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EDUCATIONAL ADMINISTRATION IN TORONTO
A Description

By
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1990

In part fulfilment of the requirements
for the degree of:

MASTER OF EDUCATIONAL ADMINISTRATION

Massey University,
Palmerston North
New Zealand

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THE PREFACE

The Purpose

This paper is an attempt to describe the administration of secondary education in Toronto. As New Zealand is making a dramatic change in the administration of its education system, it could be useful for New Zealand teachers and administrators, struggling to interpret, and reconcile, the intentions of the government, the demands of lobby groups and the instructions of boards of trustees, to take a brief look at another system. The major change in Tomorrow's Schools from the system that predated it, is the locus of control. The degree to which control, over a significant number of facets of the education delivered in the classrooms has shifted, is remarkable in itself, but the fact that the shift occurs in a single event, makes it more so.

In the past, New Zealand has been cautious and conservative in its approach to educational change. It had not embraced the progressive decentralisation of many aspects of educational administration seen in Australia, Canada, United States and Britain over the last twenty years. Then in one act, New Zealand has created what could be described as one of the most decentralised systems of school management of all of these countries.

The Toronto route has been very different. It's present system of educational administration was arrived at through a gradual evolution, punctuated by a few major initiatives. A description of the Toronto secondary scene can be useful to New Zealanders for the comparisons it offers:

1. The goals of the two systems are comparable as are the two societies they serve.
2. The representational structure offering two levels of electoral accountability, government and community, for the delivery of the community's educational services, is similar to New Zealand's.

as well as the contrasts it offers:

1. The Toronto system has been relatively stable over the last decade.
2. The methods of student assessment and certification differ especially when it comes to a concern with inter-school and inter-subject comparability.
3. The routes by which they each arrived at their current structure differ.
4. The compulsory, all-pervading, system of academic streaming operating in Toronto together with the course selection flexibility contrasts with the one stream, largely academic, senior secondary school curriculum of New Zealand.

The focus of this paper is control. Control can be defined in many different ways. The sense in which it is used here, is the authority to make decisions. In a democratic system, that authority originally flows from the electorate to its representatives. The more complex the system, the more the representatives must delegate their authority to employees. This delegation is seldom uniform. The subject matter of the decisions will often determine the level and degree of specialisation of the those, to whom the authority is delegated. Decisions about the curriculum guidelines, the order in which topics will be taught, the promotion of teachers, the teacher pay scales, the allocation of students to classes and the qualifications necessary to be employed as a teacher, will likely be made at different levels of the system, by specialists in different fields.

This description is not so concerned with the decisions that are made, but more with **who** has the power to make **which** decisions. The major thrust of Tomorrow's Schools is the transfer of these decision making powers. In the Picot Report, it is stated that the aim of such reforms is to move this authority as

close as possible to where the effects of the decisions will be felt¹. The final impact of an educational system is felt, first, in the classroom, and second, in the life-chances of its clients. Each aspect of the education system will have its own special influence on that impact.

In recognition of this, the paper will attempt to describe, what the writer considers, the key elements of any education system, the control of which, endows those who exercise it, the power to influence both the classroom experience and the life-chances of the children served by the system. These elements are:

1. The curriculum and the amount of choice
2. Teacher education and certification
3. Evaluation and promotion of teachers and administrators
4. Funding and expenditure controls
5. Electoral representation and accountability
6. Students' assessment and certification.

A snapshot can never convey as much information as a video of the events leading up to the snapshot, even when the video is played on fast forward. Consequently, this description includes a brief summary of the history of educational administration in Toronto. Knowledge of a system can only be enriched by knowing where it came from, what it tried, what it retained and what it discarded.

¹ Administering for Excellence: Effective Administration in Education (1988) p42 para 4.2.3.

Finally, for a paper such as this, it is necessary to restrict in some ways the scope of the description. There are three specific aspects of the Toronto Secondary education system that will be all but ignored. They are:

1. the existence of French language schools and French immersion programmes in otherwise English language schools;
2. the English as a Second Language Programmes and Native Language programmes;
3. Special Education programmes and delivery.

This is not to diminish the importance of these aspects, nor to suggest that New Zealanders could not learn from an examination of them. The description had to be limited in some way and these features are more dependent on the system than is the system dependent upon them.

