp focus at present is the very great volume of recent and current social legislation requiring trained personnel for its implementation. There are not enough people now to staff the existing welfare services. On top of this, Medicare will add to the numbers of paramedical staff required, and the Canada Assistance Act will require large numbers of skilled staff to implement it; policies being developed in the Department of Reform Institutions and under the Poverty and Opportunity programme will add to the staffing problem.

All this has made the staffing problem a very sensitive issue of policy at the provincial level. "A crisis so grave, Mr. Speaker," (to quote Mr. Stephen Lewis) "that our family court system is almost totally crippled; our reform institutions have, in some instances, been rendered ineffectual; our blanket of welfare services, both public and private, are in a state of perpetual breakdown and in many areas are fighting for survival; our mental health apparatus is beaten, demoralized and grinding to a halt in this province; and our entire educational system is systematically defeating its own declared purposes, because it is bankrupt of personnel to handle the vast percentage of children who are trapped in the despair of emotional and social problems."[1] (According to leaders in the field, Mr. Lewis's eloquence scarcely overstates the case.) Mr. Lewis's

1. Legislature of Ontario. *Debates*, March 9, 1966, p. 1342.

proposals for remedying the situation included the establishment of at least two more schools of social work; "lavish bursaries and scholarships beyond anything that the government is presently giving" for the psychiatrists, the psychologists, and the social workers; two-year courses in the field of social welfare worker personnel in the Colleges of Applied Arts and Technology, and undergraduate degrees in social welfare and social work. He added that if the final suggestion were unpalatable to the university presidents and to those who worry about watering down the liberal arts content of our undergraduate courses, the Minister might have to lay down the law. (1350)

In Great Britain, they are training social workers in three main ways. In other than degree-granting institutions they have two-year courses of basic preparation for social work; there are 17 such courses now and they expect to have 20. In some 20 universities the social science departments have a common pattern, the "social science qualification," from which a number of graduates go into the social services and a number into teaching; about 15 universities have a professional diploma course in social work following the social science qualification, which approximates our post-baccalaureate professional programme. The third way is new: there are three undergraduate programmes leading to a bachelor's degree, designed to give people the qualifications to go into the social services—at the London School of Economics (B.Sc. in Sociology), at Bristol, and at Bradford. From all this they anticipate a large flow of people with diplomas and B.A.'s, plus a small number of highly trained people suitable for positions of leadership.

The United States has held to the postgraduate professional training pattern, but the federal Department of Health, Education, and Welfare has produced a report saying that they will recruit graduates, preferably in the social sciences, and will give them the specific training needed for their jobs. They have analysed the jobs, and they are going to use professionally trained people for professional work, not for the field jobs. The big employers—state and federal governments and municipalities—will do their major recruiting from university B.A.'s and community colleges.

We believe that this is an educational problem and that the universities will have to take the initiative; and we understand that the provincial government agrees with this view. At the present time the Toronto School of Social Work plans for a maximum of 250 students by 1970, 50 of whom will be advanced professional

diploma or doctoral students; they expect to turn out 80 M.S.W.'s a year. St. Patrick's plans for 100 students, with a graduating class of 45. The Minister of University Affairs, in a speech to the Ontario Welfare Council on May 19th, 1966, announced an undergraduate social work programme and a graduate programme to be established at the University of Windsor, with heavy provincial subsidies, and he referred to further undergraduate programmes in prospect in other universities, which would have a heavy social-work orientation but would lead to a B.A.; there would also be two-year diploma courses for sub-professional welfare workers in the Colleges of Applied Arts and Technology.[2]

Waterloo Lutheran University has announced the establishment of a School of Social Work, which is expected to add some 25 graduates a year to the supply.

We are told that the most important initiative for the universities to take will be in the planning of undergraduate programmes of the "social science qualification" ilk, and that various models might be studied: (1) the general B.A. with the kind of package that makes sense in this field; (2) two years of basic arts, a third year with arts and some professional work, and a fourth year of social work; (3) a course within the Faculty of Arts with a "welfare option" in the charge of a senior member of the Department of Sociology. While some universities may give courses within the Faculty of Arts, others may prefer to have a separate division or school, with a director, which roots down into the undergraduate body but has its own identity.

