



### CUPE NATIONAL SECRETARY-TREASURER'S TASK FORCE ON STAFFING

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As outlined in the National Secretary-Treasurer's Report adopted at the 2017 National Convention, a project was undertaken to: i) update and review the process used to determine staffing allocations; and, ii) identify servicing challenges facing CUPE National to ensure that locals, chartered bodies and staff have the best available support and resources.

The National Secretary-Treasurer's Task Force on Staffing comprised of members of the National Executive Board and senior staff took on this challenge. The Task Force began meeting in the spring of 2018 to investigate the new realities facing our locals and chartered bodies and to look at how CUPE can address new bargaining structures and respond to the needs of our locals and their leaders. It also compared current and historical data on staffing allocations and looked at the qualitative aspects of staffing, including evolving roles and expectations.

As far back as 2001, the issue of "staffing ratios" had been studied by the NEB, as a response to concerns raised that servicing resources were not distributed fairly. While there have always been regional variations in staffing ratios, each review has concluded that there is no single staffing formula that can be used to determine how many staff should be assigned to each region.

In their report to the NEB in 2012, the ad hoc committee tasked with reviewing Staffing Allocation Decisions quoted a similar report from 2001:

"There's no single staffing formula that could guide the NEB in making staffing decisions. Rather, there are many factors to consider, including variables such as number of collective agreements and geography, to name but two".

Factors Affecting Staff Allocation Decisions, December 12-13, 2012 (the "Goldenrod Document").

Further recommendations were made in 2001, including increased staff training, as well as changes to the service assignment tracking form. Similarly, in 2012, a review was conducted, and various recommendations were submitted.

It is also apparent to this Task Force that there are no standard guidelines which can direct the NEB on which positions or how many of any particular staff positions should be added in each region. During the budget consultations, the regions submit specific requests which are carefully considered; and, each set of regional priorities are taken into account. For example, one region might request an additional National Servicing Representative position, and another might request an additional Specialist position.

In addition, a region might request a National Servicing Representative position with the intention of assigning this position to a sector as a Coordinator due to coordinated or central bargaining needs. CUPE's budget process has maintained this type of flexibility over the years.

The 2018 Task Force on Staffing met in the spring of 2018 and conducted a thorough review of:

- Extensive data related to membership, locals, bargaining units and staffing reflecting the staffing ratios and assignments in each region and at the CUPE National Office;
- How our membership and locals have changed over the years since the previous review in 2012;
- Organizational changes and challenges arising from the development of big provincial locals, National Locals, those under federal jurisdiction, and larger bargaining councils;
- How servicing assignments are established including how to balance competing servicing demands such as: vast geographic areas, many very small locals, multiple sectors, locals with collective agreements expiring at the same time, legal and legislative changes and other factors;
- The needs, challenges, and opportunities which emerge as more locals merge into or join provincial structures, with particular emphasis on how servicing needs change;
- The supports available to our National Servicing Representatives, specialists, and management team facing the emerging needs.

In addition to the Task Force meetings, during the 2018 division conventions, the National Secretary-Treasurer, Charles Fleury, consulted with 18 locals of various sizes and chartered bodies across the country.

After a thorough review of the membership, locals, and staffing realities, the Task Force made recommendations on how we allocate new staff positions in the future and how we can develop an updated approach to servicing and supporting our locals and chartered bodies.

### GOALS FOR THE 2018 TASK FORCE ON STAFFING:

- 1. Analyze the new realities facing our chartered organizations.
- 2. A) Review current staff allocations and recommend future allocation criteria.
  - B) Analyze and understand where current or perceived staffing imbalances exist.
- 3. Make recommendations to be considered in developing an updated servicing approach to meet our current needs.

### 1. NEW REALITIES FACING OUR CHARTERED ORGANIZATIONS

Over the past number of years, and extending across most regions of the country, CUPE National is experiencing new challenges when it comes to servicing our locals. Our challenges extend beyond financial ones, and in some cases, are not easily remedied. It is not simply a question of adding new staff, although there are established needs for new staff positions in some areas.

