

DOCUMENT RESUME

ED 181 660

EC 122 724

AUTHOR Benson, Ralph; Burtnyk, Wayne  
 TITLE Provisions for Special Populations in Education: A Description of Their Finance and Organization in Ontario.  
 INSTITUTION Ontario Dept. of Education, Toronto.  
 PUB DATE 79  
 NOTE 52p.  
 AVAILABLE FROM The Ontario Government Bookstore, 880 Bay St., Toronto, Ontario M7A 1L2 Canada; Publications Sales, The Ontario Institute for Studies in Education, 252 Bloor St., West, Toronto, Ontario M5S 1V6 Canada (\$1.50)

EDRS PRICE MF01/PC03 Plus Postage.  
 DESCRIPTORS Boards of Education; \*Educational Finance; Eligibility; Evaluation Methods; Foreign Countries; \*Handicapped Children; Interagency Cooperation; \*Organization; \*Organizational Development; Program Descriptions; Regional Cooperation; \*School Funds Ontario (Canada)  
 IDENTIFIERS

ABSTRACT

The organization and funding of exceptional students in the Ontario education system are the focus of the document. Background on the Ontario school system's organization and financial structure is related. It is explained that a major change has been to reduce the number of school boards from 4,187 in 1955 to just 200 in 1974. The average of almost \$2,000 spent per student is financed through local property taxes and provincial grants. Specifics of the provisions are detailed in chapters on minority language education, multicultural education, and education of exceptional pupils detailing the history, finance, form, auditing and monitoring procedures, criteria for eligibility, coverage, and intersectoral and intergovernmental cooperation for each category. Also discussed briefly are provisions for the education of native people, compensatory education, and special provisions for remote areas.  
 (PHR)

\*\*\*\*\*  
 \* Reproductions supplied by EDRS are the best that can be made \*  
 \* from the original document. \*  
 \*\*\*\*\*

ED181660

U S DEPARTMENT OF HEALTH,  
EDUCATION & WELFARE  
NATIONAL INSTITUTE OF  
EDUCATION

THIS DOCUMENT HAS BEEN REPRO-  
DUCED EXACTLY AS RECEIVED FROM  
THE PERSON OR ORGANIZATION ORIGIN-  
ATING IT. POINTS OF VIEW OR OPINIONS  
STATED DO NOT NECESSARILY REPRESENT  
OFFICIAL NATIONAL INSTITUTE OF  
EDUCATION POSITION OR POLICY

PROVISIONS FOR  
SPECIAL POPULATIONS IN EDUCATION:  
A DESCRIPTION OF THEIR FINANCE AND ORGANIZATION IN ONTARIO

Prepared for  
THE CENTRE FOR EDUCATIONAL RESEARCH AND INNOVATION,  
ORGANIZATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT  
Paris France

"PERMISSION TO REPRODUCE THIS  
MATERIAL HAS BEEN GRANTED BY

*B.M. Hilliard*

TO THE EDUCATIONAL RESOURCES  
INFORMATION CENTER (ERIC)."

by

Ralph Benson, Ph.D. and Wayne Burtnyk, M.A.Sc.  
Grants Policy Branch. Ontario Ministry of Education

122 724



© Minister of Education, Ontario, 1979  
Queen's Park  
Toronto, Ontario

MINISTRY OF EDUCATION, ONTARIO, CATALOGUING IN PUBLICATION

Benson, Ralph.

Provisions for special populations in education : a description of their finance and organization in Ontario / prepared for the Centre for Educational Research and Innovation; Organization for Economic Co-operation and Development by Ralph Benson and Wayne Burtnyk.

(Review and evaluation bulletins / Ontario Ministry of Education ; v.1, no.3).

1. Education and state - Ontario. 2. Exceptional children - Education - Ontario. I. Burtnyk, Wayne. II. Centre for Educational Research and Innovation. III. Title. IV. Series Ontario. Ministry of Education. Review and evaluation bulletins ; v.1, no.3.

379.713

Additional copies may be ordered from:

The Ontario Government Bookstore  
880 Bay Street  
Toronto, Ontario  
M7A 1L2

or from:

Publications Sales  
The Ontario Institute for Studies in Education  
252 Bloor Street West  
Toronto, Ontario  
M5S 1V6

## ACKNOWLEDGEMENTS

The following Ministry of Education officials assisted in the preparation of the material in this report: A. E. Bigwin, M. E. Burke, A. Chenier and P. F. Wiseman. Mavis E. Burke prepared the chapter on multicultural education.

## TABLE OF CONTENTS

### CHAPTER 1 THE ONTARIO EDUCATION SYSTEM

- 1.1 Background
- 1.2 Organization
- 1.3 Finance

### CHAPTER 2 PROVISIONS FOR SPECIAL POPULATIONS

- 2.1 General Provisions for all pupils
- 2.2 Categories of Special Populations
  - Minority Language Education
  - Multicultural Education
  - Education of Exceptional Pupils
  - Education of Native People
  - Compensatory Education
  - Special Provisions for Remote Areas
- 2.3 Selected Provisions

### CHAPTER 3 MINORITY LANGUAGE EDUCATION

- 3.1 History
- 3.2 Finance
- 3.3 Form
- 3.4 Auditing and Monitoring
- 3.5 Criteria for Eligibility
- 3.6 Coverage
- 3.7 Intersectoral and Intergovernmental Collaboration

### CHAPTER 4 MULTICULTURAL EDUCATION

- 4.1 General Approaches and Provision for Special Populations
- 4.2 Finance
- 4.3 Form
- 4.4 Auditing and Monitoring
- 4.5 Criteria for Eligibility
- 4.6 Coverage
- 4.7 Intersectoral and Intergovernmental Collaboration

## CHAPTER 5 EDUCATION OF EXCEPTIONAL PUPILS

5.1 Finance

5.2 Form

5.3 Auditing and Monitoring

5.4 Criteria for Eligibility

5.5 Coverage

5.6 Intersectoral and Intergovernmental Collaboration

## CHAPTER 1

### THE ONTARIO EDUCATION SYSTEM.

#### 1.1 Background

Ontario is in area the second largest province in Canada; the largest is Quebec. Ontario has a total area of 412,582 square miles including 49,400 square miles of lakes and rivers and a total population of about 8,000,000. Lying between the provinces of Quebec and Manitoba, it extends 1,000 miles from east to west and more than 1,000 miles northward from the Great Lakes to Hudson Bay:

Ontario is divided geographically into ten districts in the north and into 27 counties, ten regional municipalities, one district municipality and the Municipality of Metropolitan Toronto in the south. The districts include 76 per cent of the total area but the counties and municipalities contain 93 per cent of the total population.

The people of Ontario are predominantly of British origin with the next largest segment being of French origin. Although not as many in number, there are people referred to as the native people - Indians, Metis and Inuits. In addition to the people who have been here since the "beginning", many other people have chosen to make Ontario their home over the years; their origins include countries all over the world.

Education is basically a provincial responsibility as established by the British North America Act of 1867. The Act provides that the legislature of each province would have power to make laws respecting education. Federal participation in education is limited to a few programs at the elementary and secondary school level such as the education of registered Indians and incentive grants for minority language education.

#### 1.2 Organization

The Ontario school system offers elementary and secondary education to all children and young persons able to profit from instruction, without regard to race, creed or social status. The school program ordinarily covers kindergarten, eight years of elementary instruction and five years of secondary. Most schools use the English language but there are some that use French as both the language of instruction and administration. French-language schools are an integral part of the Ontario school system, and virtually all Ministry services are available to them. In those elementary and secondary schools that use French as the language of instruction, English is taught as a second language.

Although children of all religious backgrounds are accepted in the public school system of Ontario, since the 1840's an alternative has been available to Roman Catholic parents through the provision of Roman Catholic separate schools. These schools are established by legislation and are organized and operated in the same way as public elementary schools, with their own elected school boards and teachers. Most Roman Catholic separate school boards take advantage of the right of elementary school boards to offer instruction for two years beyond the conventional elementary school period.

Parents or guardians of Roman Catholic faith wishing to send their children to a separate school, notify the municipal authorities that they wish to pay their school taxes to the separate school board. They then do not pay public elementary school taxes, but they do join with all other Ontario school taxpayers in the support of secondary education, which is financially segregated from elementary school taxation.

Provincial grants are paid to Roman Catholic separate school boards on the same basis as to public school boards. Because separate school boards do not have access to corporation assessment, their equalized assessment and tax revenue tend to be less per pupil than is the case for public schools. The equalizing nature of the general legislative grant plan compensates for this situation.

Legislation also provides for the establishment of Protestant separate school boards. In cases where the teacher or teachers in the public school or schools in the municipality are Roman Catholics, Protestant parents may apply for a Protestant separate school board, which is organized and supported in the same way as its Roman Catholic counterpart. In all respects the educational program in separate schools conforms to the elementary school program of the Ministry of Education, including the qualifications of teachers.

Public education in Ontario has always been administered through local school boards, operating under legislation and regulations designed to maintain adequate standards, and to establish a reasonably common educational program. Most school boards operate through a system of elected school trustees.

Over the years, various types of school boards have evolved in response to specific needs. At the present time, there are 200 school boards in Ontario, of the types indicated below:

Boards of Education	76
Metropolitan Toronto School Board	1
Combined Roman Catholic Separate School Boards	49
Roman Catholic Separate School Boards	12
Protestant Separate School Boards	2
Public School Boards	32
Department of National Defence	14
Treatment Centres	11
Ontario Hydro and others	3
	200

Boards of Education operate both elementary and secondary schools, and the members of the boards-- trustees-- are elected by public school supporters. The separate school supporters residing in the area of jurisdiction of the Board of Education also elect one or more trustees to the Board of Education to represent the separate school supporters for secondary school purposes. The reason for this is that Roman Catholic Separate School Boards operate only elementary schools, and many of the graduates of these schools attend a public secondary school.

