



**ONTARIO UNIVERSITIES AND THE
DOUBLE COHORT:
WHAT WILL BE THE IMPACT
ON CUPE MEMBERS?**

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Executive Summary

A large surge in University enrollment is expected for Ontario's Universities in the fall of 2003. This increase is a result of the elimination of Grade 13/OAC causing the final group of OAC students to graduate at the same time as the grade 12 students (the double cohort). This increase in enrollment will be exacerbated and perpetuated by the children of baby boomers entering university age (baby boom echo), and an increased proportion of youth pursuing post-secondary education.

In response to the upcoming increase in University students, the Ontario government has continued to under-fund post-secondary education and is actively pursuing an agenda of reducing access through increased tuition and increasing private sector control of our public Universities through increased privatization and corporate influence. Unfortunately University administrations have largely been complicit in implementing this agenda. This agenda results in a number of key problems for the community as a whole:

- Access to post-secondary education is reduced through higher tuition
- Education is moulded by the Corporate sector
- Public funds are diverted to subsidize private sector research and development
- Public funds are wasted by the cost overruns associated with Public Private Partnerships (e.g. SuperBuild)
- Operating budgets being cut to shift dollars over to new construction
- Deteriorated working conditions due to a decade of deferred maintenance
- Quality of University services is reduced through the higher turnover and lower accountability associated with contracting out

In the face of a large increase in the number of students without a corresponding increase in government funding, CUPE members potentially face:

- Casualization
- Contracting out
- Increased workload
- Increased tuition
- Reduced benefits

There are a number of steps we can take to ensure that we are properly prepared for changes that lie ahead for our Universities. The following are some of the things locals can do to be ready for this challenge:

1. Gather information such as University financial reports, planning documents, Double Cohort Plans, the number of CEOs of Corporations that sit on the Board of Governors and other specific information which our campus allies may have access to.
2. Raise specific questions in Labour-Management meetings about the impact of an increased number of students will have on issues such as workload.
3. Organize Budget Workshops to prepare activists to look critically at their own employers' budget.
4. Collect as much information as possible before and during bargaining with the employer.
5. Collect media reports (e.g. newspapers and websites) on the Universities and their preparation for the increased number of students.
6. Negotiate provisions which protect work of the bargaining unit and job security of the members.

It is well documented that the agenda of offloading education costs on students and increasing corporate control over our Universities has been prevalent in the past decade in Ontario's Universities. The large increase in students at the Universities in Ontario this upcoming fall is a challenge for our Union to ensure that the costs are not placed on the backs of students, academic workers and support staff. While the Double Cohort issue is a challenge, it is also an opportunity for CUPE members to work with others in the community to raise the alarm in the community about the state of post secondary education in this province. This issue promises to have the significant public attention that has the potential to drive real action towards our goal of a quality, accessible University community that treats its workers with respect.

Introduction

The purpose of this research report is to clearly outline the impact of the “Double Cohort” and other factors on CUPE members who work in the university sector. In light of these massive changes in the University sector, CUPE members are preparing their demands for the restoration of funding, increased staffing, job security for members and accessibility for all. These changes come at a time when the system and its workers are already under great stress – a stress caused by Ontario government cutbacks in funding to date. As we face de-regulation, massive tuition fee hikes, privatization and corporatization in the university sector, “Universities Work Because We Do!” continues to be our theme – a theme which demonstrates our support not only for our own members in this struggle but an equal commitment to supporting students and their families who deserve a high quality, publicly funded and accessible university system.

A. What is the Double Cohort?

In 1997, Ontario’s Conservative government announced its plans for secondary school reform, which included replacing the province’s five-year high school program with a four year program. This government then proceeded to implement the program, resulting in an expected simultaneous graduation of Grade 12 and OAC students in June 2003. The process has become widely known as the “double cohort”. The double cohort is actually part of a much larger phenomenon which has enormous implications for the university system as a whole. As the Canadian Federation of Students has said, what the double cohort also means is *one less year of fully-funded public education for Ontario youth!*

By 2004, an additional 65,000 students may be enrolled in university compared to the year 2000 (representing a 25% increase in enrolment).

This is the number quoted by the Ontario Council of University Faculty Associations (OCUFA). More conservative estimates by the Ministry of Education project an increase of 40,000 students entering Ontario universities over the next 3 years. The major impact will be felt in September 2003 as at least 20,000 additional high school students apply for Ontario universities. (The University of Guelph actually projects there will be 57,000 more students in September 2003; The Council of Universities refers to an additional 31,500 students). Most agree that by the end of the decade, there will be approximately **90,000 additional students** in the system.

These preliminary estimates now appear to be overly conservative and the government estimates are not even close to the number of students that will be entering Ontario’s Universities in the 2003-2004 school year. The Ontario Universities Application Centre has recently stated that based on the preliminary sample of University applications that the size of the first year class

for 2003 “will likely be between 68,250 and 71,400” students. (1) The University system had only planned to accommodate 61,284 first-year students resulting in an estimated shortfall of between 7,000 and 10,000 spaces. This shortfall will have serious implications, as the accommodation plan for the lower estimate of incoming students already stretches the existing capacity of Universities and in some cases even includes classes in portables and movie theatres. (2)

This rapid increase in enrolment is a reflection of three different factors:

- **The Double Cohort (described above);**
- **The Baby Boom Echo (the generation of students entering universities now who are the children of baby boomers); and**
- **The increased proportion of 18 – 24 year olds pursuing post-secondary education (a percentage that has steadily increased over the past decade and will continue to do so)**

B. University enrolments

In the Spring of 2002, student applications for university were already 16% higher than the year before. Many more students took the opportunity to “fast track” and complete their Grade 12 and OAC in the same year (2002/03) in order to avoid the chaos expected in the year 2003/04. According to recent figures, 6,000 of the 10,000 additional applicants for September 2002 entrance to university were so-called “fast-trackers”. On September 10, 2002, Trent University reported that registrations processed in the first week indicate an approximate 20% increase in full-time registrations for this year. We anticipate that many other universities will find the same reality. We may also find that there is a process of “smoothing” or phasing in of the double cohort. That is, many students may wish to postpone their application for university entrance until the year 2004/5 to, once again, avoid the chaos and competition in 2003/4.

The size of the increase and its impact on the system has been compared to the impact of the baby boomers on our education system in the 1960s and 1970s. However, the difference is that in those years, provincial and federal governments allocated the necessary resources to accommodate this expansion of secondary and post-secondary education.