### **Provincial Structures**

CUPE locals are changing. For example, in some regions, locals are merging into big provincial locals or bargaining councils, resulting in more central and provincial bargaining tables. As CUPE continues to grow, newly organized members need different types of support.

As CUPE maintains its commitment as a strong progressive trade union, we continue to fight against concessions and for improvements in our workplaces and communities. As a result, we need more coordination, more mobilization and communication, as well as increased support for legal and political fights and more strategic planning.

One significant example of such changes is the recent formation of the Ontario School Board Council of Unions (OSBCU) bringing together 67 locals and 107 bargaining units from the Ontario education sector into one bargaining council representing 55,000 CUPE school board members. Following government legislated central provincial bargaining for the entire sector, the provincial bargaining council was established in the spring of 2018. Discussions with the OSBCU leadership and senior staff are currently underway and a region and sector-specific staffing approach is being developed.

Another new large provincial structure is the newly formed Local 5430 in the health care sector of Saskatchewan, the combination of five locals representing 13,600 members across the province.

Also, in Manitoba's health care sector, the new Local 204 represents 7,000 members and is the result of a merger of 21 locals with members working at many health care sites in and around Winnipeg.

In Quebec, the 2017 representation votes resulted in an overall increase of 4,000 members in the health care sector. In addition to the membership growth, the composition of locals was also altered, with an increase in big locals and a decrease in the number of small locals in the region. Membership also grew in different geographical areas of the region resulting in staffing needs in different offices.

Discussions on the needs of the new provincial locals and bargaining structures are taking place in the regions and all necessary supports are being put in place. Staffing plans are comprehensive and depend on the specific needs and priorities of each group. The large groups are dealing with some common issues such as: setting up administrative structures, technology; increased

communication both internally and externally; increased campaign coordination, specific sector research, and legal support.

### Variations in Staffing Levels

From time to time, discussion arises regarding equalizing staff resources between regions. However, variations in staffing levels between regions are more complex and different factors must be taken into consideration including key issues such as:

- The size of a local and the number of small versus large locals within a region must be considered. Because their membership is more centralized and due to the availability of local resources, large locals, for the most part, require less support on a per capita basis than small locals.
- The geographic distribution of locals within the regions: for example, rural locals or locals with a membership that is dispersed over a large geographic area generally require a much higher membership to staff ratio than large urban locals with a centralized membership base.
- Central Bargaining, Provincial Bargaining, and Provincial Locals are structures which have a much more efficient central bargaining table that usually requires less staff support and resources.
- National Locals have particular challenges regarding servicing and the overall operation of the local. Staffing resources must take into consideration geography, sectoral challenges, the federal labour codes and the considerable resources needed to service the membership.

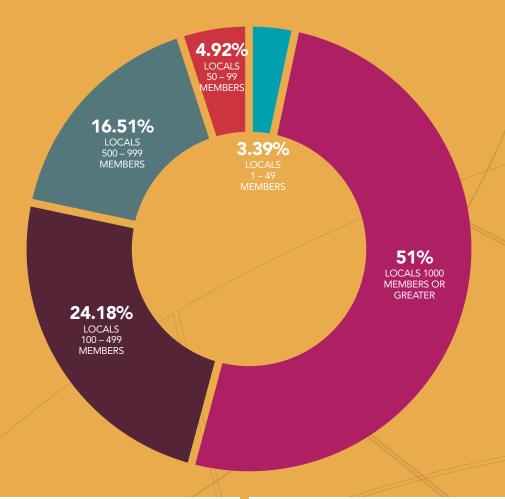
When you examine staffing in this way, it becomes apparent that much of the reason for staffing differences is due to local size, geographic membership distribution, and bargaining structures rather than simply based on regional allocations. The difference in staffing ratios is less related to the region than to the size, structure and geographic profile of the locals.

### **Revenue by Local Size**

Our National Union is comprised of regions across the country, however, our per capita finances do not come from the regions. In fact, all national finances come directly from our local unions.