Combined Roman Catholic Separate School Boards and Roman Catholic Separate School Boards are similar in that both operate elementary separate schools. If the board is a Combined Roman Catholic Separate School Board, it is a large unit of administration located within one or more counties in Southern Ontario and within a district in Northern Ontario.

There are also portions of Northern Ontario that are not municipally organized. In such areas, small Public School Boards and Roman Catholic Separate School Boards have been established to provide elementary education. Secondary education for students residing in these areas is ordinarily provided by the nearest Board of Education and the students are transported to the secondary schools.

There are a limited number of school boards established for special purposes on crown lands and other areas not normally assessed for school purposes. These are boards that may or may not operate schools. If they do not, they arrange for the purchase of education from other boards. Such boards include those acting for the Department of National Defence, the Ontario Hydro-Electric Power Commission, hospitals and other treatment centres.

One of the most significant developments in local organization structure has been the great reduction in the number of school boards in the province (Table 1).

TABLE 1

NUMBER OF SCHOOL BOARDS 1955-1974

Year	1955	1960	1965	1968	1969	1970	1971	1972	1973	1974
Number of Boards	4187	3676	1673	1358	236	222	214	208	205	200

### 1.3 Finance

In Ontario, both boards of education and separate school boards are a part of the publicly supported school system and receive financial support from the provincial government in an identical manner. Private schools, however, receive no financial support from the provincial government nor from municipal taxes.

The funding of elementary and secondary education is shared between the school boards and the provincial government, with the school boards raising their portion by means of a municipal property tax. The portions are determined through the Ministry's mill rate equalization plan. The basic philosophy of this plan is that all school boards should be able to provide the same level of education service with the same level of financial burden on the local taxpayers -- the mill rate for each school board should be directly related to its level of service and all jurisdictions, irrespective of local wealth (in terms of assessment), should have an identical mill rate for a comparable level of service.

The plan was introduced because of the government's desire to ensure a greater equality of educational opportunity for all students in the province. There had been a growing concern about the disparity of financial resources between separate school boards and boards of education -- both integral parts of the publicly supported system.

To appreciate best how education is funded, it is helpful to look at the various types of school board expenditure and how they are treated by the grant plan. In Ontario, school board expenditure is categorized as either ordinary or extraordinary.

Extraordinary expenditures are those that are not necessarily common to all school boards; that is, they vary according to circumstances affecting a particular school board. Included in this category of expenditure are debt charges, capital expenditure and transportation. The level of expenditure varies from board to board, depending on such circumstances as a greater-than-average need to undertake capital projects or a need for more extensive student transportation services.

All other categories are classed as ordinary expenditure because they are common to all school boards -- teachers' salaries, school maintenance costs, and so on. The degree of variance from board to board for ordinary expenditure is much less than for extraordinary.

The local share on extraordinary expenditure is much lower than that on ordinary expenditure in order to reduce the financial burden on a school board that has a high level of extraordinary expenditure. There are no overall controls on extraordinary expenditures, except that the government provides grant support only for approved expenditures. The approval levels for capital, transportation and debt charges are set independently for each school board and are designed to meet the cost of an efficient operation.

There are two basic ordinary expenditure grant ceilings set annually by the Ministry of Education -- one for elementary, the other for secondary, both on a per-pupil basis. The amounts recognized for grant purposes for 1978 are \$1299 per elementary school pupil and \$1841 per secondary school pupil. Each school board spending at these per-pupil grant ceilings levies a standard mill rate on its equalized property assessment with the balance of its revenue coming in the form of provincial grants. Expenditure in excess of the grant ceilings is supported completely from local property taxation.

The grant ceilings are adjusted upward for individual school boards to reflect the variation in need for education services and the variation in the cost of providing comparable education services throughout the province. Variations in need relate to special education, compensatory education, bilingual education, technical education and language instruction for New Canadians. Variation in costs relate to regional differences in the price of goods and services, the higher instructional and administrative costs of operating small schools, and the higher per-pupil administrative costs of operating school boards with a low enrolment base.

For the 1978 calendar year, total expenditures for publicly supported elementary and secondary education were 3.7 billion dollars. Of that total, 46.6% was raised through local property taxes with the remaining 53.4% paid to school boards in the form of provincial grants. The percentage of school board revenues raised locally varies considerably from board to board -- from a low of 5% to a high of 90%.

Total school board expenditures averaged almost \$2000 per pupil in 1978 and represent approximately 4% of the gross provincial product and 5% of personal income. Approximately 17% of the total provincial budgetary expenditure and 50% of local property taxes are spent on education.

## CHAPTER 2

### PROVISIONS FOR SPECIAL POPULATIONS

#### 2.1 General Provisions for all Pupils

The regular per pupil grant ceilings (\$1299 per elementary school pupil and \$1841 per secondary school pupil) are designed to provide an adequate level of financial resources for the education of all pupils, including those from special populations and higher-cost categories. A basic level of special education services, compensatory education services, technical education services and so forth are provided for within the regular per pupil grant ceilings. If all school boards had roughly the same proportion of pupils in these categories, then no special provisions would be required in the Ontario grant plan.

It can be shown, however, that there are wide divergencies in both the percentage of pupils requiring special services and the percentage of pupils located in higher-cost environments. For these reasons, there are provisions for special populations within the Ontario grant plan; however, they only apply where needs or costs are in excess of the norm for all school boards in the province.

#### 2.2 Categories of Special Populations

##### Minority Language Education

Minority language education in Ontario refers to the education of French-speaking students in their own language. Approximately 100,000 pupils or 5% of all pupils in Ontario are enrolled in French-language schools. The majority of these pupils are concentrated in the northeastern and eastern areas of the province where, in many cases, more than 50% of the population is French-speaking.

In an effort to ensure the provision of equal education opportunities for French-speaking pupils, the Ministry of Education introduced in 1977 several new initiatives to strengthen the minority language education programs provided by school boards.

Special grants to school boards in recognition of the additional costs of providing programs and services for French-speaking pupils were increased substantially. These grants, which are in addition to the regular per pupil grants to school boards are designed to reflect 100% of the additional cost of providing French-language services and therefore do not result in an additional financial burden on the local school boards.

In addition to its grants to school boards, the Ministry provides direct consultation and specialized services to students and teachers in French-language schools where the school boards cannot offer such services because of numbers or remoteness.

An amount of 2.5 million dollars is available annually to Canadian-based publishers for the purpose of encouraging them to develop, produce and market French-language learning materials greatly needed in Ontario's French-language schools.

Additional financial and human resources are also available from the Ministry of Education for professional development, cultural activities, correspondence courses and curriculum development to improve programs and services for French-speaking pupils.

Total provincial expenditures for French minority language programs and services in 1978 were approximately twenty million dollars in additional grants to school boards and another ten million dollars in other initiatives supported by the Ministry of Education.

A full description of minority language education is given in Chapter 3.

### Multicultural Education

The Province of Ontario has a long tradition of providing opportunities for people of various racial, religious, linguistic and cultural origins to build a new life together as Canadians.

In addition to the development of programs and procedures that attempt to prepare all Ontario students to live in Canada's multicultural society, the Ministry of Education has identified the following special populations with specific needs--New Canadian school-age students, New Canadian adults, heritage language groups, and racial and religious minorities.

Language and citizenship programs for adults are offered by the local school board as evening classes. Provincial grants to school boards in support of these classes totalled approximately one million dollars in 1978.

English as a second language or dialect programs have been offered by school boards as part of the regular day-school program for school-age children who require additional language training in order to take advantage of the regular instruction in the school. The additional costs of providing such programs are recognized through the special provisions for language instruction and for 1978 totalled eight million dollars.

Heritage language programs are offered by school boards in order to help Ontario's many ethnic groups retain a knowledge of their mother tongues and continuing appreciation of their cultural backgrounds as well as to provide a new language learning opportunity for others. Approximately 53,000 elementary school pupils, or 4% of the elementary school-age population, enrolled in a heritage language class in 1978. Provincial grants to school boards in respect of such programs totalled approximately five million dollars in 1978.

Special Initiatives have been undertaken by the Ministry of Education to meet problems in education experienced by racial and religious minorities. Evaluation of textbooks, preparation of guidelines for authors and publishers, and development of new curriculum units and resource materials are representative of Ministry initiatives in this area.

A full description of multicultural education is given in Chapter 4.

Education of Exceptional Pupils

The education of exceptional pupils is the responsibility of both the local school boards and the Ministry of Education. Boards are responsible for providing an adequate education program for all pupils in their jurisdiction, including diagnostic and appraisal services and the placement of the child in an appropriate program. Where it is not feasible to provide a special education program at the local board level, for example, special classes for the blind or deaf, the Ministry operates special schools on a province-wide basis.

The Special Education Branch of the Ministry provides resources and develops policies to ensure that school boards are able to meet the demands of special education programs.

Approximately 12% of the pupils in Ontario receive some form of special education program, some on a full-time basis and others for only part of the school day -- the full-time equivalent special education enrolment is approximately 6% of the total enrolment.

Special grants are available to those school boards that provide special education programs in excess of the established base level of service provided for within the regular per pupil grant ceilings. The special grants are based on the number of special education teachers employed by the board and are designed to reflect the full additional cost of special education programs and services in excess of the basic level.

School board expenditure for 1978 for special education programs and services was approximately 350 million dollars.

A full description of education of exceptional pupils is given in Chapter 5.



