

UNIVERSITY OF TORONTO

(Revised)

THE GOVERNING COUNCIL

REPORT NUMBER 112 OF

THE UNIVERSITY AFFAIRS BOARD

January 21, 2003

To the Governing Council,
University of Toronto.

Your Board reports that it met on Tuesday, January 21, 2003 at 5:00 p.m. in the Council Chamber, Simcoe Hall, with the following members present:

Dr. John P. Nestor (In the Chair)
Ms Durré Hanif, Vice-Chair
Dr. Thomas Simpson, Chair of the
Governing Council
Professor David Farrar, Vice-Provost,
Students
Mr. John Badowski
Dr. Robert M. Bennett
Dr. Shari Graham Fell
Ms. Margaret Hancock
Mr. Jason Hunter
Professor Bruce Kidd
Ms Françoise Ko
Mr. Sean Mullin
Mr. Colm Murphy
Ms. Cheryl Shook

Ms. Maggy Stepanian

Non-voting Members:

Ms. Susan Addario, Director of Student Affairs
Mr. John Bisanti, Chief Capital Projects Officer
Ms. Marilyn Van Norman, Director of Student
Services
Professor Ron Venter, Vice-Provost,
Space and Facilities Planning

Office of the Governing Council:

Mr. Neil Dobbs
Ms. Cristina Oke
Mrs. Beverley Stefureak, Secretary

Regrets:

Ms. Karen Lewis
Professor Michael Marrus
Ms. Catherine Riggall
Ms. Parissa Safai
Mr. Janakan Satkunasingham
Dr. John Wedge
Ms. Geeta Yadav

In Attendance:

Mr. David Melville, Member of Governing Council
Mr. Chris Ramsaroop, Member of Governing Council
Mr. Dan Bandurka, President, Scarborough Campus Students' Council
Mr. Sam D'Angelo, Staff Sergeant and Operations Manager, Police Services, St. George
Campus
Mr. Jim Delaney, Assistant Director, Student Affairs
Mr. Darcy Griffiths, Manager of Police Services, University of Toronto at Scarborough
Mr. Dan Hutt, Manager of Police Services, St. George Campus
Mr. Len Paris, Manager of Police Services, University of Toronto at Mississauga

ITEM 3 AND 4 ARE RECOMMENDED TO THE GOVERNING COUNCIL FOR
APPROVAL.

ALL OTHER ITEMS ARE REPORTED TO THE GOVERNING COUNCIL FOR INFORMATION.

1. Report of the Previous Meeting

Report Number 111 of November 19, 2002 was approved.

2. Business Arising from the Report of the Previous Meeting

There was no business arising.

**3. Capital Project: University of Toronto at Scarborough: Parking Expansion and Roadway Improvements - Project Planning Report
UTSC Parking Ancillary: Fee Increases**

The Chair noted that, in considering this motion for concurrence, members should focus primarily on how the project affected the service levels provided to members of the University community. Members should also consider the project's impact on the financial viability of the parking ancillary and the appropriateness of any required user fee changes. He pointed out that the Board also was being asked to consider a recommendation to the Governing Council to approve locked-in rates of increase for the parking ancillary at the UTSC for the remainder of the planning period to 2007-08. Because rates were normally approved on an annual basis by the University Affairs Board, this was a departure from the usual practice. However, the business plan for the project assumed the revenue from defined rate increases to support these first few years of the mortgage. In order to ensure full transparency, it was, therefore, important that the rate increases be pre-approved concurrent with the approval of the project in principle.

The Chair invited Professor Ron Venter to introduce the item. Professor Venter reviewed the highlights of his memorandum of January 6, 2003 (attached hereto as Appendix "A"). The need for this project was driven by the anticipated surge in demand for on-campus parking as a result of rapidly increasing enrolment in the next year or two, as well as the demands of students attending lectures at the Centennial College building on the UTSC campus. Additionally, four new buildings were under construction at UTSC. The impact of these, plus the Centennial College building, relative to City of Toronto parking by-law compliance required a considerable expansion of the parking facilities and some right-of-way improvement. Professor Venter reviewed the funding model for the project, pointing out that it included costs for long-term maintenance of the parking spaces. He viewed this as a good project with a solid business plan, which required parking rate increases for the remainder of the planning period to 2007-08, as outlined, in order to work. Finally, the need for this to proceed was urgent; 1,250 of the new spaces were required to address the Centennial College need with the larger balance being needed for UTSC. Increased enrolment was expected in, and the new buildings would be completed by, September 2003. From the perspective of increased demand and by-law compliance, these parking spaces needed to be available at that time.