The important point in all of these discussions about projected university enrolment is that we are not just looking at a sudden surge of enrolment in one year (2003). The demand for university education is expected to increase consistently throughout this decade and into the next one (See **Appendix A**). This, of course, has tremendous implications for CUPE members and staffing levels at Ontario universities in the coming months and years.

C. How has the Ontario government responded to the double cohort?

On all fronts, we are facing a huge crisis of under funding in the university sector. Public funding has seriously deteriorated in the past ten years. A major factor has been the reduced level of cash transfers from the federal government to the provinces – since 1996, a reduction of \$7 billion in cash transfers for post-secondary education, health and social assistance. Today, real per capita funding in Canada remains more than 17% lower than ten years ago. To restore funding levels to where they were at the beginning of the 1990s would require an immediate infusion of more than \$2 billion into the system. Provincial operating grants to universities across Canada fell by 25% between 1990 and 1999, squeezing the budgets of universities even further. (3)

The Ontario government, for its part, has so far refused to provide the necessary resources for the major changes ahead. In fact, they are perpetuating the destruction of public post-secondary education that began as soon as the Conservatives took power and has continued for the last eight years. Here are the facts to date:

- Since 1995/96, Ontario government operating grants have declined by more than \$400 million when adjusted for inflation and enrolment;
- The government has allocated only \$293 million in operating funding for colleges and universities (\$218 million to universities) over the next 3 years, including this year. The biggest problem with this funding is that most of it will be released in 2003/04, when the majority of students will be entering the post-secondary system. *By then, it will already be too late to hire faculty and staff and provide the services necessary to meet the huge student demand;*
- Operating funding for 2001/02, which represents an increase of \$48 million (or 2.9%) over 2000/01 levels, is less than last year's 3.4% and does not keep pace with this year's enrolment increase;
- Between 1995/96 and 2003/04 when the double cohort hits with full force, there will have been a 20% reduction in operating grants per full-time equivalent student (when adjusted for inflation, enrolment increases and taking into account the government's 3 year operating funding commitment);
- Already universities across the system receive no government funding for 6% of their full-time students which costs Ontario universities almost \$100 million a year;
- Ontario university operating grants per person remain the lowest in Canada - 18% below the national average.

- Government cutbacks have resulted in universities turning to higher tuition fees to make up the difference. Tuition fees in regulated programs have increased by more than 60% under the Ontario Conservatives. In some of the deregulated programs, they have increase by 200% (e.g. medicine). At the University of Toronto Law School tuition fees are now \$22,000 for one year of study. In Ontario, tuition fees now represent 25% of university income, and government grants are down to 48% of their income (Statistics Canada, Sept. 2002).
- Instead of shoring up our public post-secondary education system, the Ontario government passed Bill 132 in December 2000, allowing private companies to sell higher education for profit. These private companies will drive up the price of education while public post-secondary education remains desperately under-funded.
- The government's SuperBuild Program has been a major thrust in the government's plan for coping with the "double cohort" and other enrolment increases. It promised an investment of \$1.2 billion by 2003 for capital spending on colleges and universities. SuperBuild funding, however, is contingent upon private sector investment- another example of creeping privatization (a point we return to later in this report). The original figures represented a calculation of student numbers based on square footage of new space. They do not reflect that many of these projects were well overdue and many spaces effectively filled even before the double cohort effect begins. There will inevitably be inequities between institutions – those who can raise the money for various reasons and those who cannot.
- Deferred maintenance costs are not factored into government funding for capital projects. The government's own Investing in Students Taskforce identified \$900 million in deferred maintenance at universities and \$300 million at colleges. New estimates for deferred maintenance costs are as high as 1.7 billion at universities (MTCU data). "Deferred maintenance" means decaying buildings, which for our members, means increased workload, stress and health and safety issues as they deal with antiquated classrooms, outdated equipment and deterioration of buildings and walkways. One of the important questions for us to ask is: what type of space is being created? We need to ensure that space is provided for academic workers, support workers and maintenance staff as well as students.

A Health and Safety issue at the University of Toronto

In recent years, asbestos has been found at the University of Toronto. CUPE locals there have been instrumental in getting the University to set up a Task Force on Asbestos, formed in May 2002. There continued to be exposures in June 2002 and outside contractors hired to remove the asbestos were in violation of the Health and Safety Act for not being trained or certified. Strict guidelines were not being enforced regarding disposal as asbestos material was put in green garbage bags instead of double bagging in yellow asbestos bags. Training in asbestos had not been provided to the University of Toronto project managers and when training began it was at the same time as the university was trying to establish procedures for an emergency asbestos spill or exposure. Students and staff may be at risk as asbestos exposure can cause cancer of the chest, lungs and stomach and has a latency period of up to 20 to 30 years. CUPE locals continue their work on the Taskforce.

Government funding committed so far is nowhere near what is needed for the massive changes needed on campuses across this province. The Ontario government's failure to respond to the urgent situation may have unforeseen consequences as American universities start aggressively marketing to Ontario high school students. Some are now offering tuition on par, discounts on room and board, and special scholarships for Canadians (The State University of New York (SUNY) in Potsdam, only a 90 minute drive from Ottawa, has a new grant for international students worth \$6,600 US, enough to cover room and board). (4)

D. How have the universities responded to the double cohort?

At first, the Council of Universities (COU) responded to the double cohort by stating that the Ontario government has in fact provided the money needed to allow the universities to accommodate projected enrolment increases. Then, it promptly turned around and called for an additional \$100 million annually in operating grants, \$240 million per year for overdue maintenance and a possible \$73 million for additional facilities for teaching and research. As an organization, COU is still unwilling to stand up to the Ontario government to demand adequate funding to meet the double cohort challenge. In a December 2002 update, the COU reported "impressive progress has been made towards ensuring that there will be a place for every qualified motivated student" while in the same document outlining that Universities require more faculty, more staff, enhanced facilities, and more learning resources. The COU appears to be adopting an approach of praising the Provincial government in the hope that the Government will express gratitude by adequately funding Universities.

