IN THE MATTER OF AN ARBITRATION BEFORE ARBITRATOR GEDALOF

BETWEEN:

THE UNIVERSITY OF TORONTO FACULTY ASSOCIATION (UTFA)

Association

and

GOVERNING COUNCIL OF THE UNIVERSITY OF TORONTO

Employer

ARBITRATION BRIEF OF THE ASSOCIATION ON YEAR 3 SUBMITTED ON NOVEMBER 12, 2025; UPDATED NOVEMBER 18, 2025

RAVENLAW LLP
151 Yonge Street, Suite 1301
Toronto, Ontario
M5C 2W7

Telephone: 416.673.5680
Facsimile: 613.567.2921

wgarzouzi@ravenlaw.com
jwilliams@ravenlaw.com

WASSIM GARZOUZI
JULIA WILLIAMS

COUNSEL FOR UTFA

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INTRODUCTION

On July 3, 2025, Arbitrator Gedalof issued his final determination on salary, benefits, and workload for a term beginning on July 1, 2023, and ending on June 30, 2026 (the "Gedalof Award").[1] The award was issued pursuant to the Memorandum of Agreement ("MoA") between the Governing Council of the University of Toronto (the "Administration" or "University Administration") and the University of Toronto Faculty Association ("UTFA" or the "Association").[2]

In his Award, Arbitrator Gedalof awarded the following across-the-board ("ATB") increases:

Effective July 1, 2023-ATB increase of 3.5%
Effective July 1, 2024-ATB increase of 2.5%

Per the Award and the agreement between the parties, two issues remain for determination:

1. The application of the ATB percentage salary increase to new and former faculty members and librarians (other than members who retired); and

2. The ATB percentage salary increase and any salary-related increases for July 1, 2025, to June 30, 2026 ("Year 3").

A brief addressing the first issue was filed on October 31, 2025, and a reply brief was filed on November 5, 2025. This brief addresses the second issue.

UTFA proposes the following salary-related increases for Year 3:

- An ATB increase of 4.0% (3% ATB increase + 1% fixed dollar increase to base salary to be distributed equally among members, prorated to the percentage of appointment) retroactive to July 1, 2025.
- An increase to the salary floors for Librarian I and Librarian II ranks.

[1] *Governing Council of The University of Toronto v University of Toronto Faculty Association*, 2025 CanLII 65826 ["Gedalof Award"].
[2] *Memorandum of Agreement between the Governing Council of the University of Toronto and the University of Toronto Faculty Association* at Article 5 ["MoA"].

THE PARTIES AND THEIR BARGAINING HISTORY

The parties, their history, and their bargaining relationship are outlined in detail at pages 5-8 of UTFA's brief, dated March 7, 2025.[3]

Beyond the bargaining history outlined in that brief, the parties engaged in without prejudice discussions in September 2025 on ATB increases and related increases for Year 3. They were unable to reach an agreement.

[3] Arbitration Brief of the Association, Presented on March 16, 2025, dated March 7, 2025, Association's Book of Documents ("BOD"), Tab 1, at 5-8.

ACROSS-THE-BOARD (“ATB”) INCREASE FOR 2025-2026

ASSOCIATION PROPOSAL

DATE	ATB
July 1, 2025	4.0% (3% ATB increase + 1% fixed dollar increase to base salary to be distributed equally among members, prorated to the percentage of appointment)

Total 4% ATB increase applied retroactively to:

- Salary Floors
- Base Salary
- Progress Through the Ranks (“PTR”) Breakpoints
- Amount in PTR fund per Full-Time Equivalent (“FTE”) below Breakpoint
- Amount in PTR fund per FTE above Breakpoint
- Overload Stipends

Without prejudice to the position of both parties on the interpretation and application of ATB increases for July 1, 2023 and July 1, 2024, which is still the subject matter of a dispute between the parties, July 1, 2025 ATB adjustments will be provided to all new members and former members who were active and received a salary at any point during the relevant adjustment period, retirees who retired during the period of July 1, 2025 to June 30, 2026, and to the estates of deceased members.

ATB increases must first be applied to salary floors. Any members whose salaries fall below the adjusted salary floor must be increased to the salary floor. The ATB increase would then be applied to the member’s base salary starting at the salary floor. For clarity, ATB increases may only be applied to salaries at or above the adjusted salary floor.

ADMINISTRATION’S PROPOSAL

The Administration proposes an ATB increase to the salaries of all faculty members and librarians of 1.5% retroactive to July 1, 2025.

ASSOCIATION'S SUBMISSIONS

The Association proposes a 4% ATB increase beginning July 1, 2025. With respect to base salaries, the 4% increase is composed of a 3% ATB increase and a 1% fixed dollar increase to base salary to be distributed equally among members, prorated to the percentage of appointment.

This proposal is justified by:

i. The "top of market" principle;
ii. Inflation, which remains a significant guiding factor in bargaining between these parties;
iii. Real wage stagnation; and
iv. The University's strong financial position.

UNIVERSITY OF TORONTO FACULTY AND LIBRARIANS MUST BE COMPENSATED AT "TOP OF MARKET"

The expectations, workload, and performance of faculty members and librarians at the University of Toronto exceed those of any other academic institution in Canada and most of North America. Faculty members and librarians at the University of Toronto are world-class, and without rivals in the Canadian university sector.