## Education of Native People

The Province of Ontario is at an important evolutionary stage in the education of its Native people. The Ministry of Education feels it is important to consult with Native people so that the Ministry's resources can be used to fulfil the aspirations Native people have for the education of their children. Attitudes and practices of both the Native people and the Ministry of Education must nurture the growth of the culture of the Native people in Ontario and thus contribute to their self-respect and pride.

The people referred to as Native people include registered Indians, Metis, and non-registered Indians. In Ontario there are about 58,000 registered Indians and about 185,000 Metis and non-registered Indians located throughout the province.

The Metis and non-registered Indians are, in whole or in part, North American Indians and identify themselves as Indians but are not legally Indians according to the Indian Act. Many of these people live on the periphery of Indian Reserves or in remote communities, and often form the majority of the population in small communities.

The Government of Canada's Department of Indian Affairs and Northern Development is responsible for the education of registered Indians. In some cases the Government of Canada purchases education from a local provincial school board through a tuition agreement; however, in other instances it operates schools on Reserves. The current policy, Indian Control of Indian Education, allows an Indian Band to assume full responsibility and control of education for its residents. The Government of Canada has transferred this responsibility to one Band in Ontario at this point. The Province of Ontario is responsible for the educational program and services for the Metis and non-registered Indian students. The curriculum for these students has been generally the same as for all publicly-supported schools in the province.

The drop-out rate of Native students is still disproportionately high, a situation of great concern to many Native people. Although this problem may have many other causes as well, the Native people have indicated that an irrelevant curriculum is one of the main contributing factors. It has been recognized that the curriculum could be made more relevant through certain adaptations and innovations. For example, areas of current major effort are the use of the Native language in early grades and the development of a curriculum guideline specifically oriented to the needs of children of Native ancestry.

The use of Native languages in early grades is proving to be successful. In many of the schools on Reserves, the Government of Canada's Department of Indian Affairs and Northern Development has placed Native classroom assistants, who teach in the first language of the children in the community. This approach appears to be pedagogically sound and has had a positive effect on the children. English or French is introduced as a second language, enabling the children to develop facility gradually. This policy is presently under study for implementation in the province's schools as well.

A resource guide, People of Native Ancestry, and a kit, Touch a Child, for the primary and junior division was published in 1975. Nine Native people were included on the teams that implemented these curriculum materials. A second document in the series was published in 1977 for use in the intermediate division. A curriculum guideline, People of Native Ancestry Senior Division, will be published in 1979. Several secondary schools are already offering credit courses in Native Studies in the senior division, and a few schools are offering Native language courses as options.

Teacher education has developed concomitant with course development. There are now more Native teachers being trained than ever before in Ontario's history. A special basic teacher certification program for Native people, consisting of two seven-week summer sessions, in 1974 and 1975 was provided by the Ontario Teacher Education College to meet immediate needs. Eighty-two Native people graduated from the program. The faculties of education at Lakehead University and the University of Western Ontario offer teacher education programs for Native people in order that future needs will also be met.

The Ministry of Education and the Department of Indian Affairs and Northern Development co-sponsor and co-fund a three-part program leading to a Native Counsellor's certificate. The first group of successful Native candidates received this Ministry certificate in 1978.

Another joint initiative undertaken by the Governments of Canada and Ontario was the establishment of the Ontario Native Education Council in 1978. A primary function of the Council is to determine priorities, with respect to action, of the findings of the Task Force on the Educational Needs of Native Peoples of Ontario as well as of the on-going education needs and concerns expressed by the Native people.

Native pupils are educated in the publicly-supported schools in generally the same manner as all other pupils. Costs for any special services or programs for Native students as specified in the tuition agreements are borne by the Government of Canada and/or by Bands. However, there is indirect financial support for Native pupils through the special education and compensatory education funding provisions.

### Compensatory Education

There is no formal identification process for pupils requiring compensatory education services in the Province of Ontario. Rather than identify pupils, special assistance is provided to school boards based on socio-economic data that describe the type of community in which the schools are located.

Grants are made available to school boards based on the following socio-economic data which have been designed to measure the relative need for compensatory education services:

1. per cent of population in receipt of general assistance and family welfare benefits,
2. per cent of all income tax returns with taxable income less than \$6,000,
3. per cent of population with neither English nor French as their mother tongue, and
4. the number of public housing units per 1,000 persons.

All school board jurisdictions in excess of the median on a composite scale of these four variables receive additional financial assistance from the Ministry of Education. There are four levels of funding for compensatory education based on a school board's rating on the composite scale.

The Province provides approximately forty million dollars for compensatory education programs and services with slightly over one-half of this amount going to Metropolitan Toronto.

The school boards that receive compensatory education funding develop their own programs and redistribute the financial resources based on their own priorities.

The Ministry of Education provides support services for compensatory education--the services are provided indirectly through Ministry special education and curriculum personnel.

### Special Provisions for Remote Areas

Ontario is divided geographically into ten districts in the north and into twenty-seven counties, ten regional municipalities, one district municipality and the Municipality of Metropolitan Toronto in the south. The districts include seventy-six per cent of the total area but the counties and municipalities contain ninety-three per cent of the total population.

Much of the northern portion of the province is not municipally organized. In such areas small isolate school boards have been established to provide elementary education. These small isolate school boards, which have fewer than 300 pupils, are funded by the Ministry of Education on a subjective budget review and approval basis. Secondary school students in these areas are educated by the nearest Board of Education, with the Ministry of Education paying for the transportation, board and lodging, and tuition fees in respect of these pupils.

The other school Boards in the northern portion of the province are funded on the regular per pupil basis with additional financial resources being provided in respect of the higher cost of goods and services in the north and the higher administrative and instructional costs of operating both small schools and school boards with a low enrolment base.

The regular per pupil grant ceilings are increased between six and nine per cent to reflect the higher cost of goods and services in Northern Ontario.

The regular per pupil grant ceilings are increased by up to four per cent (inversely related to school board enrolment) for all boards with an enrolment base of less than 4,000 pupils to offset the higher administrative costs experienced in the operation of such boards.

The regular per pupil grant ceilings are increased by up to forty per cent per elementary school pupil and twenty per cent per secondary school pupil (inversely related to school size) enrolled in a small school to offset the additional administrative and instructional costs experienced in the operation of such schools. A small elementary school is defined as a school with an enrolment of less than twenty pupils per grade, with a small secondary school having an enrolment of less than eighty pupils per grade.

### 2.3 SELECTED PROVISIONS

Minority language education, multicultural education and the education of exceptional pupils have been selected for further discussion.

These programs have been selected as they serve a significant proportion of the population -- twelve per cent in the case of exceptional pupils, five per cent in the case of minority language education and four per cent in the case of multicultural education.

These programs have also been selected as they are the focus of considerable discussion in Ontario at the present time. There is a strong community demand for them, and significant revisions have been made in the organization and administration, program delivery systems and financing of these programs and services.

## CHAPTER 3

### MINORITY LANGUAGE EDUCATION

#### 3.1 History

Minority language education in Ontario refers to the education of French-speaking pupils in their own language.

The use of French as a language of instruction in Ontario dates from the early days of the French settlements. Before Confederation, French-language and English-language elementary schools were established without much debate. The first official permission for teaching in a language other than English came in 1851 when the Council of Public Instruction stated that persons who applied for teaching positions could substitute a knowledge of French or German grammar for English. In 1867, Section 93 of the British North America Act placed education under the exclusive jurisdiction of the provinces, and provided for denominational schools with no mention of language.

Thus, prior to 1968, no specific statutory provision was ever made in Ontario for the use of any language in the schools other than English. French-language education in publicly supported schools was available only at the elementary level and almost exclusively in Roman Catholic Separate Schools of the province. Secondary school education in French, except for a few subjects taught in publicly supported schools, was available only in privately supported schools and academies, usually maintained by the Roman Catholic Church.

Publicly supported French-language education at the secondary level began in 1968 when legislation was amended to permit the use of the French-language as a language of instruction in Ontario schools. In a few short years, total enrolment in French-language secondary school programs rose rapidly and now totals approximately 30,000 pupils or 5% of the secondary school population.

### 3.2 Finance

Because of the minority situation as well as the distribution of the French-speaking population, school boards experience additional costs in providing appropriate education programs and services for French-speaking pupils.

In an effort to ensure the provision of equal educational opportunities for French-speaking pupils in Ontario schools, the Ministry of Education provides additional financial resources and other support services to strengthen the programs of minority language.

Additional financial resources are made available to school boards in recognition of the higher costs of providing programs for French-language students, including both the higher cost of operating French-language schools and the additional cost of operating, within a single school system, mutually equitable education programs and services where both French and English are the languages of instruction. The new grants are clearly identified as being in support of the programs of French as a minority language and are conditional upon Ministry approval of the school board's plans for its French-language schools.

The additional amounts recognized for grant purposes under the new grant plan are:

\$150 per elementary school pupil (up from \$54)

\$45 per credit for secondary school pupils in grades 9 and 10 (up from \$39) up to a maximum of 5 credits or \$225 per pupil

\$50 per credit for secondary school pupils in grades 11, 12 and 13 (up from \$39) up to a maximum of 5 credits or \$250 per pupil.

The additional amounts recognized for grant purposes are designed to recognize the extra direct and indirect costs of providing programs for French-language students.

Direct costs are those that can be identified as being directly related to the provision of minority language programs and services, and include items such

as instructional administration; textbooks and other learning materials; curriculum development; additional personnel such as co-ordinators, consultants, librarians, and support service personnel; translation services; the French Language Advisory Committee; membership in associations; conferences and conventions.

