

Staffing and Funding Program Review

**Proposed
Instructional Staffing Model**

Submitted to the Prince Edward Island Department of Education
By: Gar Andrew

March 2003

STAFFING AND FUNDING PROGRAM REVIEW

INSTRUCTIONAL STAFFING MODEL

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Hon Chester Gillan
Minister of Education
PO Box 2000
Charlottetown, PE C1A 7N8

Dear Honourable Minister:

Enclosed is the report containing recommendations for a revised Instructional Staffing Model for the elementary and secondary education system in Prince Edward Island.

This model moves us to an approach that will consider class size as part of the staffing model as well as set out targets for staffing levels for all categorical staff that are provided in addition to numbers generated by class size. This will help improve equity in the provision of instructional staffing to schools and school boards. It must however be recognized that equity does not mean equal, but rather fairness in the allocation of resources and the provision of programs and services.

I believe that this model will work for us and this is a view shared by many with whom I have discussed the model. It will take patience to achieve full implementation over several years. In my opinion, the timing is right to effect the proposed change and can be done over a period of years without breaking the bank.

Although instructional staffing is very important, there are a number of other areas that require attention. I hope these can be considered and incorporated into future budgets.

I believe we have a good elementary and secondary education system in our province and I hope these recommendations will help make it better.

Kindest regards,

Gar Andrew

cc Shauna Sullivan Curley

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PROPOSED INSTRUCTIONAL STAFFING MODEL**

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STAFFING AND FUNDING PROGRAM REVIEW PROPOSED INSTRUCTIONAL STAFFING MODEL

1.0 INTRODUCTION

Instructional staffing is one of the most important elements in impacting student learning. Without sufficient and qualified instructional staff, children will experience difficulty in achieving their potential and taking a meaningful place in society.

The Philosophy of Education for Public Education in Prince Edward Island states in part:

The purpose of the Prince Edward Island public education system is to provide for the development of children so that each may take a meaningful place in society.

Public Education in PEI is based on quality programs that respects the intrinsic value of the individual and centres on the development of each child.

Respect for the individual is exemplified in a number of ways. It includes promoting educational practices that reflect a variety of learning styles, that present intellectual challenges appropriate to each student, that permit flexibility for students with special needs and that stimulate interests and imaginations.

The educator's role is vital in this learning process. Teaching, guiding, encouraging, and challenging students are essential elements in furthering the process. Besides leading the student, the educator should exemplify the principles and goals of the education system and should be familiar with and able to apply current knowledge of effective instruction.

Providing our students with an educational experience that is contemplated by the philosophy is more than a numbers game. We must recognize that our students are individuals with differing needs and we must provide for these needs in the best way possible. We must also recognize that dollars for education or any other purpose are limited. The system cannot be all things to all persons, and priorities need to be established. We must allocate the resources that are available in an equitable manner recognizing that equity does not mean equal but rather fairness.

The model that is proposed attempts to allocate resources to areas of concern that were raised by educators and the public. It establishes target staffing levels, which if achieved, will produce an overall pupil teacher ratio of approximately fourteen to one. This is a ratio that is comparable to the best in Canada.

As ratios and targets were considered throughout the review, it became apparent that the current level of staffing could not meet those targets. It was also apparent that achieving the targets in a fiscally responsible manner was not possible in one year.

One significant fact in our elementary/secondary system is that our enrolments are declining substantially (see Appendix A). While this may not be to the long term good of the province, it does in the short term, present an opportunity to improve our education system without breaking the bank.

As important as instructional staff are to improving student outcomes, we must not concentrate our efforts on additional instructional staff to the exclusion of the other areas that make the whole system work. This report deals only with instructional staff.

The instructional staffing model presented is a tool to allocate staff in an equitable manner, and attempts to provide for many competing needs in the system. It does not in itself improve student outcomes; good, well trained and qualified teachers with good programs and good school and classroom environments do.

The Staffing and Funding Program Review is about the allocation of instructional school based staff to school boards. Consideration of staffing at the department level is not included.

2.0 THE CURRENT MODEL

At the school board level there are two components to instructional staffing – school based and board office based.

The complement of board office staff was determined in 1993 when the five regional boards were consolidated into two English language boards and one French language board. The roles and responsibilities of the school boards and the minister are provided in the *School Act* which had its last major review in 1993. There is a need for the Act to be reviewed and clarified with respect to the roles and responsibilities of the minister and of school boards before recommendations on board office instructional staff can be made. Currently, board office instructional staff are as determined by the minister.

The number of school based staff has been determined by student teacher ratios and by ad hoc programs that provide additional staff. This approach has been in place since 1972.

In the current model, the student teacher ratios are funding ratios based on enrolment of the previous year. This means that the number of instructional staff is determined by the formula and that is the number of teachers the board is authorized to employ. The school boards allocate that staff to schools. There is no requirement to allocate staff to schools based on student teacher ratios, nor is there any control on class size other than that imposed by physical limitations.