In addition to considering the profile of CUPE locals, a review of CUPE National's per capita payments is also very informative. As shown in the following charts, it is the large locals who contribute the majority of CUPE's finances:

- Approximately 68% of our per capita comes from 11% of our locals.
- 50% of per capita contribution comes from 5% of our locals across the country.



### Notes:

- Excludes Local 1000 (12,626 members) and HEU (34,678 members).
- Revenue represents the last twelve months paid as at February 2018.

Local Profile	Total Revenue
Local 1,000 members or greater	\$ 106,686,999
Locals 500 – 999 members	\$ 34,545,263
Locals 100 – 499 members	\$ 50,576,320
Locals 50 – 99 members	\$ 10,281,649
Locals 1 – 49 members	\$ 7,098,452

Total: \$ 209,188,683

As all CUPE locals contribute their per capita payments according to their membership size, the per capita payments from the largest locals contribute a clear majority of the revenues to fund the operations of CUPE National.

### Membership by Size of Local

In addition, a review of membership distribution by local size gives us very significant information. Over half of our members come from large locals of over 1,000 members.

Close to 800 locals have less than 50 members. This is almost 40% of our locals.

More than 50% of locals have less than 100 members but they only make up 10% of our membership.

### TOTAL LOCALS AND MEMBERS - FEBRUARY 2018

Size (members)	# of Locals	# of Members
1000+	121	310,718
501-1000	131	96,082
201-500	302	96,388
101-200	338	51,820
51-100	398	32,100
1-50	799	21,835
Total	2,089	608,943

### Notes:

Excludes Local 1000 (12,626 members) and HEU (34,678 members) Airline division members are included in their respective regions.

### **Supporting Small Locals**

One of the most important things that distinguishes CUPE from other unions is the great strength we have within our locals. Our local leadership is the backbone of the union. National staff can help to fill the gap with inactive locals, but this no substitute for a strong engaged and active local union and that needs to be built from within.

Significant discussion took place in the consultations and in the Task Force deliberations regarding the need to review issues related to the small locals. Many of the staffing issues are the same across the country. In many small locals, too often the Executive and Union Steward positions are vacant, Trustees' Reports are not completed, bylaws are out of date and members do not have access to union book off to attend education or conferences.

The Task Force heard repeatedly that we must improve the support we are providing small locals and units so that they become vibrant and active members of CUPE. The growth of the numbers of inactive small locals has significantly changed the work of the National Servicing Representatives. Increasingly, National Servicing Representatives are being expected to fulfill many roles other than their own, including that of the Local President, Chief Steward, Trustee, and Treasurer.

Without a change in course, we will continue to see inactive locals and we will have a significant amount of our staff resources being diverted away from their main purpose.

The Task Force identified that important consideration needs to be given to what training and supports are required for small locals in various sectors to ensure improved education, increased bargaining power, and enhanced sector coordination. The recommendation is also to investigate what possibilities are available for small locals interested in merging.

- > O&RS will work with the Regional Directors to initiate a regional review of the issues related to small locals and recommend a more appropriate servicing approach.
- > CUPE needs to look at how to build and develop activism and capacity with inactive locals. This needs to be a priority with focused activist recruitment, membership engagement and education strategies.
- > Prepare options to recommend to locals including the option to restructure so that locals can merge into an existing local where legislation allows.
- > The National President's Office (NPO) will conduct a review of Appendix B of the CUPE National Constitution to make required proposals for amendments. NPO will review and where appropriate, amend the Guide to Local Union Bylaws.
- > Review what technology options exist to develop standard grievance and arbitration tracking systems to ensure better historical documentation, more effective transition when Servicing Representatives change assignments and to document rates of success.
- > Union Education Branch will develop a course on the role of the local President.

### **Increasing Member Involvement**

A significant factor impacting our locals is the diminishing number of members actively engaged in the union. While this lack of engagement has serious repercussions for all aspects of union life, it seriously impacts what locals expect of the National Servicing Representative and has profound effects on servicing.