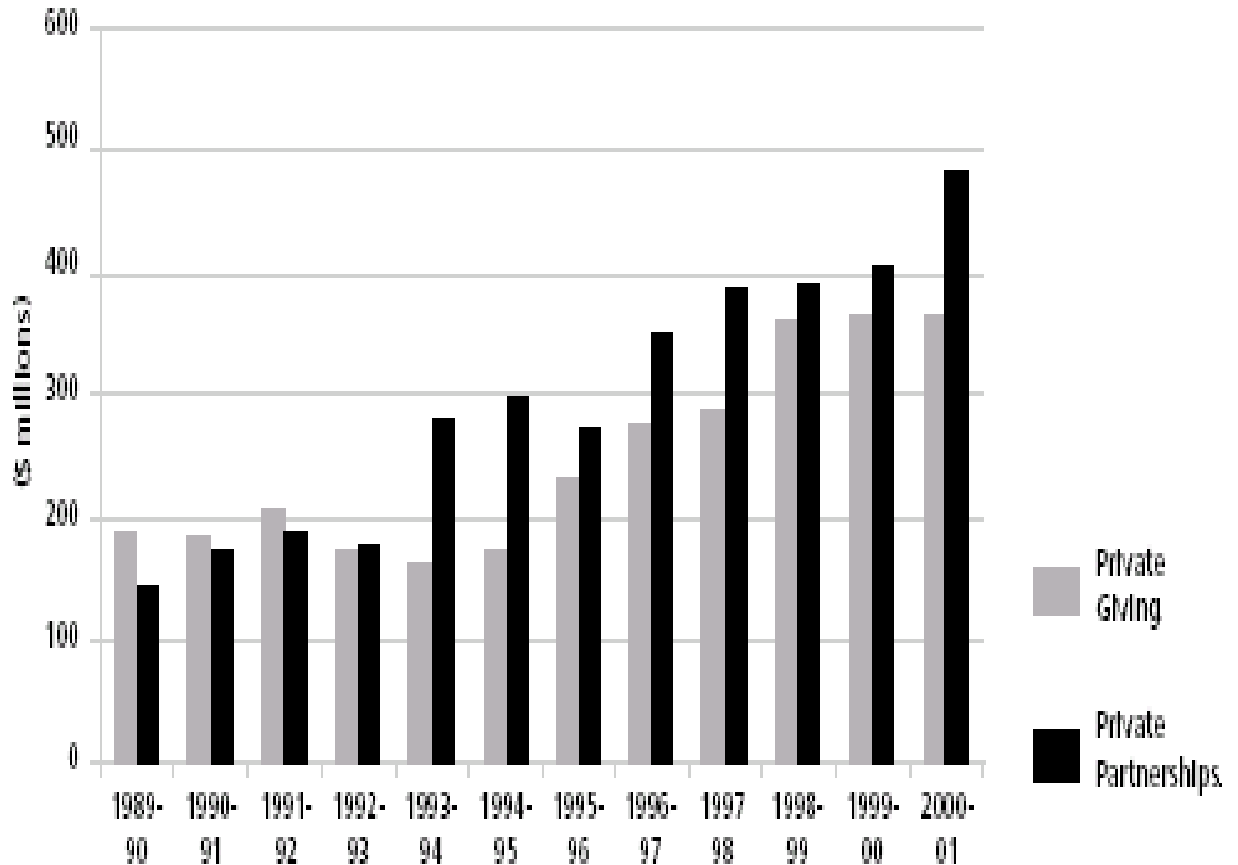
Privatization, contracting out, budget cuts and closures

Even before we look at how universities are responding to the double cohort and related factors, it is important to reflect on the increasing corporatization and privatization of the post-secondary education system. CUPE's own research shows that government withdrawal is part of a larger trend that facilitates and even promotes privatization across all sectors. Privatization is part of a larger agenda driven by corporate interests and it is accelerating rapidly in the post-secondary education sector as universities compete for corporate dollars to counteract budget shortfalls.

The Council of Ontario Universities (COU) has delineated the extent to which Ontario's Universities have implemented the Ontario government's privatization agenda. COU estimated that in 2000-2001, Universities "raised \$479 million in partnership with industry, foundations, and non-government organizations." The following chart illustrates the 418% increase in private partnerships in Ontario Universities since 1989-1990.

418% Increase in Private Partnerships in Ontario's Public Universities since 1989-1990.

Donations from Private Giving and Private Partnerships



(Source: Council of Ontario Universities, *Access to Excellence: Countdown to the Double Cohort*, December 2002)

The increased Private sector influence evident in the above chart, is demonstrated in a number of ways:

- Corporate CEOs sit on the governing councils of universities and influence decisions on everything on campus from tuition fees, programs to fund, to contracting out decisions.
- Corporate donations to universities

These “donations” come with “strings attached”. For example, Sony Classical Production’s loan of \$250,000 worth of high-end audio equipment gave the

company the right to have a voting member on a curriculum committee in the Faculty of Music at McGill University (5).

- Corporations funding “commercially-relevant” programs

Carleton University’s Computer Science Department received \$60,000 from five Ontario-based firms, including IBM, to upgrade undergraduate computer labs, with the explicit intention of taking a direct role in training future employees. (6)

- Corporate influence over entire departments

When multi-millionaire Joseph Rotman donated \$15 million to the University of Toronto, the University allowed Rotman to bring in an external expert to direct the Faculty of Management, to choose a PR firm to represent the Faculty of Management if they were not satisfied with the University marketing efforts, and Mrs. Sandra Rotman was promised a Faculty of Social Work chair endowed in her name. (7)

As Seymore Schulich (millionaire and namesake for York University’s School of International Business) has stated, ***“There’s a group of us on Bay St. who are trying to tell the government, ‘If you want to pull out of funding for universities, then allow the private sector to come in and give them the same tax incentives as the U.S.’*** (8)

At the University of Toronto, faculty chairs in one department were apparently selected in consultation with Nortel as part of an \$8 million deal for funding university research programs.

- Education moulded by the Corporate Community

Responding to a specific business need, the University of Waterloo established an MA in Taxation, *“[responding] to a call from business and industry for people who can advise them on how to decrease their tax burden and achieve their corporate goals”* (Globe and Mail, July 23, 1997)

- Public funds being diverted to support private sector research.

Corporations have found that they can utilize publicly funded universities and colleges to conduct research and in return they obtain high levels of control over research objectives and priorities. For example, the University of Western Ontario and Bayer Rubber of Sarnia teamed up to do research in polymer materials used in plastic and rubber products. The University of Toronto and Schering Canada are working together on new treatments for Alzheimer’s disease.

This whole area of corporate influence is deserving of more space. Other issues include the following:

- Outrageous tuition fees charged for privatized programs;
- “Corporatization” of the university itself, that is, the acceptance of corporate control over infrastructure, research and teaching through public-private partnerships and secret arrangements;

It is in the context of the increasing corporatization and privatization of post-secondary education that current developments in response to the double cohort must be viewed.