Faculty and librarians at the University of Toronto are recognized internationally for their excellence. In the *Times Higher Education World University Rankings*, the University of Toronto consistently holds a position as the highest-ranked Canadian university and one of the top-ranked public universities in the world. As President Melanie Woodin recently stated, "Our consistently high standing in this prestigious ranking is due to the brilliant work of our students, faculty, staff and librarians."[4] In the NTU World University Rankings, which measures university research productivity, research impact, and research excellence, the University of Toronto placed fourth globally and was the top public university in North America. Leah Cowen, Vice-President, Research & Innovation, and Strategic Initiatives, stated that this ranking was a "testament to the talent and dedication of our diverse community of researchers – faculty, staff, students, librarians and post-docs – who are pushing boundaries across a wide range of fields every single day."[5]

[4] News Release, "U of T ranked first in Canada, 21st globally in 2026 Times Higher Education World University Rankings" (October 15, 2025)
[5] News Release, "U of T among top five universities globally in latest research rankings" (September 17, 2025)

The compensation of faculty and librarians at the University must reflect the reality that their work is world-class. Accordingly, it is well established, and undisputed between UTFA and the Administration, that faculty members and librarians at the University of Toronto should be paid, and remain, at "top of market."[6] Most recently, Arbitrator Gedalof in his 2025 Award recognized the parties "commitment to maintaining" this "top of market" principle.[7]

As Arbitrator Winkler recognized in 2006:

> In essence, the University has staked out a position at the top of the relevant market or "industry segment". It implicitly admits that maintaining that position depends to a large degree on maintaining the quality of its faculty and librarians. That in turn requires, leaving aside the intangibles, <u>ensuring that the total compensation package available to those faculty members and librarians is sufficient to place them at the top of the market as well</u>. That will be the starting point for our analysis of the specific proposals.[8]

UTFA's proposal for a 4% increase in Year 3 is necessary to maintain the University of Toronto's position as "top of market" and to fully compensate faculty and librarians for the elevated quality of work they produce and the exceptional effort they put into producing that work.

UTFA MEMBERS HAVE STILL NOT CAUGHT UP TO INFLATION

Inflation is a strong predictor of ATB increases between these parties.

While ATB increases do not necessarily move in "lock step" with inflation, non-inflationary factors are used sparingly to justify modest deviations from ATB increases that otherwise track inflation. This results in a holistic and cumulative approach to inflation to ensure that faculty member and librarian salaries are protected from spending power erosion over time.

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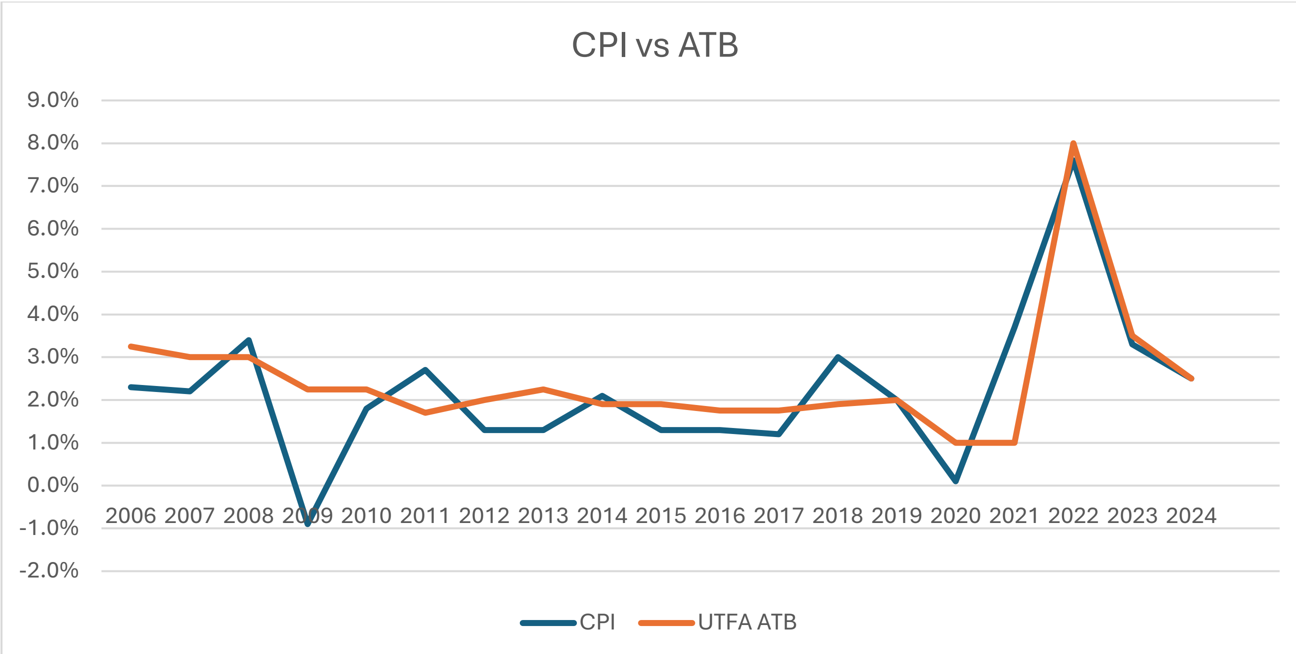
[6] *University of Toronto v University of Toronto Faculty Association*, dated June 3, 1982, BOD, Tab 2; *University of Toronto (Governing Council) and University of Toronto Faculty Assn. (Re)*, 2006 CanLII 93321 (ON LA) at para 20; *University of Toronto v University of Toronto Faculty Association*, 2023 CanLII 85410 (ON LA) at para 119 ["2023 Gedalof Award"]; *Gedalof Award*, supra, at para 23.
[7] *Gedalof Award*, supra, at para 23.
[8] *University of Toronto (Governing Council) and University of Toronto Faculty Assn. (Re)*, 2006 CanLII 93321 at para 20 (emphasis added).