Indirect costs relate to higher plant operation and plant maintenance costs and higher school administration costs that result from operating a school system where both French and English are the languages of instruction; office overhead; and higher costs that result from additional non-instructional personnel in areas such as business, finance, public relations, engineering and computer services.

In the case of secondary schools having a relatively low French-speaking enrolment, additional amounts are recognized for grant purposes to reflect the even higher cost of education programs for small groups of students. In situations of this nature, the secondary school levels recognized for grant purposes increase from \$45 to \$75 per credit in grades 9 and 10, and from \$50 to \$80 per credit in grades 11, 12 and 13.

Opportunities for adults to continue their education in French are also facilitated. Where a school board offers classes of continuing education to French-speaking adults using French as the language of instruction and the enrolment is relatively low, additional grant support is provided.

The special grants to school boards amount to approximately 20 million dollars for 1978, and are in addition to the regular per pupil grants made to school boards. The special grants for French are designed to reflect 100% of the additional cost of providing French-language services and therefore do not result in an additional financial burden for the local school boards.

In addition to its grants to school boards, the Ministry provided approximately 10 million dollars in 1978 for support services for minority language education.

### 3.3 Form

Part XI of the Education Act contains the legal provisions for French-language education. These provisions relate to mandatory provision for French-language education by school boards, to French Language Advisory Committees and to the Languages of Instruction Commission of Ontario.

The legislation allows a school board to establish and maintain a French-language school for the purpose of providing for the use of the French language in

instruction of French-speaking pupils. Moreover, the legislation makes it mandatory for the board to offer French-language education where written notice is presented to the board that a number of French-speaking pupils resident in the school district have elected to be taught in the French language, and where one or more classes or groups of 25 or more elementary school pupils or 20 or more secondary school pupils can be assembled for this purpose.

The French Language Advisory Committee, which operates in an advisory capacity to the board, is established under statute and is responsible for developing proposals designed to meet the educational and cultural needs of the French-speaking pupils and the French-speaking community. It is composed of nine members--three members of the board appointed by the board and six French-speaking ratepayers elected by French-speaking ratepayers in the school district.

The composition of the Ministry of Education reflects the dual language situation at the school level.

At the Central Office of the Ministry there are 15 French-language education officers located within various branches. Their responsibility is to ensure that the Ministry programs and services meet the needs of French-language schools.

At the senior level, the Chairman of the Council on French Language Schools has the rank and title of Assistant Deputy Minister/Council on French Language Schools.

The ADM/CFLS is an official member of the Management Committee of the Ministry of Education. He is involved in all matters related to the education of French-speaking pupils, including:

- a) the appointment and deployment of French-language officials;
- b) the development of policy recommendations;
- c) the review of all documents for the Minister's or Deputy Minister's signature related to French-language education.

The regional offices of the Ministry of Education are also staffed with a number of French-language officials. Of the Ministry's 295 professional staff located in these offices approximately 30 are French-language officials and have teaching experience in French-language schools. The Education Act stipulates that French-language schools and classes must be

supervised by French-speaking supervisory officers. French-language officials in the Ministry's regional offices help boards with low French-language enrolment meet this requirement.

### 3.4 Auditing and Monitoring

The Ministry of Education has set up a special review process for the auditing and monitoring of the Minority Language Education Program. The special grants to school boards have been clearly identified as being in support of the Minority Language Education program and are conditional upon Ministry approval of the school board's plans for its French-language schools.

School boards are required to submit to the Ministry on an annual basis a "Financial Planning Summary" indicating the board's actual additional expenditure associated with the provision of Minority Language Education programs. Guidelines issued by the Ministry are designed to assist school boards in the determination and reporting of those additional costs.

In practice, in the case of a board of education, the Financial Planning Summary also comes under the review of the board's French Language Advisory Committee. The French Language Advisory Committee attempts to ensure that provincial grants in support of minority language education are in fact being spent on minority language education and are being utilized in a manner that will best meet the educational and cultural needs of the French-speaking pupils and French-speaking community.

### 3.5 Criteria for Eligibility

French-language schools are intended for pupils who are French-speaking. Legislation makes it mandatory for the school board to offer French-language education where written notice is presented to the board that a number of French-speaking pupils resident in the school district have elected to be taught in the French-language, and where one or more classes or groups of 25 or more elementary school pupils or 20 or more secondary school pupils can be assembled for this purpose.

However, legislation also provides for the admission of pupils other than French-speaking pupils. A board, on the request of the parent or guardian, may admit an English-speaking pupil to a French-language school if his admission is approved by a majority vote of an admissions committee appointed by the board, and composed of the principal of the school, a teacher who uses the French-language in instruction in the school and a French-speaking supervisory officer

employed by the board.

### 3.6 Coverage

Approximately 5 per cent of all pupils in Ontario enrol in French-language schools. The majority of these pupils are concentrated in the northeastern and eastern areas of the province, where in many cases, more than 50% of the population is French-speaking.

Presently there are 303 French-language schools at the elementary level with a total enrolment of approximately 70,000 pupils, or 5.5% of the elementary school population. At the secondary level there are 25 French-language schools, sometimes referred to as "homogeneous" schools because all the students enrolled are French-speaking. The language of administration, communication and instruction in these schools is French, except for the teaching of English or Anglais (which is mandatory in all French-language schools starting in Grade 5). At the secondary level there are also 36 French-language instructional units, sometimes referred to as "mixed" schools that generally provide partial programs in the French language. The enrolment in the homogeneous schools is approximately 21,000. In the mixed schools the French-language enrolment is approximately 9,000 for a total French-language enrolment of approximately 30,000 pupils or 5% of the secondary school population.

Of the 200 school boards in Ontario, 86 operate French-language instructional units.

### 3.7 Intersectoral and Intergovernmental Collaboration

The delivery system for minority language education in Ontario is at the local school board level. The local school board is responsible for the staff, curriculum and supervision of the classes and must subscribe to the usual conditions established by the Ministry for regular day school pupils as well as any special provisions for minority language pupils.

The Province of Ontario, however, bears the ultimate responsibility for minority language education. In addition to providing financial resources to school boards, the Ministry has established guidelines and the following support services to ensure the provision of equal educational opportunity for French-speaking pupils in Ontario.

French language educational services: In order to provide professional development, consultative and specialized services to students and teachers in French-language schools in instances where the boards cannot offer such services because of numbers or remoteness, the Ministry has set up three teams of educators with

expertise in a large variety of areas i.e. psychology, special education, curriculum. The teams comprising the equivalent of forty-two full-time persons are located for administrative purposes in three regional offices of the Ministry. The teams were operative beginning in September 1978.

French-language learning materials fund: An amount of \$2,500,000 is available annually to Canadian-based publishers for the purpose of encouraging them to develop, produce, and market French-language learning materials greatly needed in French-language schools. Without this incentive, publishers would not be interested in producing learning resources in the French language because of the limited market.

In addition, the Ministry is giving an annual grant of \$500,000 to the Franco-Ontarian Resource Centre for the production and provincial dissemination of French-language learning materials obtained from school boards. The Ministry-operated Education Centre located in the Midnorthern Regional Office of Sudbury is allocated annually \$250,000 for the purchase of French-language audio-visual material for use, on a request basis, by boards having a total French-language teaching staff below 100.

Funds for the professional development of teachers: To help teachers in French-language schools upgrade their qualifications or obtain specialized training, the Ministry established three programs:

- a) French Language Professional Development Fund to allow annually a maximum of 20 teachers to go on full-time study leave for the acquisition of expertise in specialized areas (\$15,000 per teacher).
- b) Grants to school boards for professional development activities.
- c) Winter Bursary Program to encourage teachers to further their education during the school year.

Student services and cultural activities: Additional funds are made available for the development of the French dimension of the Student Guidance Information System which is a computerized career information service for secondary school students. In addition, French-language schools may obtain financial assistance for the organization of cultural activities and student exchanges. A sum of \$50,000 is available annually for this purpose.

Correspondence education courses: The Correspondence Education Branch of the Ministry offers courses in the French-language in all elementary school subjects and in Grade 9 to 13 Français. Funds are being provided for the updating of some of the existing French-language elementary school courses and for the development in French of 35 courses in various subject areas at the secondary school level.

Research and evaluation: During 1978-79, special funds in the amount of \$700,000 are being allocated on a contractual basis through a number of research projects for the development of evaluation instruments and for research in curriculum designing, instructional approaches and organizational patterns.

Communication services: In order to ensure adequate translation services and the production of information documents intended for the Francophone population, the Central Services Branch of the Ministry has acquired additional personnel i.e. translators, editors, bilingual typists.

Central office personnel: As part of the recently announced French-language initiatives, six Ministry branches were authorized to acquire professional bilingual personnel in order to expand their existing French-language services or to establish the service in some cases. The objective of this development is to ensure that the French-language educational component is adequately represented in the on-going activities of the various branches in the establishment of Ministry policies.

The Federal Government of Canada also participates, although somewhat indirectly, in the Minority Language Education Program. Under its Official Languages Programme implemented in 1970, co-operation is offered to the provinces through formula payments in order to provide an increased opportunity for members of the minority official language group in each province to be educated in their first language.

- a) For every full-time student enrolled in a minority official language school, each province receives 9% of the overall annual cost of educating a student in that province.
- b) Based on the total number of school-age children belonging to the minority official language group, each province receives, for administration costs, 1.5% of the average annual educational cost incurred by the province.

In 1978, the Province of Ontario received approximately 23 million dollars in Federal transfer payments in respect of minority language education.

