

# Halton District School Board

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**Report Number: 19055**  
Date: March 28, 2019

**FOR INFORMATION**

**TO:** Members of the Halton District School Board  
**FROM:** R. Negoi, Superintendent of Business Services  
S. Miller, Director of Education  
**RE: 2019/2020 Budget Development Process Update**

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## **Background:**

This report provides an update to the 2019/2020 budget development process, from the report presented to the Board of Trustees on January 16, 2019. The report outlines the potential implications to Halton District School Board (HDSB), of the Ministry of Education announcements related to class size changes, hiring practices, curriculum updates and proposed changes to Grants for Student Needs (GSN).

## **Discussion:**

On March 15, 2019, the Ministry of Education released memorandum 2019:B08 – New Vision for Education outlining changes to 2019/2020 funding and further consultation on class sizes and hiring practices. Memorandum 2019:B09 – Next Phase of Consultations of Hiring Practices and Class Sizes was further released, requesting additional feedback to be submitted by May 31, 2019. Both memoranda 2019:B08 and 2019:B09 have been included at the end of this report.

Changes announced in the New Vision for Education and the next phases of consultation are guided by the following goals:

1. Student achievement: Success and well-being of every child
2. Protecting front line staff: The planned changes are to be managed through attrition
3. Fiscal responsibility: Delivering services in an effective and efficient manner, and
4. Evidence-based decision making: Grounded in sound policy, inter-jurisdictional scans and empirical research.

The 2019:B08 - New Vision for Education memorandum outlined that the Grants for Student Needs (GSN) are expected to be released by the end of April, after the release of the provincial budget on April 11, 2019. With this delayed release of the grants, school boards are encouraged to make budget and staffing decisions based on information released in this memorandum.

The Halton District School Board is reviewing the funding implications to staffing and operations, while continuing to focus on supporting students to explore and enhance their potential and create safe, healthy and engaging environments for all. The 2019/2020 year will be a challenging one, as HDSB is required to balance the needs of a growing system, with due regard for the funding reductions announced.

## **Impact of the New Vision for Education on HDSB:**

The New Vision for Education reflects significant changes in secondary class size ratio (increasing from 22:1 to 28:1) and the elimination of secondary programming allocation. At the elementary panel, the funding ratio for registered early childhood educators (ECEs) is reduced from 1.14 to 1, and the junior/intermediate (grades 4-8) class sizes are increased from the current 23.84:1 ratio to 24.5:1 ratio. There are also a number of allocations being eliminated, including the cost adjustment base amount for non-education workers and the human resource transition supplement. The school operations allocation will be adjusted accordingly, to reflect the changes in classroom loading factors. Further, the local priorities funding established during the last round of collective bargaining, is set to expire on August 31, 2019.

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As a result, funding implications expand beyond the classroom. Based on the limited information currently available, it is estimated that the funding reduction will amount to \$18.7 million (or 2.7%) of the provincial allocation, with approximately \$10.7 million (or 1.5%) reduction outside of class size adjustments. These calculations are subject to change as the GSN is released. This figure includes \$6.7 million in local priorities funding, which has been allocated to support approximately 93 positions within Special Education teaching and support staff, English as a Second Language (ESL) teachers, central teaching and administrative positions, central and school secretarial/clerical support, custodial staff, and management staff. These positions continue to be instrumental in addressing the needs of our growing system; however funding reductions will have implications across all areas of the Board. HDSB is reassessing how programs and services are delivered, in order to continue to support student learning within available means.

Developing a balanced budget for 2019/2020 has implications on both operating budgets and staffing. Departmental and school operating budgets are being reviewed for efficiencies, and transportation programs and routing efficiencies are being assessed. Staffing entitlements are developed based on the current information available, with due regard to attrition and growth across the system and across various employee groups. Every effort will be made to reduce positions through attrition. The change in class size in secondary schools may mean that some small programs or courses are at risk of being cancelled. Central positions and special education resources will be reduced, meaning less support for teachers and students.

On March 11, 2019, the Ministry of Education released memorandum 2019:B07 – Supporting Students with Autism Spectrum Disorder (ASD), which announced continued support for Special Education funding, including the funding for multi-disciplinary teams introduced in 2018/2019. As such it is expected that Special Education allocation will be consistent with current parameters Challenges are expected as additional students with ASD register, requiring additional transportation and one-on-one support, while being funded at the average per pupil funding for the board.

Halton District School Board continues to grow, with an overall projected enrolment growth of 811.97 average daily enrolment (ADE) or 1.3% over the 2018/2019 Budget Estimates. The elementary panel is projected at 46,094.0 ADE, a 414.0 ADE (or 0.9%) increase over 2018/2019 Budget Estimates. The secondary panel is projected at 19,359.45 ADE, including 486.0 ADE international students. This represents a 397.97 ADE (or 2.1%) increase over 2018/2019 Budget Estimates.

## **Modernizing Learning, Changes to Curricula:**

The government is embarking on a comprehensive curriculum reform, with the new vision for education focused on modernizing learning through the province's education system. A number of changes outlined in the 2019:B08 - New Vision for Education memorandum, include:

- A “cell phone ban”, restricting the use of personal mobile devices during instructional time absent Teacher permission to allow mobile devices for instructional use
- Modernizing the Education Quality and Accountability Office (EQAO) to build better assessment and evaluation models
- A four-year math strategy, focused on improving student performance in math, while supporting teachers with funding for additional qualifications
- A new Science, Technology, Engineering and Math (STEM) strategy, with revised curricula to begin for September 2019
- A renewed commitment to Skilled Trades programs through Skills Major and Dual Credit programs
- Changes are planned for 2020/2021 with respect to e-Learning. These include increasing class size to 35, with a minimum of four (4) e-Learning credits to be completed for graduation, and centralizing the delivery of all e-learning courses.
- A revised First Nations, Metis and Inuit Studies curriculum for Grades 9-12 will be released in May for implementation in September 2019

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- A revised elementary Health and Physical Education (HPE) curriculum will be released in May, for implementation in September 2019, and
- A new digital platform will be phased in to provide access to Ontario's curriculum to educators, parents and students.

Changes to various curricula may require additional professional development to facilitate a consistent approach to delivery and additional learning resources, which could impact the budget. The implementation of a central e-learning mandated program will have financial implications starting in 2020/2021.

## **Stakeholder Input:**

On February 7, 2019, HDSB held a consultation session with Principals, Vice-Principals and management staff, to gather input into the budget process.