RATES OF INFLATION (CPI)[9] AND ATBS SINCE WINKLER 2006 AWARD

Year	CPI	UTFA ATB	Difference
2006	2.3%	3.25%	1.0%
2007	2.2%	3.00%	0.8%
2008	3.4%	3.00%	-0.4%
2009	-0.9%	2.25%	3.2%
2010	1.8%	2.25%	0.5%
2011	2.7%	1.70%	-1.0%
2012	1.3%	2.00%	0.7%
2013	1.3%	2.25%	1.0%
2014	2.1%	1.90%	-0.2%
2015	1.3%	1.90%	0.6%
2016	1.3%	1.75%	0.5%
2017	1.2%	1.75%	0.6%
2018	3.0%	1.90%	-1.1%
2019	2.0%	2.00%	0.0%
2020	0.1%	1.00%	0.9%
2021	3.7%	1.00%	-2.7%
2022	7.6%	8.00%	0.4%
2023	3.3%	3.50%	0.2%
2024	2.5%	2.50%	0.0%

Periods of deviation from inflation are short and subject to swift correction, in either direction.

[9] July CPI, Statistics Canada, *Consumer Price Index by geography, all-items, monthly, percentage change, not seasonally adjusted, Canada, provinces, Whitehorse, Yellowknife and Iqaluit* (Table: 18-10-0004-02); Bank of Canada, Consumer price index



The "prior year" or retrospective approach to calculating inflation (or loss of spending power) best replicates how the parties have historically bargained.[10] Thus, an under-correction of wages in prior years is properly addressed by future increases. Arbitrator Gedalof explicitly acknowledged this principle in his 2023 award, which fell short of fully addressing the true depreciation of wages over the period in question:

> Based on the prior-year inflationary assessment, this award goes a significant way toward restoring wages against inflation. It is true, given the retroactive term being decided here, that we know that inflation has continued to rise above recent norms, and that further erosion of wages has occurred. But the practice for these parties has been to consider the prior year's inflation, and that erosion can be addressed by future increases, if appropriate at that time, as these parties have typically done.[11]

The parties experienced a sharp break in the correspondence between the ATB and the CPI in 2021-2022. During that term, inflation surged to 8.1%, eventually landing at 7.6% in July 2022. At the same time, Bill 124 limited salary increases to 1%.

Since the end of both Bill 124 and the COVID-era inflationary surge, the parties have entered a phase of graduated correction.

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[10] 2023 Gedalof Award, *supra*, at para 89.
[11] *Ibid* at para 108

As the first stage, in his 2023 Award, Arbitrator Gedalof recognized the impact of "extraordinary inflation" during the term at issue. He awarded a 7% increase, for a total award of 8%, noting that the award would go a "significant way toward restoring wages against inflation".[12] He noted, however, that further erosion of wages continued to occur, which could be addressed by future increases.[13]

As the second stage, in his 2025 Award, Arbitrator Gedalof awarded increases that "slightly exceed inflation" but that did not provide for "significant inflationary catch up".[14] While he rejected any argument that current ATB increases should be augmented to account for lost earnings in prior years, he emphasized that the question of inflationary catchup for the period of extraordinary inflation remains open: "This is not to say that the gap will not be closed. The bargaining history between these parties suggests otherwise."[15]

Year 3 ATB increases must work towards narrowing the gap. As the 2023 Award notes, "It is beyond dispute that an agreement to less favourable terms in one year can produce more favourable terms in another. Further, inflationary losses are cumulative, and it would be highly artificial to look at only a single year in isolation."[16] Given the position of the University as a sector leader, a catch-up adjustment tied to the CPI has the same function as a catch-up adjustment to another sectoral comparator, a common practice in bargaining and interest arbitration.[17]

Since the most recent inflationary surge, the parties have fallen out of step, even with the adjustments in the 2023 and 2025 Awards.

Year	**CPI**	**ATB**
2020	0.1%	1.00%
2021	3.7%	1.00%
2022	7.6%	8.00%
2023	3.3%	3.50%
2024	2.5%	2.50%
Compounded total	18.2%	16.8%

[12] *Ibid* at para 118
[13] *Ibid* at paras 117-118
[14] *Gedalof Award*, *supra*, at para 75
[15] *Ibid*
[16] *2023 Gedalof Award, supra*, at para 85
[17] *Participating Nursing Homes v Service Employees' International Union Local 1, Canada*, 2024 CanLII 108262 at para 52

The shortfall in this five-year period is, therefore, **1.4%**.