A member asked how the rate increases would affect students with cars in residences at the UTSC. The Chair undertook to have this reported back to the member. (*Secretary's*

note: Following the meeting it was confirmed that all users of parking at UTSC, including students in residence, would be affected by the rate changes.)

**3. Capital Project: University of Toronto at Scarborough: Parking Expansion and Roadway Improvements - Project Planning Report
UTSC Parking Ancillary: Fee Increases (cont'd)**

A member asked what efforts were underway to increase public transportation options for the UTSC campus. Professor Venter reported that the administration at UTSC was in ongoing discussions with the City of Toronto about improved accessibility to public transportation for members of that campus community. The new Student Center had been designed to include TTC access adjacent to the building. However, it was important to note that the catchment area for the UTSC included a wide number of communities outside of Toronto. It was estimated that approximately 40% of the enrolment at UTSC did not reside within those areas that were serviced by the TTC.

Responding to a question, Professor Venter said that, despite increased access to and lower pricing for public transit, there continued to be tremendous demand for parking at both the UTSC and UTM. At both campuses, construction of new parking facilities had been driven mainly by student demand. Speaking from personal experience, a member added that, in his view, this was a necessary project. The UTSC attracted students in large numbers from the 905 area and the campus would experience about a 100% growth in enrolment in the next year or two. It was important to provide sufficient and safe parking for those students.

A member asked about comparative rates between UTSC and UTM. Professor Venter responded that parking rates assumed in this proposal were similar to those at UTM. Approaches to the provision of parking facilities at the two campuses were different. UTM was concerned with preservation of green space and had elected to construct underground parking while UTSC was faced with a large tract of land that, because of gases in the soil, was not suitable for anything but surface use. UTSC had maximized the use of that space by opting for surface parking, for now. The prices of parking at the two campuses were comparable but the mix of parking type was different.

The Chair asked if the administration had confidence that demand for parking spaces would hold given the proposed rate increases. Professor Venter indicated that there was no doubt UTSC would grow significantly in the immediate future and, with that growth, there was every expectation that demand for parking would remain high. As an illustration of how significant access to parking was at UTSC and UTM, he said that at one of those campuses class scheduling was linked into parking availability because the administration had learned that students would avoid registering in classes where the time slot presented a parking problem for them.

The Chair granted a request from Mr. Bandurka to speak. Mr. Bandurka said he wished to draw attention to what, in his view, was a change in scope for an ancillary. With the approval of this project, ancillary fees would be expected to finance the mortgage. He had no doubt as to the need for the project but he also wished to note that approval of the project would allow the administration at UTSC to relax their lobbying efforts for more public transit access. He thought it ironic that, in order to meet the mortgage, the University would have to rely on students preferring private transport to public.

In response, Professor Venter expressed sympathy with the continuing need for public transit improvements. It was his view that the administration at UTSC was keenly aware of this need and that their lobbying efforts would not be relaxed.

**3. Capital Project: University of Toronto at Scarborough: Parking Expansion and Roadway Improvements - Project Planning Report
UTSC Parking Ancillary: Fee Increases (cont'd)**

On motion duly moved and seconded,

YOUR BOARD CONCURS WITH THE RECOMMENDATION OF THE
ACADEMIC BOARD

THAT the Project Planning Report for the Expanded and Renovated Outer Parking Facilities at the University of Toronto at Scarborough, to allow for the provision of a total of 2399 parking spaces and Right-of-Way Improvements, be approved in principle;

THAT the project cost of \$10,150,000 be approved, with the funding sources for the Outer Parking Facilities and the Right-of-Way Improvements to be as follows:

For the Outer Parking Facilities,

- (i) UTSC Parking Ancillary allocation of \$232,000,
- (ii) Contribution identified within the Academic Resource Centre project of \$184,000,
- (iii) Financing of a mortgage in the amount of \$7,797,953 to be repaid from parking fee revenues over a 25-year amortization period at 8% per annum.

For the Right-of-Way Improvements,

- (iv) Contribution from Centennial College for \$790,000 to support right-of-way improvements consistent with an agreement with Centennial College,
- (v) Contribution from UTSC of \$1,110,000 derived from the funds received from the Centennial College SuperBuild Lease Agreement.