This staff complement provides for classroom teachers as well as principals, vice principals, department heads, guidance counsellors, teacher librarians and other types of positions required by the school.

Since 1972, as needs in areas such as special education, libraries and guidance became more apparent, additional positions above the ratio positions were allocated to boards on an ad hoc basis without specific ratios. For example, under a special program the department provided approximately 12 full time equivalent positions above the 19.3 ratio for school (guidance) counsellors. Clearly this number was not sufficient to meet the needs of 24,000 students in 69 schools. Boards supplemented this number by using some of the ratio positions as guidance counsellors. There are currently approximately 40 full time equivalent school counsellors, but many of the teachers providing this support are doing it part time in addition to other regular classroom duties. Similarly, boards used ratio positions to provide other support services with the result that the funding ratio was not a determinant of class size.

The introduction of these ad hoc programs, although much needed, has led to some inequities in the staff allocated to boards and in turn, to the schools. Also there was no direct link between the student teacher funding ratio and class size. This fact has caused confusion for parents, teachers, and MLAs and cabinet ministers. Class size concerns were high on the list of comments and concerns submitted by the public (see Appendix B).

The following table shows the number of staff determined by the student teacher ratios and by special program approval for the 2002-2003 school year.

INSTRUCTIONAL STAFFING APPROVALS
SCHOOL YEAR 2002-2003
EXPRESSED IN FULL TIME EQUIVALENTS

DESCRIPTION	NUMBER
19.3 : 1 Ratio teachers	1,185
14 : 1 Ratio teachers	34
Special education/resource teachers	123
Guidance counsellors	12
Teacher librarians	13
Reading Recovery™ teachers	14
Additional primary grade teachers	8
Teachers who would otherwise be lost to declining enrollment	30
Unspecified program teachers	6
Alternate education teachers	6
Local program initiatives	2
Autism strategy	3
Small school support	1
Additional minority language teachers	21
Parenting and pregnant teens	2
SUBTOTAL	1,460
Board office supervisory	9
Board office consultants	7
Psychologists	3
TOTAL INSTRUCTIONAL STAFF	1,479

3.0 CONSIDERATIONS

The primary objective in changing the instructional staffing model is to better enable the improvement of student outcomes. Secondary objectives in modifying the instructional staffing model are to: remove confusion about funding of instructional staff as it relates to class size; consolidate numerous special programs that have been introduced over the years; and to provide targets for staffing levels that will contribute to improved student outcomes. The proposed changes to the instructional staffing model are expected to do that; however, it must be recognized it will take several years to transition to the new model, and it will take even longer to realize the impact on student outcomes. This will require patience and tenacity on the part of all partners in the education system.

The revision to the model is not intended as an exercise to find savings, but rather to establish a program that together with continuing improvements to curricular offerings and teaching strategies, will improve student outcomes. This is not to say there should not be continuing efforts to realize savings which can be redirected to priority areas.

The proposed instructional staffing model will move away from the current student teacher funding ratio to a model based on class size and other appropriate formula based instructional supports to meet student needs.

There are several jurisdictions in Canada which, either at the provincial level or the school board level, use some type of staffing model which relates to class size. These models are not without problems. If the proposed model for PEI is to be successful and fiscally responsible, adequate safeguards and information systems must be put in place.

A critical success factor for the new model is improved accountability and information flow at all levels of the system. Resources at all levels must be allocated and specifically assigned the responsibility for student information and appropriate training must be provided. As a first step, staff in the department must be assigned responsibility for student information and particularly TREV LAC which is the current student information system. This individual must be given the necessary training and time to work with the system and also provide training to those using the system in the schools and board offices.

The conversion from the current model to the proposed model will be complex and the intended impact on class size can only be achieved over a number of years as enrolments decline and the absolute number of teachers is increased. During transition, variances from expected class size will occur, but it is critical that the circumstances around these variances be communicated to the boards by the schools and by the boards to the department. It is this information that will be used to define acceptable variances from class size norms and potentially modifications to the model.

Time must be made available at all levels for follow up and a collaborative approach to finding solutions to implementation/transition problems.

It is proposed that the model be implemented over a five year period beginning in 2003-04. If targets are achieved, the student teacher ratio will decrease from 16:2:1 to approximately 14:1 by 2007-2008.

It must be recognized that the implementation of the model will mean a transition for many classroom teachers, as more teachers in special program areas such as school counsellors, Reading Recovery™ teachers, school librarians, and special education/resource teachers will be required. The number of teachers required to maintain the class size standards will decrease due to declining enrolment, but the total number of teachers required will not. This fact will require significant in-service for teachers, targeted professional development opportunities, as well as consideration of pre-service programs at the university level. This cannot happen without identifying funding to provide this in-service. An appropriate balance between in-servicing of new programs and in-servicing for the transition must be achieved. The objective is to positively impact the classroom and this means keeping teachers in the classroom as much as possible. New approaches to providing in-service need to be explored.