In CUPE, our goal is to have all locals and members engaged in the union. It is not surprising that the rise of part-time and casual positions leaves more members with less time for union activities. However, the decrease in engagement is also

true for full-time members. Across the country the message is the same: we have fewer members involved in the union and limited interest in doing things on their own time.

For this reason, we must continue to expand our efforts to try innovative ways to increase the involvement of our members. We know that it works when we get back to the basics, such as going to talk with our members one on one and addressing concerns in the workplace. Part of that engagement process is making sure that our staff reflect the make-up of our members and that our members see themselves reflected in the leadership and staff of our union.

- > O&RS will develop a check list to assist the National Servicing Representatives to work with each of their assigned locals on a needs assessment of the local including a Leadership Education Audit.
- > Review and determine what type and level of national servicing are required for each local.
- > Revise and update orientation kits and presentations for new locals and new members and also make these resources available to all locals.
- > National Servicing Representatives will assist with an orientation presentation at membership meetings. All locals will be encouraged to negotiate onsite orientation language in collective agreements.
- > Ensure that all locals have an on-going strategic plan.

### 2. REVIEW CURRENT STAFF ALLOCATIONS AND RECOMMEND FUTURE ALLOCATION CRITERIA

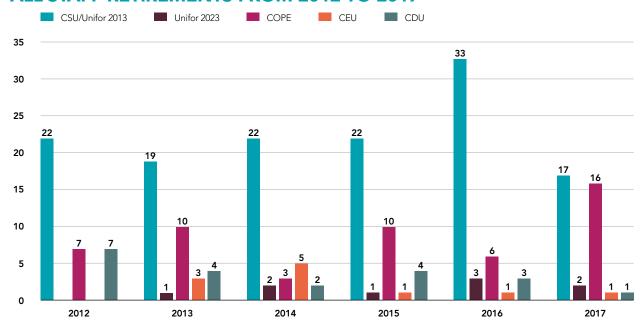
### **Staff Turnover**

As is the case at each national convention, locals brought forward resolutions to the 2017 National Convention proposing to increase the number of staff assigned to their local or region and raised concerns with the high volume of staff turnover in dealing with some locals. Task Force members and some of the locals participating in the consultations also raised these issues and asked how we can reduce the staff turn over in servicing assignments.

### Retirements

Since the 2011 CUPE National Convention, more than 230 staff have retired. As of May 2018, 29% of our CUPE National Servicing Representatives across the country now have less than five years on the job. In some regions, it is much higher. CUPE is very fortunate that the vast majority of our National Servicing Representatives are former local leaders and have decades of experience in CUPE; however, as a staff person, their role is quite different from the role of elected leader and requires a different focus, experience, and skills.

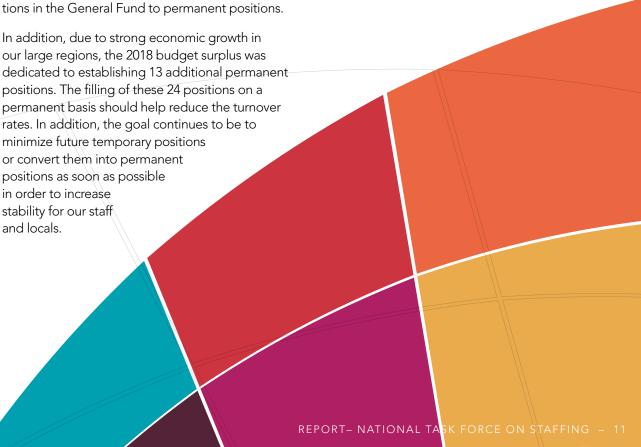
### **ALL STAFF RETIREMENTS FROM 2012 TO 2017**



A similar reality is facing our locals as considerable turnover is also taking place in our locals due to high numbers of leaders retiring.