On motion duly moved and seconded,

YOUR BOARD RECOMMENDS

THAT, to meet the funding requirements of the Outer Parking Facility, approval be given to allow the University of Toronto at Scarborough parking ancillary to increase fees by 25% in each of 2003-04 and 2004-05 and by a minimum of 5% for each of 2005-06, 2006-07, and 2007-08, with the understanding that an increase of a higher percentage may be approved by the University Affairs Board on an annual basis, if needed to meet currently unforeseen circumstances.

4. Policy on Compulsory Non-Academic Incidental Fees – Proposed Revisions

The Chair invited Professor Farrar to introduce this item. Professor Farrar referred to his memorandum of January 10, 2003 (attached hereto as Appendix “B”). There was long history to the consideration of the policy changes proposed therein. For many years, it had been recognized that students with a low course load were unfairly assessed with respect to non-academic incidental fees. In that regard, the University of Toronto was an anomaly within the Ontario system. Over the past five years, there had been considerable consultation and discussion with student leaders and significant input from the students affected by this *Policy*. The change by the UTSC to a trimester system and the concurrent revision to the definition of what constituted full-time study by the Faculty of Arts and Science had been the driving factors for submission of the proposal to revise the *Policy* at this time.

Professor Farrar noted that the proposed changes were revenue neutral for the University but would mean that both part-time and full-time students would be paying a lower incidental fee. In the case of the former, where a student was taking fewer than three full-course equivalents, the reduction from 30% to 20% of the full-time fee would mean a considerable saving. Students who took three to four full-course equivalents would now be paying a higher non-academic incidental fee but, as full-time students, they would now be eligible for UTAPS. This was seen as advantageous by those students.

There had been consultation with student groups over the past year. The Graduate Students’ Union (GSU) and the Students’ Administrative Council (SAC) both saw the changes as positive. The Association of Part-time Undergraduate Students (APUS) recognized the benefits in the policy changes to some students but also had concerns about the impact these would have on the membership of APUS. Professor Farrar said that the administration was prepared to assist APUS with the financial impact of this change, during the period of transition, and an invitation had been extended to APUS to discuss how this could be done effectively.

Mr. Ramsaroop had requested permission to speak to this item and was invited to do so. He circulated an open letter to members of the Board from the President of APUS. Mr. Ramsaroop urged that this question be tabled at least until the results of a study of part-time students currently underway had been completed. In his view, the impact on those students taking 3 and 3.5 courses had not been carefully considered. While he agreed that the increased access to UTAPS was good, he considered that efforts toward ensuring that all students had access to both UTAPS and OSAP would be more positive. He believed that the members of Governing Council representing the part-time undergraduate student constituency had not been involved in the discussions leading to the proposed changes and that, given the impact on them, they should have been fully consulted. He cited the recently completed review of OSAP as an excellent example of effective consultation and of the administration working with students in a positive and productive way. He urged that the motion be tabled to allow that kind of process to unfold. Mr. Ramsaroop also believed that students should be allowed to decide by a democratic vote whether they wished to belong to APUS or to SAC. Finally, he was not convinced that the University would be able to manage the financial assistance necessary to help APUS through the transition period following this change to their membership.

4. *Policy on Compulsory Non-Academic Incidental Fees – Proposed Revisions* (cont'd)

Mr. Melville had requested permission to speak and was invited to do so. He cautioned members that what was before them involved important changes. He found the consultation leading into this proposal to be wanting. In his view, the proposed changes did not effectively represent the students in the group that would be affected, namely those taking 3 or 3.5 full-course equivalents. Mr. Melville did not believe that the genesis for the proposed changes was in the membership of that group and he believed it was important that their views be represented. This was not a simple situation of just looking at numbers and he urged that, until the views of those students were known, this policy change should not be approved.

In response, Professor Farrar indicated that the policy changes were necessary because of the changes made by academic divisions to the definitions of part-time and full-time students. Since his involvement was recent, he invited Ms. Addario to respond to several of the other points that had been raised by the speakers.