## MULTICULTURAL EDUCATION

4.1 General Approaches and Provision for Special Populations

The Ontario Ministry of Education, through its internal Advisory Committee on Multiculturalism, has developed a policy of multicultural education designed to accommodate the cultural and linguistic diversity of the Province's student population. Ministry policy statements such as *The Formative Years* (1975), H.S.1. (1979), statements in the Ontario Legislature and speeches to professional associations have endorsed the multicultural concept as part of provincial education policy. Through its programs and procedures the Ministry has been providing leadership to the educational community in the practical application of measures which accept cultural diversity as a characteristic of Canadian identity.

It has been recognized that the responsibility for preparing all Ontario students to live in Canada's multicultural society has significant implications in terms of general approaches to education, as well as in provision for special populations. In meeting the common needs of all students, publicly provided education has the task of encouraging general system sensitivity, while ensuring that individual and group needs are met in a way that will facilitate full participation by all students in the educational opportunities of the system.

The Ministry has given priority to recognition of the multicultural reality in relation to the school curriculum. In order to facilitate the cognitive, affective and behavioural objectives of multicultural education, the following initiatives have been undertaken:

- Ministry curriculum guidelines are reviewed to ensure that they reflect the multicultural perspective in respect of objectives, activities and resources;
- Ministry curriculum documents use illustrations which demonstrate visually the racial and cultural diversity of Ontario classrooms;
- Ministry curriculum development has included provision of special documents relating to the study and sharing of cultures, e.g. Multiculturalism in Action and Canada's Multicultural Heritage;
- Opportunities have been provided for teachers to develop knowledge, skills and attitudes needed for multicultural education through Ministry provision of a specialist certificate - Multiculturalism in Education; in-service professional development activities, and encouragement of inclusion of the multicultural concept in all teacher education programs;

A Liaison Committee between the Ministry of Education and the Ontario Human Rights Commission monitors the educational situation for adequate representation of the human rights dimension in education.

The Ministry has also identified special populations with specific education needs in addition to facilities provided for all students through the regular school system. This chapter deals with the following minorities -- New Canadian school-age students, New Canadian adults, Heritage language groups, and racial and religious minorities.

Ministry programs relating to these special populations are listed below:

a) New Canadian school-age students: English as a Second Language/Dialect Programs

Classes in English as a second language or dialect are offered at the elementary and secondary level as part of the regular day school program. They are intended to meet the needs of new immigrants whose language is neither English nor French. Experience has shown that there are students born in Canada who enter school without knowledge of English or French and are also in need of special provision. The use of the student's own language is permitted for purposes of transition to English (or French), but the purpose of this special provision of language instruction and general orientation to the school is to enable the student to take advantage of the regular school program.

b) New Canadian adults: Language and Citizenship Program

As the recipient of the largest proportion of immigrants to any province in Canada during the past decade, the Province of Ontario has given a great deal of attention to newcomer needs. The Language and Citizenship Program is intended to help adults learn to function in English (or French) in a meaningful context and to provide an orientation to Canadian society. These classes make use of school facilities but are separate from the regular day school program.

c) Heritage Language Program

While recognizing that English and French are the languages of instruction in Ontario schools, the Ministry of Education implemented a Heritage Language Program in 1977 in order to help Ontario's many ethnic groups retain a knowledge of their mother tongues and continuing appreciation of their cultural backgrounds as well as to provide a new language learning opportunity for others.

d) Racial and religious minorities

Special initiatives developed to meet problems in education experienced by visible minorities include:

Textbook evaluation - procedures for evaluating textbooks and other learning materials in terms of racial and religious bias;

Bias guidelines - preparation of guidelines for authors and publishers to avoid racial and religious bias, prejudice and misinformation in learning materials; voluntary committee worked with Ministry personnel and publishers' representatives to develop documents and related procedures;

Curriculum and materials - development of new curriculum units and resource materials to reflect visible minorities. For example, in response to representations from the Black community, a curriculum writing team has prepared a resource document to integrate Canadian Black Studies in the Intermediate (Grades 7 to 10) curriculum. Under the Ministry of Education's Learning Materials Development Plan, a number of projects relating to visible minorities, such as History of Black Settlements and Black Citizens in Southwestern Ontario and Resource Book on Islam and Islamic Heritage of Muslim Canadians, have received financial assistance.

Films dealing with intercultural relations, such as "Home Free" and "Another Kind of Music" have been developed.

Research - research projects relating to immigrant adjustment, such as The New Newcomers: Problems of Adjustment of West Indian Immigrant Children in Metropolitan Toronto Schools and Factors Affecting the Integration of West Indian Students into the School System, have been funded by the Ministry.

## 4.2 Finance

### English as a second language or dialect

English as a second language or dialect for New Canadian pupils is an integral part of the regular day school program. School boards with high immigration rates (urban centres) operate self-contained English as a second language or dialect classes for immigrant children. After one or more years in a self-contained class, the pupils are integrated into the mainstream through a resource-withdrawal program. In areas where the immigration rate is lower, the pupils are generally integrated into the mainstream program at the outset and generally receive additional assistance through either a withdrawal or remedial program.

In addition to regular per pupil grants in respect of these pupils, the cost of providing additional language instruction for pupils in English as a second language or dialect programs is recognized for grant purposes through the language instruction weighting factors--the weighting factors are a mechanism to recognize the additional cost of providing programs and services that are not common to all school boards and doing so in such a manner that there is no additional mill rate burden on the local ratepayers.

The basic level of service within the grant ceilings has been identified as a language instruction program equivalent to 4 teachers for each 10,000 elementary school pupils and 2 teachers for each 10,000 secondary school pupils. The additional cost of providing language instruction programs and services, that are in excess of the cost of the basic level of 4 teachers per 10,000 pupils elementary and 2 teachers per 10,000 pupils secondary, are recognized through the language instruction weighting factors.

The additional cost recognized for grant purposes through the language instruction weighting factor is based on the number of English as a second language or dialect teachers employed by the board. The number of teachers is used rather than the number of pupils as a deliberate attempt to avoid labelling the pupils and developing a grant plan that specifies the type of programs and services to be provided. By using teachers rather than pupils there is no need for the Ministry to base its funding on such factors as the country of origin, the period of time the pupil has been in the country, the age of the pupil, the type of service required, and the number of years for which a program should be provided--these factors are taken into consideration by the local school board. For Ministry purposes, the number of

teachers is a good proxy for both the extent of program and services provided and the cost of such programs and services.

Provincial grants through the language instruction weighting factors are calculated as follows:

$$\text{Provincial Grants Through Language Instruction Weighting Factor (Elementary)} = \frac{2}{3} \times \left[ \begin{array}{l} \text{Number} \\ \text{of} \\ \text{Teachers} \end{array} - 0.0004 \times \text{Board Enrolment} \right] \times \text{Average Salary of Teachers} \times 1.5$$

Where 0.0004 X Board Enrolment

represents the basic level of service provided within the grant ceilings--this basic level being 4 teachers for each 10,000 elementary school pupils in the board,

Average Salary X 1.5

represents the cost of language instruction programs and services. The 1.5 reflects the additional supplies, services, and support personnel not measured directly in the calculation, and

$\frac{2}{3}$

reflects the additional cost to the board for providing language instruction programs and services since the average pupil-teacher ratio in such programs is approximately 1/3 of that of the mainstream programs. For example, 30 pupils in a regular program could be served by one teacher. However, in a language instruction program, the 30 pupils would normally require about three teachers. Thus two teachers are additional cost to the board.

At the secondary level, the same technique is used except that the basic level of service provided within the grant ceiling is identified as an English as a second language or dialect program of 2 teachers for each 10,000 pupils rather than 4 per 10,000. In 1978, 8.3 million dollars was provided to school boards in respect of the English as a second language or dialect programs and services in excess of the 4 per 10,000 elementary and 2 per 10,000 secondary.

Language and citizenship programs and heritage language programs

Language and citizenship programs for New Canadian adults and heritage language education are provided outside the regular day school program and are classified as continuing education programs for funding purposes. These programs are funded on the same basis as the regular day school program. The Ministry of Education multiplies the full-time equivalent enrolment in these programs by the regular (day school) per pupil grant

ceilings to determine the amount recognized for grant purposes. The amount recognized for grant purposes is then shared between the local school boards and the Province in the same ratio as costs are shared for regular day school pupils.

Both of these programs are open-ended in terms of Provincial funding in that the school boards determine the extent to which the programs are offered and then report the enrolment to the Ministry.

Approximately 53,000 elementary school pupils or 4% of the elementary school-age population received heritage language education in 1978. These 53,000 pupils work out to approximately 5,300 full-time equivalent pupils. Approximately 5 million dollars in grant was provided in respect of such pupils in 1978. Approximately 20,000 New Canadian adults, or 2,000 full-time equivalent pupils were served under the language and citizenship program in 1978 and approximately one million dollars in grant was provided.

#### Racial and religious minorities

Financial support for racial and religious minorities is provided indirectly through the on-going curriculum initiatives of the Ministry of Education-- evaluation of textbooks and other learning materials, development of new curriculum units and resource materials, and so forth. Financial support is also provided directly to specific projects through both the Ministry's Learning Materials Development Plan and its research grants.

#### 4.3 Form

In a decentralized system such as that of Ontario, the Ministry of Education provides a framework within which local jurisdictions can design and implement their own multicultural education programs. School boards with their own elected officials require the kind of flexibility which makes it possible for them to respond to the varying needs of their own communities. The Ministry encourages assessment of these educational needs.

Implementation mechanisms tend toward specific instructions rather than a wide range of legislative enactments. Provisions relating to multicultural education are not in themselves mandatory, but in the sense that they have been developed in consultation with school boards, concerned citizens and ethnic groups, they have become an integral part of the education system in Ontario.

### English as a second language or dialect

The Education Act (1974) recognizes that all students may not be able to function in one of the two official languages of Canada, permitting transitional use of the home language in such cases.