SuperBuild

The Ontario government is essentially forcing public private partnerships (P3s) onto the university sector through its SuperBuild growth fund. The government began dispersing its SuperBuild funds to the universities and colleges in the year 2000 and offered 50% funding (a total of \$700 million) to build facilities which would assist in accommodating the double cohort and beyond. Just as with other forms of public private partnerships, these arrangements are designed to produce private profit at public expense.

Universities are currently scrambling to finance huge campus construction projects across the province and it is still doubtful whether the system will be ready for the increase in enrolment next year. According to recent Ministry of Training Colleges and Universities data, 75% of the capital projects are already over-budget (9). There have been higher than expected construction costs which, in turn, has meant that institutions have had to arrange financing for up to 84% of the projects.

As a result, some universities are turning to “unorthodox methods” to raise the capital to finish construction of the projects. For example,

- The **University of Toronto** is raising external debt capital by issuing bonds to investors. At U of T, the cost of two projects has risen from \$208.25 million to \$284.45 million, with the SuperBuild grant only providing \$52.83 million;
- **McMaster University** also went further into debt to purchase \$120 million worth of bonds to sell. The University is also considering allocating a portion of a pension surplus (approximately \$75 million) to help offset capital expenditures. Apparently its SuperBuild projects will cost \$27 million more than they expected.

** If this is going forward, it should be of great concern to CUPE university members and to members of CUPE as a whole. We should be prepared to resist the stripping of our pension fund surpluses for the use of infrastructure investment.

- **York University and Seneca College** are jointly building a new Technology Enhanced Learning Centre and have decided to convert approximately 11 per cent of the originally projected building space to leased space. The idea is that the rental income will help offset the higher building costs (originally projected at \$76 million, now expected to exceed \$88 million). In this case, the government's SuperBuild contribution was \$47 million. Some observers have noted that although this may appear to be a sound business proposition, the University and College are having trouble leasing the space.
- **Ryerson University** has had to postpone the opening of its most important SuperBuild project until 2004. The \$65 million Centre for Computing and Engineering will accommodate 2,400 new student spaces in 24 classrooms and 72 labs.
- **The University of Guelph** now has to finance its Advanced Analysis Centre research and teaching facility to the amount of \$158 million. It was originally a \$90 million project and only had a commitment of \$45 million from the SuperBuild Fund.

In all, twenty-three projects have been completed and another 29 are scheduled to be completed by September 2003, according to Minister of Training, Colleges and Universities, Diane Cunningham. (10)

Clearly, the universities are not going to be ready to accommodate our youth as they enter university next year. An even more frightening prospect, however, is what the universities may be willing to do when pushed by the fast-approaching deadline and the financial burden they obviously have to bear in the absence of adequate provincial funding. Will it mean even greater tuition and fee increases? Will it mean dipping into pension fund surpluses? Will it mean budget cuts and attempts to contract out our work? These are the crucial questions we must ask and at the same time, prepare ourselves well to fight back against the further erosion of our jobs and the destruction of the quality of our post-secondary education system.

Contracting Out

Pressured by funding cuts and corporate influences, contracting out has become a huge issue for CUPE members in our university locals.

Many examples of contracting out exist. The University of Windsor, for example, contracted out the summer clean-up of residences, contracted out food services to Marriott, and then reversed their decision.

Two years ago, the University of Western Ontario began constructing five new buildings to accommodate the influx of double cohort students. However, all the work in those new buildings was contracted out to Service Master, a company with a record of paying their workers lower wages and as a result, there is high turnover and less accountability for the quality of their work.

Queen's University privatized some of its departments, laying off Arts and History faculty in the process and announced \$8 million in budget cuts.

As we move closer to the 2003/2004 school year and the completion of many SuperBuild projects, CUPE locals may find themselves once again in battle over contracting out in the new facilities.

E. Implications for CUPE members

Implications for Academic Workers

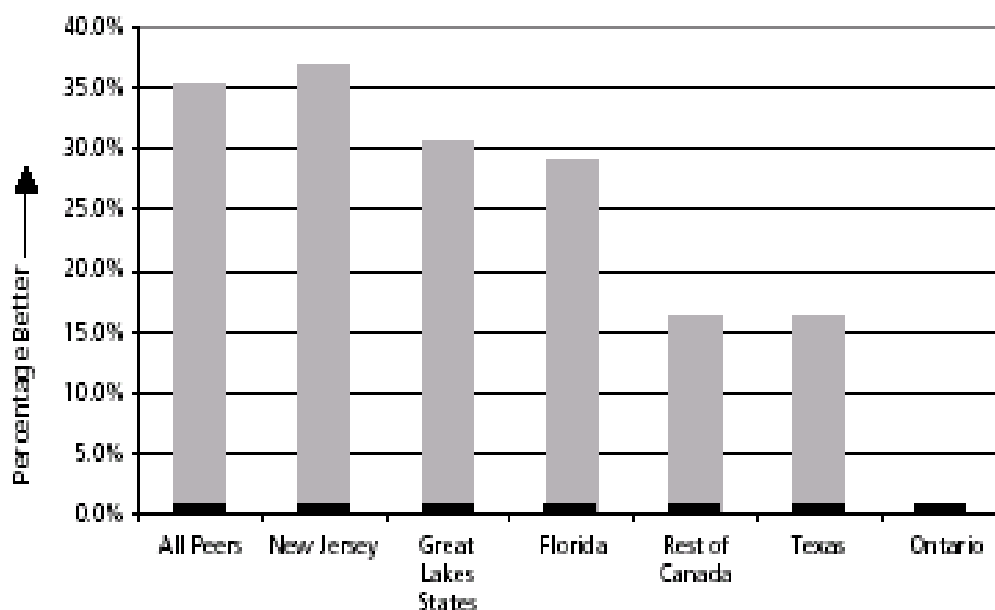
Universities are already facing a real faculty shortage crisis. In its 2001 research report, the Ontario Council of University Faculty Associations (OCUFA) estimated that an extra 15,000 faculty would be needed by the end of the decade to meet the increase in enrolment, respond to upcoming retirements by faculty and to improve the student-faculty ratio in Ontario universities. They estimate that we have lost the equivalent of 2,000 full-time equivalent faculty over the past decade. The Council of Ontario Universities (COU) has also called for the hiring of 13,000 to 15,000 faculty based on its research.