Implementation over five years will necessitate decisions on the number of additional teachers to be provided in each year, which is a Budget Cabinet decision, and on the priority areas to which the additional staff will be allocated. The latter decision should be done through a minister's advisory committee which would include representatives of school boards and the department. The committee should be chaired by the deputy minister and the department representatives should include the Senior Director of Public Education, the Senior Director of Administration and Corporate Services, the Directors of English Programs, French Programs and Student Services with other staff and directors as needed. The decision on priorities for additional staff is the minister's responsibility and the decision should be communicated to the members of the advisory committee on a timely basis and certainly well in advance of the board staffing exercise.

While cabinet has the responsibility to determine the allocation of resources to departments and programs, careful consideration should be given to the priorities established by the advisory committee and the minister.

4.0 ELEMENTS OF THE MODEL

4.1 CLASS SIZE

There has been a great deal of debate and research concerning class size and its impact on student outcomes. There are no clear cut answers, nor is there a magic number that produces improved student outcomes. Nonetheless, it remains a topic of concern for educators, parents and political decision makers. In the 58 public submissions to this review, (see Appendix B) there were 24 mentions of needing additional staff and 21 separate mentions that class size should be reduced. Government's commitment to supporting an effective learning environment through the appropriate class size was presented in both the November 2000 and November 2001 Throne Speeches.

For 30 years, PEI has provided instructional staff on the basis of a student teacher ratio. There has been two ratios used for many years, the 19.3 to 1 ratio and the 14:1 ratio for vocational and some career exploration courses. The more recognized ratio has been the 19.3 to 1. This ratio would be much better described as an educator student ratio as it includes not only classroom teachers but principals, vice principals, guidance or school counsellors, teacher librarians, resource teachers and other special area teachers such as physical education, music and art, to name a few. The ratio had little to do with class size. In the 2001-02 school year, class size statistics were as follows:

CLASS SIZES 2001-2002				
	AVERAGE	MAX	MORE THAN 22	
Grade 1	20.4	31	20	
Grade 2	20.8	29	30	
Grade 3	21.6	33	37	
	AVERAGE	MAX	MORE THAN 25	
Grade 4	23.0	31	20	
Grade 5	23.0	32	21	
Grade 6	24.8	33	33	
	AVERAGE	MAX	MORE THAN 28	
Grade 7	25.6	34		
Grade 8	24.8	34	118	
Grade 9	25.6	38		
	AVERAGE	MORE THAN 30	MORE THAN 35	MORE THAN 40
High School	25.1	610	104	8

4.2 CLASS COMPOSITION

The statistics indicate there are legitimate concerns about class size; however, this is not the greatest challenge.

Many educators have said that the composition of the class has a much greater impact on the classroom environment than the numbers. Composition relates to the number of students in a particular class that have special needs which, for the purposes of this report, means any student who may require different or unique support. Reduction in class size must be accompanied by improvements in the number of teachers who provide special services to students, such as special education/resource teachers and school counsellors, to produce improvements in student outcomes.

The class size numbers proposed for the different grade levels are a first step in converting to a model based in part on class size. The numbers also reflect the research that indicates the greatest sustainable impact on student outcomes results from smaller class size at the early grade levels.

These numbers are reasonable numbers based on conversations with educators and recognize that, on first pass, numbers such as 17 students per class are not reasonably possible from a fiscal perspective.

4.3 FLEX FACTOR

In comparing staffing numbers generated by class size formula with the staff currently allocated to schools, it became apparent that the class size number needed to be supplemented by some other factor. This has been termed the flex factor. The flex factor is different for different size schools and for different levels of schools.

It is intended that the flex factor will be used to provide for additional staff in speciality areas such as physical education, music and art, as well as the variety of programs that are offered at the intermediate level and more significantly at the senior high level. This number can be allocated by boards to help meet staffing challenges at any school, but it is assumed that each school will receive some benefit.

As with the class size number, the numbers proposed are a first attempt at an appropriate number to provide the necessary flexibility to schools and boards. It is hoped that the flex factor will allow the provision of physical education, music and art at all schools. Should the flex factor prove to be insufficient to do this, it is strongly recommended that categorical staffing elements be added to the staffing model.

4.4 PRINCIPALS AND VICE PRINCIPALS (ADMINISTRATORS)

The proposed model provides that principals and vice principals be specifically approved in addition to class size numbers. This is to recognize the importance of these positions in terms of the need for educational leadership at the school level.

In a recent review of the administration function in schools, “A Perspective on School Administration in PEI”, James MacNeill, June, 2000, it was noted :

A general conclusion of the study is that school administration in PEI has become so increasingly complex and demanding that most administrators feel stretched to the limit and not satisfied with the balance they are able to achieve between managerial and leadership expectations of their roles. Evidence is clear that administrators see themselves as educators first and foremost, and are clinging to this priority even when their time is largely occupied with non-educational tasks.