At the secondary level the parameters for credit courses in English as a Second Language or Dialect have been set by Ministry curriculum guidelines (1977).

Teacher performance is provided for by the requirement that ESL/D teachers be certificated by specialist certificate developed by the Ministry.

Ministry funding provisions ensure that school boards with immigrant students needing this form of assistance are able to provide programs.

### Language and citizenship programs

The decision to offer these classes is within the jurisdiction of the local school board, which assumes full responsibility for staffing, supervision and curriculum. Ministry funding meets program costs based on agreed funding criteria.

### Heritage language program

Initiated by memorandum (Memorandum 46: 1976/77), this program has subsequently been authorized by Regulation 704, stating that languages other than English or French may be taught to elementary school students under Continuing Education provisions.

School boards have the responsibility for consultation with parents, and for developing all facets of programming, including curriculum and resources as well as hiring, supervision and instructor training.

Funding arrangements require reporting of statistics to the Ministry which maintains an informal review network, as it does on any newly introduced program, through the Regional Offices. In addition, an internal inter-Branch Advisory Committee on Heritage Languages has been established for purposes of information exchange and general review.

### Racial and religious minorities

Initiatives relating to racial and religious minorities have been developed centrally by the Ministry of Education.

These activities have been developed in association with ethnic groups and special interest groups, and

are implemented through a consultative rather than a legislative process. Selection of committee members and curriculum writing teams takes into account the need for co-operation with the community involved and such persons are instrumental in wider dissemination of new approaches.

The Learning Materials Development Plan develops program priorities and funding criteria and holds an open competition adjudicated by an external committee which recommends project selection.

#### 4.4 Auditing and Monitoring

There are no formal mechanisms for auditing or monitoring the provisions for multicultural education. The Ministry of Education collects general data on on-going programs for special populations through its regular reporting mechanisms. Data such as number and type of program, enrolment, etc. are collected annually for purposes of administration, record keeping, and policy development.

The Ministry of Education audits the enrolment in each of these programs to determine the enrolment eligible for grant purposes.

Program review is carried out after a new program is fully operative. Ministry personnel in the central and regional offices develop relevant procedures and instruments. Arrangements for a Ministry review of multicultural education programs are currently being undertaken. School boards conduct their own program reviews at intervals. The Advisory Committee on Heritage Languages provides for information exchange and general review.

#### 4.5 Criteria For Eligibility

School boards which offer these programs for the relevant client group are eligible for Ministry funding.

English as a second language or dialect programs are intended for students entering the school system at any level, with the expectation that the chief client group will be newly arrived immigrant students. The experience of some school boards has indicated that there are situations in which children born in Canada of immigrant parents may enter school without knowledge of English or French. Such children also need special provision. Another program element which has emerged is that in which language learning needs are compounded by gaps in previous educational experience.

Language and citizenship classes are intended basically for landed immigrant adults who wish to learn

one of the official languages and become better oriented to Canadian society.

The heritage language program is intended for elementary school children who wish to attend language classes outside the regular school program in order to help them retain a knowledge of their mother tongues and continuing appreciation of their cultural backgrounds. Others who are not part of the ethnic minority may also attend these classes.

Initiatives in relation to racial and religious minorities have focussed on "visible minorities" in order to cope with some of the causes and effects of prejudice evident in the education system. Particular emphasis has been given to problems relating to Blacks and South Asians.

#### 4.6 Coverage

Immigration to Canada and Ontario has historically been in "waves" depending to a considerable extent upon the economic and social conditions in Canada and other parts of the world. A dramatic increase in immigration occurred after the second world war and continued well into the 1970's. In recent years, immigration to Ontario has declined from about 100,000 people in 1975 to approximately 50,000 people in 1978, with approximately 60% indicating their area of destination as Metropolitan Toronto.

Table 2, immigration to Ontario of children aged eighteen and under and Table 3, immigration to Ontario by country of last permanent residence, reflect the need for English as a second language or dialect programs and services as well as for language and citizenship programs. Table 4, population of Ontario by ethnic group, reflects the diversity of Ontario's multicultural society, and indicates the potential need for heritage language programs. The number of heritage language classes offered by school boards in 1978 is shown in Table 5.

In 1978, approximately 20,000 adults enrolled in language and citizenship classes for a full-time equivalent enrolment of almost 2,000. In addition, approximately 15,000 school-age children received additional language instruction during the regular school day in English as a second language/dialect and another 53,000 elementary school children enrolled in heritage languages classes.

TABLE 2: Immigration to Ontario of Children Aged 18 and Under by Age Group

AGE GROUP	0-4	0-5	10-14	15-18	TOTAL
1970	6793	6152	4078	4125	21,148
1971	5322	4999	3556	3476	17,353
1972	5546	5320	3757	3663	18,286
1973	7860	8179	5860	5731	27,630
1974	10230	11776	8684	6558	37,248
1975	8437	10386	8450	5958	33,231
1976	5416	7177	6147	4574	23,314
1977	3973	5174	4473	3585	17,205

TABLE 3: Immigration to Ontario by Country of Last Permanent Residence, 1975

Fed. Rep. of Germany	1,710	Phillipinēs	3,871
Greece	2,313	Portugal	6,361
Guyana	3,808	Tanzania	1,466
Hong Kong	4,698	Trinidad & Tobago	2,933
India	4,980	United Kingdom	18,265
Italy	3,396	United States	7,723
Jamaica	7,187	Yugoslavia	2,164
Pakistan	1,500	All Other Countries	26,097
		TOTAL	98,471

TABLE 4: Population of Ontario by Ethnic Group, 1971 Census

British Isles	4,576,010	Netherlands	206,940
French	737,360	Polish	144,115
Austrian	15,765	Romanian	9,225
Belgian	19,955	Russian	12,580
Czech and Slovak	40,770	Scandinavian	60,225
Finnish	38,515	Ukranian	159,880
German	475,320	Yugoslav	70,060
Greek	67,025	Other European	120,945
Hungarian	65,695	Chinese	39,325
Italian	463,095	Japanese	15,600
Jewish	135,195	Other Asian	41,460
Lithuanian	15,365	African	18,200
		Indian and Eskimo	63,175
		Other and Unknown	91,285
		TOTAL	7,703,105

**TABLE 5: Number of Heritage Language Classes in Ontario by Language, 1978**

Albanian	3	Gaelic	1	Ojibway	3
Arabic	28	German	67	Polish	70
Armenian	14	Greek	178	Portuguese	302
Bengali	2	Gujerati	12	Punjabi	18
Cantonese	60	Hebrew	30	Russian	1
Chinese	39	Hindi	9	Serbian	2
Croatian	57	Hungarian	11	Serbo-Croatian	2
Czech	5	Italian	1487	Sinhala	2
Dutch	8	Korean	23	Slovenian	7
Estonian	10	Lebanese	10	Spanish	40
Filipino	1	Lithuanian	13	Tamil	2
Finnish	15	Maltese	4	Ukranian	99
		Mandarin	3	Urdu	5
				TOTAL	2643

**4.7 Intersectoral and Intergovernmental Collaboration**

Intersectoral collaboration between the public and private sector in multicultural education takes the form of an informal network for consultation and communication of ethnic group concerns. As previously indicated in this chapter, community involvement has been, and continues to be an important factor in the process of provincial policy development and program implementation.

The Education Committee of the Ontario Advisory Council on Multiculturalism (a formal body with province-wide representation) provides advice and responds to provincial initiatives in multicultural education. The Annual Reports of the Council summarizes the Committee's main areas of concentration since its inception.

The Heritage Languages Program has, by its nature, a built-in mechanism for parental and language community involvement in program initiation and development. School boards are finding that through this program parents are becoming increasingly involved in the education of their children.

Intra-governmental collaboration is also evident in some aspects of multicultural education. The Ministry of Culture and Recreation, through the Citizenship Division which includes the Newcomer Services Branch, the Language Training Unit and the Multicultural Development Branch, exercises related responsibility in the multicultural area. The Newcomer Services Branch is responsible for newcomer services, including reception, orientation, settlement, and language training for immigrants and refugees. The Language Training Unit initiated programs in English



as a second language for immigrant adults and has collaborated with the Ministry of Education in development of the specialist certificate for teachers. The Multicultural Development Branch has a resource centre for multicultural materials and has developed resources and a communications network through which community groups express their general concerns re provincial multicultural policy.

Another area of collaboration within the government is provided by the Ontario Educational Communications Authority (TV Ontario). Recognizing the role of multicultural education in Ontario schools, the Authority has developed a number of programs relating to student learning experiences and to teacher education. Video-tapes are available to all Ontario schools for classroom activity and for professional development, and have provided an important resource for Ministry of Education programs.

Intergovernmental collaboration in the multiculturalism area is limited to federal government participation in some aspects of immigrant education.

The Government of Canada has officially adopted a policy of multiculturalism and operates programs through the Multiculturalism Directorate of the Department of the Secretary of State. Programs with some bearing on provincial education programs discussed in this chapter are the federal government's Cultural Enrichment Support Program, Personnel Development Assistance and Teaching Aids Development Programs. These programs share some of the objectives of Ministry of Education provisions but provide financial assistance to supplementary language schools which offer classes outside the school system.

The federal government has jurisdiction over immigration policy and has developed a cost-sharing arrangement with the provinces to contribute to the costs of language instruction and language textbooks for immigrant adults. No financial contribution is made to the costs of language instruction for the school age immigrant in the school system. The two agreements, 1953 Citizenship and Language Instruction Agreement, and 1963 Language Textbook Agreement, are currently in the process of being renegotiated.

Other federal government funding programs in the multicultural area, such as research, ethnic histories, and group projects, are pursued independently.