Inflation for the 12 months ending July 2025 was **1.7%**.[18] To achieve immediate parity with the CPI for the prior year, the annual increase would need to be **3.1%**.

Considering the extraordinary inflation that occurred in recent years, the Association's proposal continues on the incremental path to return the parties to their historic relationship to match inflation, without imposing on the Administration the burden of providing payments to members for actual wages lost during this period, which are significant. For instance, a member whose salary was $150,000 in 2019-2020 would, if subject to increases tied to the CPI, have a 2024-2025 salary of $180,230.14. However, applying only the ATB increases proposed by the Association, they would have an approximate salary of $175,316.17, a shortfall of $4,913.97.[19] Cumulatively, over these five years, this is equivalent to a $37,136.92 shortfall of potential earnings. The Association's proposal, however, seeks only a go-forward correction from July 1, 2025, rather than any payment for the shortfall going back to 2020-2021.

REAL WAGE STAGNATION

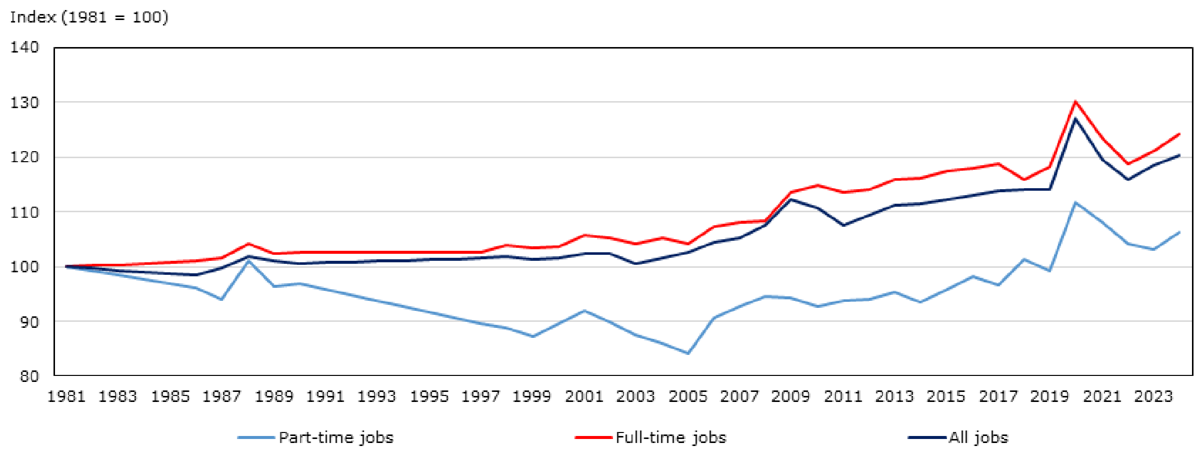
Wages in an economy do not merely track inflation over time. Wages typically grow faster than inflation (i.e. real wage growth), reflecting the greater productivity of workers. Simply put, higher productivity should, in the medium and long run, lead to higher wages, even after adjusting for inflation.[20]

This is not theoretical. The relationship between productivity and real growth wage increases has generally held in Canada and in every other OECD economy in the world for several decades.[21]

The close correspondence between the ATB and inflation means that faculty members and librarians experience virtually no real wage growth, absent PTR. This means that members are lagging behind other workers across Canada and Ontario. Between May 1981 to May 2024, median real hourly wages grew 20% across Canada.[22] In full-time jobs, growth was by 24% and in part-time jobs it was 6%:

[18] Consumer Price Index, July 2025
[19] Without correction for the Association's proposed distribution of 1% of ATB.
[20] Sharpe, A, Arsenault, JF, & Harrison, P (2008). "The Relationship Between Labour Productivity and Real Wage Growth in Canada and OECD Countries", Centre for the Study of Living Standards, CSLS Research Report No. 2008-8, Part III at pp 14-21.
[21] *Ibid*, Chart 7 at p. 36.
[22] Statistics Canada, Research to Insights: Wages in Canada, 1981 to 2024 (June 9, 2025)

Chart 1
Median real hourly wages of employees aged 17 to 64 years in full-time jobs and part-time jobs, Canada, 1981 to 2024



Notes: Main job held in May by employees aged 17 to 64 years. The numbers for 1982 to 1985 and 1991 to 1996 are based on interpolations.
Sources: Statistics Canada, 1981 Survey of Work History, 1986 to 1990 Labour Market Activity Survey and 1997 to 2024 Labour Force Survey.

UTFA's proposal, therefore, is justified not only on the basis of inflationary catch up but on the need for real wage growth.