WE RECOMMEND a major thrust by the universities of Ontario, individually and collectively, to meet the critical needs in the welfare field—that they investigate the possibilities mentioned above, that they give leadership and assistance in the development of appropriate related programmes in the Colleges of Applied Arts and Technology, and that the existing professional schools give a high priority to the expansion of the specialized aspects such as medical social work and psychiatric social work. Clearly the crisis in the welfare field constitutes a need of society to which the universities must respond.

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This brief sketch of some of the expansion needs in various fields of university work indicates the difficulties involved in making

2. *Globe and Mail*, May 20, 1966.

specific year-by-year projections. In several fields, e.g., forestry, veterinary medicine, agriculture, music, secretarial science, and journalism, a gradual expansion may be expected in the coming decade but the problems that will accompany such expansion will have to be solved by the particular institutions that have made these fields their special responsibility. Physical and health education, now offered in seven universities, has shown a tripling of enrolment in the past decade and may be expected to continue to expand at a high rate. Its growth reflects not only increased demands from the school system but also the increasing needs in the recreational field.

The most significant element in the growth of professional schools is the general requirement for greatly increased advanced work. While graduate students in these areas may not represent more than a minute fraction of the total university population of about 140,000–150,000 by the mid-1970s, it is extremely important that opportunities for advanced study and research be made available. Often, and especially in inter-disciplinary fields, such studies are best carried on in specialized graduate schools, institutes, or centres rather than in the traditional departments and faculties. Developments in this direction are likely to generate the most creative and distinctive contributions to academic life in the coming decade. The large bulk of the general expansion of university study can be readily accommodated in Ontario's fifteen university centres—given adequate general support. However, the most critical need in Ontario's professional schools is the need for genuine distinction and leadership. A few internationally respected centres exist now in several fields—but more are needed. Generous support for creative innovation is the key to leadership in the society of the future.

Conclusion

A well laid plan is ever to my mind most profitable.—HERODOTUS

We have attempted in the preceding chapters to take stock of the universities' present situation compared with that of 1962 when *Post-Secondary Education in Ontario 1962–1970* was submitted to the Government. That report, as we have said, was occasioned by the realization that without prompt action the universities would be unable to provide places for the qualified students who would be emerging from the high schools. Now, in several important respects, there is ground for satisfaction. There has been no shortage of university places for those Ontario students who qualified and applied for admission; throughout the period it has been true to say that any candidate who had the minimum qualifications for entry, achieved after one sitting of the Grade 13 examinations, has been able to find admission to a university in the province, and usually to the faculty and course of his first choice. Secondly, we have been able to staff the universities adequately in most disciplines in spite of mounting competition (although in some fields suitably qualified staff are in extremely short supply and there is fierce competition for them elsewhere in Canada and the United States). Thirdly, we have more than doubled the number of full-time graduate students, thanks largely to the fellowships and subventions provided by the provincial government. Fourth, we have devised and initiated machinery for co-operative action among the Ontario universities in many areas—admissions procedures, library services, etc.—and we are working towards the same objective in other areas of mutual concern. The Government of Ontario has increased very substantially the amount of public funds provided for the support of the universities, and it has begun the much-needed development of the Colleges of Applied Arts and Technology in a way that bids fair to strengthen the entire educational system and to provide our young people with a wider choice of institutions giving specialized training beyond the secondary school. In sum, the past four years

have seen a massive achievement, a change of scale and change of pace, that could scarcely have been imagined in 1962.

But we must ask: are the total needs of society in the realm of higher education being met by the numerical balancing of university places with qualified candidates? We still have the "careers" advertisements in the newspapers, the demands from all quarters for increased university involvement in education, research and community service, the insatiable thirst of an industrial society for experts with specialized knowledge, the need—particularly in a country unsure of its role and in a world society groping for its values—for reflection and wisdom and criticism. It seems that what we are doing is not nearly enough. Perhaps we can never do enough, even in a very prosperous jurisdiction like the Province of Ontario, given the enormous expensiveness of higher education and the multitude of other claims upon the public purse. Nevertheless the evidence suggests that the pressures on the university system will become greater, not less, and will arise not so much from the upward push of clamorous applicants as from the pull of society's demands for manpower—for people with increasing levels of competence, skill and understanding. It is time to take a fresh look at the way the Ontario university complex should operate. We have been reacting to crises, rather than planning ahead for the problems that will arise.