Experienced administrators identify society, curricular, organizational and procedural changes and initiatives... contribute to the current reality for administrators, described by most principals and vice-principals as being inundated with paper work and other managerial activities resulting in insufficient time and emphasis on activities associated with educational and instructional leadership.

Visionary and proactive instructional leadership is a critical success factor in quality schools that are focussed on continually improving learning by students. To ensure that all administrators, in large or small schools, have some time to allow for effective management as well as education leadership, it is proposed that a minimum of class free time be provided, to be shared between or among the administrators of the school.

The role and responsibilities of department heads, consultants and coordinators needs to be reviewed and should include the role of technology site contacts. The current Memorandum of Agreement between the Prince Edward Island Teachers’ Federation and the Education Negotiating Agency provides that the matter of site contacts be reviewed and recommendations made on appropriate recognition. It is not proposed here that some form of responsibility allowance be provided, but it is one option to consider. Another option to consider would be to use the flex factor to provide the site contacts with class free time. No changes to responsibility allowances are being proposed at this time.

4.5 CATEGORICAL STAFFING

As noted above, reducing class size in isolation of improving other support programs will not achieve the desired improvement in student outcomes. The following categorical staffing reflects what is already in existence to some degree, but is based on ratios and incidence rates. This approach promotes equity and also puts some limits on the staff to be provided in these areas. These ratios, for the most part, have been established from consultation with staff working in the area and by looking at ratios used in other jurisdictions. The categorical areas proposed are:

- Special Education/Resource
- Autism
- Teacher Librarians
- Reading Recovery™
- Guidance
- Small Schools
- Alternate Education
- Support for parenting and/or pregnant students (GIFT and EPPY)
- French Immersion
- Minority Language
- Aboriginal Students
- English as a Second Language

4.6 SPECIAL EDUCATION

There has been an increasing number of students in the elementary and secondary school system who have special needs. These needs cover a broad spectrum including physical, emotional, behavioural and learning difficulties. Better identification and increasing incidence of problems have put a heavy demand on both human and financial resources. Approximately 27.6 per cent of Canadian children aged 1 - 11 have at least one identifiable learning or behavioural problem. (Skills and Learning: From Cradle to Grave, T. Scott Murray, Statistics Canada, Presentation to the Government of PEI, Nov.7,2002) (NLSCY, Cycle 2).

Our education system has responded to this increasing demand in a reactionary manner. Many situations that developed were dealt with by the provision of teacher assistants. While the value of properly trained, dedicated teacher assistants is unquestioned, they have been put into situations which would have been better addressed by a special education/resource teacher.

To illustrate, the system had approximately 100 teacher assistants in 1996 and the approval for the 2002-03 school year was over 200. At the same time, there were 112 special education/resource teachers in the system. In the last year this number has been increased to 123 but more are needed. Teacher assistants are still doing, and are expected to do, many things that should be done by qualified teachers. Although it can be argued that teacher assistants are working under the supervision and direction of a teacher this is more so in form than fact.

The Department of Education commissioned a study of special education in 1999. This was carried out by Edward Mackey and Associates. The report made numerous recommendations including differentiating between special education teachers and resource teachers. The report recommended a ratio of five special education teachers for every 1,000 students. Using the projected number of students in 2007 this would have generated 100 special education teachers.

There is considerable difficulty in drawing clear lines between special education and resource teachers and the value of doing so particularly in the absence of guidelines for the number of resource teachers is questionable. The model proposed recognizes there are high need students and lower need students and the support they require is different. The two part formula is better suited to provide for a continuum of integrated programs and services. This continuum includes special education teachers, resource teachers and specially trained teachers for students with autism. Using projected enrolments for 2007 and the targets established for this category would produce a composite ratio of approximately one special education/resource teacher for 150 students. The number of teachers generated by the formula is 144 with a minimum of six of these teachers being part of the Autism Strategy.

Staffing for special education and resource teachers will be provided using a two part formula. It is estimated that 7 per cent of the student population are high needs students. One special

education teacher for every 14 high needs students, as determined by the incidence rate, will be provided. In addition, it is estimated that from 25 to 30 per cent of the student population have special needs. One full time equivalent special education/resource teacher will be provided for each 500 students enrolled.

4.7 TEACHER LIBRARIANS

Minister's Directive MD 2000-07 provides in part:

- In today's society, which is increasingly information-rich and knowledge-based, the school library program should equip students with skills and an appreciation of lifelong learning.
- School library programs should be provided equitably to all students in the public education system regardless of age and grade level, geographic area, language of instruction or size of school.
- This philosophy can best be realized through resource-based learning and by using a collaborative program planning and teaching approach.

The importance of teacher librarians is indicated by the following:

- When school libraries are staffed with professional teacher-librarians, students tend to earn higher scores on national reading tests.
- When teacher-librarians are involved in resource-based learning activities and cooperative program planning and teaching activities with teachers and students, students reading test scores were higher.
- When teacher-librarians are involved in the selection of print, non print and electronic resources and the introduction of the utilization of these resources to students, there is an increase in student information literacy skills and love of reading.
- When teacher-librarians and school libraries become an integrated part of the school instructional technology network, student test scores tend to be much higher.