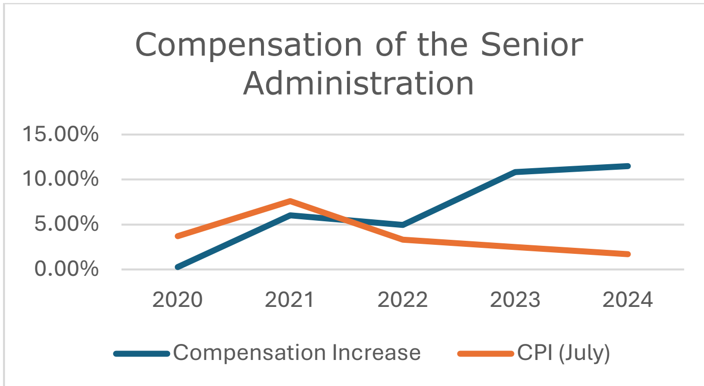
UTFA's proposal for real wage growth is also justified by growth in salaries for members of the upper administration. While the Administration opposes real wage growth for faculty and librarians, it has provided salary increases to members of the upper administration that far exceed inflation. Since 2020, compounded faculty ATB increases equal **16.9**%. During the same period, members of the President's Leadership Team, for example, saw increases of **37.93**%:

President's Leadership Team[23]	2020	2021	2022	2023	2024
President	0	0	0	10.8	14.2
Vice-President and Principal, UTM	N/A	16.7	0	8.7	13.4
Vice-President and Principal, UTSC	0.3	-0.3	0	6.8	11.7
Vice-President and Provost	0	0	5.1	17.2	9.6
Vice-President, Advancement	-0.6	12.3	-1.5	10.8	-3.1
Vice-President, International	N/A	8.4	5.9	8	9.2
Vice-President, Operations and Real Estate Partnerships and Vice-Provost, Academic	4.8	0	0	10.2	16.2
Vice-President, People Strategy, Equity & Culture	-2.9	3.2	13.4	10.2	16.2
Vice-President, Research & Innovation, and Strategic Initiatives	N/A	13.8	21.6	14.7	16

[23] All data and annual increases from the Sunshine List. The role of Vice-President, Communications has been excluded from this analysis because the holder of the position changed in 2023. Similarly, 2020 increases have not been included for roles where the holder of the position changed.

Average	**0.27**	**6.01**	**4.94**	**10.82**	**11.49**
Total compounded average	**37.93**				

While inflation has been coming down, administrative compensation has become untethered from it, rising exponentially:

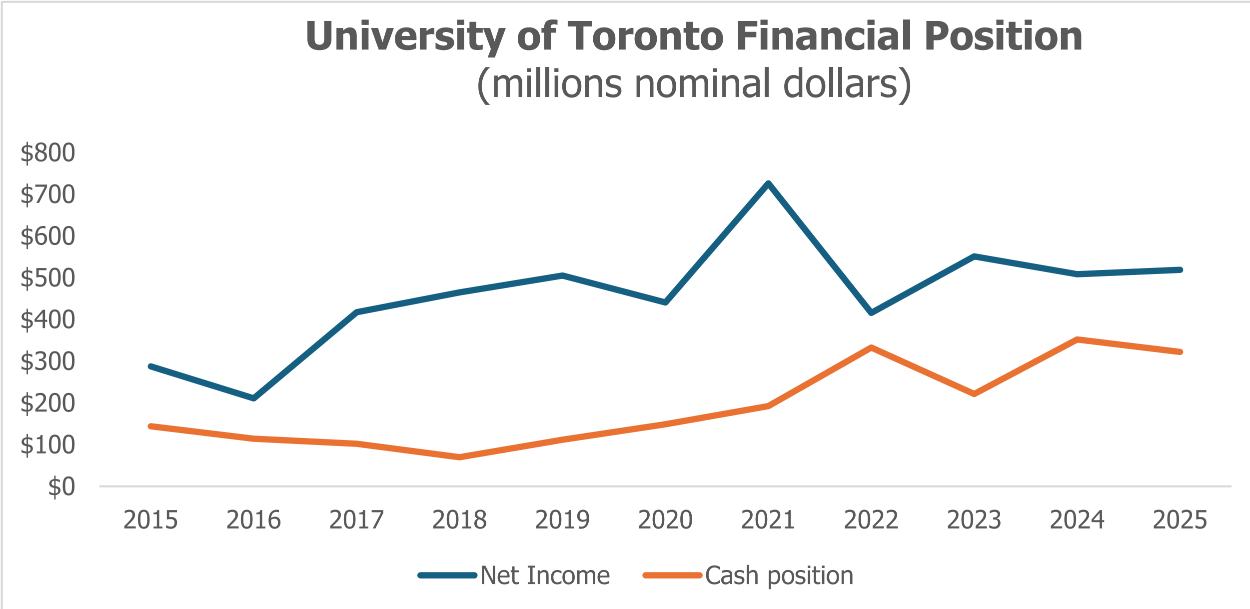


Finally, UTFA's proposal to apply ATB increase to the salary floor first and then bring any members whose base salaries fall below the salary floor to the salary floor before then applying the ATB increase to members' base salaries, ensures that no member's base salary is attached to the salary floor.

THE UNIVERSITY OF TORONTO IS IN A STRONG FINANCIAL POSITION

The University's financial position is relevant to the ATB increases awarded.[24] The University of Toronto is in a "strong financial position," as it has reported on its Financial Reports in 2023, 2024, and 2025.[25] In the fiscal year ending on April 30, 2025, the University generated net income (operating revenues net of expenses) of $519 million in fiscal year 2025, an increase from 507.4 million in the prior fiscal year. After accounting for capital investments, the University has over $300 million in liquid cash reserves, money that is available for spending.