Much careful planning has been done on an individual basis by the individual institutions, and so long as Canada Council funds and proceeds of public campaigns held out, and the province was making capital grants on an unrestricted basis, the various building programmes went ahead with no more than the usual amount of difficulty. Increasingly, however, the costs of capital development are falling solely to the lot of the provincial government. Simultaneously, architectural and construction services in some university centres have become tied up with centennial projects and work for Expo, costs are rising, cost-sharing between the provincial and federal governments is under debate, and public resistance to expropriation, or rather to the traditional basis of compensation for expropriated property, is hardening. In 1964 the provincial government changed its method of capital support to universities from grants out of current revenue to loans amortizable over a 30-year period, and placed the administration of the programme of capital support in the control of the Department of University Affairs. The Committee on University Affairs has not been consulted on capital

developments except for projects which are, for one reason or another, atypical; it has not, therefore, been in a position to take an over-view of the system as a whole.

The experience reported by different universities under this arrangement has varied widely; in some cases there has been nothing serious to complain of except delays, in others the planned and phased construction schedules have been interrupted or even stalled without adequate explanation and without any apparent consideration of the academic consequences. Apart from the uncertainty and frustration involved for particular institutions, this way of handling capital programmes precludes any knowledgeable academic assessment of the situation as a whole. One cannot really say that consistent and co-ordinated planning exists either individually or collectively. The principal victims of this impasse may turn out to be the students. It is the amenities provided for the students' use —lunchrooms, lounges, etc.—that are X'd out of the plans for new academic buildings as not qualifying for provincial support, and the athletic facilities and student unions have been the prime casualties of governmental stringency; the effects of the policy that residence rates may not be subsidized have already been mentioned. Everyone concerned would vigorously deny that there is a deliberate intention to be hard on the students, and they would be right; what happens is that in the *absence of policy*, bureaucratic decisions under pressure from Treasury produce a situation where some universities simply cannot afford any expenditures for their students outside of class.

As with so many of the problems mentioned earlier, the tensions and difficulties on the capital side seem to result not from the ill-will or intransigence of any individuals, but from a defective system. We have shown how often, from the universities' point of view, we seem to come up against a brick wall in our attempts to reach a rational *rapprochement*. We pile up instances where actions crucially affecting the universities have been taken by the Government without any, or without adequate, consultation; and we feel, with reason, that if we let such things go by without protest, precedent will harden into custom, a concentration of power will build up in the bureaucracy, and we shall fail in our duty to pass on free universities to the next generation. It is not, of course, a black-and-white affair of assaults upon academic virtue. Powerful and influential people connected with various universities are not averse to making special deals, and governments are sensitive to power and influence. The deals may do no harm in themselves, but the practice engenders

mistrust and defeats the principle of openness and rationality that ought to underlie a university system.

What is obviously necessary is a comprehensive, thorough-going study of the system on a province-wide basis. There are many reasons why the Ontario universities should be keen to support such a study. In the first place, there ought to be assurance that the post-secondary institutions of every kind will be good enough, large enough, and diversified enough to meet the needs of the young people of the province. Secondly, it would be irresponsible for institutions largely dependent on public funds not to want to see the best use made of those funds.

The third reason is that if no one ever looks systematically at the whole picture in the perspective of years rather than months, short-term arguments will always prevail over long-term considerations. Universities are particularly vulnerable to the imposition of myopic economies which turn out to be extravagances in the long run, because they live from hand to mouth from budget to budget. (It can be argued, for instance, that their efforts to keep administrative costs at about 5 per cent of total expenditure result in a scandalous misuse of expensive professorial time.) Any field where costs are higher than average—graduate work is the prime example—is sure to be the target of much complaint about "unnecessary duplication," and there will be dark hints that unless we restrain ourselves the authorities will be obliged to stamp out such extravagant proliferation, but surely it is obvious that graduate enrolments should and must increase as the expansion of the university system proceeds, and that some day, probably less than ten years from now, there will be 25,000 full- and part-time graduate students in Ontario, and still more thereafter; in many fields, duplication will be not only necessary but absolutely essential.