The role of teacher librarians is to:

- Involve students in the effective use of a wide range of print, non print, electronic and human or community resources and engage them in activities that emphasize skills and strategies for accessing, evaluating, using and applying information to meet their own learning needs.
- Work with teachers to ensure that all students are developing the skills and strategies required to think critically about the information they access, use and apply, regardless of the source or format in their journey as lifelong learners.

There are approximately 40 full time equivalent teacher librarians working in the system. Of this number, 13.4 full time equivalents are funded over the ratio. The difference is taken from the ratio.

Some may argue that the role of the teacher librarian is diminishing with the advancement of technology and the ready access to the Internet. It is suggested here that just the opposite is true as students need help in learning skills to cope with the exponential increase in data available and the importance of extracting good information.

4.8 READING RECOVERY™

Reading Recovery™ is an effective, early intervention program designed to dramatically reduce the number of children with reading and writing difficulties within an education system. It identifies children who are at-risk in Grade One, and delivers a short-term series of lessons, individually tailored to help a failing child become a successful reader and writer who is then able to learn and progress along with his/her peer group in the regular classroom. The Reading Recovery™ program is a key component of the Early Literacy Strategy.

All 44 English elementary schools in Prince Edward Island have some access to Reading Recovery™.

Only 4 of the 44 English schools with a Reading Recovery™ program indicated they had sufficient Reading Recovery™ time to support all students who required the program.

The Grade One population in the 44 schools which offered a Reading Recovery™ program totaled 1,733 students. The percentage of Grade One students that were able to be taken into the program was 15 per cent, Reading Recovery™ targets the lowest 20 per cent across a system. The evaluation of the program is very positive and the success rate is high. The formal program evaluation for 2001-02 should be available by mid February 2003.

In the current model, 13.5 full time equivalent positions are provided above ratio for Reading Recovery™. Boards have been required to match this allocation from other sources such as special education/resource or ratio teachers. The proposed model uses an incidence rate and a full time equivalent allocation based on the guidelines of the Canadian Institute of Reading Recovery.

4.9 SCHOOL COUNSELLORS

The following excerpts are taken from the draft work of a Minister's Directive on school counsellors:

- School Counselling services are an integral and essential component of the educational process for all students as they progress through the educational system. The need for these services is dictated by the complexity of the human growth process, the demands on youth and the ever changing nature of society.
- The aims of school counselling services, which are based on a developmental hierarchy, are to provide students with:
 - opportunity to develop knowledge and an appreciation of themselves and others;
 - opportunities to develop relationship skills, ethical standards and a sense of responsibility;
 - opportunity to acquire skills and attitudes necessary to develop educational goals which are suited to their needs, interests and abilities;
 - information which would enable them to make decisions about life and career opportunities.
- Administrators and teachers contribute to the implementation of these aims, both informally and through curriculum, as well as by identifying and referring students who have particular needs. Specific counselling functions require the intervention of qualified school counsellors and consultant staff:
 - consulting with teachers and with other professional agencies for specialized assistance;
 - promoting and implementing programs and services which ensure that the rights of children and youth are upheld;

- serving as a member of the school based student services team.

The question of an appropriate number of school counsellors has been around for a number of years. In a report prepared by Wendy Pacquette in the mid 1980s there was a recommendation that a ratio of 1:500 for elementary and 1:250 for junior and senior high be implemented. These recommendations were not implemented. Department staff currently believe that a ratio of 1:400 would provide an appropriate number of school counsellors.

Given the ever increasing complexity of the world and the number and type of problems that children are bringing to school, the need for school counsellors has never been greater.

4.10 SMALL SCHOOLS

During the 1980s there was a program named the Small School Assistance program. It provided additional instructional positions to boards to help address the staffing challenges associated with small schools. The additional staff were provided on the basis of a complex formula which provided differing levels of staff based on the size of the school, the level of the school and the number in each grade of the school. Boards allocated the staff to best meet the needs and there was no requirement to allocate the staff to the school that generated the number. This program was phased out as a budget restraint measure in the late 1980s.

Small schools do present difficult staffing issues when trying to provide a reasonable and equitable level of programs and services at these schools. Government is, “committed to ensuring quality education for Island students in their own communities” (Throne Speech, November 2001). The staffing challenges and the struggle to offer a reasonable program in the small community schools (enrolment under 200) requires additional support to make these schools viable.

The provincial demographics with declining enrollments and the migration from rural to urban areas has resulted in more small schools (currently 18) and it is expected that this number will continue to grow. The model provides for one full time equivalent position for each small school. The boards will have the flexibility to allocate this to the small schools that present the greater staffing issues due to varying student needs.