As a result of our improved financial position, and with solid financial results for the first six months of 2017, at the September 2017 NEB meeting, the Board converted the 11 existing temporary positions in the General Fund to permanent positions.

On the administrative side, senior staff will look into other possible ways to reduce staff turnover. There are many opportunities to address these issues such as the difficulties in achieving the first collective agreement or to minimize the number of staff attending rounds of bargaining.



- > Investigate opportunities to ensure the most consistency in National Servicing and most especially at bargaining.
- > Build our capacity through initiatives as follows:
  - Increase coordinated bargaining;
  - Develop a dedicated staff team involved with organizing so the same staff follow through with new locals until they achieve their first collective agreement "from first contact, to first contract";
  - Look at opportunities to have the same National Servicing Representatives conclude the current rounds of bargaining especially if this involves the first collective agreement. Similarly, explore opportunities to support staff continuity for organizing drives, strikes and/or lock outs, arbitrations, and other significant events for a local.
- > Train and mentor the executives and activists in the new locals so they clearly understand their responsibilities and obligations.
- > Ensure that new locals understand that it is a constitutional obligation to begin dues deduction as soon as possible.

### Allocation of Staff across the country

The Task Force reviewed staffing ratios from when CUPE first began collecting this data. Since 2012, the ratio of bargaining units to staff is consistent across the country. At the same time, the ratio of members to staff increased in most regions.

It is not enough to only look at these ratios, however, this must be one important factor to consider.

- 2. A) Review current staff allocations and recommend future allocation criteria
- > Staffing allocation decisions must take into account the various factors influencing staffing levels such as: geography, size of local, bargaining unit structure, number of hearings and levels of litigation, as well as campaign activity, and work with coalitions or central labour bodies.
- > The number of members, collective agreements, bargaining units must also be factored in.
  - B) Analyse and understand where current and perceived imbalances exist

Although this is improving over recent years, the data shows there remains a higher ratio of members to staff in some regions. The Task Force recommends that future budget deliberations continue to work towards equalizing the ratios across the country.

### 3. MAKE RECOMMENDATIONS TO BE CONSIDERED IN DEVELOPING AN UPDATED SERVICING APPROACH TO MEET OUR CURRENT NEEDS

### **Staffing Approaches**

The Task Force reviewed some of the different approaches to staffing currently used within CUPE and confirmed that there is not one standard approach. Significant differences exist between sectors, locals, and regions, and as a result, significant differences exist when it comes to approaches to servicing.

While the Task Force did not suggest that there should be one "CUPE model" of servicing, recommendations came forward related to expanding possibilities for team work, enhanced coordination and clarifying the role of the National Servicing Representatives.

One approach currently being used is to build and enhance support for locals on a sector level. This allows us to take a more coordinated approach to the work we do with locals. It also allows staff to work as a team and to provide coordinated support for the locals within the sector i.e. Sector Coordinators, Communication, Research, Legal and other specialists.

This sector-based approach is especially important in situations where we have new or inexperienced National Servicing Representatives or in cases where there is a lot of staff turnover. Ideally, the sector team would provide consistency throughout the sector as well as bringing broader support and expertise.

- > Create opportunities for team work and sectoral coordination and concentration where possible to maximize our servicing potential. Consideration will be given to streamlining the number of sectors individual staff are assigned to when possible.
- > Establish consistent training policies and practises including shadowing and mentoring for staff. Special consideration should be given to standardized and mandatory training for staff within the first three years of employment. Target assignments with large and well-established locals that can provide on the job training and orientation for new representatives. (Training can be accomplished in many ways including online, in person and via Skype.) Training plans should be regularly reviewed and assessed to ensure efficiencies and best practices.
- > Develop a recruitment program, recognizing regional differences, that increases diversity and ensures that staff are reflective of our members, with consideration being given to remote and rural communities that experience high rates of staff turnover.
- > Explore the use of technology to facilitate collaboration and effective time management.
- > Review the role of the National Servicing Representatives and Coordinators to ensure consistency and clarity consistent with constitutional and legislative requirements.
- > Explore the scope of support and services offered to locals and members to make recommendations on a more streamlined and responsive support acknowledging current technology as well as all the points of contact with CUPE that members experience. This initiative will begin with a process review of administrative practices in the regions which will be coordinated by O&RS.

