

COMMITTEE OF THE WHOLE (PUBLIC) **05 March 2019**
Report No. 19-028

Academic Staffing for 2019-2020

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PURPOSE:

1. To provide to Committee of the Whole (COW) for discussion, information with respect to the required and discretionary academic staffing levels for the 2019-2020 school year and to highlight areas being considered for recommended changes.

CONTEXT:

2. The collective agreement with each of the unions representing elementary teachers, Ottawa Carleton Elementary Teachers' Federation of Ontario (OCETFO) and secondary teachers, Ontario Secondary School Teachers' Federation (OSSTF) sets out the timelines by which academic staffing must be approved and completed. In order to meet the respective timeline obligations, staff brings forward a discussion report each year in early March to outline preliminary thinking with regard to potential changes to discretionary staffing allocations. Recommendations include those being considered to accommodate changing program needs and/or in anticipation of overall budget requirements. The discussion report is followed by an action report later in March seeking approval of the academic staffing positions for the following school year.

   Academic staffing represents approximately 59.6% ($539.9 million) of the annual budget. An additional $173.4 million is allocated to administrative and support staff in the budget process. Academic staffing allocations must be considered in the context of the multitude of needs and budget pressures that impact the District's total annual budget.

   Because academic staffing is tied to the funding formula, it is generally understood that basic academic staffing requirements will be fully funded, unless the Ministry changes the funding formula. This year, there is increased

uncertainty about possible provincial changes, specifically in relation to changes to the current class size regulations or funding in general and the potential impact on staffing levels. Staff is monitoring this closely to ensure that appropriate action can be taken as required. The 22 January 2019 COW Budget report provided additional information about the current forecasts for the 2019-2020 budget, the revised estimates for this year and possible areas where changes might be expected next year.

KEY CONSIDERATIONS:

3. Current Class Size Regulations

Regulation 132/12 Class Size, sets out the class size requirements that apply to elementary and secondary grades/divisions, as provided below. School districts are required to staff such that these class size requirements are being met in accordance with the Regulation. It should be noted that class sizes for specialized program classes are subject to distinct regulatory caps, differentiated by exceptionality, as set out in a separate regulation (Regulation 298 – Operation of Schools – General).

Division	Summary of Regulatory Requirements (Ontario Reg 132/12)		Funding
Kindergarten *does not include ECE allocation*	26.0	maximum board-wide average class size	25.57
	29.0	class size limit for all school boards - hard cap	
	32.0	up to 10% of classes may exceed the hard cap, under certain conditions*****	
Grades 1 - 3	20.0	at least 90% of classes must have this limit or fewer students	19.8
	23.0	class size limit for all school boards - hard cap	
	23.0	class size limit for mixed grade classes - hard cap (primary and junior students, eg. grade 3-4)	
Grades 4 - 8	24.5	maximum board wide average class size	23.84
Grades 9 - 12	22.0	maximum board-wide average class size	22.00

***** For Kindergarten programs, conditions which allow for increases to class size may include lack of purpose-built accommodation, where a program will be negatively impacted (e.g. French Immersion), and/or where compliance will increase Kindergarten/Grade 1 combined classes.

Further discussion of potential changes in government policy affecting class sizes is set out below.

4. Academic Staffing Levels – Overview

Appendices A and B outline elementary and secondary staffing respectively, and include a summary of the approved staffing for 2018-2019, actual current year FTE allocations, and proposed FTE for 2019-2020. The appendices also identify which positions are required by legislation or collective agreement and which positions are subject to some level of Board decision or discretion.

The basic classroom allocation makes up the largest number of contractual positions within each panel. Generally, these are teachers allocated to regular classroom teaching assignments. The number of basic classroom positions required is a function of enrolment, collective agreement provisions and Ministry class size regulations. Additional elementary and secondary teaching positions are required to support English Language Learners (ELL), students receiving special education supports and to fill central roles, including instructional coaches. For 2019-2020, Appendix A identifies a total of **2604.49 FTE** elementary teaching positions which are required by contract or legislation, and a further **588.88 FTE** elementary teaching positions which are discretionary and subject to Board decision. Appendix B identifies a total of **1522.83 FTE** secondary teaching positions which are required by contract or legislation, and a further **200.33 FTE** secondary teaching positions which are discretionary and subject to Board decision.