4.11 ALTERNATIVE EDUCATION

- The primary goal of the Alternative Education Initiative is to “provide an opportunity for the students who have dropped out to reenter the school system so that they are able to graduate and/or develop the skills to find meaningful employment.”
- An evaluation of this program was conducted in 1998 by the University of Prince Edward Island. The program was given a positive evaluation, “What stands out clearly is that the Alternative Education program in P.E.I. is a success story. There is a substantive body of almost unanimous testimony from students and parents that the alternative programs in all sites have succeeded in helping meet the at risk students’ academic, social, and emotional needs” Executive Summary report on the Alternative Education Programs in Prince Edward Island: Making Connections, December 1998.
- That evaluation included several recommendations. One of these recommendations was to conduct a survey to determine how many at risk students are unable to be accommodated. Until that information is known, it is difficult to predict if additional staff are necessary.
- A small increase in the staff allocated to these programs is included in the proposal. There are currently six sites for this program. It is recommended that this be expanded to eight sites or more as demonstrated by the needs of students.

4.12 SUPPORT FOR PARENTING AND PREGNANT STUDENTS

This program is known as GIFT (Graduation is for Teen Moms) in the Eastern School District and EPPY (Education for Pregnant and Parenting Youth) in the Western School Board. These programs provide emotional and educational support for pregnant and/or parenting students to reduce the risk of dropping out of school. The program has provided support services to 50 to 60 students a year over the last 3-4 years. The proposed expansion of this program would allow some level of service to all high schools in the province.

4.13 MINORITY LANGUAGE

No recommendation on additional instructional staff for the French Language School Board is being made at this time. The Supreme Court of Canada in its ruling on the Arsenault-Cameron case (Arsenault-Cameron v. Prince Edward Island File No. 26682) about the provision of French first language in Summerside has made it reasonably clear that under the Charter, the effort to provide minority (French) first language must go beyond the effort provided for the majority, if

this is necessary to preserve and promote the minority language and culture.

This should not be without limit, but must be reasonable and defensible in the circumstances. The educator student ratio in the current year for the French Language School Board is 11.2 to 1 compared to 16.3 to 1 for the rest of the student population. There is no suggestion here that this is unreasonable or unnecessary, but only the suggestion that there needs to be some limits in place. These limits should be established through consultation and negotiation with the French Language School Board.

4.14 ABORIGINAL STUDENTS

The province receives approximately \$300,000 from the First Nation Band Councils (Department of Indian and Northern Affairs) to provide for the education of aboriginal students attending the public education system. Many of these students have special needs and there is a need to provide special programming that relates to their language and culture. This is not dissimilar to the additional needs of the Francophone population in a minority setting. It is proposed that at least 50 per cent of this revenue be provided for staffing and programs for these students to help meet their needs.

4.15 ENGLISH AS A SECOND LANGUAGE (ESL)

The province has stated an objective to increase immigration to the province. If immigrants are to be attracted to PEI the province must increase its efforts in providing support for English as a second language. We currently provide 60 hours of tutoring for students coming into the public system. This is totally inadequate. Other jurisdictions provide additional support which lasts for years rather than hours. One of the most important factors for immigrants is that their children receive the necessary support to adapt to their new environment. It is essential that students whose first language is not English or French be given adequate support to learn a new language and be successful in their education. Given the unpredictability of numbers of immigrant students and their location in the province, the employment of an itinerant ESL teacher is proposed. This could be either at the board level or the department level. If numbers warrant, additional teachers should be provided.

5.0 THE PROPOSED MODEL

The proposed model is detailed below. There are two categories of school based instructional staff: General and Categorical.

A. GENERAL INSTRUCTIONAL STAFF

CLASS SIZE FACTOR:

This element will be allocated to schools based on the grade level enrollment for the previous school year.

The class size factor is intended to address class size concerns.

The proposed numbers are:

- ▶ at the primary level (grades 1-3) 22
- ▶ at the elementary level (grades 4-6) 25
- ▶ at the intermediate level (grades 7-9) 28
- ▶ at the senior level (grades 10-12) 30

Boards will be required to allocate the number of teachers thus generated to the school, the student population of which, generated the number.

As with all the elements, the class size numbers are targets to be achieved over a five year period. It is strongly recommended that the target levels at the primary and elementary levels be priority targets to ensure a quality foundational learning environment.

Research demonstrates that successful learning in the early years significantly and positively affects student long term learning outcomes.

FLEX FACTOR:

The flex factor will be used to provide for positions in specialized areas such as physical education, music and art and other programs that are delivered outside the regular classroom, as well as for additional administrator positions beyond the number otherwise approved.

The flex factor being proposed is different for different levels of schools and different size schools. These numbers are:

Primary/Elementary up to 299	10%
Primary/Elementary over 299	20%
Intermediate up to 299	20%
Intermediate over 299	40%
High School	40%

The significantly higher flex factor for intermediate and high school is intended to recognize the number of subjects being taught as well as the number of scheduled classes within the semester scheduling system.

PRINCIPALS AND VICE PRINCIPALS (ADMINISTRATORS)

Every school will have a principal and vice principal approved in addition to the numbers generated by class size or allocated under the flex factor. In schools over 500, a principal and two vice principals will be approved.