The Methodology

The information contained in the description comes from three sources. The primary source is a review of the available literature, reports and studies written mainly for the Government of Ontario or the Metropolitan Toronto School Board over the last twenty years. For information on the development of the system before that time, the writer has relied upon a number of histories, written by various authors, for a variety of purposes. The writer has relied upon these authors for their research of the original documents upon which their histories are based. However, for the description of what currently exists, the author has used original documents such as the copies of teacher contracts, the Collective Agreement between the Board and the Ontario Secondary School Teachers' Federation, relevant Provincial Government legislation and regulations and various public information documents published by education boards and the Provincial Government.

In addition, the writer has prepared three interview schedules and

conducted interviews with four Toronto secondary school principals². The schools were selected to provide a sense of the range of secondary schools available within a small region of Toronto³. They were also selected on the basis of their administration: two are administered by the Board of Education for the City of Toronto (Castle Frank High School and Jarvis Collegiate Institute), one is administered by the Metropolitan Separate Schools Board (St Patrick Catholic Secondary School) and the fourth is an Independent, non-denominational school (Upper Canada College). The four schools selected, also provide a contrast in the programs they offer. Two offer "advanced level" classes only, (Jarvis Collegiate Institute and Upper Canada College) and the other two offer all three levels of tuition, "advanced", "General" and "Basic".

The purpose of the interviews was to gain a principal's perspective of the degree to which boards of education delegated decision making powers to the school level. One of the major contrasts between the Toronto system and that being implemented in New Zealand, is the level of trustee representation. In New Zealand, trustees have the responsibility for the running of just one school, whereas the trustees on the Board of Education for the city of Toronto, are responsible for 161 elementary and secondary schools attended by 72,000 students and staffed by 4,500 teachers. The administration of such a large organisation could lead to the adoption of many bureaucratic controls limiting the decision making power of principals in their schools.

The Format

The description is divided into five parts. Part I serves as an introduction to Toronto and its place in Ontario and Canada. It provides a demographic context for the description that follows. Part II provides an historical perspective of the early period of development of secondary education in Toronto from the beginning of the 19th century through to 1967. Part III is concerned with the development of high school diplomas and the introduction of the "Credit System"

² See Appendices A and B

³ See map in Appendix B5

into Toronto's secondary schools which occurred between 1967 and 1980. Part IV follows the policy development process by which the current system of curriculum, assessment and awards was chosen and implemented and incorporates a detailed description of the situation as it exists today. Part V describes distribution of powers and responsibilities for the delivery of secondary education to Toronto's children in areas other than the curriculum and assessment. It examines the role of the Ministry, the education boards, the trustees, supervisory staff and school-based educators. No politically controlled public organisation remains static and Part VI examines some of the current educational issues being debated in Toronto and gives some insight into possible, future developments. A final summary in Part VI highlights some of the lessons New Zealanders may gain from the Torontonion experience.

PART I
THE DEMOGRAPHIC CONTEXT

Canada is a unique blending of three originating nations - the North American Indians, the French and the English - and many more as a result of more recent immigration. As with other ex-colonial nations there remain many unresolved constitutional issues between the originating peoples. Without wishing to diminish the importance of the Native peoples' contribution to and demands of the confederation, their impact on education in Toronto is slight. However, the continuing social and political negotiations between Francophones and Anglophones has had and still does have considerable impact on Toronto's schools.

Despite the provincial majority Francophones enjoy in Quebec, their national minority complicates the constitutional relationship between Quebec and the Federation of Canada. A new constitution, written in 1981 and endorsed by all the other provinces has been rejected, subject to certain amendments, by Quebec. An agreement to amend the constitution accordingly, was tentatively agreed to by the Prime Minister and the premiers of all provinces including Quebec in 1988, yet it still is not ratified by all the provincial legislatures. It is now facing mounting opposition from "English Canada".

The religious duality of the original European colonisers has also left a legacy of constitutional anomalies in today's pluralistic society. Roman Catholics and Anglicans had accommodated their desires for distinct education systems through legislation that predated the confederation of Canada. The status quo was preserved at confederation and consequently, the special rights to public funding and exclusivity conferred upon Anglicans and Roman Catholics became constitutionally entrenched. These two churches enjoy constitutionally protected privileges which appear distinctly discriminatory in today's multicultural society.