The fourth reason is that the *shape* of the system will be to a large extent determined by the deployment of capital, even as its *strength* depends on support for the operating budget. It is imperative that agreed procedures should exist for reviewing all the factors involved before any step is taken that will change the shape of the system, such as determining the location of a new professional school. Professional facilities, including some of the very specialized facilities for advanced graduate work, are so important and so expensive that their disposition should not be the outcome of lobbying—whether the lobbying be done by progressive presidents or conservative chairmen or by the profession concerned.

The fifth reason for some sort of master-planning effort is that it

is probably the only way to preserve the complex, differentiated, unregimented system we have got. It is possible to plan for autonomy and differentiation among the institutions in the province. Indeed, with the help of tools such as the Judy-Levine systems simulation model described in an appendix to the Bladen Report it will be possible to "build in" a far greater scope for experimentation than we now have because the effects of many alternative arrangements could be tested before making a choice. It would be obtuse to deny, in the face of the strong tradition of individuality in our universities, that future developments should build on this tradition and encourage different solutions to common problems—variations on the college structure or substitutes for it, variations in housing arrangements, and experimentation with television, language labs, and teaching machines far beyond the snail's-pace beginnings we have made. It is not *planning*, but *drifting*, that leads to least-common-denominator solutions.

The sixth reason is to reform and bring up to date the arrangements for university-government relations. The universities have been urging the appointment of a full-time chairman with academic experience for the Committee on University Affairs and an increase in the academic membership of the Committee, and the Presidents have established a central office with a full-time Executive Vice-Chairman. These appointments are necessary but they will not in themselves give us the machinery to cope with the problems of the coming years. The whole network of authorities—the Committee on University Affairs, the Department of University Affairs, the Department of Education, the universities and their boards of governors, the Presidents, the Council of Faculty Associations, etc.—should be examined, and a structure worked out that will preserve the legitimate interests of government and of universities, and at the same time give scope for the research, the interpretation, the initiative, and the creative innovation that are essential to meet the future needs of society.

We have considered proposing that the Government appoint a Royal Commission on Post-Secondary Education in Ontario. We believe, however, that such a Commission would involve 25 to 30 people and all the apparatus of public hearings, and would take at least one or two years for its deliberations. We do not think this is necessary. Exhaustive studies of various systems of higher education already exist, and can be drawn on for a great deal of background to problems and principles that are essentially the same everywhere. Moreover, changes take place so rapidly that any study lasting more

than a year is apt to be half out of date by the time it is published.

We also considered suggesting that the Committee of Presidents designate a small committee to do the study, drawn solely from university personnel, with the hope that a report from such a group would carry conviction not because of the status of its authorship but through its own inherent logic and reasonableness. We like this approach; but the difficulty is that a great deal of competent research assistance will have to be available to underpin any study that is made, and this would be beyond the Presidents' means. (The Presidents' Research Committee, which has so far, *faute de mieux*, done most of the systematic investigation of areas of province-wide concern that has been done, knows better than anyone the information vacuum that exists. We have commented earlier on the incompleteness and inconsistency of the two sets of statistical information that are now regularly collected; anything beyond this has to be dredged out on an *ad hoc* basis, to the harassment of registrars and business officers, and the usefulness of the information is severely limited by the discontinuity of the data.) Besides, any study group would need to have access to information that is in governmental custody.

WE RECOMMEND that the Committee of Presidents of Universities of Ontario and the Ontario Council of University Faculty Associations request the Minister of University Affairs to authorize a commission under the joint sponsorship of the Committee on University Affairs and the Committee of Presidents, to study the existing pattern of higher education in Ontario and to make recommendations for its development, integration, and governance. The commission should be instructed to take into account both the universities themselves and their relationships with other post-secondary institutions such as the Colleges of Applied Arts and Technology.

We suggest a commission of four to six people, including one or two senior experienced persons from outside Canada who would merit the confidence of the academic community; at least one member of the Committee on University Affairs if at all possible; and at least one person with experience of service on the Committee of Presidents or one of its sub-committees. Three or more of the members of the commission should be prepared to work full-time for from three to six months. They should be paid, and should be provided with a budget for research assistance. The commissioners should be instructed to produce a report within a year.

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