From the number approved in this component (either two or three) a minimum of point six (.6) full time equivalent in the case of schools with two administrators and one full time equivalent in the case of schools with three administrators must be provided as class free time for the administrators for administrative purposes which includes educational leadership.

B. CATEGORICAL INSTRUCTIONAL STAFF

Where formula in this category are enrolment-based, the average of the two previous years enrollments should be used to cushion the effect of declining enrollment.

In addition to the instructional staff generated in the general category, a number of staff will be provided for special programs which will be determined by formula and are referred to as categorical staffing. Some of these formula are student based and others are based on the particular circumstance of a school. Boards will not have the flexibility to move staff from one special program area (e.g. special education, teacher librarian, etc.) to another without the express approval of the minister. Boards will have the flexibility to allocate the staff to best meet the program needs of all schools in the board. The elements under categorical staffing are:

- ▶ Special Education/Resource

- ▶ Autism
- ▶ Teacher Librarians
- ▶ Reading Recovery
- ▶ School Counsellors (Guidance)
- ▶ Small Schools
- ▶ Alternate Education
- ▶ Support for parenting and/or pregnant students (GIFT and EPPY)
- ▶ French Immersion
- ▶ Minority Language
- ▶ Aboriginal Students
- ▶ English as a Second Language

SPECIAL EDUCATION/RESOURCE

Core (high need) - Incidence rate of 7% of student population

1 teacher per 14 students as determined by the incidence rate

General (lower need)

1 teacher per 500 students enrolled

TEACHER LIBRARIANS

Teacher librarians are provided on the basis of the number of students enrolled in the school:

Greater than 800 students	-	1.5 full time equivalent teacher
Between 400-799 students	-	1.0 full time equivalent teacher
Between 300-399 students	-	1.0 full time equivalent teacher
Between 200-299 students	-	.5 full time equivalent teacher
Less than 200 students	-	.5 full time equivalent teacher (shared among 2 or more schools)

SMALL SCHOOLS

One teacher per school for schools with less than 200 students

READING RECOVERY

The incidence of reading problems is 20% of the Grade One student population. One full time equivalent teacher per eight full time equivalent students generated by the incidence rate will be provided.

SCHOOL COUNSELLORS (GUIDANCE)

One per 400 students

ALTERNATE EDUCATION

Currently six sites - expand to eight sites or more as the need is demonstrated.

SUPPORT FOR PARENTING AND PREGNANT TEENS

Incidence 2% of high school female population.

One position for every 15 students generated by the incidence rate.

FRENCH IMMERSION

One per school. There are currently 26 French immersion schools in the province. Boards would allocate the staff to best meet the needs of schools affected by unusual class size caused by the French immersion program.

MINORITY LANGUAGE

The number of additional positions required should be negotiated with the French Language School Board; however, some cap on numbers that relates to numbers of students needs to be established.

ABORIGINAL STUDENTS

A percentage (50% as a start) of the revenue received for the education of aboriginal students in the public system should be retained by school boards to provide for additional staff and programs to meet the special needs of these students.

ENGLISH AS A SECOND LANGUAGE

At least one full time itinerant teacher should be provided for English as a Second Language instruction. Numbers should be adjusted as numbers warrant.

6.0 IMPLEMENTATION

The following table shows the number of teachers that would result if targets are met and is based on the predicted enrolment for 2006-07 (year previous to 2007-08). The flex factor is a composite rate of 25 per cent. It is not reasonably possible to predict enrolment at the school level so the flex factor for illustration purposes is the ratio of flex teachers to class size teachers using the known enrolment by school for 2001-02. The actual number will vary from this estimate, but the variance should not be material.

DESCRIPTION	NUMBER
Class size factor	788
Flex factor	208
Administrators	147
Special education/resource	138
Autism	6
Guidance counsellors	52
Teacher librarians	47
Reading Recovery™ teachers	36
Alternate education teachers	8
Small school support	18
French immersion	26
Minority language	21
Parenting and pregnant teens	4
Itinerant ESL teachers	1
SUB TOTAL INSTRUCTIONAL STAFF - SCHOOL BASED	1,500
Board office supervisory*	9
Board office consultants*	10
TOTAL	1,519

* No recommendations have been made on these numbers

The next table compares the staffing approved for the current year to the hypothetical number that would be required to staff using the proposed model. It also compares what the current model would produce in 2007-08 using predicted enrolments with what the proposed model would produce.