On March 6, 2019, HDSB launched a budget survey, inviting parents/guardians, students, staff and community members to provide input into the budget development process. The survey closed on March 19, 2019 with 866 responses. Feedback received is currently being analyzed by the Research Department and will be considered as decisions are made with regards to the development of a balanced budget that supports students' needs. The budget survey responses will be presented at the April 17, 2019 meeting of the board.

## **Key Steps in the 2019/2020 Budget Development Process:**

The following are the next steps in the 2019/2020 budget development process:

- A Budget presentation is scheduled for the April 10, 2019 Committee of the Whole meeting, outlining updates to the budget process based on components available
- The results of the public survey will be presented to the Board of Trustees at the April 17, 2019 meeting
- Senior staff, in conjunction with Business Services staff will consider all feedback provided by the Board of Trustees and the survey results in finalizing recommendations on budget savings
- A budget presentation is scheduled for May 7, 2019 at the Special Education Advisory Committee meeting
- The completion of the draft budget is dependent on the release of the Education Finance Information System (EFIS) forms, which are expected in late April. As such, the presentation of the draft budget to the Board of Trustees is scheduled for the May 22, 2019 Committee of the Whole meeting, and
- The draft budget report will be presented to the Board of Trustees at the June 5, 2019 meeting, with the approval of the budget at the June 19, 2019 meeting.

In summary, HDSB is working towards the development of a balanced budget, recognizing there are multiple changes provincially impacting our budget process, with more details on Grants for Student Needs expected at the end of April. It is expected that classroom teacher attrition will offset class size changes; however the remaining components outlined within the New Vision for Education memorandum are expected to further reduce funding by approximately \$10.7 million and hence have an implication across the entire system. Changes to autism funding will be a challenge to the Board, as the Special Education Allocation is expected to remain at current levels, while the support for students is expected to increase. Classroom loading factor changes will impact temporary accommodations and reduce school operations funding. Working within the parameters of the New Vision for Education, HDSB remains committed to making fiscally responsible decisions that support student learning and well-being.

*Respectfully submitted,*

*Roxana Negoj, Superintendent of Business Services*

*Stuart Miller, Director of Education*

**Ministry of Education**

Deputy Minister

Mowat Block  
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**Ministère de l'Éducation**

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**2019:B08**

**Date:** March 15, 2019

**Memorandum to:** Directors of Education  
Secretary/Treasurers of School Authorities

**From:** Nancy Naylor  
Deputy Minister

**Subject:** New Vision for Education

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Today, the government released its new vision for education, *Education that Works for You*. I am writing to provide you with an overview of the vision and its key elements.

**MODERNIZING CLASSROOMS IN ONTARIO**

As you know, the ministry has been consulting with education partners to seek feedback on class size considerations.

The ministry held in-person meetings in January 2019 with the teachers' federations, trustees' associations and education worker unions to gather feedback. School boards, principals/vice-principals' associations and other education sector partners were also invited to provide written feedback between January 23 and February 22, 2019.

The ministry received almost 500 written submissions from the public, including parents, teachers and early childhood educators. While the prior phases of the consultation are now complete, the ministry has invited partners to continue this important dialogue through the next consultation.

This consultation will ensure partners can provide feedback on the government's proposed plans.

The consultation period will continue until May 31, 2019. To provide families, staff, and school boards with certainty on the government's direction, the government will move

forward on next steps, including any required legislation, in time for the next school year.

### **Class Size**

The government is committed to supporting students and families as education funding is modernized in a responsible manner.

The government looks forward to the continued consultation with education partners to help shape the government's plans. The proposed changes for 2019-20 are as follows:

- Kindergarten – There are no proposed changes to either the caps or the average class size requirements. Funded average class sizes would remain at the current level of 25.57 and there would be a minimal reduction to funded Registered Early Childhood Educators (RECEs) from 1.14 to 1.0. This will not change the educator to student ratio. The ministry will also introduce new funding to assist with RECE supply costs.
- Primary (grades 1 to 3) – hard caps remain in place. There are no proposed changes to either the caps or the average class size requirements.
- Intermediate (grades 4 to 8) – all school boards would be required to maintain a board wide average class size of 24.5 or less, while the funded average class size would be minimally increased from 23.84 to 24.5. This would standardize funding and class sizes across the province as historically, there has been variability for these grades.
- Secondary (grades 9 to 12) – average class size requirements adjusted from 22 to 28 students to align secondary class sizes more closely with other jurisdictions across Canada. School boards would be required to maintain a board wide average class size of 28 or less and the funded average class size would be increased to 28 to support this change. In addition, school operations funding would be adjusted accordingly.

The consultation period will continue until May 31, 2019. To provide families, staff, and school boards with certainty on the government's direction, the government will move forward on next steps, including any required legislation, in time for the next school year.

### **E-learning**

The government is committed to modernizing education and supporting students and families in innovative ways that enhance their success. A link to e-learning courses can be found here: [www.edu.gov.on.ca/elearning/courses.html](http://www.edu.gov.on.ca/elearning/courses.html)

Starting in 2020-21, the government will centralize the delivery of all e-learning courses to allow students greater access to programming and educational opportunities, no matter where they live in Ontario. The average class size would be adjusted to an average of 35.

Secondary students will take a minimum of four e-learning credits out of the 30 credits needed to fulfill the requirements for achieving an Ontario Secondary School Diploma. That is equivalent to one credit per year, with exemptions for some students on an individualized basis. These changes to graduation requirements will be phased in, starting in 2020-21.

With these additional modernizations, the secondary programming amount in the Pupil Foundation Grant will no longer be provided, effective September 2019.

### **Attrition Protection**

The government is committed to achieving greater financial sustainability in the education system without involuntary front line lay-offs. The proposed changes to class sizes may have implications for teacher staffing in Ontario school boards.

The ministry plans to introduce a new funding allocation that will top-up school boards where the change in funded teachers exceeds the actual attrition and other voluntary leaves. With this support in place, it is expected that boards will not be required to initiate lay-offs of teachers associated with the proposed changes in class sizes. The ministry will provide attrition protection for up to four years, allowing boards to phase in the proposed class sizes.

The attrition protection would apply to the proposed class size policy changes, including e-learning. Regarding declining enrolment, school boards should follow their normal processes, but should account for teacher retirements, voluntary departures, and their declining enrolment allocation to avoid lay-offs. Some Ontario school boards may be in this position, as in previous years.

School boards are advised to exercise restraint in hiring to replace retiring teachers or teachers leaving voluntarily.

