



## **SCHOOL-BASED STAFF ALLOCATION 2020-2021: NON-CLASSROOM and SUPPORT STAFF**

**To:** Special Finance, Budget and Enrolment Committee

**Date:** 12 March, 2020

**Report No.:** 03-20-3845

### **Strategic Directions**

- Provide Equity of Access to Learning Opportunities for All Students
- Allocate Human and Financial Resources Strategically to Support Student Needs

### **Recommendation**

**IT IS RECOMMENDED** that the Board approve the staffing levels of school-based staff for 2020-2021:

**Allocate 11,109.5 FTE positions of *Teachers – Elementary* as set out in Appendix A;**

**Allocate 4,637.5 FTE positions of *Teachers – Secondary* as set out in Appendix B;**

**Allocate 1,272 FTE positions of Designated Early Childhood Educators as set out in Appendix C;**

**Allocate 252 headcount positions (201.5 FTE) of *Vice-Principals – Elementary* as set out in Appendix D;**

**Allocate 161 headcount positions (161.0 FTE) of *Vice-Principals – Secondary* as set out in Appendix D;**

**Allocate 9.0 FTE positions of *Educational Assistants (Caring & Safe)* set out in Appendix E;**

**Allocate 2,735.0 FTE positions of *Special Education Support Staff* as set out in Appendix F;**

**Allocate 1,042.0 FTE positions of *School Office Clerical* as set out in Appendix G;**

**Allocate 163.5 FTE positions of *School-Based Safety Monitors* as set out in Appendix H;**

**Allocate 2,689 headcount positions of *Lunchroom Supervisors* as set out in Appendix I;**

**Reclassify the Board's Regular Lunchroom Supervisor allocation table from a direction to a guideline as set out in Appendix I;**

**Allocate 93.0 FTE positions of *Aquatics Instructors* in the regular program as set out in Appendix J;**

**Allocate 37.0 FTE positions of *Food Program Assistants* as set out in Appendix K;**

**Allocate 2103.0 FTE positions of *Caretaking* as set out in Appendix L.**

## **Context**

### Secondary Teachers

On March 3, 2020, the Minister of Education announced direction to school boards relating to the average class size (23-1) for Ontario's secondary schools.

Prior to the Minister's March 3, 2020 announcement of the 23-1 average class size pupil-teacher ratio for secondary, school boards were following the Ministry's March 15, 2019 secondary class size direction and teacher reduction plan. That plan called for an increase in average class size from 22 to 28 over four years, and provided a direction to school boards to reduce the number of secondary teachers over four years. Boards were further directed to use attrition (not replacing retiring teachers) to achieve the reductions. A Ministry Attrition Fund was also established to assist school boards in the event that their retirements did not match their teacher reductions. The fund was designed to help school boards avoid teacher layoffs. That being said, the TDSB did incur 93 secondary teacher FTE layoffs last year due to the application of guidelines governing the attrition fund.

The government's four year higher average class size and teacher reduction plan for high schools resulted in serious consequences for high school programs and courses, and high school students. Most notably was the loss of approximately 700 compulsory and elective courses in TDSB high schools in the 2019-2020 school year. Teacher losses were also felt in areas such as guidance, librarians, and teacher positions that provided extra help in numeracy, literacy and ESL. These losses are equivalent to approximately 210 teachers.

Had the government not announced the new class size average of 23-1, school boards would have continued with the second year of the four year class size increase and teacher reduction plans, and there would have been further erosion of secondary school programs and courses. Staff estimates that 300 teaching positions would have been lost, as well as an additional 1,800 fewer course selections from TDSB secondary

schools, if the class size average continued in 2020-21 toward an average class size of 28 to 1. Implementing the second year of the Ministry's four year higher class size and teacher reduction plan with a projected class size average of 25.6 would also have created serious conflicts with the Board's secondary school collective agreement.