Canada is a Federation of 10 Provinces with two additional territories administered directly by the Federal Government. The last province to join the Federation was Newfoundland, which joined in 1949. Ontario is the most populous province with approximately 9 million people. Quebec follows with 8 million people and the remaining 8 million are distributed between the other provinces and territories. The Federal Capital city, Ottawa, is located in Ontario right on the Quebec border. At confederation, in 1867, the two districts, Upper Canada and Lower Canada which became Ontario and Quebec, contained 85% of the new nation's population so it was appropriate for the Federal Capital to be situated between the two.

Four and a half hours drive south west from Ottawa on the shores of Lake Ontario, is Canada's largest city, Toronto, the capital of Ontario. Toronto, like many modern cities, has grown out to meet its neighbouring municipalities. There is now continuous urban development covering 63.8 thousand hectares which includes the six cities of Etobicoke, York, North York, East York, Scarborough and Toronto. These six cities formed a regional organisation in 1953 called The Municipality of Metropolitan Toronto. Metropolitan Toronto city councillors are elected directly to represent an estimated three million¹ people in 28 metropolitan election wards. Each of the six cities also retains their own city council. The city of Toronto has sixteen wards to elect representatives of the estimated 800,000² people.

Canada has for many years maintained high levels of immigration and has been consistent in granting refugee status to people from the world's trouble spots. Consequently, there is a wide variety of ethnically defined groups who congregate in the cities. Figure 1. shows some of this diversity but as some of the high school principals point out there are many included in the "Other"

¹ Population of Metropolitan Toronto in the 1986 Census was 2,195,250

² Population of the City of Toronto in the 1986 census was 611,315.

category who are arriving with very little facility in English.³

Table 1. Percent Population by Mother Tongue
City of Toronto⁴

<u>Mother Tongue</u>	<u>Percent of Population</u>
English	65.4%
Italian	4.3%
Portuguese	7.4%
Chinese	5.8%
Other	17.0%

The people of Toronto elect representatives to four levels of government. They elect Toronto City councillors, Metropolitan Toronto Municipal representatives, Members of the Provincial Parliament (MPP's), who sit in Toronto, and members of the Federal Parliament who sit in Ottawa. At the Provincial and Federal level, three major political parties operate. To the political right is the Progressive Conservative Party, which is currently in government, federally, but holding only third party status in Ontario. The centralist party is the Liberal Party, which leads the opposition in Ottawa and holds government in Ontario. The National Democratic Party a socialist democratic party is the third party in the Federal parliament but leads the opposition in Ontario. There is an upper house in the federal legislature whose members (a set number from each province) are appointed by the Prime Minister, usually from a list of recommended candidates provided by each provincial parliament. The Senate acts as a house of review but has only limited powers to delay the passage of legislation.

³ See interview with Mr. Wells, principal of Jarvis Collegiate Institute, Appendix B2

⁴ 1986 Census

In recent years, Toronto has experienced a booming economy and, despite a very rapid population growth, high levels of employment. This has been at odds with the economies of some of the other provinces such as those on the eastern seaboard which have suffered recessions due to dwindling fish stocks and competition from European fishermen. The Federal Government's attempts to dampen Toronto's boom through tight monetary policies have worked against the interests of these provinces thus highlighting Canada's regional economic differences.

Even within the province of Ontario, regional differences exist. Provincial legislation appropriate to Toronto impacts differently upon the many small and medium-sized towns dotted throughout the vast landscape of Ontario. This is particularly noticeable in the major public services provided by the provincial government, such as health and education, where issues of equity of access and levels of service are frequently raised.

Recently, a provincial directive limiting the size of grade 1 and 2 classes in elementary schools to 20 children, an admirable measure for large centres of population, cost country school boards dearly necessitating, in some cases, a severe reduction in the options available to senior secondary school students. Conversely, the high cost of living in Toronto⁵ is driving many health workers, especially nurses and radiologists to work in smaller centres where the provincially set pay remains the same but the cost of living is much lower.

The following description of secondary education in Toronto, then, is set against a multi-layered background. There are the cultural tensions between the French and the English, the Europeans and the native peoples, those with Canadian ancestors and the recent arrivals, the visible minorities and the (invisible) majority. These tensions are complicated by the exigencies of a century old constitution which in retrospect is found to be less than ideal. The

⁵ Recent newspaper reports (Globe and Mail, January 1989) rank property prices and the cost of living in Toronto as equivalent to that of New York.

many levels of government, governed by parties with differing philosophies of revenue collection and distribution is finally overlaid by the regional diversity of educational needs and delivery systems.