### **Hiring Practices**

Ontario Regulation 274/12, under the *Education Act*, established mandatory processes that all English-language school boards must follow when hiring long-term occasional and permanent teachers.

However, since its implementation in 2012, stakeholders, including parents, principals, directors of education and teachers, have raised concerns about the regulation – such as increased principal workload and classroom teacher turnover.

The ministry held in-person meetings in January 2019 with the teachers' federations, trustees' associations and education worker unions to gather feedback. Stakeholders were also invited to provide written feedback. The ministry received 80 written submissions from stakeholders and the public. The majority of submissions were supportive of increased teacher mobility. While the prior phases of the consultation are now complete, the ministry has invited partners to continue this important dialogue through the next consultation.

To address these concerns, the government's objective is to work with its education partners to improve teacher mobility while increasing transparency, fairness, consistency, and accountability in teacher hiring across all school boards. The government's goal is to ensure that students are supported by qualified teachers and that principals are able to hire teachers based on merit who are a good fit for the role.

### **Grants for Student Needs Funding**

There will be limited changes made to the GSN in the following areas:

#### Local Priorities Fund

The Local Priorities Fund (LPF), first established in 2017-18 during the last round of collective bargaining, expires on August 31, 2019. Whether the funding for staffing is extended is an issue subject to the upcoming central collective bargaining process. The increases related to salary will continue as well as the principals' and vice-principals' funding which is not set to expire until August 31, 2020.

#### Cost Adjustment Allocation

Historically, the base amount of the Cost Adjustment Allocation was providing supplemental funding for education worker benchmarks. As school boards have flexibility through other grants in the GSN to address their staffing needs, this amount has been discontinued for the 2019-20 school year.

#### Human Resource Transition Supplement

The Human Resource Transition Supplement was intended to be a temporary support to assist school boards with the negotiated 2017-19 agreements. This temporary transitional supplement amount has been discontinued for the 2019-20 school year.

#### Classroom Loading Factors

To reflect the proposed secondary class size changes, the factors that determine the amount of funding for the operation of school facilities will be adjusted.

#### Utilities Funding

As in previous years, funding will be increased to support increased costs associated with the heating and lighting of school facilities.

### Student Transportation Funding

As in previous years, funding will be increased to support higher costs associated with student transportation. Also, additional funding supports are planned for school boards that run efficient transportation operations but for which the costs of student transportation exceed the funding provided for that purpose.

Finally, the ministry intends to undertake a review of the student transportation funding formula in order to achieve a more efficient and accountable student transportation system in Ontario.

### Continued Implementation of 2017-19 Central Labour Agreements

As in previous years, funding will be increased to reflect the salary adjustments related to the 2017-19 Central Labour Agreements.

### Timing of Annual Grant Announcement

More details, including board-by-board allocations, will be available as part of the annual funding formula announcement planned for later this spring. The summarized information in Appendix A is intended to guide school boards about key policy changes to assist in upcoming planning and budgeting cycles prior to the funding announcement planned to be released prior to the end of April.

## **Technology (Broadband)**

Broadband is foundational for supporting modernized, digital learning in the classroom.

Ontario students and educators will have access to reliable, fast, secure and affordable internet services at school at a speed of one megabit per-second per-student in all regions of the province. The project will be completed by 2021-22 and will include all boards, schools and students.

To complete this project, the needs of each school will be individually assessed, and then individual technical solutions will be implemented. Broadband expansion is already underway at a majority of northern and rural schools. Thirty-two per cent of northern schools have completed their upgrades, and 35 per cent of rural schools have been completed.

## **Cellphones**

During the government's consultation on education reform in fall 2018, parents, students and teachers expressed the view that cell phones have the potential to be useful learning tools – but too often they are a distraction from learning and have a negative impact on the classroom experience.

In response to this feedback, the Provincial Code of Conduct will be updated to prohibit cell phone use in schools during instructional time as of September 2019.

Use of personal mobile devices (e.g. cell phones) during instructional time will be permitted under the following circumstances:

- For educational purposes, as directed by the educator
- For health and medical purposes
- To support special education needs.

Boards and stakeholders will be consulted to ensure students and parents are clear on the new guidelines, including exceptions.

### **Education Quality and Accountability Office**

Student achievement is one of the keys to success in a competitive global economy. The Education Quality and Accountability Office (EQAO) can provide vital data and research to reinvigorate education in Ontario, help improve student learning at the provincial, board and school level, and help identify achievement gaps to promote greater equity in the publicly funded education system.

Therefore, the government is committed to working with EQAO to modernize the agency and its processes while using data to build better assessment and evaluation models that have a greater focus on equity.

### **MODERNIZING LEARNING IN ONTARIO**

The government's new vision for education will modernize learning throughout the province's education system.

Following the feedback from the consultation on education held last fall, the province will be moving forward with changes in the following areas:

#### **Math**

The government has announced a new four-year math strategy to ensure students have a strong understanding of math fundamentals and how to apply them. This strategy will:

- Improve student performance in math
- Help students solve everyday math problems
- Increase students' employability into the jobs of tomorrow.

The strategy will feature a new math curriculum for all students in all grades phased in over four years. The curriculum will emphasize basic concepts and skills contributing to students' future success and be accompanied by parent and teacher resources. The first elements of the new curriculum will be available in September 2019.

In addition to an improved curriculum, online resources will be available to support student learning. The government has also introduced legislation that will require new

teachers to pass a math content knowledge test before they enter the classroom in a professional capacity. If passed, this legislation will ensure teachers are confident and capable in teaching math and by the spring of 2020, will be required to pass the test in order to be certified by the Ontario College of Teachers.

For teachers already in the system, the government will provide funding to support additional qualification courses in math.

### **Science, Technology, Engineering and Math**

The government is committed to preparing Ontario students for success by equipping them with the skills they need in Science, Technology, Engineering and Math (STEM).

The new STEM Education Strategy will enable Ontario to become a global leader in STEM learning. By partnering with educators, students, parents, post-secondary institutions as well as industry leaders, the government will create new and enriched learning experiences in STEM.

An immediate step will be a revised mandatory Career Studies Grade 10 course. This revised course will explore high-growth industries, including STEM, which will reflect new mandatory learning for students. This course will be released in late May for implementation in September 2019.

The strategy will also include revised Business Studies and Computer Studies curricula focused on developing job skills such as entrepreneurial skills, computational thinking and coding. In 2019-20, the ministry will begin research and benchmarking against other jurisdictions as a foundation for revisions to these curricula.