The TDSB implementation of the teacher reduction based for attrition in 2019-20 was projected to result in class size of 23.6 for TDSB in 2019-20. Since class size is based on both the October 31 and March 31 count dates for enrolment, the final class size achieved for 2019-20 is not known at this time. However, based on current projections based on enrolment and teachers allocated in 2019-20, the forecasted actual will come in at 22.8. If this updated projected class size is achieved, a small increase in class size will be needed in 2020-21, which may result in a small reduction in teachers depending on actual enrolments

The new 23-1 secondary school average class size announced by the Ministry will result in the following impacts:

- No fiscal impact to the Board as the 23-1 class size average is fully funded by the Ministry;
- There is not expected to be any significant losses of secondary school programs and course offerings for students.;
- A projected increase of 21 secondary teaching positions; and,
- The 23-1 class size average results in a reduced risk of violating class size caps provisions within our current local collective agreement compared to a class size average of 25.6.

As the Board knows, school boards may opt for a lower Ministry-directed class size average provided there are funds available to meet the additional Ministry unfunded costs.

Should the TDSB wish to select a class size average of 22-1 (the average class size in place prior to the March 15, 2019 Ministry change), it would have the following impacts:

- Restore most secondary course offerings lost in 2019-2020;
- Restore many secondary staffing supports for students;
- Be within the parameters of the OSSTF collective agreement; and
- Further increase the Board's costs.

Staff estimates that secondary class size average of 22-1 would create a \$20 million unfunded liability to the Board's 2020-2021 budget, in addition to any other budget shortfalls.

In weighing the options, staff are not in a position to recommend a secondary teacher allocation based on 2018-2019 average pupil-teacher ratios. The compelling

factors are chiefly financial and they include:

- Significant concern over adding a minimum \$20 million pressure to the 2020-2021 budget. When compounded by year two of the current two year balanced budget plan, staff are not able, at this time, to present to the Board a strategy to find that additional budget cuts of this magnitude. Suffice to say, that at this point such budget reductions would run deep into programs and services that the Board was not prepared to consider when it approved the current two year budget reduction plan in June 2019.
- In the absence of knowing the Ministry grants and funding levels to school boards for 2020-2021, there is considerable risk in committing to \$20 million unfunded liability in the staffing allocation.

Staff is recommending the secondary teacher-pupil average class of 23-1 directed by the Ministry on March 3, 2020. If the collective bargaining process changes the average class size, adjustments to the allocation will be made at that time.

### Elementary Teachers

As per the direction received in March, 2019 from the Ministry of Education, the system class size average for Grades 4-8 was increased from a funding level of 23.84 to 24.5 effective September 2019. TDSB local collective agreement requires us to staff at a ratio of 23.24 to 1 in grades 4 to 8. Given that the Ministry only funds at an average of 24.5 to 1, this results in a shortfall of approximately \$20.0M.

In a separate communication from the Ministry during the Spring of 2019, it was noted that school boards were expected to adhere to the collective agreements that were in place, including class size and cap provisions and timeline requirements for both teacher groups.

### Support Staff

There is still some uncertainty with respect to the allocation of non-teaching staff that are part of the Canadian Union of Public Employees (CUPE). The Board will know that the System Investment Fund and the Education Worker Protection Fund (EWPF) was approved as part of the new centrally ratified collective agreement with CUPE. The staffing connected to both of these funds cannot be allocated as the funds for these positions have not yet been provided to school boards. The funds from the Ministry are expected to be provided to school boards once school boards have ratified their local collective agreements with CUPE. Once local bargaining is concluded, funds that are provided must be used to hire additional staff as already agreed to. CUPE and the TDSB are continuing their local contract negotiations.

This information has allowed key details to move forward with this staffing allocation report for elementary and secondary schools for the 2020-2021 school year. Typically, the Board has until the middle to end of March to finalize staffing allocations to meet the timeline commitments that are part of the staffing processes of most of our collective agreements.

Lunchroom Supervisors

Staff are proposing that the Lunchroom Supervisor reduction approved by the Board on June 19, 2019 as part of its two year balanced budget plan be amended. At that time, the Board approved the reduction of \$2.0 million (approximately 300 positions) in Lunchroom Supervisors for the 2020-21 school year. At that time, under our central Collective Agreement with CUPE, the protected complement language was scheduled to end on August 30, 2019.