5. Enrolment Projections Inform Staffing

The classroom allocations are generated by applying the current class size regulations and any applicable collective agreement formulae. The projected staffing numbers are based on preliminary enrolment projections and budget estimates for 2019-2020. Enrolment projections are regularly monitored and updated through the early spring and actual enrolments are confirmed in September. Specific staffing levels are adjusted in September to reflect shifts in actual vs. projected enrolment at both the school and District level.

Enrolment projections have historically been within 1% to 2% of actual enrolments at the system level; however, there can be larger fluctuations on a school-by-school basis and this can impact class sizes and overall staffing levels. The last few years have seen larger than normal increases in actual vs. projected enrolment at the elementary level, resulting in more classes being added in the fall. Classroom staffing levels are adjusted, as required, to reflect changes in actual enrolment and to meet regulated class sizes, without seeking further Board approval. It is important to note that the requirement to meet the regulated class size requirements does not extend through the school year, but rather is tied to a particular date on which actual enrolment is used to reconcile staffing.

6. Basic Elementary Classroom Allocation

The elementary classroom allocation for 2019-2020 is **2,568.99 FTE,** which includes the positions required to meet current Ministry class size requirements and the collective agreement mandated preparation time for classroom teachers. In addition, 31.0 FTE positions are allocated to address a multitude of unique staffing issues that can arise through the staffing process; 14.0 FTE of

these positions are used to ensure the mandated preparation time under the collective agreement can be met.

7. Basic Secondary Classroom Allocation
The classroom allocation for 2019-2020 is 1,329.33 FTE, which represents the basic allocation generated by the collective agreement formula and the projected ADE. An additional 20.0 FTE is allocated to ensure that all staffing requirements under the collective agreement will be met.

8. Other Secondary Staffing
There are several additional contractual school based positions allocated using formulae in the collective agreement that are expressly tied to average daily enrolment (ADE), as follows.

Secondary - Required by Collective Agreement	FTE
Library	24.0
Guidance	62.5
Student Success includes credit rescue, credit recovery and student re-engagement	30.0
Program Enhancements	22.33
Total	**138.83**

9. Program Overlays are school based discretionary positions which may be added as a result of specific sweatered funding, or as an initial investment in a new program to allow it to become established. 'Sweatered' funding refers to funding that is provided for and required to be spent in a specific way. Appendix B provides a list of current program overlays, totalling 13.67 FTE. Included among these are the coordinator positions (currently a total of 2.17 FTE) supporting each of the specialized Arts, High Performance Athletes and International Baccalaureate (IB) programs. With the introduction of a new IB program at Merivale High School beginning September 2019, an increase in the current IB coordinator complement will be required.

An increase of 0.50 FTE International Baccalaureate (IB) Coordinator is recommended to support the introduction and continued planning of the IB program at Merivale High School.

10. Adult High School enrolment is divided between students who are under and over the age of 21, for staffing purposes, to align with the different funding provided for these students. Students under 21 attending Adult High School are counted for the purpose of generating the basic classroom complement, since they are funded in the same way. Additional staffing of **30.83 FTE** is generated for students over the age of 21 based on a discretionary formula (currently 30:1) that is tied to projected enrolment for this group of students.

11. Factors of Influence for 2019-2020

Looking ahead, there are several factors which may impact decisions related to academic staffing. These include potential changes in provincial policy and/or funding, enrolment, system needs/pressures, and decisions related to discretionary staffing. Some of these factors have more direct effect on academic staffing and the impacts and possible staffing adjustments are detailed below in relation to:

- Extension agreement Local Priorities funding;
- Changes in provincial policy/funding;
- English as a Second Language classes;
- Specialized program classes;
- Principals and vice-principals; and
- Centrally assigned staff positions.