### **Skilled Trades**

Ontario students have experienced significant success through the Specialist High Skills Major and Dual Credit programs, which have provided opportunities for students to experience skilled trades and apprenticeships. The Ministry of Education will work closely with the Ministry of Training, Colleges and Universities to increase student and parent exposure to skilled trades, technology and apprenticeship training, and focus on promoting this high-demand career pathway.

We want to ensure that students are exposed to:

- A broad range of opportunities that will offer exposure to skilled trades and technology careers, and that they are exposed to these opportunities starting in elementary school.
- Experiential, hands-on learning through community partnerships and co-op placements.

## **Financial Literacy**

Financial literacy learning is essential to student success to build a well-educated responsible workforce and prepare Ontarians for a more prosperous future.

Financial literacy will be a major component of the mandatory learning in the revised Grade 10 Career Studies course which will be released in late May for implementation in September 2019.

It will also be an area of focus in the revised math curriculum being phased in for all grades.

## **Indigenous Education**

A revised First Nations, Métis, and Inuit Studies curriculum for Grades 9-12 will be released in late May for implementation in September 2019. The curriculum was developed in collaboration with Indigenous partners to increase learning about Indigenous perspectives, cultures, contributions and histories.

Building on this, the government will continue to work with Indigenous partners to develop an approach for more curriculum revisions across subjects, grades and courses, to strengthen Indigenous content and learning.

## **Health and Physical Education (HPE)**

Following feedback from the largest provincial consultation on education, the government heard the need for an HPE curriculum that is age-appropriate and relevant. The revised elementary HPE curriculum will be released in late May for September 2019 implementation. From now until the end of the 2018-2019 school year, educators will continue using the 2018 curriculum, their professional judgement, and age-appropriate resources to teach the students in their classroom.

To ensure parents are respected, the ministry will provide an opt-out policy similar to other jurisdictions. The ministry will also be introducing online modules for parents who may want to introduce topics at home whenever their child is ready. Both of these options will be available for the 2019-20 school year.

## **Digital Curriculum**

A new digital platform will be phased in to modernize access to Ontario's curriculum. This new digital space will help educators, parents and students access curriculum and learning resources in a user- and mobile-friendly manner and will become increasingly interactive over time. The first phase of the new platform will be launched in September 2019 and will grow steadily with more content and features, in line with user needs and feedback.

The initiatives set out in this memorandum would be supported by proposed changes to the GSN regulation, and other legislation, where necessary. The ministry will provide further information about any legislative changes as they are brought forward.

We want to thank school boards for their ongoing dedication to providing programs and supports to all students. We look forward to continued consultation with education partners and collaboration on the government's priorities for education.

*Original signed by*

Nancy Naylor  
Deputy Minister

## Appendix A: Planning Assumptions

To support board planning, the table below summarizes the changes that boards can plan for with respect to funding subject to consultations, negotiations and potential legislative changes.

The ministry anticipates the annual funding formula to be released in late April.

Description	Funding Changes *
Kindergarten	<ul style="list-style-type: none"> <li>Funded Early Childhood Educators (ECE) classroom staffing ratio change from 1.14 FTE to 1.0 FTE</li> </ul>
Grades 1 to 3	<ul style="list-style-type: none"> <li>Funded average class sizes remains at 19.8</li> </ul>
Grades 4 to 8	<ul style="list-style-type: none"> <li>Funded average class size adjusted from 23.84 to 24.5</li> </ul>
Grades 9 to 12	<ul style="list-style-type: none"> <li>Funded average class size adjusted from 22 to 28</li> </ul>
E-learning	<ul style="list-style-type: none"> <li>Funded average class size adjusted to 35 starting in 2020-21 school year</li> </ul>
Secondary Programming amount in Pupil Foundation Grant	<ul style="list-style-type: none"> <li>Funding to end August 31, 2019</li> </ul>
Local Priorities Fund	<ul style="list-style-type: none"> <li>Funding to end August 31, 2019</li> </ul>
Cost Adjustment Allocation	<ul style="list-style-type: none"> <li>Base amount to end August 31, 2019</li> </ul>
Human Resource Transition Supplement	<ul style="list-style-type: none"> <li>Funding to end August 31, 2019</li> </ul>
Classroom Loading Factors in School Facility Operations and Renewal Grant	<ul style="list-style-type: none"> <li>Five-year phase-in of a new Supplementary Area Factor for school facility operations to reflect proposed secondary class size changes.</li> </ul>
School Facility Operations and Renewal Grant (Utilities)	<ul style="list-style-type: none"> <li>A 2 per cent update to the non-staff portion of the operating cost benchmark under the School Facility Operations and Renewal Grant (School Operations Allocation) to assist in managing increases in commodity prices (electricity, natural gas, facility insurance, and other costs).</li> </ul>
Student Transportation	<ul style="list-style-type: none"> <li>A 4 per cent cost update adjustment, net of previous years' transportation surplus, if any.</li> <li>Funding for school boards running transportation deficits and have demonstrated efficient consortia operations.</li> </ul>
Attrition Protection for Teachers for Class Size Changes (including e-Learning)	<ul style="list-style-type: none"> <li>Funded class sizes and staffing parameters in the Pupil Foundation Grant as well as other related components in the GSN would be adjusted to reflect the above proposed changes to class sizes.</li> <li>If the reduction in the funded teacher FTE amount after these changes exceeds attrition, a top-up in funding will be provided so that the funded change does not exceed attrition.</li> </ul>

Description	Funding Changes *
	<ul style="list-style-type: none"> <li>• Attrition is the sum of actual retirements and other voluntary leaves. This calculation will be done for each panel separately. Declining enrolment is not covered by attrition protection.</li> <li>• With this support in place, boards can avoid teacher lay-offs.</li> </ul>
Salary Benchmarks	<ul style="list-style-type: none"> <li>• To be adjusted by 1 per cent to support previously negotiated central collective agreements, as well as the amount for the provincial terms and conditions agreement for Principals and Vice-Principals.</li> </ul>

\* Proposed funding changes are subject to consultations, negotiations and potential legislative changes.