### **Conclusion**

The final report includes much more than the original scope of the project, as extensive deliberations and data review revealed there are many related and intertwined issues that need to be considered.

Notwithstanding all of these principles and recommendations, from time to time due to various factors, a region might require additional considerations to properly meet their needs. Such considerations will be evaluated on a case by case basis and recommendations to meet these needs will be addressed.

Across the country, political challenges are heightened with the rise of right-wing opponents. From time to time additional staffing resources will be needed in regions, locals or sectors to address this reality.

The Task Force believes that the principles and recommendations outlined in this report will enhance services to members and provide greater support to staff.

### 2018 Update

CUPE currently represents over 665,000 members across Canada, who belong to more than 2,000 locals representing approximately 3,700 bargaining units and collective agreements.

Over the six years since the last update to the Staffing Ratios Report, the following changes occurred:

- Between 2012 and 2018, CUPE gained a total of 44,109 members with varying degrees of increases to most regions;
- During this same period, the permanent staff complement across the country was increased by 41 permanent staff, broken down as follows:
  - 25 positions were added in the regions
  - 16 positions were added at National Office, including bringing the 7 National Office janitorial staff on to National staff

See Appendix 1: New Permanent Positions, 2012-2018

Since 2012, the ratio of bargaining units per staff has remained consistent at 9 bargaining units per staff.

### LIST OF APPENDICES

Appendix 1: New Permanent Positions, 2012-2018

Appendix 2: Member Ratios, January 2002 – February 2018 (All Staff)

Appendix 3: Member Ratios, January 2002 – February 2018 (Directors, National Servicing Representatives and Specialists)

Appendix 4: Bargaining Units - 2012 to 2018

### **Staffing Task Force Local Consultations**

While in the regions at division conventions over the course of March to June 2018, Charles Fleury, CUPE National Secretary-Treasurer, met with wide variety locals, bargaining councils and service divisions from each region representing most sectors

of our union. The questions were open-ended, and the discussion focused on:

- What services does CUPE National provide now that are of value to your local and what services does CUPE National need to provide in the future?
- Are there trends and changes that CUPE National can be responding to in a better way?

These consultation meetings occurred and garnered many similar comments and some innovative suggestions that helped the Task Force in its work.

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## APPENDIX 1

# New Permanent Position History 2012 - 2018

		Clerical	0.5	0.6	0.5	1.0	I	0.5	0.5	12.0
	Total		0.9	1.0	ı	I	I	0.	12.0	o.
		Directors and Technical	9					10.0	12	29.0
	Office	Clerical		9.0						9.0
	National Office	Directors and Technical	2.0	1.0				2.0	2.0	7.0
	British Columbia	Clerical	0.5			0.5				1.0
	British C	Directors and Reps						2.0	2.0	4.0
	Alberta	Clerical			0.5	0.5				1.0
	Alb	Directors and Reps	1.0							1.0
	Saskatchewan	Clerical								
_	Saskato	Directors and Reps								
REGION	Manitoba	Clerical								
	Mani	Directors and Reps			-1.0					-1.0
	Ontario	Clerical						0.5	0.5	1.0
	Ont	Directors and Reps	1.0		1.0			5.0	5.0	12.0
	Quebec	Clerical								
	Oue	Directors and Reps	1.0					1.0	2.0	4.0
	Maritimes	Clerical			/					
	Marit	Directors and Reps							1.0	1.0
	ntic	Clerical								
	Atlantic	Directors and Reps	1.0							1.0
	Year		2012	2013	2014	2015	2016	2017	2018	Total new Positions