SUMMARY SCHEDULE COMPARING THE CURRENT INSTRUCTIONAL STAFFING MODEL WITH THE PROPOSED MODEL FOR THE YEARS 2002-03 AND 2007-08

YEAR	2002-03	2002-03	2007-08	2007-08
	Current Model	Proposed Model	Current Model	Proposed Model
Enrolment	23,355	23,355	20,646	20,646
Ratio staff	1,219		1,077	
Class size		878		788
Flex factor		222		208
Administrators		147		147
SUBTOTAL		1,247		1,143
Categorical staff	241	366	241	367
Total ins. staff school based	1,460	1,613	1,318	1,500
Board office supervisory	9	9	9	9
Board office consultants	10	10	10	10
TOTAL INS. STAFF	1,479	1,632	1,337	1,519

As can be seen from this table the proposed model, if fully implemented by 2007-08, would require 1,519 instructional staff. This is 40 more than are approved in the current school year. One scenario would be to approve an additional 8 teachers a year. The priorities to be determined with input from an advisory committee as outlined above. If the targets set are met by 2007, the pupil teacher ratio will be approximately 14:1. Because we are a small jurisdiction, the numbers required to accomplish this are manageable and doable over a period of years.

7.0 SUMMARY

The proposed model attempts to allocate resources to areas of concern that were raised by educators and the public. It establishes target staffing levels which, if achieved, will produce an overall student teacher ratio of approximately 14:1.

The conversion from the current model to the proposed model will be complex and the intended impact on class size can only be achieved over a number of years as enrolments

decline and the absolute number of teachers is increased.

It is recommended that the proposed model presented in section 5.0 be approved and a five year transition plan be established.

It is recommended that a small departmental transition team be established to oversee the implementation of the proposed model. The transition team should be specifically tasked to oversee the implementation and report to the deputy minister.

The system cannot be all things to all persons and therefore priorities need to be established. The elements proposed in the model are a starting point to change the way we allocate instructional staff to boards and schools. The model must be considered as a flexible document which needs to be reviewed on a regular basis to determine if the elements are meeting the needs. This means improving our efforts in assessing and communicating how our students are doing and whether these measures are contributing to improved student outcomes.

It is recommended that a minister's advisory committee be established to consider and provide advice to the minister as to how the model is working and make recommendations on priorities for resources.

It is recommended that staff resources be identified at all levels to ensure accurate and timely information is available to provide the necessary information for this model and for many other purposes.

It must be recognized that implementation of the model will mean a transition for many classroom teachers as more teachers in special program areas such as school counsellors (guidance), Reading Recovery™, school librarians and special education/resource teachers will be required.

It is recommended that consideration of in-service programs to help teachers transition to new roles over the next several years be incorporated into the annual in-service plans developed by the English Programs Division, the French Programs Division and the Student Services Division.

An appropriate balance between in-servicing of new programs and in-servicing for the transition must be achieved. The objective is to positively impact the classroom and this means keeping teachers in the classroom as much as possible. New approaches to in service need to be explored.

APPENDIX A

PREDICTION OF ENROLMENTS (USING LIVE BIRTHS AND A SIMPLE GRADE PROGRESSION) TO 2008-2009

	GR1	GR2	GR3	SUB	GR4	GR5	GR6	SUB	GR7	GR8	GR9	SUB	GR10	GR11	GR12	SUB	TOTAL
2001-02	1794	1711	1857	5362	1898	1924	2000	5822	2054	1959	1975	5988	2104	2069	2104	6277	23449
2002-03	1748	1794	1711	5253	1857	1898	1924	5679	2000	2054	1959	6013	1975	2104	2069	6148	23093
2003-04	1675	1748	1794	5217	1711	1857	1898	5466	1924	2000	2054	5975	7959	1975	2104	6038	22699
2004-05	1582	1675	1748	5005	1794	1711	1857	5362	1898	1924	2000	5822	2054	1959	1975	5988	22177
2005-06	1492	1582	1675	4749	1748	1794	1711	5253	1857	1898	1924	5679	2000	2054	1959	6013	21694
2006-07	1502	1492	1582	4576	1675	1748	1794	5217	1711	1857	1898	5466	1924	2000	2054	5978	21237
2007-08	1435	1530	1492	4457	1582	1675	1748	5005	1794	1711	1857	5362	1898	1924	2000	5822	20646
2008-09	1358	1435	1530	432 3	1492	1582	1675	4749	1748	1794	1711	5253	1857	1898	1924	5679	20004

APPENDIX B

Staffing and Funding Program Review Most Frequently Mentioned Points in Written Submissions	
Need additional funding	24
Need additional staff	24
Class size should be reduced	21
Need additional resources for special needs students	21
All students entitled to same access to education	14
Concern that fund raising is necessary to provide basic program materials and equipment	12
Small schools need to be adequately funded and not at the expense of other schools	12
Tutoring program is important	10
Concern about health and safety at school	10
Per student funding at Atlantic or national average	9
Access to music, art and physical education for all students	9
Concern about the aging bus fleet	9
New programs introduced by department are not adequately funded/require large amount of photocopying of materials	9
Inequity of funding between the boards	8
Need to define a core curriculum	6
Improved equipment replacement programs are necessary	6
Need to consider individual school budgets	5
Concern about cuts to budget	5
Need full range of programs for all students	4
Aboriginal student issues	4
Additional support for administrators	3
Small schools should be closed or reevaluated	3
Teacher librarians	2