Subsequently, on October 6, 2019, as part of the Central Agreement, the protected complement provisions were reinstated and came into effect as of the date of central ratification.

In order to comply with the protected complement requirements, staff is recommending the Lunchroom Supervisor allocation be reduced by \$1.0 M (approximately 150 positions) due to attrition. The focus on the reduction will be the profile allocations made to schools by Learning Centre Superintendents. The base allocations will remain consistent with the Board directed allocation table (see below).

<b>Grade 1-8 Enrolment</b>	<b>LRS Regular Allocation</b>
0	0
1-99	1
100-224	2
225-449	3
450-699	4
700-949	5
950-1199	6
1200+	7

In addition, staff is recommending that this allocation table be reclassified to a guideline in order to give Learning Centre Superintendents flexibility to address the unique needs of schools. This change will have a fiscal impact on the Board’s two year balanced budget plan which is addressed in the staff budget update also presented to the Finance, Business and Enrolment Committee.

## **Holdback**

An annual administrative holdback of approximately 1.25% of Elementary Teachers and 2.25% of Secondary Teachers will not be released until the Ministry of Education Grants for Student Needs are announced in the Spring, and enrolment projections are realized in the Fall. The holdback is included in the totals presented in the relevant appendices.

Staff are recommending an elementary teacher allocation that meets the Board's collective agreement provisions of an average class size of 23.24 to 1 in Grades 4-8. Due to the fact that the Ministry will be funding these grades at an average class size of 24.5, the Board will be holding back 200 teachers beyond the normal administrative holdback of 1.25%. This decision will be in place while we await ratification of a new collective agreement for 2019-2022 or until we receive further clarification from the Ministry on class size requirements in the absence of a new collective agreement. This holdback decision is also intended to mitigate against a potential funding shortfall in the absence of a new collective agreement or class size direction from the Ministry.

The Board will be applying its standard secondary teacher holdback of 2.25% as a means to manage any unforeseen changes to the Ministry school board funding levels (grants) or funding conditions, and any changes to collective agreements as a result of contract settlements in the days and weeks ahead.

## **Action Plan and Associated Timeline**

Staffing timelines for the employee groups are prepared in consultation with the appropriate bargaining unit representatives.

## **Resource Implications**

The funding source for the school-based staffing is the Ministry of Education Grants for 2020-2021. The cost for the teacher and support staff allocations is based on projected 2020-2021 average salary and benefits as follows:

	<b>Appendix</b>	<b>2020-2021 Costs (\$M)</b>	<b>Recommended Allocations</b>
Elementary Teachers	A	1,142.4	11,109.5
Secondary Teachers	B	490.4	4,637.5
Designated Early Childhood Educators	C	78.1	1,272.0
Vice-Principals	D	45.9	362.5
Educational Assistants	E	0.4	9.0
Special Education Support Staff	F	163.6	2,735.0

School Office Clerical	G	72.1	1,042.0
School-Based Safety Monitors	H	9.3	163.5
Lunchroom Supervisors	I	18.5	2,689.0
Aquatics Instructors	J	5.5	93.0
Food Program Assistants	K	1.9	37.0
Caretaking	L	153.2	2,103.0
Total		<b>2,181.3</b>	

## Communications Considerations

Employee Services and Finance are working with the Government, Public and Community Relations department to ensure all key stakeholders are informed throughout the staff allocation process, using existing internal and external communication vehicles.

## Board Policy and Procedure Reference(s)

N/A: See Appendices

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**Teachers – Elementary**

**Source of Funding:** Pupil Foundation, Special Education, Language Allocation, Teacher Qualification and Experience, Learning Opportunities Grants.