Ms. Addario confirmed that consultation with student groups had been going on for the past five years. A proposal to address the relative equity in charging student incidental fees had been discussed in detail 4 ½ years ago but consensus had not been reached at that time. She recalled that all three student governments had been actively involved in these discussions since the beginning. With the change to trimestering at UTSC, it became necessary to address the revisions to the *Policy* sooner rather than later. The administration had recognized that there would be an impact on APUS and had met with them in September to alert them that a change in the definition of full-time students was being proposed. Several attempts were made to schedule a meeting with the student governments to discuss the proposed changes. SAC and GSU attended the meeting but APUS did not. In determining how the *Policy* could be appropriately revised, the administration had looked at the data generated by APUS on student reporting why they chose part-time over full-time study. Prominent among the reasons were commitments to family, employment and other activities. Inability to afford full-time tuition rated low in the responses. Ms. Addario noted that the Office of Student Affairs heard from many part-time students about the need to address the issue of equity for part-time students. She shared the content of a letter received in 2000 from a part-time student. That student had expressed significant dissatisfaction at the very high incidental fees charged to part-time students taking only one course. Those fees made it impossible for her to continue her studies at this University and she had chosen to continue studies at Ryerson Polytechnic University. Ms. Addario said the proposed revisions to the *Policy* addressed an important issue of fairness and needed attention now. The Faculty of Arts and Science was going ahead with the change in the definition of what constituted full-time study and, if the Board were not to approve the proposed policy changes, approximately 2,500 students on the St. George campus and at least 1,000 at each of UTM and UTSC would be adversely affected. In summary, she believed the proposed changes were fair to all students, and significantly fairer for low-course-load students.

In response to a question, Professor Farrar indicated that the whole issue of financial support for all students was something that he hoped to consider once he became familiar with the very complex and interrelated issues of student aid and accessibility. Speaking in support of that approach, a member noted that student financial aid was an evolving matter. He believed the University had made enormous advances in the past few years and that the question of support to part-time students was being addressed to the best of the administration's ability.

4. Policy on Compulsory Non-Academic Incidental Fees – Proposed Revisions (cont'd)

A member wished to place on record her awareness that the administration had consulted widely on the policy changes. In her view, some members of the University community had decided not to participate in the discussions, and it was wrong to suggest that it was the fault of administration.

A member, speaking as Registrar at Woodsworth College, agreed that a lot of discussion had taken place. About 1,100 of the 2,500 students affected by the change in the definition of full-time study were registered through Woodsworth and about 90% of those would prefer to be recognized as full-time students. This recognition outweighed their concern with the increased incidental fees they would be required to pay as full-time students.

On motion duly moved and seconded,

YOUR BOARD RECOMMENDS

THAT the amendments to the *Policy for Compulsory Non-Academic Incidental Fees* as outlined in the January 10 proposal included in Appendix "B" attached hereto be approved, to be effective 1 May 2003.

5. Annual Reports 2001: Police Services (3) – St. George, University of Toronto at Mississauga, University of Toronto at Scarborough

The Chair welcomed Messrs. Hutt, Griffiths and Paris to the meeting. He noted that in the past there had been a significant lapse of time between the reporting period and the date on which these reports were presented to the Board. This would be corrected this year. The Board would be receiving the 2002 annual police reports at its April meeting and henceforth they would be on a spring agenda in an effort to keep the discussion more relevant to the reporting period.

The Chair invited Mr. Hutt to present the St. George Campus Annual Police Services Report, 2001. Mr. Hutt noted that this was the report that covered the period of September 11. The St. George campus had reacted to the disaster in a peaceful and realistic way. In his view, the most significant lasting effect had been greater awareness of personal safety issues and a greater reliance on campus police services to maintain a safe climate. He reported that the Walk Safer program had been used extensively, as had the services of the Community Safety Co-coordinator. Mr. Hutt noted that there were no alarming statistics this year, though the reporting was somewhat different.

Police Services at St. George campus had been able to enhance service delivery, expanding services to the federated universities. Conversations with the presidents of the federated universities were underway aimed at developing plans to offer services more in line with those provided to the remainder of the St. George campus.

Mr. Hutt reported that the division remains chronically understaffed. They had high recruitment standards and they were competing in an active market for qualified individuals. He was working within the collective bargaining process to develop an employment package that would attract and retain good people. In closing, he reported that the Service had been able to deliver on its mandate with the cooperation of faculty, staff and students.

5. Annual Reports 2001: Police Services (3) – St. George, University of Toronto at Mississauga, University of Toronto at Scarborough (cont'd)

A member noted the decrease in the number of homophobic hate crimes and wondered if that might be attributed to the Positive Space Campaign. Mr. Hutt replied that the Campaign might account for part of the reduction; occurrences in 2002 were also low. He credited the improvement to greater awareness and acceptance.

The Chair asked about the role of Police Services relative to off-campus (hotel) residences. Mr. Hutt replied that they had developed a good relationship with the external residence facilities and treated them much the same as those on-campus.