APPENDIX 2

# Member Ratios January 2002-October 2012-February 2018 (ALL STAFF)

	Staff 2002	Members / Staff Ratio	Members Oct 2012	Staff 2012	Members / Staff Ratio	Members Feb 2018	Staff 2018	Members / Staff Ratio	% Change in Ratio 2002-2018	of new positions 2002-2018
BC 92,580	71.0	952	82,759	86.5	957	92,352	91.0	1,015	9.9-	15.4
Alberta 30,594	35.0	874	32,924	35.0	941	36,735	37.5	086	-12.1	1.9
Saskatchewan 24,706	30.0	824	28,850	32.0	905	29,964	32.0	936	-13.7	1.5
Manitoba 22,433	30.0	748	27,006	31.5	857	25,745	30.5	844	-12.9	0.4
Ontario 156,989	158.5	066	225,210	214.0	1,052	255,871	227.0	1,127	-13.8	52.7
Ouebec 90,967	0.66	919	111,122	117.5	946	112,918	123.0	918	0.1	18.5
Maritimes 21,495	30.5	705	32,876	37.0	888	30,496	37.5	813	-15.4	5.4
Atlantic 20,285	29.0	669	24,087	33.5	719	24,862	34.5	721	-3.0	4.2
Totals 435,049	483.0	901	564,834	587.0	962	608,943	613.0	993	-10.3	100.0

Airline sector members are induded in their respective regions. Total membership is comprised of full time and part time members. Indudes Directors, Servicing, Specialist & Clerical staff. **Notes:** Excludes Local 1000 (12,626 members) and HEU (34,678 members).

## **APPENDIX 3**

# Member Ratios January 2002-October 2012-February 2018 (Directors, Servicing and Specialist Representatives)

REGION	Members Jan 2002	Staff 2002	Members / Staff Ratio	Members Oct 2012	Staff 2012	Members / Staff Ratio	Members Feb 2018	Staff 2018	Members / Staff Ratio	% Change in Ratio 2002-2018	Total % of new positions 2002-2018
BC	67,580	47.00	1,438	82,759	63.0	1,314	92,352	64.0	1,443	-0.4	18.1
Alberta	30,594	24.00	1,275	32,924	24.0	1,372	36,735	25.0	1,469	-15.3	1.1
Saskatchewan	24,706	22.00	1,123	28,850	23.0	1,254	29,964	23.0	1,303	-16.0	1.1
Manitoba	22,433	21.00	1,068	27,006	22.0	1,228	25,745	21.0	1,226	-14.8	0.0
Ontario	156,989	116.00	1,353	225,210	155.0	1,453	255,871	164.0	1,560	-15.3	51.1
Quebec	296'06	81.00	1,123	111,122	92.0	1,208	112,918	0.86	1,152	-2.6	18.1
Maritimes	21,495	19.00	1,131	32,876	24.0	1,370	30,496	25.0	1,220	-7.8	6.4
Atlantic	20,285	19.00	1,068	24,087	22.0	1,095	24,862	23.0	1,081	-1.2	4.3
Totals	435,049	349.00	1,247	564,834	425.0	1,329	608,943	443.0	1,375	-10.3	100.0

Total membership is comprised of full time and part time members. **Notes:** Excludes Local 1000 (12,626 members) and HEU (34,678 members). Airline sector members are included in their respective regions.

**APPENDIX 4** 

## Bargaining Units 2012-2018

REGION	Staff 2012	Bargaining Unit 2012	Bargaining Unit / Staff 2012	Staff 2018	Bargaining Unit 2018	Bargaining Unit / Staff 2018
ВС	58	430	7	62	441	7
Alberta	23	211	6	24	201	8
Saskatchewan	23	152	7	22	135	9
Manitoba	21	245	12	20	213	11
Ontario	147	1,333	6	159	1390	6
Ouebec	88	747	80	94	783	ω
Maritimes	23	319	14	24	314	13
Atlantic	21	224	11	22	218	10
Totals / National Average	404	3,661	6	427	3692	6

**Notes:**Indudes all Servicing and Specialists Reps.
Excludes Local 1000 and HEU.
Airline sector members are induded in their respective regions.