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Ministère de l'Éducation  
Édifce Mowat  
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2019: B09

**MEMORANDUM TO:** Association des conseils scolaires des écoles publiques de l'Ontario  
Association des enseignantes et des enseignants franco-ontariens  
Association franco-ontarienne des conseils scolaires catholiques  
Canadian Union of Public Employees  
Educational Workers' Alliance of Ontario  
Elementary Teachers' Federation of Ontario  
Ontario Catholic School Trustees' Association  
Ontario Council of Education Workers  
Ontario English Catholic Teachers' Association  
Ontario Public School Boards' Association  
Ontario Secondary School Teachers' Federation  
Unifor

**FROM:** Martyn Beckett  
Assistant Deputy Minister  
Student Achievement Division

Andrew Davis  
Assistant Deputy Minister  
Education Labour and Finance Division

**DATE:** March 15, 2019

**SUBJECT:** **Next Phase of Consultations on Hiring Practices and Class Sizes**

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This is an invitation to provide further input on teacher hiring practices (Ontario Regulation 274/12 – Hiring Practices) and class sizes in Ontario.

We appreciate all of the input from our education partners that participated in our previous consultations. The feedback we have received, and which we continue to consider, will help us to deliver vital education programs and services efficiently.

Attached are the two consultation guides: Teacher Hiring Practices and Class Size. These guides are intended to support stakeholders in understanding the government's plans and assist in the development of stakeholder submissions.

The government believes that stakeholder submissions on these issues are important and would continue to benefit from stakeholders' expertise, experience, and ideas.

To ensure that your feedback is taken into consideration, please forward your electronic submission by **May 31, 2019** to:

Hiring Practices: [PTPSB@ontario.ca](mailto:PTPSB@ontario.ca)  
Class Size: [EDULABFINANCE@ontario.ca](mailto:EDULABFINANCE@ontario.ca)

In addition to the written submissions, the ministry would be pleased to meet with education sector labour partners, which includes the teachers' federations, education worker unions and trustees' associations, to continue the dialogue on the planned changes contained in these guides.

Your continued participation in this process is greatly appreciated as we work toward the government's goal of ensuring that public spending provides best value.

*Original signed by:*

Martyn Beckett  
Assistant Deputy Minister  
Student Achievement Division

Andrew Davis  
Assistant Deputy Minister  
Education Labour and Finance Division

Attachments

c: Directors of Education  
Regional Managers, Regional Offices, Field Services Branch  
School Business Officials  
Association des directions et directions adjointes des écoles franco-ontariennes  
Catholic Principals' Council of Ontario  
Council of Ontario Directors of Education  
Ontario Principals' Council

# Class Size Consultation Guide

## About this Consultation

The ministry concluded this year's consultation on the Grants for Student Needs (GSN) in December 2018. As a follow-up to that consultation, the ministry undertook a further consultation on class sizes in Ontario which recently concluded on February 22, 2019.

We appreciate all of the input from our education partners who participated in both of these consultations. The feedback we have received, and which we continue to consider, has helped to shape the government's plan to modernize classrooms and education funding in Ontario. The plan outlined in this consultation guide was shaped by the advice and feedback in the prior consultations. It is a measured and responsible approach.

This guide is intended to support stakeholders in understanding the government's plan for class sizes in Ontario and assist in the development of stakeholder submissions. This guide sets out some considerations and questions with the aim of supporting a dialogue about the government's plan.

The government is committed to discussing class size options, through a consultation process that allows partners to provide the benefit of their expertise, experience, and ideas. Therefore, the ministry would be pleased to meet with education sector labour partners to continue the dialogue on the planned changes contained in this guide.

In order to ensure your feedback is considered, please forward your electronic submission by May 31, 2019 to: [EDULABFINANCE@ontario.ca](mailto:EDULABFINANCE@ontario.ca). If you have questions about this consultation, please send them to the email address noted above.

## Goals

We are pleased to share with you our planned class size changes and next steps which are guided by the following key goals.

1. **Student Achievement:** Success and well-being of every child.
2. **Protecting Front Line Staff:** The planned changes are to be managed through attrition protection for teachers.
3. **Fiscal Responsibility:** Delivering services in an effective and efficient manner.
4. **Evidence-based Decision Making:** Grounded in sound policy, inter-jurisdictional scans, and empirical research.

## Grades 1-8

GRADES	CURRENT STATUS	PROPOSED CHANGES
<b>Grades 1-3</b>	<ul style="list-style-type: none"> <li>• At least 90 per cent of primary classes of a board must have 20 or fewer students</li> <li>• All school boards have a class size limit of 23 students</li> <li>• The funded average class size is 19.8</li> </ul>	<ul style="list-style-type: none"> <li>• No change</li> </ul>
<b>Grades 4-8</b>	<ul style="list-style-type: none"> <li>• Averages vary by board as identified in the class size regulation</li> <li>• The funded average class size is 23.84</li> </ul>	<ul style="list-style-type: none"> <li>• Maximum board-wide average class size of 24.5, with no exceptions</li> <li>• Funded average class size of 24.5</li> </ul>
<b>Mixed Grade</b>	<ul style="list-style-type: none"> <li>• All mixed-grade classes consisting of primary grade students combined with students from junior-intermediate grades (grades 4 to 8) must have 23 or fewer students</li> </ul>	<ul style="list-style-type: none"> <li>• No change</li> </ul>

### What We Heard In Support of the Plan

- The feedback from sector partners showed considerable support for class size caps in grades 1 to 3 to ensure these young learners continue to be supported in small class sizes.
  - *The ministry heard how important class size caps are for children in grades 1 to 3. The ministry is not proposing any changes.*
- Some stakeholders indicated that flexibility is important and prefer averages to caps. Some also felt that current class size averages for grades 4-8 is a fair way for school boards to manage class size.
  - *The ministry believes that children and parents should expect consistency on maximum class size averages wherever they are in the province. The old model for students in grades 4-8 wasn't fair and the ministry proposes to fix that, while continuing to provide flexibility on classroom composition through the use of averages.*

## Consultation Questions:

1. What are the opportunities of the planned changes in relation to the four key goals?
2. Will the status quo in grades 1-3 and modest changes to grades 4-8 allow for continued flexibility in organizing school board class sizes?
3. Are there any other comments on the planned changes, keeping in mind the key goals outlined above, you would like to provide?

## Grades 9-12

GRADES	CURRENT STATUS	PROPOSED CHANGES
Grades 9-12	<ul style="list-style-type: none"> <li>• School board class size averages must not exceed 22 in grades 9 to 12</li> <li>• The funded average class size is 22.0</li> </ul>	<ul style="list-style-type: none"> <li>• School board class size averages must not exceed 28 in grades 9 to 12</li> <li>• The funded average class size is 28.0</li> </ul>

The government remains committed to modernizing education while continuing to support students and families. In addition to the planned changes in the table above, starting in 2020-21, the government plans to centralize the delivery of all e-learning courses to secondary students in Ontario to allow students greater access to programming and educational opportunities. Secondary students will take a minimum of four e-learning credits out of the 30 credits to fulfill the requirements for achieving an Ontario Secondary School Diploma. That is equivalent to one credit per year, with exemptions for some students on an individualized basis. This will include increased class size for online courses to 35 students.