## CHAPTER 5

### EDUCATION OF EXCEPTIONAL PUPILS

#### 5.1 Finance

It is the goal of the Government of Ontario that every school-age child, regardless of exceptionality, be provided with a public education responsive to the child's needs in a program as close to home as possible. The Ministry of Education bears responsibility to ensure that appropriate and equal educational opportunities of recognized quality are made available to all exceptional students in Ontario.

To this end, the grant structure of the Ministry of Education is designed to encourage a school board to provide additional special education services without imposing an additional financial burden on its local ratepayers.

The funding mechanism for special education at the school board level can be divided into three main categories -- funding for the trainable mentally retarded, funding for pupils in special facilities and funding for all other special education programs. The third category is by far the largest and as such will be described first.

In addition to the regular per pupil grants for all pupils, including exceptional pupils, the cost of providing special education programs and services at the school board level is recognized for grant purposes through a combination of:

- a) a specific amount for special education within the grant ceilings, and
- b) the special education weighting factors.

A basic level of special education service is provided within the grant ceilings. This basic level of service is identified as a special education program of two special education teachers for each 1,000 elementary pupils in the board (2.5 teachers for each 1,000 secondary pupils).

Additional special education costs beyond the basic level are recognized through the special education weighting factors.

The weighting factors are designed to recognize two-thirds of the cost of special education programs in excess of the basic level of two teachers per 1,000 pupils as the remaining one-third is already provided for by the regular per pupil grant ceilings. The "excess cost" of

special education programs is defined as two-thirds of the actual cost on the assumption that the average pupil-teacher ratio in special education programs is approximately one-third that of the mainstream programs. For example, thirty pupils in a regular program could be served by one teacher, whereas the thirty pupils in a special education program would normally require three teachers. Thus, two teachers are an additional cost to the board.

$$\text{Provincial Grants Through Special Education Weighting Factor (Elementary)} = \frac{2}{3} \times \left[ \text{Number of Special Education Teachers} - 0.002 \times \text{Board Enrolment} \right] \times \left[ \text{Average Salary of Teachers} \right] \times 1.5$$

Where  $\frac{2}{3}$  represents the excess cost to the board,

$0.002 \times \text{Board Enrolment}$  represents the basic level of service provided within the grant ceilings, and

1.5 represents the additional supplies services and support personnel not measured directly in the calculation.

At the elementary level, the special education weighting factors recognized for grant purposes are subject to a maximum of 6.3 teachers per 1,000 pupils. Where a board provides a special education service in lieu of a provincial service such as a residential school for the deaf or the blind, the maximum is increased in respect of such programs.

The additional grant support through the special education weighting factors is based on the number of teachers providing special education programs and services. The number of teachers is used rather than the number of pupils as a deliberate attempt to avoid labelling exceptional pupils and identifying a specific level of financial support for each area of exceptionality. The school boards determine whether the exceptional pupils are served in a self-contained class or on a withdrawal basis, the staffing ratios for each program and the level of support services. The total number of special education teachers employed by the school boards, both classroom and resource, are used in the calculation of the weighting factors -- they represent a good proxy for both the extent of the programs and services and the cost of such programs and services.

Special education funding at the secondary level is essentially the same except that the basic level of service provided within the grant ceiling is identified as a special education program of 2.5 special education teachers for each 1,000 pupils (rather than 2 per 1,000) and the weighting factors are subject to a maximum of 5 special education teachers per 1,000 pupils (rather than 6.3 per 1,000). Also, at the secondary level, occupational education teachers and teachers in special vocational schools are counted in the weighting factor calculation as one-half of a special education teacher since the pupil-teacher ratio in occupational and special vocational programs is typically two-thirds of that of the mainstream programs as compared to approximately one-third for special education programs.

About 90% of the school boards receive additional funding through the special education weighting factors. Of the school boards that qualify for a weighting factor, about ten are limited by the weighting factor maxima (five teachers per 1,000 secondary pupils and 6.3 teachers per 1,000 elementary pupils).

A summary of the amount recognized for special education for 1978 is given below:

	<u>ELEMENTARY</u>	<u>SECONDARY</u>
Number of pupils receiving special education programs and services	160,000	60,000
Full-time equivalent of above	65,000	45,000
Number of teachers providing special education programs and services	6,500	4,300
Average number of special education teachers per 1,000 pupils	5	4
Basic amount in grant ceilings	\$47M	\$37M
Amount recognized through regular per pupil grant	\$90M	\$85M
Amount recognized through special education weighting factor	\$75M	\$35M
<b>TOTAL AMOUNT RECOGNIZED</b>	<b>\$212M</b>	<b>\$157M</b>

The total amount recognized for special education represents more than 10% of school board ordinary expenditure. The number of pupils served on a full-time equivalent basis represents approximately 6% of the school population.

### Trainable Mentally Retarded

For funding purposes, the trainable mentally retarded are considered to be secondary school pupils with a weighting of 1.7. Thus, for 1978, the grant ceiling for the trainable mentally retarded was \$3,130 per pupil (1.7 x 1841). The full-time equivalent enrolment in these programs is multiplied by the per-pupil grant ceiling to determine the amount recognized for grant purposes. The amount recognized for grant purposes is then shared between the local school boards and the Province.

The enrolment in schools for the trainable mentally retarded in 1978 was approximately 7,000 pupils and the amount recognized for grant purposes was approximately twenty million dollars.

### Special Facilities

The Ministry of Education pays the cost of educating children who are resident in facilities such as psychiatric facilities under The Mental Health Act, facilities approved under The Developmental Services Act, Detention and Observation Homes established under The Provincial Courts Act, government approved Group Homes and Youth Residences, and all wards of Children's Aid Society and Training Centres.

These children can be served in two ways. A school board may place a teacher in the facility and recover the cost of the program from the Ministry of Education, or the school board may educate the children in their regular day schools and recover the cost of educating the pupils.

For 1978, the cost to the Ministry of Education was approximately ten million dollars.

### 5.2 Form

The delivery of special education programs and services is for the most part at the local school board level. The Ministry of Education, of course, bears responsibility to ensure that the provision of program and services is appropriate to the children's needs. As well, the Ministry of Education operates provincial schools such as schools for the deaf and the blind, and education programs in Provincial Training Schools and Developmental Services Centres.

Current legislation in Ontario makes the provision of special education programs a local school board option. However, most school boards in Ontario have a good record of providing such services. School boards have been assisted in the provision of special education services by the funding provisions and moral suasion of the Ministry.

Section 147 of The Education Act states that a school board may establish special education programs to provide special education services for children who require such services.

Regulation 704 stipulates that where a board provides special education services, it shall:

- a) establish procedures and criteria governing the placement of an exceptional pupil and the review of such placement
- b) establish one or more Special Education Program Placement and Review Committees
- c) ensure that provision is made for health assessment, psychological assessment and consultation with the pupil and his parent
- d) obtain written permission of the parent prior to placement of a pupil in a special education program
- e) provide that there be a continual evaluation of the program and review of the placement of each exceptional pupil.

The Ministry of Education recognizes that the right of every child to excel -- to reach his or her potential -- is not now being enjoyed by all of Ontario's exceptional children. As a result, special education programs and services continue to be developed aggressively in Ontario.

Although legislation has not been passed, the Ministry of Education recently announced that all boards will be required to offer an Early Identification Procedure to ensure that the learning needs of every child entering school will be identified. It is essential that physical, mental, emotional or learning disabilities be identified early, so that adequate programs can be provided promptly. Boards will begin to implement these procedures by September 1979; they should be fully operational by September 1981.

In addition, boards have been directed to provide educational programs for children with learning disabilities, which are basically defined as disorders in one or more of the basic processes involved in understanding or using symbols or spoken language; these disorders result in a significant discrepancy between academic achievement and assessed intellectual ability.

In some cases, boards may be unable to offer programs for learning disabled children because of the severity of the disability. Therefore, the Ministry has established a residential school for severely learning disabled children in Milton for Anglophone children, and a similar facility will be established for Francophone children in September, 1979. In addition to providing services for learning disabled children, the schools will provide pre-service training for new teachers and in-service training for board-employed teachers to equip them to conduct programs for learning disabled children in their schools.

Amendments to The Education Act which are currently under consideration would make it a requisite for school boards to provide special education programs and services for children who require such services. The amendments would require detailed assessments of an individual student's needs and appropriate planning to meet these needs. Existing Provincial schools would continue to be available with highly specialized special education programs. It is expected that a period of time for the complete implementation of the mandate would be required with a phase-in period of implementation planned at a such a rate as could be reasonably supported financially.

### 5.3 Auditing and Monitoring

The funding mechanism for special education has a type of built-in monitoring function which ensures that provincial grants in respect of special education in any particular board are, in fact, being used for special education services in that board. School boards are required on an annual basis to report the number of teachers providing special education programs and services by category of exceptionality or responsibility. Provincial grants are then calculated on the principle of excess cost. Therefore, in order to receive additional special education grants, the board must in fact provide special education services as measured by the number of special education teachers.

These annual reports are subject to special audits by Ministry officials who in many cases visit the school board and examine the programs and services being offered in special education. As well, in certain cases, a special list of teachers by name, responsibility and other factors is requested and checked against data acquired through other sources.

Specific monitoring procedures have been established for the funding of special education programs in certain designated facilities (psychiatric facilities, etc.). All special education programs in those facilities are subject to the approval of the Minister and the approval of the Minister is given only where the board has entered into a formal written agreement with the facility setting out the responsibilities of the facility for the provision of accommodation and the responsibilities of the board for the provision of the educational program, including the number of teachers that the board agrees to provide.