**2020-2021 Recommendation: 11,109.5 FTE**

**2019-2020: 11,023.0 FTE**

	<b>2019-2020</b>	<b>2020-2021</b>
Regular Program	8490.0	8551.0
ESL	389.5	406.0
Learning Opportunities – Grades 4-8	115.0	115.0
Literacy – Early Reading Intervention	42.0	42.0
Literacy – Reading Coaches	8.0	8.0
Library	233.0	233.0
Guidance	69.0	69.0
Special Education	1594.0	1603.0
Care, Treatment, Custody and Corrections (formerly Section 23)	46.0	46.0
Caring and Safe Schools	8.0	8.0
Profile Teachers *	28.5	28.5
<b>Total</b>	<b>11,023.0</b>	<b>11,109.5</b>

**Parameters:**

- The following categories of support are included in calculating Grades 4-8 class size: Regular Program, ESL, and Learning Opportunities - Grades 4-8.
- The actual deployment of Special Education classroom supports may change based on student needs; however the overall supports in Special Education will remain constant.
- The increase in the allocation of English as a Second Language teachers for 2020-2021 reflects the increase in ESL students.\*

<b>Elementary Profile Teachers</b> (Miscellaneous Teacher Allocations)	<b>2019-20</b>	<b>2020-21</b>
Native Languages	4.5	4.5
Music Itinerant	1.0	1.0
Outdoor Education	19.0	19.0
Health and Safety	4.0	4.0
<b>Total</b>	<b>28.5</b>	<b>28.5</b>



**Teachers – Secondary**

**Source of Funding:** Pupil Foundation, Special Education, Language Allocation, Teacher Qualification and Experience, Learning Opportunities Grants.

**2020-2021 Recommended: 4,637.5 FTE**

**2019-2020: 4,616.5 FTE**

	<b>2019-2020</b>	<b>2020-2021</b>
Regular Program	3519.5	3546.0
ESL	161.0	155.5
Learning Opportunities	30.0	30.0
Library/Guidance *	280.5	279.5
Special Education	482.5	482.5
Care, Treatment, Custody and Corrections (formerly Section 23)	65.0	65.0
Caring and Safe Schools	20.0	20.0
Alternative Attendance Programs	21.0	21.0
Profile Teachers **	29.0	30.0
E-learning	8.0	8.0
<b>Total</b>	<b>4,616.5</b>	<b>4,637.5</b>

\*Library and Guidance are recommended as a single entity since school Principals have discretion on how the combined Library/Guidance allocation is utilized.

**Parameters:**

- On March 3, 2020, the Ministry of Education advised Boards to plan a secondary system-wide class average size of 23.0 for 2020-2021.
- The actual deployment of Special Education classroom supports may change based on student needs; however the overall supports in Special Education will remain constant.

<b>Secondary Profile Teachers (Miscellaneous Teacher Allocations)</b>	<b>2019-20</b>	<b>2020-21</b>
Alternative Schools Supplement	6.5	6.5
Native Learning Centre	2.0	2.0
University Health Network	1.0	1.0
Project SEARCH (see note)	0.0	1.0
Dual Credit	1.0	1.0
IB	2.5	2.5
Native Languages	0.5	0.5
Citi Motive	1.0	1.0
Sunnybrook Co-op	1.0	1.0
Construction Co-op	1.0	1.0
BMO Co-op	1.0	1.0
Africentric	2.0	2.0
Outdoor Education	1.0	1.0
Health and Safety	4.0	4.0
Dance and Drama Arts	0.5	0.5
Stay Connected	3.0	3.0
School Within a College	1.0	1.0
<b>Total</b>	<b>29.0</b>	<b>30.0</b>

**Note:** Project SEARCH is a transition to work that is evidence-based and business focus, one year employment preparation program for students with intellectual/developmental disabilities in their final year of high school.

**Designated Early Childhood Educators**

**Source of Funding:** Pupil Foundation, Teacher Qualification and Experience Grants.

**2020-2021 Recommendation: 1,272.0 FTE**

**2019-2020: 1,256.0 FTE**

**Parameters:**

- The increase in the allocation of Designated Early Childhood Educators for 2020-2021 reflects the increase in FDK classes.
- This recommendation does not include Designated Early Childhood Educators that may be required for the Board-operated Extended Day Programs.