### What We Heard In Support of the Plan

- Schools and school boards require the flexibility to organize courses and pathways to meet the needs of secondary students and the school community which cannot be achieved through hard caps.
  - *The ministry heard of the importance and requirement for flexibility and will continue to provide the flexibility that is important in meeting the needs of students and school communities.*
- Feedback received from sector partners stated that the ideal class size for grades 9-12 ranged between a low of 20 students to a maximum of 30 students.
  - *The ministry's plan will align our secondary class sizes to better reflect other jurisdictions in Canada and follows a fiscally responsible approach. Please see appendix A for information on class sizes in other jurisdictions in Canada and a comparison of class sizes between Ontario and Quebec.*

## Consultation Questions:

1. What are the opportunities of the planned changes in relation to the four key goals?
2. The new vision for e-learning is intended to provide more programming options for students. What comments and advice do you have?
3. Class size caps exist in many local collective agreements. Do these caps pose a barrier to implementing the new class size requirements?
4. Are there other comments on the planned changes, keeping in mind the four key goals, you would like to provide?

## Financial Impact:

The following is a summary of the estimated financial impact of the planned changes, in relation to the goal of fiscal responsibility.

<b>Financial Summary (in %)</b>	<b>2019-20</b>	<b>2020-21</b>
Grades 4 to 8	(0.2)%	(0.5)%
Secondary	(0.1)%	(0.6)%
<b>Total Fiscal Impact</b>	<b>(0.4)%</b>	<b>(1.0)%</b>

Note:

Table reflects government fiscal year figures. The percentage is in proportion to the 2018-19 projected Grants for Student Needs.

## Conclusion

In formulating the planned changes set out above, the government is approaching these issues with four goals to guide decision making:

1. **Student Achievement**
2. **Protecting Front Line Staff**
3. **Fiscal Responsibility**
4. **Evidence-based Decision Making**

In addition to these goals we were guided by your feedback in the first two consultations. This feedback was extremely valuable and helped shape this plan.

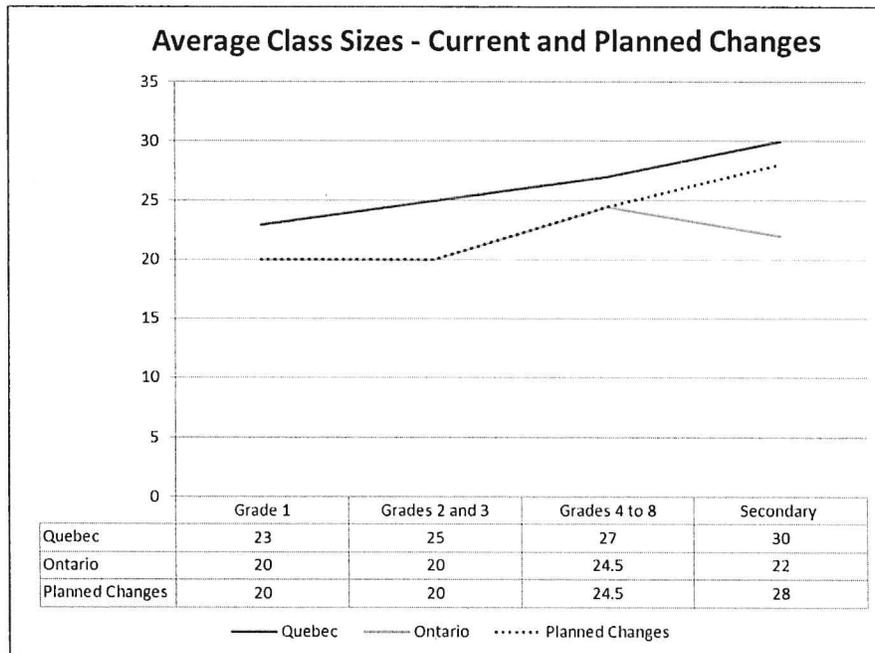
The ministry would be pleased to meet with education sector labour partners, which includes the teachers' federations, education worker unions and trustees' associations, to continue dialoguing on the planned changes contained in this guide, upon request.

We are committed to supporting students and families as we modernize education funding in a responsible manner while ensuring that funding decisions are having the greatest impact in the classroom.

Thank you for taking the time to read this guide. Once again, we look forward to working with our sector partners and your continued feedback.

# Appendix A

- Ontario has among the lowest class size averages and caps compared to other provinces in Canada with restrictions on class sizes.
- In other Canadian jurisdictions, class sizes tend to increase as students move through the education system. This means that average class sizes in higher grades tend to be larger, as the maturity of learners grows.
- The trend toward increasing class sizes is shown in the example of Quebec, in the tables below. This is compared with the current average class sizes for the different panels in Ontario and the planned changes.
  - Currently, in Ontario, classes follow a similar increasing until the junior-intermediate grades, at which point the average class size drops again at the secondary level.



**Notes on Ontario Class Sizes:**

1. Funded average class size of 19.8 to support school boards to meet the class size caps (90% of classes must have 20 or fewer students, up to 10% of classes up to 23).

**Notes on Quebec Class Sizes:**

1. The class size averages and maximums indicated on this table are in reference to "regular groups" of students as stated in the Provincial Collective Agreement 2015-2020, Quebec has significantly lower class size requirements for groups of students with different characteristics and need (i.e. economically disadvantaged areas or special education needs).
2. Class size requirements as they relate to secondary general education courses, Quebec has denoted different class size requirements for other secondary programs (i.e. technical exploration courses or temporary individualized paths for learning)

# School Board Hiring Practices Consultation Guide

## About this Consultation

The ministry concluded this year's consultation on the Grants for Student Needs (GSN) in December 2018. As a follow-up, the ministry undertook a further consultation on teacher hiring practices, which recently concluded on February 22, 2019.

The current process for hiring occasional and permanent teachers to bargaining units represented by the Ontario English Catholic Teachers' Association (OECTA), the Elementary Teachers' Federation of Ontario (ETFO) or the Ontario Secondary School Teachers' Federation (OSSTF) is governed by Ontario Regulation 274/12 and complemented by local collective agreement language and local hiring policies. In addition, Regulation 298, Operation of Schools – General sets out rules for the assignment of teachers to teaching positions based on qualifications, safety, and program quality.