In his study of student enrolment and faculty recruitment in Ontario, Byron Spencer showed that even if no current full-time faculty retire before age 65, about 4,300 of the current 12,000 would be lost through retirement by 2010 (11). We assume that faculty requirements are related to student enrolment, the level of study, and whether enrolment is in part-time or full-time studies. In 1998/99 the overall student-faculty ratio was 20.5 (higher for first-year students, lower for other full-time under-graduate students and masters students, lowest for doctoral students). This is the latest year we have figures available for student-faculty ratios, but we do know that faculty numbers went up significantly in the 1990/1 academic year. Therefore, in Spencer's estimation, if we were to take this year (the highest level in the decade), as the standard to return to, we

would need to recruit at least 1,000 new faculty every year to the end of the decade.

On the question of student-faculty ratio, Ontario universities already have the second worst ratio in the country. In 1990/91 the ratio of full-time students to full-time faculty in Ontario was 17.1 and in 1997/98 it was 20.2. In the 1998/99 year, it went down slightly to 19.9. In the same year, the PEI ratio was 14.5, Manitoba was 16.9 and Alberta had the highest ratio of 20.5 (CAUT Almanac of Post-Secondary Education in Canada, 2002). Increased class size is a major health and safety issue for university workers. The following chart from the Council of Ontario Universities illustrates Ontario's poor performance with regards to faculty-student ratios:

■ **Faculty-Student Ratios Are Better in Other Jurisdictions**
(selected jurisdictions 1999-2000)



(Source: Council of Ontario Universities, *Access to Excellence: Countdown to the Double Cohort*, December 2002, p.5)

The chart demonstrates a serious gap in quality between Ontario's Universities and other Canadian and American Universities. Accordingly, If the universities do not hire the faculty necessary to meet increasing enrolment, either universities will have to turn thousands of students away or the consequence will be even greater increases in class sizes, a problem for students and staff alike. The quality of our universities is at stake and unless these universities

get the funding necessary to hire the required faculty, the surge in enrolment will be accompanied by a huge crack in the system.

Cheap Labour Pool

Workload is already a huge problem at universities and will only get worse with the impending double cohort and beyond. There is already the trend among universities to hire sessional instructors instead of full time faculty. Sessional instructors are usually doctoral students hired on contract to teach one or more courses. They are paid much less than full time faculty, receive fewer benefits and have little job security. Now, in almost every university work is being transferred to non-sessionals, cheaper labour for the employer. For example, when Carleton University needed to hire more faculty, they instead tried to eliminate the cap on the number of sessionals they could hire for three years and hire graduate students as sessionals.

Universities are already relying more on Teaching Assistants (TAs), Course Directors and contract faculty to deliver programs. Statistics Canada shows that although the number of full-time faculty fell 7.5% from 1990/91 to 1997/98, universities hired more part-time faculty (+9.9% or from 25,672 in 1990/91 to 28,222 in 1997/98). Enrolment was up 3.9% during the same eight-year period. Ontario figures indicate that figures went from 9,116 in 1990/91 down to 8,587 in 1993/94, then from 8,561 in 1994/95 to 8,717 in 1997/98.

The increasing exploitation of Sessionals, Teaching Assistants, Course Directors and Contract Faculty was a topic of discussion at a recent Ontario University Workers Coordinating Committee (OUWCC) meeting:

- At **Guelph University, CUPE Local 3913** observed that in 1995 the ratio of students to TAs was 65; in 2000 it went up to 75 and in 2003 it is up to 95.
- **TAs at all universities** echoed the words of a Guelph TA who said: “ We have to pay tuition to get our jobs, but if tuition rises, we will not be able to afford to study; we are the only ones who have to pay to get paid!”
- At **Brock University , CUPE Local 4207** report that TAs have become dispensable; they have lost their office space. As one member put it, “How can I have office hours for students if I have no office?”
- **Brock** workers now have to fight the introduction of a category of workers called “staff positions” who would teach the same courses but would not be members of CUPE and would not pay dues!

- At **McMaster University CUPE Local 3906** reported that the employer is trying to exploit undergraduates by paying them \$15.50 an hour to teach courses, compared to the approximately \$30.00 an hour for TAs.
- Similarly, at **York University, CUPE Local 3903** is finding that the Graduate Assistants are becoming a cheap labour force at York as the work is shifting downward. As well, international students are being exploited, drawn here for the price they pay in fees, promised teaching jobs to help offset their fees, but facing huge debts as they try to survive with limited resources.
- At **Ryerson, CUPE Local 3904** is facing increasing casualization of work. The University is not hiring full-time faculty and downloading the additional work onto sessionals. Ryerson is not only increasing class sizes, but “taking away the weekend” as evening sessional faculty are required to teach on Friday nights to alleviate the pressure of additional students and inadequate space, and now there is talk of Saturday classes too.
- Also at **Ryerson**, the casualization of labour has meant that in some cases, you may have a second year university student working with a fourth year lab class! TAs report that in some labs students cannot even use their solar calculators, it is so dark!

In an article entitled, “Welcome to a World of Higher Education after Tax Cuts”, Associate Professor Mark Neufeld of Trent University, writes that the ratio of students to professors in his department has almost doubled in ten years because more students are attending and retired professors are not being replaced. “Instead of faculty renewal, we have been offered ‘marking money’ which can then be used to hire graduate students at other universities to help lighten the load.” (12)

As in all other workplaces, the employer will try to drive a wedge between full-time permanent workers and workers who are TAs, course directors and contract faculty, and we must resist these attempts and ensure that all workers are protected equally.

Implications for Support Services

Clearly, with the enrolment predictions, there are going to be huge shortages of all university staff, especially those who work in custodial services, in libraries, provide academic and technical support, administer financial assistance, counselling, work in food services, residences, parking, security or maintain the grounds. On the one hand, it should mean a massive increase in employment in all of these areas. However, it is this group of workers who will have to fight even harder to maintain their jobs as they face the onslaught of lean production

in the university sector. The threat of downsizing and contracting out as well as the increased workload – these are the realities of support service workers every day.

Ontario university workers have clearly documented the effect of increased workload on their members in the Ontario University Workers Coordinating Committee (OUWCC) Workload Survey conducted amongst workers in the support services earlier this year. (13) This is just a sample of what workers had to say about conditions in their workplaces:

- 61% of respondents suffered from headaches or migraines
- 84% of respondents experienced feeling run down
- 73% of respondents experienced feeling exhaustion
- 90% suffered from frustration
- 72% experienced anger
- 76% suffered from anxiety
- 45% of respondents have suffered from repetitive strain injury
- 48% have suffered from a back injury
- 40% have suffered from neck injuries

When asked what employer actions are contributing to their workload,

- 65% of respondents reported staff reductions are a factor
- 80% said they have been given additional duties
- 51% identified cutbacks to funding as a contributing factor to their workload

This survey has collected the evidence, has revealed that CUPE members are being overworked and are suffering now. It has shown too how the lives of workers' families are also being subjected to additional pressures brought on by overwork and stress. It is a powerful tool to use with the university employers as CUPE locals continue to bargain with them for job security, increased jobs, better health and safety protections, coverage for vacation and sick leave, family leave, more training and other solutions recommended by CUPE members who participated in the survey. All of these are crucial in light of the tremendous increases expected in student enrolment over the next decade.