Mr. Paris was invited to comment on the Annual Report, 2001, of the Police Services, University of Toronto at Mississauga. Mr. Paris said that the experience at UTM overall was much the same as St. George. He continued to look for training opportunities for his officers, but this was somewhat more difficult in a small force. He was working to strengthen community contacts and relationships with the community in general. Post September 11, everyone at UTM seemed more sensitive to the needs of others and a stronger sense of cooperation developed, including expanded outreach and crisis intervention activities. He was looking forward to the growth and the challenges it would bring. He hoped that it would also mean an increase in staff complement for the police services.

A member asked about the high rate of parking lot “fail-to-remain” accidents and the high number of criminal harassment cases. Mr. Paris said that the former were typically minor and may seem high because of a change in the way these were reported. With respect to the latter, he said that these cases were typically relationship-based and were taken very seriously and monitored carefully by Police Services.

Mr. Griffiths was invited to present on behalf of the University of Toronto at Scarborough Police Services. He said that the most significant challenge in 2001 was increasing community programs and awareness while maintaining a good level of response. Several programs had been re-instituted, including the Residence Watch program. Residence Life staff had been very supportive and the program worked well to provide the necessary level of support among the townhouse complexes. Efforts had been undertaken to submit weekly articles to student newspapers, highlighting criminal offences, speaking to safety issues, and responding to requests from the community. The publications had been supportive. Anticipating the arrival of younger students and the problems that might arise relative to under-age drinking and driving, demonstrations using “fatal vision goggles” had been introduced and had proven very popular. To address increased theft of and from automobiles in outer parking lots, increased patrols had been instituted and attention had been given to increasing awareness of what attracted thieves.

In his review of the reporting statistics, Mr. Griffiths explained the high increase in trespass to property incidents. The statistic did not reflect an increased number of those individuals who would usually trigger this response. Rather, trespass notices were being used to improve traffic patterns for pedestrian safety. Drivers proceeding in the wrong way, behaving carelessly or driving in an unsafe manner were warned first and then charged. The practice has resulted in significant improvements. The number of assaults had decreased. Finally, the increase in value of property stolen could be attributed primarily to cost of the items stolen rather than the frequency of the incidents.

5. Annual Reports 2001: Police Services (3) – St. George, University of Toronto at Mississauga, University of Toronto at Scarborough (cont'd)

The Chair expressed appreciation to the three police managers for very informative reports.

6. Residence Expansion – Update on Current Status

The Chair noted that this item had been added to the agenda in response to a question by a member of Governing Council. It was for information only.

A member asked if consideration had been given to the allocation of residence space to upper-year students. A student mix was known to have a positive effect on residence life. Professor Venter acknowledged that the proportion of upper-year students in residences was not as high as the University would like, but this was limited by the policy that guaranteed first-year students a place in residence if that was their choice. Professor Farrar added that the Task Force on Student Housing would be considering this dilemma among other issues to do with residences, and he encouraged broad input to the work of the Task Force.

7. Compulsory Non-Academic Incidental Fees: Annual Report of 2002-2003 Fees

This was an item for information and there were no questions.

8. Report of the Assessors

Dr. Levy's report to the end of December had been circulated with the Agenda. Professor Farrar indicated that all items on the report were now on his task-list. The two requiring the most attention at the moment were the Task Force on Student Housing and the TTC issue. The Task Force would begin meeting soon. He distributed copies of the Provost's memorandum announcing its establishment, laying out its terms of reference and listing its membership. With respect to the TTC, meetings were underway with other Toronto universities and colleges.

In addition to the written report, Professor Farrar provided an update on the Canadian Federation of Students' referendum. The administration had received many complaints related to the referendum, in particular alleging that the process had been unfair. Mr. Delaney was working with the students to determine the validity of the complaints. The outcome of this determination would lead to a decision by the administration on whether to recommend to this Board that a new fee be approved or, if the complaints were deemed to be legitimate, to recommend to SAC that a new referendum be conducted.

A member asked about timelines for a decision from the administration, cautioning that if the referendum were to be re-run it would need to be done well before students reach the end of the academic year. Invited to respond, Mr. Delaney assured that he hoped to conclude his investigation in the next couple of weeks.

Ms. Addario informed members of the upcoming Peace Week. Details were on an available poster or on the Student Affairs website.

9. Other Business

There was no other business.

10. Next Meeting – Tuesday, February 25, 2003

The Chair reminded members that the next regular meeting of the Board was scheduled for Tuesday, February 25, 2003 at 5:00 p.m.

The meeting adjourned at 7:15 p.m.

Secretary

Chair

March 14, 2003