**Vice-Principals – Elementary / Secondary**

**Source of Funding:** School Foundation, Special Education, Learning Opportunities and Language Allocations.

**Elementary**

**2020-2021 Recommendation: 252 headcount\* (201.5 FTE)**

**2019-2020: 252 headcount\* (201.5 FTE)**

*\*Reflects 101 Vice-Principals with half-time teaching responsibilities (50.5 FTE teachers)*

**Secondary**

**2020-2021 Recommendation: 161 headcount & FTE**

**2019-2020: 161 headcount & FTE**

**Parameters:**

- The allocation of Vice-Principals remains unchanged for 2020-2021.

**Educational Assistants (Caring & Safe)**

**Source of Funding:** Pupil Foundation Grant.

**2020-2021 Recommendation: 9.0 FTE**

**2019-2020: 9.0 FTE**

**Parameters:**

- The allocation of Educational Assistants remains unchanged for 2020-2021.
- Educational Assistants are distributed to Alternative Attendance Programs (Caring and Safe).

**Special Education Support Staff**

**Source of Funding:** Special Education Grant

**2020-2021 Recommendation: 2,735.0 FTE**

**2019-2020: 2,735.0 FTE**

**Parameters:**

- The actual deployment of Special Education classroom supports may change based on student needs; however, the overall supports in Special Education will remain constant.

**School Office Clerical**

**Source of Funding:** School Foundation, Special Education, Learning Opportunities Grants.

**2020-2021 Recommendation: 1,042.0 FTE**

**2019-2020: 1,042.0 FTE**

**Parameters:**

- The allocation of School Office Clerical remains unchanged for 2020-2021.

**School-Based Safety Monitors**

**Source of Funding:** Safe Schools and the Learning Opportunities Grants.

**2020-2021 Recommendation: 163.5**

**2019-2020: 163.5**

**Parameters:**

- The allocation of School-Based Safety Monitors remains unchanged for 2020-2021.

**Lunchroom Supervisors**

**Source of Funding:** The Ministry Funding Model provides no direct funding for these positions.

**2020-2021 Recommendation: 2,689 headcount = 1,277 (Regular) + 1,412 (FDK) headcount**

**2020-2021 Recommendation: The Regular Lunchroom Supervisor allocation table be reclassified from a direction to a guideline**

**2019-2020: 2,839 headcount = 1,427 (Regular) + 1,412 (FDK) headcount**

**Parameters:**

- The allocation of Regular Lunchroom Supervisors will decrease by 150 for 2020-2021 in line with Board budget decision made in June 2019 and amended by this recommendation.
- The allocation of Full Day Kindergarten Lunchroom Supervisors will remain unchanged for 2020-2021.
- The associated recommendation reclassifies the Board's Regular Lunchroom Supervisor allocation table from a direction to a guideline.

<b>Grade 1-8 Enrolment</b>	<b>LRS Regular Allocation</b>
0	0
1-99	1
100-224	2
225-449	3
450-699	4
700-949	5
950-1199	6
1200+	7

**Aquatics Instructors – Regular Program**

**Source of Funding:** Professional/Paraprofessional Supports portion of the Pupil Foundation Grant.

**2020-2021 Recommendation: 93.0 FTE**

**2019-2020: 93.0 FTE**

**Parameters:**

- The allocation of Aquatics Instructors – Regular Program remains unchanged for 2020-2021.
- The allocation of Aquatics Instructors is determined by the number of schools with aquatics programs.

**Food Program Assistants**

**Source of Funding:** Professional/Paraprofessional Supports portion of the Pupil Foundation Grant.

**2020-2021 Recommendation: 37.0 FTE**

**2019-2020: 37.0 FTE**

**Parameters:**

- The allocation of Food Program Assistants remains unchanged for 2020-2021.
- Food Program Assistants are assigned to secondary schools where Culinary Arts is part of the curriculum.



**Caretaking**

**Source of Funding:** School Operations Grant

**2020-2021 Recommended:** 2,103.0

**2019-2020:** 2,103.0 FTE

**Parameters:**

- Caretaking allocations are primarily based on square footage of operating buildings and also consider pools, permits, portables, legislation, operational complexity and enrolment.
- The allocation also includes Caretaking staff for non-school sites.
- The Ministry of Education announcements that changed Class Size funding resulted in the equivalent change to the factors that determine funding for facilities.