[24] *Gedalof Award*, *supra*, at para 78
[25] Financial Reports, 2023 (BOD, Tab 3) at p. 3, 2024 (BOD, Tab 4) at p. 3, 2025 (BOD, Tab 5) at p. 3



Source: University of Toronto annual reports

During this fiscal year, enrolment grew by 2.9%.[26] The University's financial outlook is also bolstered by an across-the-board increase in operating grant funding of about 7% over three years by the Government of Ontario, starting in 2024.[27]

The University's 2025 financial report notes its strong position "due to high demand for our programs and prudent fiscal management, resulting in substantial operating reserves and an excellent credit rating." [28] Despite the challenging policy environment, largely related to limits on fee increases by the provincial government, and changes to immigration policy which could limit its international student revenue, the University is thriving financially. Its revenues are growing at rates that far exceed those sought by UTFA.

EQUAL DISTRIBUTION OF 1%

The Association requests that the 4% ATB increase, as it applies to base salary, be split into two increases: 3% ATB and 1% ATB distributed equally. In other words, 1% of the total cost of the base salary increase would be divided by the number of faculty and librarians and added as a fixed amount to each member's salary, prorated to the percentage of appointment.

[26] Financial Report, 2025, BOD, Tab 5 at p. 1
[27] Financial Report, 2025, BOD, Tab 5 at p. 9; Budget Report 2024-25, BOD, Tab 6
[28] Financial Report, 2025, BOD, Tab 5 at p. 3

The Association's proposal would promote internal equity by increasing lower salaries by a higher percentage. It is cost-neutral to the Administration.

CONCLUSION ON ATB INCREASE FOR YEAR THREE

The Association's proposal is justified by the principle of replication. The parties follow a consistent general formula in setting ATB increases, with a primary focus on inflation, as well as maintaining the University at top of market, and consideration of the University's financial position. These factors considered together justify a 4.0% ATB increase in the third year of the agreement.

SPECIAL ADJUSTMENT TO LIBRARIAN SALARY FLOORS

ASSOCIATION'S PROPOSAL

The Association advances a moderated proposal for a special adjustment to the librarian salary floors for members at the ranks of Librarian I and II before the 2025 ATB increase is applied:

Rank	July 1, 2024 (expired)	June 30, 2025 (prior to July 1, 2025, ATB)
Librarian I	$81,054	**$90,000**
Librarian II	$84,573	**$100,000**
Librarian III	$108,234	$108,234
Librarian IV	$127,526	$127,526

The Association's proposal is without prejudice to its position that the salary floors for *all* faculty and librarian groups are still far too low. The Association is advancing this narrow proposal to begin the process of ensuring all salary floors are in line with true wages and the world-class work of faculty members and librarians at the University of Toronto.

ADMINISTRATION'S POSITION

No adjustment to the salary floor.

ASSOCIATION'S SUBMISSIONS

The existing salary floors for members at the ranks of Librarian I and II are completely out of step with librarians' true wages and the University of Toronto's world-class status. The current minimums for librarians are low, by any metric, and are not consistent with the reputation and image of the University of Toronto. This is particularly the case for members at the ranks of Librarian I and II, who represent some of the lowest-paid UTFA members.

The Association's position has been moderated from the previous arbitration, consistent with the principles of incrementalism. It proposes the following new salary minimums (before the July 1, 2025 ATB) at the Librarian I and II ranks:

Rank	July 1, 2024 (expired)	June 30, 2025 (prior to July 1, 2025, ATB)
Librarian I	$81,054	**$90,000**
Librarian II	$84,573	**$100,000**
Librarian III	$108,234	$108,234
Librarian IV	$127,526	$127,526

The Association’s proposal must be awarded for three reasons.

First, the Association’s proposal adjusts the minimum floors for members at the ranks of Librarian I and II to ensure that those floors remain at the “top of market”. Several other Universities have a higher minimum floor for librarians. The current floors are therefore contrary to the well-established principle that University of Toronto librarians should be “top of market”.

Second, the current Librarian I and Librarian II floors are ineffective and misleading. The floors poorly reflect how members at the ranks of Librarian I and II are actually paid. Further, it results in situations where librarians at the rank of Librarian I earn more than the floor for the rank of Librarian II. In those circumstances, they would receive no increase on promotion and may lose any benefit from ATB and PTR in the year of their promotion.

Third, the Association’s proposal would lead to limited financial cost. This proposal is not a breakthrough, but rather an incremental increase to ensure some of the lowest-paid members of the Association are compensated fairly and in line with the University of Toronto’s reputation, at very little cost to the Administration.

Ultimately, the Administration must compensate librarians fairly. Underlying all of the Association’s arguments below and the overall proposal is a legitimate concern that the current salary floors for the lowest-paid librarians perpetuate and reinforce pay inequity at the University.