So far, however, despite another 90,000 new students entering the system, there is little evidence to suggest that new maintenance, custodial and teaching positions have been budgeted for. At the University of Toronto, for example, they would have to hire an additional 67 full-time library workers and 158 more full-time service workers to maintain the current staffing ratio.

At the recent OUWCC meeting, CUPE members had more examples of increased workload and deteriorating conditions:

- At **Queens University, CUPE Local 1302** members are faced with 4% budget cuts over the next three years and the loss of 17 – 20 jobs (Library Technicians and Librarians). As in many universities, as people leave they are not being replaced. The library is contracting out the cataloguing of material coming in and the current backlog of material. The university wants to move to self-check-out of books eventually. There are fewer and fewer members to serve the students now – and this is before the expected influx next year and thereafter!
- At the **University of Toronto** within **CUPE Local 1230**, the permanent staff of 500 has been reduced to 175 full-time workers. Basically, they are being replaced by students, once again creating a cheap labour pool from an available group of vulnerable students. The last ten years have been lean years and it is getting worse according to members. Now, the main library is open 24 hours, which means a huge difference in working conditions for CUPE members. They are cutting the hours of the students who work there and putting the aging workforce under greater stress. Since June 2002, 17 people have retired and not one has been replaced.
- At the **University of Waterloo**, according to **CUPE Local 793**, 400,000 square ft. of new floor space is expected and instead of adding staff, the University is talking of cutting 5 custodial positions.

F. How do we prepare ourselves for the massive changes ahead in our universities?

Clearly, more funding is necessary to keep the system alive. As we prepare our arguments, CUPE members are well positioned to find out what is happening within each of their institutions. Of course, this will be easier in some universities than others. Here are some suggested steps:

Step 1

Gather the information

- Collect all financial reports (e.g. University of Toronto National Report, 2001);
- Search for planning documents (e.g. Guelph University Master Plan – Final Report Sept. 24, 2002) Economic Impact studies (e.g. Trent University Economic Impact Study, 1999 - 00);
- Check for “Double Cohort Plans” in each of your universities; and
- Find allies in different university departments who may have access to more specific information passed on in department meetings or other meetings.

- Research the corporate connections at your university; find out how many CEOs of corporations sit on the Boards of Governors

Step 2

Raise questions in Labour-Management meetings. For example, if University X is predicting _____ % increase in student enrolment, how many faculty (full-time and contract) will be hired? How many support services staff will be hired? Where are the jobs located? Do we have assurance from the university that work to be done in all new buildings stays within the bargaining unit? (see CUPE information on language for Restriction on Contracting Out).

The same questions can be raised at Boards of Governors meetings, sub-committee meetings and any other university meetings where members can gather more information on the university's plans.

Step 3

Organize Budget Workshops. These will be designed to prepare local activists to look critically at their own employers' budget and ask the following questions:

- Where has the university budgeted for additional staff in all areas to deal with the increased workload? (using our Workload Survey where possible);
- Is the university planning to contract out services performed by our members?
- Are new buildings being staffed with current bargaining unit workers or contracted out?
- Is the university raising tuition to cover additional costs?
- What is happening to the deferred maintenance?

Step 4

Collect as much information as possible before and during bargaining with the employer.

Step 5

Read all newspaper reports (local and national) on the universities and preparation for the double cohort/baby boom echo/ demographic changes. Check websites of all groups studying the double cohort and its effects on students and staff.

G. Putting Pressure on the Universities and the Ontario government

1. At the bargaining table.

The main arena of struggle where we can effectively continue to put pressure on the universities is at the bargaining table. Many CUPE locals in Ontario are in bargaining now and, in some cases, the employer is trying to impose concessions in areas like increased benefit costs for workers through proposed co-sharing of drug plans. (14)

Elsewhere, however, we have already won very important language on contracting out. At York University, CUPE local 1356 was successful in getting the employer to sign a Letter of Understanding regarding work in all new buildings at the University:

“Letter of understanding – Staffing of Newly Owned University Buildings

The University agrees that newly owned University buildings for which an occupancy permit has been received during the term of the collective agreement (“new buildings”) will be covered by the certificates issued by the Ontario Labour Relations Board dated March 1, 1971 and August 19, 1998.”

Locals in bargaining seeking improved job security, bargaining unit security and tuition increase protection language, need to coordinate and connect their demands to the double cohort issue. At McMaster University, CUPE Local 3906 is talking to the employer about the double cohort every time they meet at the table. The Local has 30 questions to ask, two-thirds of them on the impact of the double cohort.

2. Working together with others in the community to raise the alarm.

Since the Ontario government’s initial announcement of the “Double Cohort”, many organizations have been producing research, conducting surveys and writing reports, all resulting in calls for the Ontario government to step in with adequate funding for the changes ahead.

A People for Education study of Ontario colleges and universities raised serious concerns in a number of areas – student spaces, class sizes, admission standards and fair evaluation, operating grants, residence beds and capital spending. (15) They recommended the following:

- That the government commit to additional funding for 2003/04 through 2006/07 at levels that truly reflect the anticipated increase in student numbers caused by double cohort.
- That the government's allocation of these funds be based on a flexible formula that ensures operating grants are paid on the basis of actual, not projected enrolments.
- That the additional operating grants designated for the double cohort be released by the government in a timely fashion so that institutions can begin the hiring process that will result in faculty being in place in 2003/04
- That the government, in cooperation with students and educators, ensure that a province-wide policy ensuring fair and equitable evaluation of the grades of both graduating classes is established by June of 2002.

In March 2002, the Ontario Council of University Faculty Associations (OCUFA) released the results of a study done for them by Feedback Research Corporation. (16) The media release title summed up the message conveyed in the survey: "Ontario Parents Feel Tory Policies are Hazardous to Their Kids' Education." According to the results, a majority of residents (75%) surveyed since September 2001 are concerned that Ontario children will be unable to attend publicly funded university in Ontario. Also, 81% of parents with children about to enter the post-secondary system expressed the same level of anxiety about their kids' inability to pursue their studies.