12. Collective Agreement Extensions and Local Priorities Funding

In 2017, the province authorized "extension agreements" which provided additional funding, referred to as Local Priorities funding, for each of the Ontario Secondary School Teachers' Federation (OSSTF - Teachers), Education Workers (OSSTF) and Elementary Teachers' Federation of Ontario (ETFO). These extension agreements will end on 31 August 2019. Local Priorities funding was required to be used to fund additional positions in each of the bargaining units, based on discussions between local bargaining agents and school boards. There is no commitment to continue the funding after the current agreements expire in August 2019.

In total, the additional Local Priorities funding provided 87.67 FTE positions across various employee groups within the OCDSB; 32.67 of those were teaching positions (20.50 FTE additional elementary positions, and 12.17 FTE additional secondary positions) as outlined below.

Extension Agreement Positions	**FTE**	
	Elementary	**Secondary**
English as a Second Language (ESL)		
Itinerant ESL Teachers	4.0	
Special Education		
Learning Support Teachers (LST)	2.5	5.0
Learning Resource Teachers (LRT)	9.0	
Learning Support Consultant (LSC)	1.0	
Social Emotional Learning Teachers (SELT)	3.0	
also known as Itinerant Behaviour Teachers		
Curriculum Services		
Itinerant Indigenous Education Teacher	1.0	
Program		
Program Enhancement Sections		7.17
TOTAL	**20.5**	**12.17**

These additional positions were specifically created with the additional Local Priorities funding and with the end of the funding, the positions should also end. However, as set out more specifically below, consideration is being given to retaining some positions next year as part of the regular discretionary complement.

13. Changes in Provincial Policy and/or Funding

In previous years, determining school-based classroom staffing based on the regulatory class size requirements has been relatively straightforward. However, this year there is added uncertainty as a result of possible reductions in provincial grants, and policy changes in areas such as class size, Autism services, and full-day Kindergarten. Using class size as an example, increases to class size formulae would reduce the number of elementary classroom positions that are required. For example, an increase of 1.0 student in the average class size at junior-intermediate would result in a reduction of at least 40 FTE classroom teacher positions based on current enrolment.

At the secondary level, staffing levels are tied to formulas set out in the collective agreement; therefore, the number of basic classroom positions generated may not be directly impacted by a government decision to change the average class size.

Regardless of whether changes are made to the class size regulation, staff is still anticipating some level of reduction in the funding provided to school districts for next year. In the event there are no changes to regulatory class sizes, reductions in other discretionary areas of staffing may need to be considered. Senior staff has reviewed other areas of academic staffing and at this point have not identified any areas where significant reductions are feasible.

Approval of academic staffing is required by the 26 March 2019 Board meeting to meet staffing timelines in the collective agreements. In the event changes in class size regulations are announced following that date, appropriate steps would be taken to adjust staffing levels accordingly. Staff is continuing to monitor the situation closely and will bring forward any additional relevant information as part of the final staffing approval.

14. English Second Language (ESL) Staffing

The District allocates discretionary teaching positions each year to support ELL in elementary and secondary. There are no contractual or regulatory requirements dictating the number of teaching positions in this area. The staffing is based on the number of ELL students, and this has been increasing in recent years, particularly in the elementary panel.

The Family Reception Centre has identified a potential increased need for up to two (2) English Language Development (ELD) classes for next year. Locations for these classes are currently being confirmed in consultation with the Family Reception Centre and the Planning department.

Annually the Ottawa-Carleton Education Network (OCENET) provides discretionary funding for positions to support international students and investments in ESL at both the elementary and secondary levels. This funding is expected to continue for 2019-2020.

a) Elementary – There are currently a total of **91.25 FTE** ESL positions allocated, which includes 82.25 FTE school positions, 5.0 FTE itinerant positions and 4.0 FTE itinerant ESL teachers funded through Local Priorities funding, which ends in August 2019. In 2018-2019, 0.5 FTE ESL elementary positions were attributed to funding received from OCENET.