There are, though, two major factors that help in the delivery of appropriate and equitable education to the majority of Ontario's population. The first is the presence of large centres of population encouraging institutional specialisation providing choices to parents and students. The second is money. By world standards, Ontario is a very wealthy community. This is more evident in Toronto City than anywhere. Money makes possible the provision of the many special educational programmes necessary if a pluralistic, multicultural society is to approach equity in the educational opportunities it delivers to all its children.

PART II

HISTORICAL PERSPECTIVE I

Pre-constitution : 1807-1867

European involvement at the site of Toronto began between 1617 and 1650. It was originally an expedition staging post for trips north and later became a French fur trading post trading with the Indians. When the British took Niagara to the south, the French left Toronto but razed it to the ground before departing.

In 1787 the British bought the site (500 square miles) from the Indians for seventeen hundred pounds and settlement was begun. Governor Simcoe arrived in 1793, named the site the City of York and commenced building the "capital of the new province of Upper Canada". By 1797, York boasted a population of 212 and the first school opened two years later teaching a curriculum of reading, writing, arithmetic and English grammar.

The District Public School Act was passed in 1807 by the Legislative Council, an executive government appointed by the Governor. The Act provided one hundred pounds for the payment of a teachers salary in each of 8 districts. Under this Act the first state school, a secondary school called the Home District Grammar School, was established under the control of five appointed trustees. Pupils were charged fees to cover all costs of the school other than the teacher's salary. (This school was later to become the Jarvis Collegiate Institute¹).

This Act provoked the first accusations of elitism in publicly funded education. It was claimed that the fees were too high and the instruction too advanced to benefit any but the wealthy. The effect of the legislation was merely

¹ See interview with Mr. Wells, principal of Jarvis Collegiate Institute, Appendix B2. Jarvis C.I. celebrated its centenary in 1907 and moved to its present site (on Jarvis Street) in 1924.

to subsidise the education of the children of the wealthy.

The Legislative Assembly, an elected house with advisory powers only, submitted a bill to the Legislative Council which resulted in the passing of the Common School Act of 1816. This act provided the first public finance for elementary schools². The government grant was based upon attendance and would provide textbooks and part of the teacher's salary.

In 1824, the District Boards of education were replaced by a single provincial Board of Education which was later to become a ministry of the Provincial Government. Dr. Strachan, the appointed chairman of the Board, staunch anglican and member of both the Legislative Assembly and Legislative Council, sought to establish a university to train clergy who would then become the province's teachers. In reaction to Dr. Strachan's beliefs that the "education of the colony should be conducted by the (Anglican) clergy", the Lieutenant Governor, Sir John Colbourne founded Upper Canada College as a non-denominational, state institution. It continued to be funded by the state until 1900 when it became fully independent and is now one of the most prestigious independent secondary schools in Canada.³

In 1834, Local Government was instituted and with it the change of name from York back to Toronto. The first mayor, William Lyon Mackenzie was to lead the unsuccessful rebellion of 1837 against the ruling "Family Compact" - a group of interrelated members of the Executive Council, Legislative Council who exercised considerable power within the government.

² Up until this time, elementary schools had been mainly single teacher schools housed in the teacher's house of a rented room. The teachers collected fees directly from the parents.

³ See interview with Mr. Adamson, vice principal, of Upper Canada College, Appendix B4.

In 1841, the British parliament passed an Act which created a legislative union between Upper Canada (which became known as Canada West and later, Ontario) and Lower Canada (which became Canada East and later, Quebec) under the name of the United Province of Canada. The new Legislature in its attempts to devise a unified school jurisdiction for Canada East and Canada West passed "An Act to make Further Provision for the Establishment of Common Schools throughout the Province" which became known as the Day Act (1841)⁴.

Canada East was populated by around 90% French Roman Catholics, whereas Canada East had a majority of Protestants of British origins. Within each region, there existed communities of the faith differing from that of the region's majority. To facilitate acceptance of this act in both regions, section 11 of the act provided that "any number of inhabitants of a different faith from the majority in such township or parish, might choose their own trustees" and "might establish and maintain one or more schools"⁵ under the same conditions as other common schools.