#### 5.4 Criteria for Eligibility

Exceptional students are those who have behavioural, communication, intellectual or physical exceptionalities to such a degree that changes in the regular curriculum must be made and/or special services provided for them in school. Special Education is the program made available to such students.

For many students with behavioural exceptionalities, regular programs are altered to ease their unusual difficulties in emotional and social adjustment.

In the case of communication exceptionalities, many programs are altered to assist students who have one or more disorders in the basic sensory and integrative process for expressing, receiving, organizing and/or storing information. These students may display irregularities in one or more of the communication skills of listening, speaking, reading, writing and spelling.

In the case of intellectual exceptionalities, programs are altered to assist students who are unusually gifted or talented or who are mildly to severely handicapped mentally.

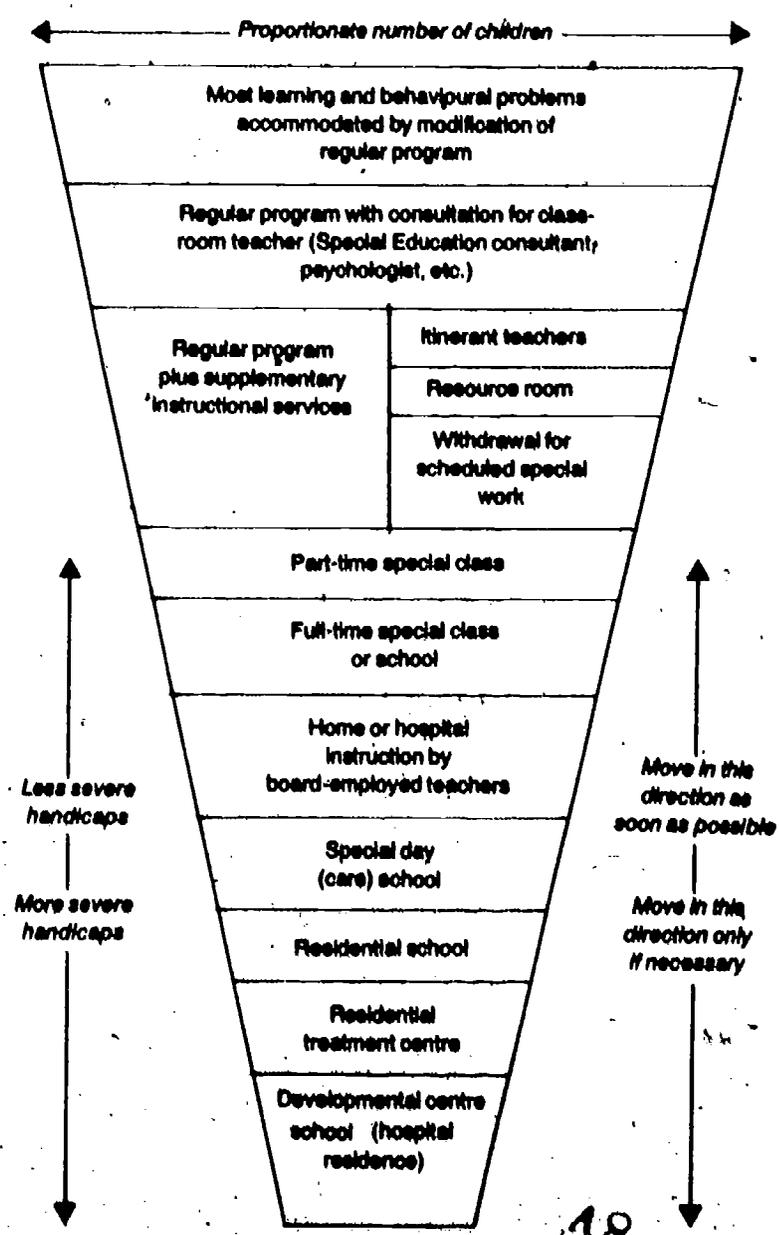
In the case of physical exceptionalities, programs are altered to assist students who have difficulty seeing, walking and/or manipulating their hands.

It is the position of the Ministry of Education that, wherever possible, a handicapped child should not be isolated from non-handicapped people during his education. Greater emphasis should be placed on

trying to keep the handicapped children with the non-handicapped as long as they can better profit from that experience. Transfer to a special education class should be for specific reasons with a specific plan for treatment and remedial education established, understood, and agreed upon by both school and family.

The Ministry regards placement of a child as the most important part of special education programs. Because this placement can be anywhere across the spectrum from institutionalization to total integration, extreme care must be taken to ensure that the choice is correct for each child. Furthermore, every effort should be made to bring a child, placed in an institution or special education class to a point of educational development at which he can re-enter his regular classroom. This goal necessitates frequent re-appraisals of each child's situation.

A continuum of special programs is recommended in order to meet the varying special needs of such exceptional students at all levels within elementary and secondary schools. The chart below indicates the range for student placement, from most pupils in regular programs to a few in institutional centres. The needs, interests and capabilities of each student will determine where in this continuum a placement should be made.



### 5.5 Coverage

In 1978, the number of students assigned to Special Education programs in Ontario schools totalled more than 12% of the school population of almost two million.

The number of exceptional students by program and area of exceptionality is shown in Table 6. Approximate participation rates are shown in Table 7.

TABLE 6

NUMBER OF EXCEPTIONAL STUDENTS IN SPECIAL EDUCATION PROGRAMS AND SERVICES PROVIDED BY SCHOOL BOARDS IN THE PROVINCE OF ONTARIO IN 1978

	ELEMENTARY		SECONDARY	
	Self-contained Classes	Resource-withdrawal	Self-contained classes	Resource-withdrawal
1. <u>Behavioural</u> Emotionally disturbed, socially maladjusted, autistic	1,656	2,034	460	1,092
2. <u>Communications</u>				
Deaf	295	64	99	34
Hard of Hearing	302	495	161	123
Learning Disabilities	7,666	8,163	472	2,869
Speech and language disorders	537	29,896	56	1,327
Aphasic	20	178	12	2
3. <u>Intellectual</u>				
Gifted	2,433	5,328	1,759	1,931
Mild to Moderate (educable or Basic Level)	22,235	9,955	36,518	2,762
Schools for trainable mentally retarded	-	-	7,155	-
4. <u>Physical</u>				
Blind	7	1	3	5
Limited Vision	53	148	56	56
Orthopaedic	124	61	127	110
Cerebral Palsy	212	108	69	58
Muscular Dystrophy	109	24	19	13
5. <u>Multi-handicapped</u>	781	113	127	30
6. <u>Home Instruction</u>	-	421	-	379
7. <u>Remedial Programs</u>	-	59,604	-	7,356
8. <u>Other</u>	1,155	6,951	1,165	1,700
TOTAL	<u>37,585</u>	<u>123,543</u>	<u>48,258</u>	<u>19,847</u>

NOTE: The above figures reflect pupil enrolments, not full-time equivalent pupils

TABLE 7

PARTICIPATION RATES BY AREA OF EXCEPTIONALITY

(% of pupil population)

1.	<u>Behavioural</u>	.003
2.	<u>Communications</u>	
	Hearing handicapped	.001
	Learning disabilities	.010
	Speech and language disorders	.020
3.	<u>Intellectual</u>	
	Gifted	.006
	Educable	.038
	Trainable	.004
4.	<u>Physical</u>	
	Visually handicapped	.0002
	Physically handicapped	.001
5.	<u>Other (including remedial)</u>	.040
	TOTAL	.123

NOTE: The statistics in tables 6 and 7 are compiled from data reported by the principal of each school. In some cases, there may be variations in interpretation of the area of exceptionality--for example, between learning disabilities, educable and remedial.

## 5.6 Intersectoral and Intergovernmental Collaboration

Most Special Education programs are provided by local school boards which must provide a full range of educational facilities, programs and personnel within the provisions of school legislation. After determining the educational needs within their jurisdictions, boards seek to meet them as effectively as possible. The establishment of priorities, the creative consideration of alternatives, and maximum cooperation with community resources all help to ensure that the amount of extra financial assistance required from the Ministry will be minimal and well justified by the resulting efficient habilitation of exceptional students.

Less heavily populated communities may decide to cooperate with neighbouring school boards in the provision of appropriate programs for exceptional students. Itinerant teachers and centrally located classes may be feasible. Some jurisdictions may have to arrange transportation or room and board for certain students who must go to a central or larger school district because their own community does not yet provide sufficient educational and psychological services to meet their needs.

Under the school board's direction, each local school then has the following basic responsibilities:

1. To keep the parents of an exceptional student informed of their child's educational program and progress.
2. To give the parents information about alternative educational programs for their child and to consult them in decisions about educational placement.
3. To refer students who may be exceptional to the school board's Special Education personnel.
4. To adapt regular programs to meet the needs of exceptional students as much as possible.
5. To assist parents in contacting relevant agencies, associations or societies.

The Ministry of Education is involved in the provision of programs for exceptional pupils in the following special settings.

The Ministry operates three residential schools for deaf students and one residential school for blind students in the province. The enrolments for these schools in 1978 were approximately one thousand in the three schools for the deaf and 200 in the school for the blind. Approximately one-half of the enrolment in the Schools for the Deaf are in day-school programs.

All the services of the Ontario schools for the blind and the deaf are offered to visually handicapped and hearing-impaired children and their families at no cost and are funded in full by the Province.

The Ministry of Education also supervises the educational programs for pupils confined by courts to Juvenile Training Schools and for severely mentally retarded children in Developmental Service Centres operated by the Ministry of Community and Social Services.

Such wide-ranging services indicate that the personnel of the Ministry of Education spend a great deal of time and energy in co-operative efforts with other Ministries, school boards and other agencies which work on behalf of specific groups of children.