Librarian is a historically ‘female’ occupation and the University of Toronto is no different in this regard. Most librarians at the University of Toronto are women. Job postings for librarians use feminized language, particularly those for Librarians I and II.[29] The University of Toronto primarily hires librarians at these lower ranks, leading to more experienced individuals being hired at a lower level, which serves to depress the wages for the University’s librarians overall. Other factors also contribute to lower salaries and the perpetuation of gender inequities in this field, including the downplaying of increased responsibilities such as instructional duties. The overall result is a systemic, gender-based, devaluation of librarian work.[30]

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[29] Guenther Lomas, Jessica Shiers, Harriet M. Sonne de Torrens, Joanna Szurmak and Meaghan Valant, “Perpetuating a Gendered Profession: An Empirical Deconstruction of the Job Openings for Academic Librarians at the University of Toronto from 1985 to 2021” in Academic Librarianship in Canada: PostCOVID Perspectives in a Neoliberal Era (California: Litwin Press & Library Juice, 2024), BOD, Tab 7.
[30] *Ibid*.

LIBRARIANS AT THE UNIVERSITY MUST BE PAID AT "TOP OF MARKET"

The current Librarian minimum salary floors are as follows:

Rank	July 1, 2024 (expired)
Librarian I	$81,054
Librarian II	$84,573
Librarian III	$108,234
Librarian IV	$127,526

As stated above, it is well established, and undisputed between UTFA and the Administration, that faculty members and librarians at the University of Toronto should be paid, and remain, at "top of market."[31] Most recently, Arbitrator Gedalof in his 2025 Award recognized the parties' "commitment to maintaining" this "top of market" principle.[32]

Despite this shared commitment, the salary floors for the ranks of Librarian I and II are excessively low. The current floors fall below entry-level minimum salaries at other universities, which means the University of Toronto does not appear to be top of market. Moreover, while librarians generally earn a salary above the salary floors, many members, particularly at the rank of Librarian I – i.e. the lowest-paid librarians – still earn salaries close to the salary floors.[33] Without the Association's adjustment, there is no doubt that the "top of market" principle no longer applies to salary floors for the ranks of Librarian I or Librarian II.

Indeed, the minimums for these librarians at the University of Toronto fall below the minimums paid to librarians at other, non-leading institutions. For instance, as of July 1, 2024, employees at the rank of Librarian I at Trent University earned $91,174 a year, and those at the rank of Librarian II earned $97,889 a year – over $10,000 a year more than the minimum for members in the ranks of Librarian I and II at the University of Toronto.[34] Likewise, at the University of Guelph, the salary floor for an Assistant Librarian as of 2025 is $85,560. This is approximately $4,500 a year more than the floor for members in the rank of Librarian I, and $1,000 a

[31] *University of Toronto v University of Toronto Faculty Association*, dated June 3, 1982; *University of Toronto (Governing Council) and University of Toronto Faculty Assn. (Re)*, 2006 CanLII 93321 (ON LA) at para 20; *University of Toronto v University of Toronto Faculty Association*, 2023 CanLII 85410 (ON LA) at para 119.
[32] *Gedalof Award*, supra, at para 23.
[33] Of those at the rank of Librarian I, 12 out of 15 have a salary within $4,000 of the salary floor.
[34] Collective Agreement between the Board of Governors on Behalf of Trent University and the Trent University Faculty Association, effective July 1, 2022 to June 30, 2025, at 160.

year more than the floor for members in the rank of Librarian II, at the University of Toronto.[35]

Similarly, the salary floors for members at the ranks of Librarian I and II fall below U15 comparators, including:

- **The University of Saskatchewan**: the salary floor for an Assistant Librarian at the University of Saskatchewan beginning July 1, 2025, is $92,639. This is over $10,000 a year more than the current floor for members in the rank of Librarian I, and over $8,000 a year more than members in the rank of Librarian II, at the University of Toronto.[36]

- **The University of Ottawa**: there are five ranks of librarians at the University of Ottawa. As of May 1, 2024, Librarian IIs were paid a minimum of $84,510 and Librarian IIIs were paid a minimum of $99,713.[37] Even accepting that a Librarian II at the University of Toronto is directly equivalent to a Librarian II at the University of Ottawa, which is denied since the University of Ottawa has five ranks and the University of Toronto only has four, this means that the minimums are, at best, equal. Taking into account the increased salaries of those working as Librarian IIIs at the University of Ottawa, however, librarians at the University of Ottawa in the lower half of the salary scale clearly have a higher minimum floor than those at the University of Toronto.

The current salary floors for Librarian I and II run contrary to the accepted principle that the University of Toronto salaries are the "top of market". The current minimums for members in the ranks of Librarian I and II, as compared with other institutions across the country, such as Trent University, the University of Saskatchewan, the University of Guelph, and the University of Ottawa, unequivocally show that librarian salary floors at the University of Toronto are far too low. The current floors, therefore, do not reflect the reality that UTFA librarians are the most qualified and skilled in the country.