It would appear that the section was inserted at the insistence of protestants dismayed at the lack of reference in the act to religious education in common schools, yet its effect was to benefit the Roman Catholics⁶. Some existing private Roman Catholic schools in Canada West were soon to seek and receive financial assistance under the act. The provisions were refined in the Common School Act of 1843 which applied only to Canada West (Ontario) where the "different faith" term was restricted to Protestant and Roman Catholic faiths only and such schools were termed "separate schools".

⁴ "Common schools" was a term that applied to elementary schools only. They are now referred to as "Public Elementary Schools" or just "Public Schools". The term, "Grammar schools", referred to the early secondary schools.

⁵ Quoted by Stamp R.M. (1985) p19.

⁶ Stamp, R.M. 1985 p20.

In 1844 and 1846 Acts were passed that specified the sources of funding. The provincial government grant to schools was to be supplemented by the municipalities by, local assessment (school fees). In the 1846 Act the Provincial Government established its authority over teacher qualifications, textbooks and buildings and equipment etc., by making its funding conditional upon compliance with its regulations.

By 1847, there were fifteen autonomous, elected boards of trustees in Toronto each employing different textbooks, different methods of instruction and charging different fees. The School Act of 1847 substituted one appointed board for all of these 15 elected boards and a superintendent was appointed to effect uniformity. The board was appointed by the City Council. In a move towards establishing free schooling, school fees were to be replaced by property taxes. However, the board, given the responsibility to operate the schools, were not given the power to collect the property taxes, a power vested only in the City Council. In 1848, the City Council's refusal to meet the board's estimates resulted in the closure of the Toronto schools for a whole year.

The situation was resolved in the School Act of 1850. The Board of Trustees once again became an elected body with two trustees elected in each municipal ward. It retained its administrative role over the schools, delegated to it by the Provincial Government. In addition, to prevent such an impasse ever developing again, the legislation compelled the City Council to provide, through local property taxes, whatever the Board of Trustees requested denying the council any (in the Superintendent's words) "discretion to even modify, far less reject, the Estimates so sent in for school purposes".⁷

⁷ Quoted in Cochrane H.M. (Ed.) (1950) Chapter 2.

The Entrenchment of Separate Schools

From 1850 to 1867, the existence of separate schools and their access to public funds became a hotly debated issue. During this time there was a continuous stream of Irish Catholic immigration, a conservative papacy (Pope Pius IX) and the appointment of a militant Roman Catholic Bishop, Armand de Charbonnel. Separate school privileges were expanded in Acts of 1853, 1855 and 1863. In each case, the majority of Canada West representatives voted against the extension of separate school privileges, but the Canada East (French Roman Catholic) representatives voted as a block to push the legislation through.

From the passing of the 1863 act, Separate schools could receive a share of the municipal taxes as well as the provincial grants and teachers, qualified in Canada East, were permitted to teach in Canada West. At the time, some Roman Catholic separate schools, in line with some of the common schools, taught up to what would now be called grade 10. So for these schools and subsequently, for all Roman Catholic Separate Schools, the attendances upon which funding was calculated, included grade 9 and 10 students. In return, separate schools had to accept inspection by provincial inspectors, centralised control of the curriculum, textbooks selected from the Department-approved list and government control of all teacher training.

Confederation

The British North America Act, 1867, an act of the British Parliament, was the founding legislation of the Dominion of Canada. In addition to setting out the constitution of the Federation⁸, it set the constitutions of the two new provinces, Quebec and Ontario as well as specifying the powers that were to be retained by the provincial legislatures. The majority of these powers were set out in section 92⁹. The importance placed on firmly entrenching education within the provincial jurisdiction is reinforced by the description of the rights and responsibilities for education in a completely separate section. Section 93 is devoted to education and states:

"In and for each Province the Legislature may exclusively make laws in relation to Education, subject and according to the following provisions:

(1) Nothing in any such Law shall prejudicially affect any Right or Privilege with respect to Denominational Schools which any Class of Persons have by Law in the Province at the Union"

Following confederation, the major concerns of the separate school administrators was funding. All elementary and secondary education in the province was primarily funded by local property taxes collected by the local authorities and handed over to the boards of trustees who administered the schools. Property tax payers were able to direct the education portion of their

⁸ Initially, only four provinces entered the federation: Canada West, Canada East, Nova Scotia and New Brunswick. By 1873, the North West, British Columbia and Prince Edward Island had joined.