This guide is intended to support stakeholders in understanding the government's proposed changes to school board hiring practices of teachers in Ontario. This guide sets out some considerations and questions with the aim of supporting a dialogue and stakeholder submissions on the government's proposed changes.

The government is committed to discussing teacher hiring practices to allow stakeholders, including education sector labour partners, to provide the benefit of their expertise, experience, and ideas.

The ministry wishes to meet with education sector labour partners to continue the discussion on the proposals contained in this guide. If your organization is willing to participate in an in-person meeting, please contact us to make arrangements. To ensure your feedback is considered, please forward your electronic submission by May 31, 2019 to: [PTPSB@Ontario.ca](mailto:PTPSB@Ontario.ca). Please send any questions about the process to the email address noted above.

## Goals

We are pleased to share with you our proposed teacher hiring practices plans and next steps which are guided by the following key goals:

1. **Student Achievement:** Success and well-being of every child.
2. **Protect Front Line Staff:** Improve access to employment opportunities for teachers.
3. **Fiscal Responsibility:** Deliver services in an effective and efficient manner.
4. **Evidence-based Decision Making:** Grounded in sound policy and empirical research.
5. **Diverse teaching staff:** Enhance the quality of student education through a diverse teaching staff.

## School Board Hiring Practices

TOPIC	CURRENT STATUS	PROPOSED CHANGES
Teacher Mobility	<ul style="list-style-type: none"> <li>• A teacher wishing to move between school boards would lose seniority and must apply to be placed on the occasional teacher (OT) roster again.</li> <li>• A relocating permanent teacher from any board may apply to be placed on an ETFO long-term occasional (LTO) list and shall be granted an interview.</li> </ul>	<ul style="list-style-type: none"> <li>• Teachers are able to apply to a school board's single hiring pool for permanent positions in any Ontario school board for which they are qualified.</li> <li>• New teachers have direct access to apply to permanent positions in any school board.</li> </ul>
Right Teacher for the Job	<ul style="list-style-type: none"> <li>• School boards must follow hiring processes set out in O. Reg. 274/12, which are largely based on seniority.</li> </ul>	<ul style="list-style-type: none"> <li>• Hiring is responsive to local needs and is based on transparent criteria including teacher qualifications, experience and due regard for the provision of the best possible program for students as determined by principals.</li> <li>• Remove maximum number of interviewees required.</li> </ul>
Simplifying the Hiring Process	<ul style="list-style-type: none"> <li>• Currently the regulation differs for every union/federation.</li> <li>• The requirements for the OT roster and LTO list including the interview caps, entitlements to debrief interviews, and the importance of seniority in hiring to LTO and permanent positions differ for every union/federation.</li> </ul>	<ul style="list-style-type: none"> <li>• Require boards to maintain a single hiring pool of Ontario College of Teachers certified teachers who are eligible to be hired for any available position including occasional, long-term occasional, or permanent, as determined by the principal, instead of the current staged entry requirements.</li> <li>• There will no longer be an OT roster and LTO list. Instead, the regulation will provide the parameters for a separate OT hiring process.</li> </ul>
Reducing Bias in Teacher Hiring Practices	<ul style="list-style-type: none"> <li>• O. Reg. 274/12 highlights the importance of seniority in the hiring process, which is intended to reduce bias.</li> </ul>	<ul style="list-style-type: none"> <li>• Boards are required to include measures to address conflicts of interest as part of the local hiring process.</li> </ul>
Addressing diversity and equity in hiring	<ul style="list-style-type: none"> <li>• The hiring process in the regulation is based primarily on seniority.</li> </ul>	<ul style="list-style-type: none"> <li>• Regulatory amendments to enable boards to include diversity and equity considerations in hiring decisions.</li> <li>• Policy and Program Memorandum (PPM) to be developed on equity and diversity in hiring practices.</li> </ul>

## What We Heard

- The majority of stakeholders expressed a desire for increased mobility, including the flexibility to move between teaching panels and school boards in different regions without having to start at the beginning of the hiring process again.
- Stakeholders would like to have flexibility in hiring practices to:
  - Allow principal discretion in considering factors beyond seniority when selecting interview candidates.
  - Put school and school board local needs at the forefront of hiring, to improve student achievement.
- Stakeholders said:
  - There is no need for both a roster and a list;
  - Do not increase interview cap; and
  - Allow principal discretion in how many candidates to interview.
- Stakeholders are concerned about bias in the hiring process and suggest creating consistent policies that acknowledge experience, include prescribed rubrics, and include explicit declarations of conflict of interest.
- Some stakeholders reported that the process requirements of the regulation can hinder attempts to foster equity and diversity. In some cases, they felt candidates, who reflect the diversity of the local community or the students themselves, may not be considered as they have less seniority than other candidates.

In response to the feedback provided, the proposed model would:

- Provide increased mobility for teachers in Ontario
- Ensure that teaching positions are filled by the right candidate
- Simplify the hiring process to reduce turn over in the classroom
- Reduce bias in hiring by addressing conflict of interest
- Be complemented by a Policy and Program Memorandum (PPM) on equity and diversity in hiring practices
- Apply to all school systems (French Language boards included)

## Consultation Questions

1. What are the implications of the proposals on hiring practices of teachers in Ontario in relation to the five key goals?
2. Regarding this proposal, what issues will need to be considered for implementation?
3. Are there alternative approaches that you would like to put forward that would achieve the government's five key goals?
4. Are there any other comments you would like to provide, keeping in mind the five key goals?

## Conclusion

In formulating the proposed changes set out above, the government is approaching these issues with five goals to guide decision making:

1. **Student Achievement**
2. **Protect Front Line Staff**
3. **Fiscal Responsibility**
4. **Evidence-based Decision Making**
5. **Diverse teaching staff**

In addition to these goals, we were guided by your feedback in the first consultation. This feedback was extremely valuable and helped shape the proposed changes.

The ministry would be pleased to meet with education sector labour partners, which includes the teachers' federations, education worker unions and trustees' associations, to continue dialoguing on the planned changes contained in this guide, upon request.

We are committed to supporting students and families as we modernize education in a responsible manner while ensuring that decisions are having the greatest impact in the classroom.