To support ELL needs, staff is recommending:

- ***the addition of 4.0 FTE Itinerant ESL positions to the current complement, to replace those positions previously funded using Local Priorities funding, leaving the current total investment of 91.25 FTE;*** *and*
- ***an increase of 2 FTE teachers to support two (2) new elementary ELD classes for next year.***

b) Secondary – There are currently **33.17 FTE** ESL positions allocated, which includes positions assigned to support ESL/ELD students and 2.0 FTE ESL Central Orientation Class positions. An additional 5.67 FTE positions funded through OCENET are allocated for schools that host international students who come to Canada to attend at the OCDSB for one or more semesters. For 2019-2020, OCENET has indicated that funding support for the 5.67 FTE positions will remain in place.

15. Special Education Program Classes

The District allocates a number of resources and positions to support special education students, either in specialized program classes or through supports for students in regular classrooms. Staff supports include teaching positions, educational assistants and various professional student services positions assigned to schools or central departments. Please note that this report includes teaching positions only; decisions relating to social workers, psychologists, speech and language pathologists and educational assistants are made during the budget process.

According to the grant regulations, all of the funding provided within the special education envelope must be allocated to support special education programs and students through staffing and other resources. The OCDSB has consistently budgeted and spent more to support special education than the funding envelope provides; in 2018-2019, the District budgeted to spend approximately $5.9 million or 5.3% more than the funding provided through the Grants for Student Needs (GSNs). Staff does not anticipate this pattern changing next year. However, there are a total of 20.5 FTE positions in special education (elementary and secondary) funded through Local Priorities funding. The anticipated end of that funding will require position reductions. Wherever possible, recommendations have been made to mitigate these reductions, recognizing that the funding will need to be found elsewhere.

a) Elementary – In 2018-2019 there are a total of **449.0 FTE** teachers assigned to special education, including the 15.5 FTE positions funded with Local Priorities funding. The number of elementary special education teachers is, in general, subject to Board discretion, as there are no specific regulatory or collective agreement formulae.

The largest pool of special education teacher supports are the Learning Support Teachers (LSTs) and Learning Resource Teachers (LRTs), which are allocated to all elementary schools based on consideration of various factors including total school enrolment, programs offered, grade configurations and needs. The role of these teachers is primarily to support students identified with special education needs in the regular classrooms. This year there are 232.5 FTE LSTs and LRTs. This does not include the 11.5 FTE additional positions added through the extension agreement funding, which ends in August 2019. In order to mitigate the full impact of the reduction of these additional LSTs and LRTs, a recommendation will be coming forward to add 2.5 LST positions to the complement for at least one more year.

Staff is recommending 2.5 FTE LST positions be added to the current complement for next year to mitigate the impact of the end of the extension agreement positions.

3.0 FTE itinerant social emotional learning teachers (SELTs) were also added using the extension agreement funding, which ends in August 2019. These positions provide additional support to schools experiencing challenges related to exceptional students' behaviours, including developing strategies and building capacity at the school level. These positions have had a positive impact over the last two years.

Staff is recommending that 3.0 FTE positions be added as part of the Learning Support Services itinerant behaviour supports for at least one year to mitigate the impact of the end of the extension agreement positions.

The Learning Disability Specialized Integration Program (LD SIP) model introduced two years ago was designed to integrate students in regular classes for approximately half of the day; however, they are not included in the average daily enrolment (ADE) calculations for the school. As a result, additional staff may be required to support integration of the students from the LD SIP into regular classrooms in the event the regular classes do not have adequate spaces. As such, the 4.76 FTE contingency allocation approved in the 2018-2019 budget is being maintained for next year to support LD SIP integration, as required.