UTFA's position at top of market is further justified by the high cost of living in Toronto, where residents "spend more of their income on housing than residents of

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[35] Collective Agreement between the University of Guelph and the University of Guelph Faculty Association, effective July 1, 2024 to June 30, 2027, Article 53.6.
[36] Collective Agreement between the University of Saskatchewan and the University of Saskatchewan Faculty Association, effective July 1, 2023 to June 30, 2027, Article 18.3.
[37] Collective Agreement between the University of Ottawa and the Association of Professors of the University of Ottawa, effective May 1, 2024 to April 30, 2026, Article 41.2.2.2.

nearly every other city in the world”.[38] Of all cities within the U15, housing costs are only comparable in Vancouver.[39] In some recent years home prices in Toronto have exceeded those in Vancouver, making Toronto the most expensive city in the country.[40] As such, without higher salaries, members at the University of Toronto would have less purchasing power than their colleagues in other U15 cities, such as Winnipeg or Edmonton, where housing costs are significantly lower.[41]

UTFA’s proposal maintains the current four-rank structure. It brings the entry-level minimum salary at Level I to $90,000 (prior to applying the July 1, 2025 ATB), bringing it close to or slightly above the minimum salaries at the institutions referenced above and thus restoring the University of Toronto as the sector leader at the entry level. The above adjustments would be effective July 1, 2025, and would increase annually to match the ATB increases negotiated between UTFA and the Administration (see ATB proposal, above).

THE CURRENT FLOORS ARE INEFFECTIVE AND MISLEADING

In addition to being too low, the current salary floors poorly reflect how librarians at the University of Toronto are actually paid. In reality, most librarians receive salaries higher than the floor of their respective rank. Indeed, many librarians earn a salary higher than the minimum of the next rank.

The average salary for a librarian at the rank of Librarian I is currently $84,858.27 – approximately $3,800 more than the Librarian I salary floor and around $225 more than the Librarian II salary floor. Likewise, the average salary for a librarian at the rank of Librarian II is $100,169 – approximately $15,600 above the Librarian II salary floor. Indeed, 7 out of the 17 members currently working at the rank of Librarian II make more than the Association’s proposed salary floor.[42]

This presents a clear problem for the Administration from an optics and recruitment perspective. The salary minimums are published on the Administration’s website and available to prospective job applicants. This is a particular concern for the ranks of Librarian I and II, as these are entry-level positions and are more likely to be advertised, and therefore, misleading to prospective applicants. There is no justifiable reason to maintain these low, and misleading, salary floors.

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[38] Oxford Economics, *Global Cities Index* (2025) at p. 38
[39] Rentals.ca, *Rent Report* (November 2025); Canadian Centre for Policy Alternatives, *Making Rent: The CCPA’s rental wage update 2024* (September 4, 2025)
[40] RBC, “Which is Canada’s most expensive market? The answer just changed” (February 4, 2022)
[41] Rentals.ca, *Rent Report* (November 2025); Canadian Centre for Policy Alternatives, *Making Rent: The CCPA’s rental wage update 2024* (September 4, 2025)
[42] This number calculated using the Administration’s data of the salaries of members at the ranks of Librarian I and II.

Moreover, the salary floors, especially the floors for the ranks of Librarian I and II, are ineffective because of the insignificant difference in salary between the two ranks. The current differential between Librarian I and Librarian II minimums is $3,519, or approximately 4%. Simply put, a member at the rank of Librarian I working for two years would already make more than the Librarian II salary floor, meaning that their new floor would be lower than their base salary at the rank of a Librarian I if and when they advance to the rank of Librarian II. Indeed, currently 7 out of 15 members working at the rank of Librarian I earn more than the current Librarian II salary floor. This disincentivizes career progression and harms recruitment and retention efforts. UTFA's proposal seeks to widen the gap between the Librarian I and Librarian II floors, making them more effective as an incentivization and recruitment mechanism.

THE COST OF THE ASSOCIATION'S PROPOSAL IS INSIGNIFICANT

The Association has moderated its position from the previous arbitration, consistent with the principles of incrementalism. The Association's proposal will ensure members at the ranks of Librarian I and II are paid more fairly and at the "top of market", and ensure the floors are accurate and effective, all while costing the Administration very little.

This is not an issue that impacts a significant number of members. The Administration employs approximately 168 librarians, in a four-rank structure. This includes 15 members employed at the rank of Librarian I, and 17 members employed at the rank of Librarian II.

Indeed, the cost of implementing this proposal is even more modest than the Association's previous proposal: it will only apply starting in the third year of the agreement, it affects fewer ranks, and fewer librarians fall below the current salary floors. The Association calculated its previous proposal to raise salary floors as costing approximately $282,000. The Association projects that increasing the salaries of all members at the ranks of Librarian I and II to the new salary floors to cost closer to $150,000.[43] This is a reasonable and modest cost to ensure that some of the lowest-paid members of the Association are still paid fairly and at "the

[43] This number was calculated using the Administration's data of the salaries of members at the ranks of Librarian I and II. There are currently 12 members at the rank of Librarian 1 currently making less than $90,000. There are 10 members at the rank of Librarian II making less than $100,000. It would cost the Administration $81,597 to bring all Librarian I members up to a minimum of $90,000. It would cost the Administration $72,392 to bring all Librarian II members up to a minimum of $100,000.

top of market". As discussed above, the University of Toronto is in a strong financial position – there is therefore no reason to deny this proposal.

This is a common-sense modernization proposal that will improve recruitment, benefit some of the lowest-paid UTFA members, and have virtually no impact on the University's bottom line. It should be awarded.