Those surveyed singled out high tuition fees, a general lack of preparedness and the poor performance of the Ontario government in dealing with post-secondary education as the main reasons for their concerns.

The Canadian Federation of Students has been tireless in their efforts on behalf of Ontario students in consistently calling for additional resources from the Ontario government to deal with an impending crisis in accessibility to quality post-secondary education in this province.

CUPE has been working closely with the Ontario Federation of Labour and all public education coalitions to challenge the government on its promise that there will be "*a place for every willing and qualified student in Ontario*" when the double cohort takes effect.

H. CUPE's Campaign to "Expose the Exploitation"

CUPE will be conducting a campaign beginning in the 2002/ 2003 school year to document the budgeting problems at each university and expose the

miserable record of the Ontario government in dealing with the double cohort and beyond.

The campaign theme(s)/ key messages will be:

- **Equal access to a quality higher education is not negotiable.**

Raising tuition will create an unacceptable situation where children from wealthy families will be the only ones able to afford a quality post secondary education.

All working people demand equal access to post secondary education regardless of their class, ethnicity, ability, race, sex, sexual orientation or religion. Communities already disadvantaged socially, economically because of sexism, racism, homophobia and ableism will be facing higher barriers to a quality education.

- **Quality post secondary education is an investment in the future – the future of our children, families, community and economy**

Raising tuition, contracting out and increasing workload for university workers are not the solutions to deal with the double cohort.

CUPE members are not paying the cost of increased enrolment with our union jobs and higher tuition.

Universities have to budget for increased staff and governments have to provide adequate funding.

Campaign Strategies:

We will be developing this campaign with our university locals throughout Ontario. Elements of a campaign may include:

- Budget workshops;
- Campaign materials with a recognizable theme;
- Organizing a press event with PSE coalition partners to highlight problems of how universities are coping with the double cohort;
- CUPE leadership to meet with the COU and the Ontario government to exert pressure and gain media attention regarding how double cohort issues impact on CUPE members and working people in general;
- Organizing “Expose the Exploitation” workshops/teach-ins on campus;
- Using the “Organize the Organized” campaign materials to develop action plans on campus;

- Developing a petition or post-card campaign to educate and engage the rest of the labour movement; have the petition presented at a press conference and raised in the legislature;
- Adapting materials to make the double cohort an election issue (e.g. OFL People's Charter materials on PSE);
- On-campus activities could include lobbying the Board of Governors, button days, sit-ins, rallies, campus newspaper articles, teach-ins for students, etc.;
- Producing a video of the "Chaos on Campus" as we lead up to the double cohort;
- Being prepared for every relevant announcement (e.g. Nov.1 when enrolment figures come out; Jan/Feb. 2003 when university applications are in; April 2003 when acceptance letters go out to students, etc.); and/or
- Joining with Ontario's cultural communities and communities of colour to highlight the issue of inequities in accessibility to PSE.

Conclusion

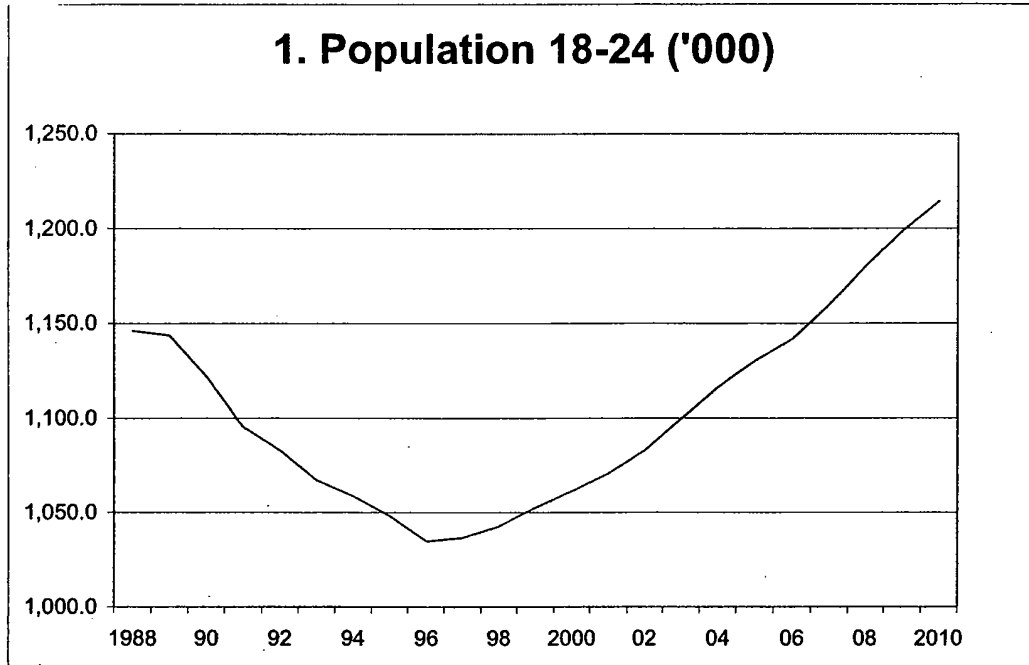
CUPE members and their families are part of a proud history of fighting for public education in Canada. We cannot stand by and watch the destruction of our public post-secondary education system that is taking place under this Ontario Conservative government. Our universities are already heading down the road of privatization and corporatization. Now, faced with a funding crisis and strangling debts from the SuperBuild fiasco, these universities are forcing students and their families to make up the difference. This is unacceptable at all levels. CUPE will continue to work in PSE coalitions, with students and our communities in demanding an end to the erosion of this system. Our members are key to the delivery of a quality, affordable, accessible post-secondary education system. "Universities Work Because We Do!"