Additional changes to specialized program staffing are outlined in the table below (c).

b) Secondary - There are currently a total of **130.5 FTE** special education teaching positions, which can be broken down as follows.

(i) Required by Collective Agreement – 34.0 FTE LST

(ii) Discretionary Positions - 83.5 FTE positions assigned to specialized program classes, 5.0 FTE LSC positions and 3.33 FTE discretionary LST positions.

(iii) Local Priorities funding positions - 5.0 FTE LST extension agreement positions were added for 2017-2018 and 2018-2019.

The number of collective agreement generated LSTs increases to 39.83 FTE next year based on the projected increase in enrolment.

Staff is recommending that 2.83 FTE discretionary LST positions be added to the regular LST complement for at least one year to mitigate the impact of the end of the extension agreement positions.

Additional changes to specialized program staffing are outlined below in paragraph (c).

c) Specialized Program Classes - As indicated above, there are currently 138 FTE elementary positions and 83.5 FTE secondary positions assigned to specialized program classes. Based on an assessment of current and anticipated future needs, Learning Support Services staff has identified potential changes to specialized program classes for next year. These changes are summarized in the following chart.

Recommended Changes to Specialized Program Classes	**FTE**	
	Elementary	**Secondary**
Autism Spectrum Disorders (ASD)	3.57	5.32
ASD Secondary Credit Support Program (SCSP)		1.33
Behaviour Integration Program (BIP)	1.19	1.33
Semi-Integrated Developmental Disabilities (DD)	1.19	-1.33
General Learning Program (GLP)	1.19	
Learning Disabilities Specialized Integration Program (LD SIP) – Junior	0.89	
Primary Special Needs (PSN)	1.19	
Gifted	-4.76	
TOTAL	**4.46**	**6.65**

Staff is recommending an overall increase of 4.5 FTE elementary positions, which includes preparation time, for specialized program classes.

Staff is recommending an overall increase of 6.67 FTE secondary positions, which includes preparation time, for specialized program classes.

16. Centrally Assigned Staff

a) Elementary – There are currently a total of **47.5 FTE** centrally assigned teaching positions, including 25 FTE discretionary teaching positions supporting Business and Learning Technologies (B&LT), Curriculum Services, and Early Learning. As part of the extension agreement funding, 1.0 FTE Indigenous Education position was added as of 2017-2018. Consideration is being given to continuing this position, notwithstanding the end of the funding.

Staff recommends the 1.0 FTE Itinerant Indigenous Education Teacher position become part of the regular complement.

b) Secondary – There are currently **16.67 FTE** centrally assigned discretionary teaching positions supporting B&LT and Curriculum Services. No changes are recommended to the number of central positions for next year.

17. Administration (Principals and Vice-Principals)

The Board is not required to approve staffing levels for principals and vice-principals prior to the budget process; however, this information is included as many vice-principals have teaching responsibilities and it is difficult to implement reductions in administrative time for vice-principals once staffing has occurred, due to the impact on teaching assignments. As a result, the Board normally approves staffing levels for principals and vice-principals as part of the decision-making for academic staffing. Appendix C sets out a summary of staffing levels for principals and vice-principals.

In general, the number of school administrators, particularly principals, is driven by the number of schools in the District. The number of vice-principals assigned to a school is based on consideration of a number of factors associated with the school profile, including student enrolment, program and grade configuration, RAISE index and the number and nature of specialized program classes.

Principal and vice-principal workload continues to be a concern, especially considering the increasing pressures in all schools associated with managing replacements behind staff absences, increasingly complex student behaviours and other demands.

Administration	FTE	
	Elementary	Secondary
Principals		
Schools	113.0	26.0
Centrally Assigned	3.0	5.0
Vice-Principals		
Schools	51.25	47.5
Centrally Assigned	2.0	1.0
TOTAL	**169.25**	**79.5**

Staff is recommending an increase of up to 4.0 FTE elementary vice-principal positions next year.