⁹ The provincial governments were given the control over property and civil rights, civil law, municipal governments, licences, the chartering of companies within a province and the right to raise money by direct taxation to meet government expenses.

property taxes to the separate school board, but they must declare that wish to the city council. Consequently, the separate school boards only received funds from residential properties of those who declared their support. The Roman Catholics generally had larger families and lived in poorer parts of the town where property taxes were lower. Consequently, they were expected to educate greater numbers of students on lower property taxes. As the city grew, a greater proportion of the property tax revenue came from corporate properties and there existed no means, initially, to direct any of that revenue to separate schools.

Over the following century, consistent lobbying, court cases and published reports have seen the funding of separate school boards gradually achieve equivalence to that provided to the public school boards. In 1978, Grade 9 and 10 students in separate schools were to attract additional funding; until that time they had been considered elementary students for funding purposes. In 1984, it was announced that full funding of Roman Catholic separate school education was to be extended through to the end of high school by 1987. Finally, the equitable division of corporate property taxes between the public school boards and the separate school boards was announced in 1989.

Post-Confederation to 1904

Following confederation, Egerton Ryerson, appointed as Chief Superintendent of Education, by the provincial government, started laying the foundation of Ontario's free, compulsory, standardised elementary and secondary education system. When Ryerson was appointed, only about half the school population was attending state-assisted schools. In 1871 amendments to the School Act introduced compulsory education between the ages of 7 and 12, the grammar schools were renamed as either High Schools or Collegiate Institutes and girls were to be admitted on the same basis as boys¹⁰. The municipal property taxes became compulsory and the secondary schools came under full public funding and control. During the 1870s he standardised textbooks and the curriculum. This standardisation enabled many more students to perform creditably in the Combined Examinations which were conducted at the end of elementary school.

Compulsory schooling produced a severe shortage of teachers in elementary schools and the reductions in secondary school fees had the same effect on their complement of teachers. Ryerson had set up the Toronto Normal School in 1847 to train elementary school teachers but provisions for training secondary teachers were virtually non-existent. Up until 1830, around half the grammar school teachers were clergymen, the balance being university graduates but without any training in pedagogy. It was not until 1883 that moves were made to offer professional training to secondary teachers and even then, they were resisted by some. When the Minister of Education proposed a course of lectures in methodology to prepare candidates for high school teaching, many

¹⁰ Until this time, girls could get to university via private schools only because a grammar school education was an absolute prerequisite for entry to universities [Stamp R.M. (1984)]. Admission to the grammar schools had been decided on students' results in the Combined Examinations held for those completing their elementary education. The elementary schools selected only their best (male) scholars to sit these examinations. Consequently, girls could not be admitted to the Grammar Schools.

felt it an insult.¹¹ In 1885 some of the collegiate institutes were designated as secondary teacher training institutions analogous to the Normal Schools for elementary teachers. But then in 1890 a School of Pedagogy was established in Toronto. It was relatively unsatisfactory, moved out of Toronto and finally closed in 1906¹²

Ryerson resigned in 1876 and on his recommendation, the provincial Ministry of Education was established, headed by the minister, a member of the provincial government. Nevertheless, steady progress continued, shaping Ontario's education system. An Inspector of Schools was appointed to check on teachers' certificates, textbooks accommodations and curriculum. He also had responsibility for investigating truants. It was at his insistence, in 1881, that a special school was set up for incorrigibles and those expelled from other schools. Later, in 1890, industrial schools were established to cater to the persistent truants and a new truancy act passed. Most of the boys were on probation and were housed out in the country near the school. A similar school was set up for girls shortly thereafter.

Towards the end of the century, the City Council once again, tried to exert some control over the funds demanded from it by the School Board. They argued on the grounds that their accountability to the property owners for expenditures over which they had no control was untenable. The court ruled that the School Board, as an elected body, was answerable to its own constituency for its expenditure, not to the council so that the council had no right to revise School Board estimates. The Council then appealed to the Premier for legislation to permit them to revise School Board estimates but were unsuccessful. The Premier was successfully lobbied by the Trustees on the grounds that a Mayor, with no connection with education, should not be allowed to interfere with the work of the experts¹³.