List of References

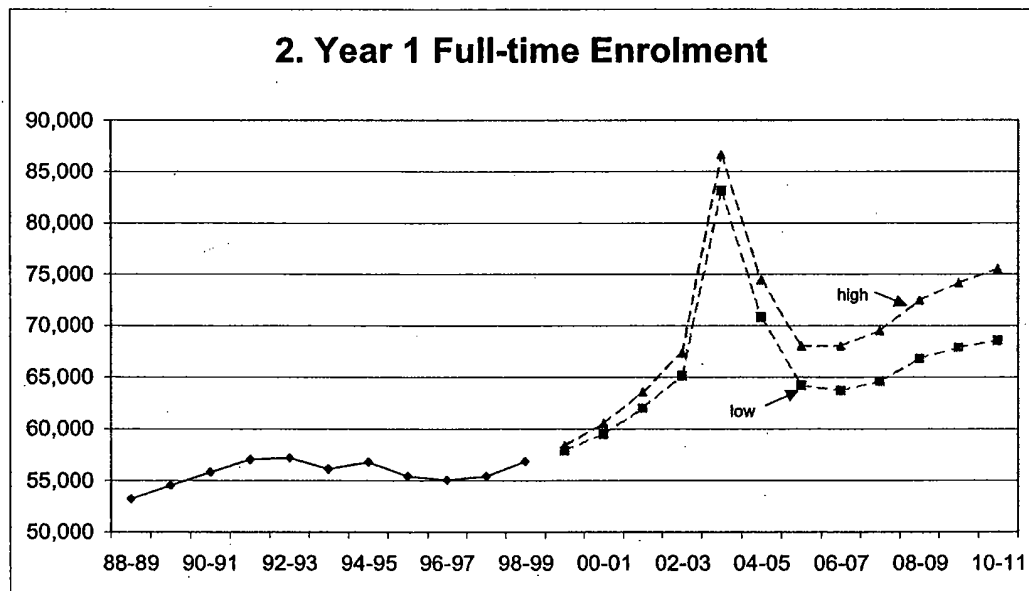
1. Article by Sarah Schmidt, National Post, December 18, 2002
2. Ibid
3. Ontario Council of University Faculty Associations (OCUFA), May 2002 – speaking notes
4. Canadian Association of University Teachers (CAUT)Pre-Budget Submission, Sept. 2002
5. “Higher Education, Limited. Private money, Private Agendas”, article by Erika Shaker and Denise Doherty-Delorme in Education, Limited. Vol. 1, No. 4
6. Ibid.
7. Ibid.
8. Ibid
9. Article by Sarah Schmidt, National Post, September 16, 2002
10. Ibid
11. “Student Enrolment and Faculty Recruitment in Ontario: the Double Cohort, the Baby Boom Echo, and the Aging of University Faculty”, a paper by Byron Spencer, McMaster University, October 2001
12. CAUT Pre-Budget Submission
13. OUWCC Workload Survey
14. See CUPE The Facts, “Fighting benefits takeaways”
15. A Report on the Double Cohort: Their Future’s at Stake, People for Education, Feb. 2002
16. Feedback Research Survey prepared for OCUFA, Mar. 2002

Appendix A

Table 1 Potential for 88,900 More Students by 2010

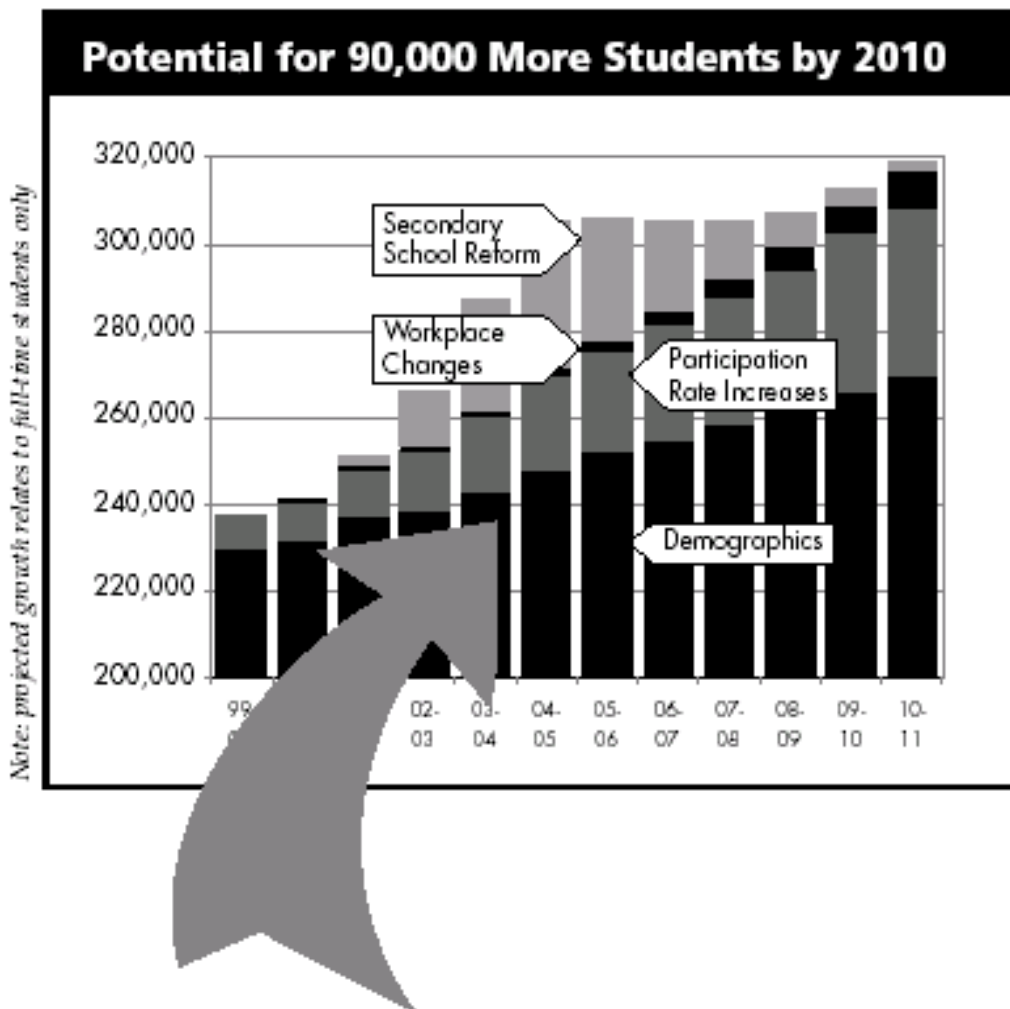


Source: Figures for 1988 to 1996 from Statistics Canada; figures for 1997 to 2010 from McMaster MEDS projection system (standard projection).



Source: Calculations for 1988-89 to 1998-99 based on special tabulations from Statistics Canada; projections based on model of enrolment.

Note: The fraction of the population that enrolls is centred on 19- (and then 18-) year-olds; the double cohort is phased in between 2000-01 and 2006-07. In the "low" projection that fraction is held constant; in the "high" projection, it increases by about one-tenth.



(Source: Council of Ontario Universities, *Access to Excellence: Countdown to the Double Cohort*, December 2002, p.3)