At secondary, a minimum of 1.00 FTE vice-principals is assigned to each secondary school. For 2019-2020, staff is not recommending any changes in the total number of secondary vice-principals. A review of the additional vice-principal support at Gloucester High School, which was put in place for a two year period following the closure of Rideau High School, may provide an opportunity to redistribute vice-principal support to other secondary schools.

18. Potential Changes in other Staffing Areas

In previous years, the Board has asked staff to identify other areas of the budget where changes in staffing levels are being contemplated, and to bring those forward as part of the academic staffing discussion, so that trustees have this preliminary information available. Based on the uncertainty in relation to funding this year, early discussions in this area have been focused on the impact of the extension agreement funding ending and the potential impact. For example, extension agreement or Local Priorities funding was used to fund 28.5 FTE educational assistant positions. Based on an assessment of current needs, a reduction of this magnitude would likely not be sustainable in one year.

Centrally, there are several areas where additional resources may be needed to support the work identified through the new strategic plan and these needs will be further clarified as the Board moves closer to approving the new plan. There are a number of important areas that will need to be considered relative to the available funding provided through the GSN and other revenue sources.

19. Summary

In summary, the total number of academic staffing positions projected for next year will increase slightly, largely as a result of increases in enrolment. Although the anticipated end of the Local Priorities funding will mean that some positions will be eliminated, staff has attempted to mitigate the impact by recommending that the regular complement be increased, at least for one year,

in several priority areas such as ESL, Special Education and Indigenous Education. These supports align with the District's current focus on promoting positive student behaviour and improving student achievement and wellbeing. Staff is continuing to monitor the provincial situation and potential changes impacting staffing, and will be prepared to respond appropriately as more information becomes available.

RESOURCE IMPLICATIONS:

20. A more detailed analysis of the financial implications associated with increased staffing levels will be provided as part of the action report which will be presented at the 19 March 2019 Committee of the Whole meeting. The proposed changes should be considered in the context of how they align with the District's current and future priorities and competing budget and other pressures, including anticipated changes in funding.

COMMUNICATION/CONSULTATION ISSUES:

21. The recommended changes to academic staffing positions are the result of discussions among senior staff and based on feedback and input received directly and indirectly from principals, central managers and others. In addition, staff has attempted to consider the priorities articulated by Board members during COW and Board meetings, as well as the comments made at previous Committee of the Whole (Budget) meetings, and input received to date as part of the strategic plan consultation. The discussion generated by this report will be considered when staff makes its final recommendations for next year's staffing levels to be considered at the 19 March 2019 Committee of the Whole meeting.

STRATEGIC LINKS:

22. The Board is currently in the process of developing a new strategic plan which will guide the District's priorities over the next four years. Consultations and discussions have taken place and have provided some insights into the new strategic plan and what the priorities should be. Decisions related to the 2019-2020 budget, including those related to academic staffing, should be guided by the priorities articulated through the strategic plan development process and elsewhere. This means ensuring, to the extent reasonably possible, that appropriate resources, including staffing supports, are in place to achieve the District's priorities.

    This report provides staff's opinion of where resources should be directed in order to have the greatest impact and benefit across the District. The academic staffing allocations directly support the District's priorities, particularly in the areas of learning and well-being. The priority areas identified for the purposes of academic staffing include ensuring sufficient supports for ELL and students with special needs.

GUIDING QUESTIONS:

23. The following guiding questions are provided to support the discussion at Committee of the Whole:

- Do the potential changes in academic staffing for next year align with current and future priorities?
- Are the additional investments aligned with the District's commitment to maintain a fiscally responsible and sustainable budget?

SUBMITTED FOR DISCUSSION

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Janice McCoy Superintendent of Human Resources	Camille Williams-Taylor Director of Education and Secretary of the Board

APPENDICES
Appendix A – Proposed Elementary Staff Staffing Chart 2019-2020
Appendix B – Proposed Secondary Staffing Chart 2019-2020
Appendix C – Proposed Administration Chart 2019-2020