Ministry of Education

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2019: B07

**MEMORANDUM TO:** Directors of Education  
Supervisory Officers of School Authorities

**FROM:** Nancy Naylor  
Deputy Minister  
Ministry of Education

**DATE:** March 11, 2019

**SUBJECT:** **Supporting Students with Autism Spectrum Disorder**

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The Ministry of Education recognizes that as a result of the recently announced changes to the Ontario Autism Program (OAP), children and youth with ASD will be entering school and/or transitioning from part time to full time school, beginning in April 2019 and into the 2019-20 school year.

To support school boards in responding to the needs of these students, the ministry intends to provide additional funding for the remaining months of the 2018-19 school year. The ministry will also provide a range of new and ongoing supports for the 2019-20 school year.

Please note that hiring of staff with expertise to support newly enrolled students with ASD, or students with ASD transitioning from part time to full time school, should proceed in order to support these students.

### **2018-19 School Year**

To address school boards' in-year needs, the ministry intends to provide for an extended count date for those students who have been receiving OAP services and are newly enrolling in the April to June 2019 school months. School boards will report enrolment as of March 31 as usual. However, an extended count date will allow school boards to receive full school year funding for eligible, newly enrolled students for the remaining months of the 2018-19 school year. This mechanism will provide an average of \$12,300 per pupil to allow boards to plan supports for the remainder of the current school year.

The ministry will propose a change to the 2018-19 GSN regulation to support this funding and will further advise school boards about the proposed regulation change.

### **2019-20 School Year**

For the 2019-20 school year, the ministry intends to provide additional funding, and continued funding, to support school boards and students with ASD. The supporting initiatives are outlined below.

The ministry will propose a 2019-20 GSN regulation to support this funding and will further advise school boards about this proposed regulation.

### **Promoting Professional Learning**

The ministry is committed to supporting school boards, school leaders, teachers and educational assistants (EAs) to be well prepared to support students with ASD.

Currently, over 70,000 of Ontario's teachers have additional qualifications in special education. Over 1,000 have additional qualifications for Teaching Students with Communication Needs (Autism Spectrum Disorder). The ministry will provide \$1 million in annual funding to fully subsidize teachers who wish to acquire the Teaching Students with Communication Needs (Autism Spectrum Disorder) additional qualification. The ministry anticipates that this support would allow up to 4,000 teachers to acquire this qualification over the next three years.

The ministry will also increase training opportunities available to school boards by doubling annual funding for the Geneva Centre for Autism to \$2 million to provide training opportunities for educators, including teachers and EAs. Training will include access to the Registered Behaviour Technician (RBT) course. The ministry anticipates that up to 4,400 educators could be trained annually through this new investment.

In 2019-20, the ministry will request that school boards focus the special education topic on the list of Professional Activity Day permitted topics on supporting students with ASD. Policy/Program Memorandum 151 will be amended to include this direction.

In 2020-21, the ministry will mandate that school boards support learning opportunities for all educators in supporting students with ASD, within a professional activity day.

The ministry will support new teachers by revising the New Teacher Induction Program (NTIP) Induction Elements Manual to include increased ABA-based training opportunities.

### **Funding for Student Supports**

The ministry will continue all aspects of Grants for Student Needs (GSN) special education funding in 2019-20, including key allocations that are intended for students who require significant supports. Special education funding is projected to be \$3.01 billion in 2018-19, which will continue in 2019-20.

A number of components of special education funding are claims based and responsive to changes in enrolment of students with high needs. School boards are encouraged to access these allocations and to engage the ministry if additional flexibility is required to ensure this funding is fully available for students with ASD.

In particular, school boards are reminded of existing components of special education funding, which may be particularly relevant in supporting newly enrolled students with ASD:

- The Behaviour Expertise Amount Allocation (BEA) provides funding for school boards to hire board-level ABA expertise professionals. These professionals support principals, teachers, educators and other school staff by providing and coordinating ABA coaching, training and resources. They are also intended to support transitions, collaboration and information sharing between community-based autism service providers, school staff and families. This funding also provides for training opportunities to build school board capacity in ABA. The BEA allocation will be \$15.2 million in 2018-19 and will be continued in 2019-20.
- The Special Incidence Portion (SIP) provides up to \$27,405 for students who require more than two full-time staff to address the health and safety needs of both the high-need student and others at their school. School boards may submit SIP claims to the Ministry of Education regional offices for approval. The SIP allocation is projected to be \$105.3 million in 2018-19 and will be continued in 2019-20. Administrative dates for SIP claims will be extended in 2018-19 for eligible students.
- The Special Equipment Amount (SEA) provides enrolment-based and claims-based funding for school boards to support high need students. This funding can be used for computers and communication technology, and non-computer based equipment including sensory equipment. The SEA allocation is projected to be \$106.6 million in 2018-19 and will be continued in 2019-20. Administrative dates for SEA claims will be extended in 2018-19 for eligible students.
- Multi-Disciplinary Team (MDT) funding was introduced in 2018-19 to support high need students, including students with ASD. School boards are continuing to recruit staff with appropriate credentials to fully benefit from this funding. The ministry will work with MCCSS and school boards to facilitate the recruitment of staff with appropriate expertise. The MDT funding allocation will be \$50.8 million in 2018-19 and will be continued in 2019-20.

### **Expanding After School Skills Development Programs**

The ministry has been supporting a pilot program in many boards to allow the provision of the After School Skills Development Program. The ministry will make an investment of \$6.1 million to allow this successful pilot to be extended to all school boards across the province in the 2019-20 school year.

## Supporting Transitions

The Ministry of Education and the Ministry of Children, Community and Social Services will continue supporting transitions of children with ASD to school through the *Connections for Students* model, during the transition to the redesigned OAP.

The ministry will also host a series of virtual sessions about exclusions and modified days to engage parents, educators, administrators and others in a dialogue about these complex issues. The details will be communicated at a later date.

The ministry will survey school boards regularly to assess the impact of increased school enrolment and attendance by children and youth with ASD as they transition into the school system. The ministry will also ask boards to provide information on their websites for families seeking to enrol their children and youth.

If you have any additional questions, please reach out to your local EDU regional offices. A list of regional offices can be found by visiting [www.edu.gov.on.ca/eng/parents/offices.html](http://www.edu.gov.on.ca/eng/parents/offices.html)

We want to thank school boards for their ongoing dedication to providing programs and supports to all students, including those with ASD. We remain committed to safe and healthy learning environments for all students and staff.

*Original signed by*

Nancy Naylor  
Deputy Minister

C: Council of Ontario Directors of Education (CODE)  
School Business Officials