¹¹ Fullan M. & Connelly F.M. (1987) p9

¹² Ibid p 11.

¹³ Cochrane, H.M. (1950) p114

The final step towards a totally free elementary education system came late in the century with the adoption of free textbooks in 1892. Secondary schools were still partially funded by school fees.

Secondary education was not administered by the School Board but by the Home Grammar School Board which became the Toronto Collegiate Institute Board in 1871. Bishop Strachan first appointed the trustees to this board in 1807, a practice which continued through until 1841 when the appointments became the responsibility of the Legislative Council. Ryerson amended this practice in 1853 by permitting the City Council to appoint the six trustees, a number which swelled to twenty by 1900; eighteen appointed and one representative each from the Public Schools Board and the Separate Schools Board.

Despite the dependence of the Trustees on the Municipal politicians for their appointment, by 1853, the Grammar Schools were firmly under the control of the provincial government upon which they were dependant for funding. The government grant was determined by attendance figures and conditional upon conformity to the government's regulations. Conformity was established through supervision by an inspector.

By the turn of the century, Toronto had three Collegiate Institutes each assigned boundaries in 1892, and three High Schools. The curriculum in the Collegiate Institutes tended to be along classical lines and included Latin, Greek, English (spelling, reading, grammar and composition), mathematics (algebra, arithmetic and geometry), writing, history, geography and one hour of natural philosophy for the "university class"¹⁴. The High Schools followed much the same curriculum, but then, in the 1890s, started commercial classes.

The industrial schools were administered by yet another board, The

¹⁴ Cochrane H.M. (1950) Chapter 7.

Technical School Board. The members of this board were also appointed by the Municipal Council but came from the Trades and Labour Council, Associations of Stationary Engineers; two were educationists and one was a manufacturer.

The Early Twentieth Century

Board of Education for the City of Toronto came into being in 1904 as a result of the amalgamation of the Public School Board, the Collegiate Institute Board and the Technical School Board which had all been operating independently. The amalgamation had been favoured by the Public School Board but apposed by the Collegiate Board. It was put to a referendum in 1900 and the amalgamation was the subject of an Act of the Provincial Parliament in 1903 and effected in 1904. It amounted to a take-over by the public school Board - only two members of the Collegiate Institute Board were elected onto the amalgamated board and the new board showed little appreciation of the differences between high schools and elementary schools.

There were still only three Collegiate institutes in 1904 attended by about 400 students each and the board appointed a Senior Principal to supervise them. Over the next eight years four more collegiate institutes were built. There was little conformity between the collegiates and the problem of the overlap between the elementary classes and the high school classes (Grades 9 & 10) persisted.

Despite the Toronto Board's lack of experience in administering secondary education, the next 15 years were marked by considerable innovation and expansion. Since 1880, a number of entrepreneurs had set up independent business colleges which were proving very popular as an alternative to the fairly classical curriculum of the public high schools¹⁵. The commercial classes started in the High Schools late in the 1890s were transferred to the Technical School in 1904 and then, through a number of buildings, till in 1916, they were installed in the newly-erected Central High School of Commerce. This spelt the beginning of the end for the independent business colleges and as they closed down

¹⁵ Stamp R.M. (1984) Part III

overcrowding in the Central High School of Commerce became a problem. By 1930, the Toronto Board was operating four commercial high schools.

In 1911, the Provincial Government passed the Industrial Education Act which enabled the appointment of a Director of Industrial and Technical Education and made funds available for the erection of appropriate buildings. The Toronto Board had commenced planning their own provisions for technical education and opened the Central Technical School in 1915 without any provincial funding at all.

The newly established variety of secondary education institutions and programmes available, laid the foundations for the introduction of the Adolescent Attendance Act, 1919 which raised the compulsory attendance age to 16 years, effective from 1921. The two years notice was to enable the school boards throughout the province to prepare for the resulting expansion of secondary enrolments. Along with compulsory secondary education came the abolition of secondary school fees.

By 1926, the Toronto Board, through the work of its Chief Inspector, had managed to get the average class size down to fifty. He also freed schools from the mandatory secondary school timetable, allowing principals to plan their own work and modify their school's curriculum to meet local conditions. This is the first evidence of the Toronto Board's belief in the effectiveness of decentralised school management.¹⁶ The delegation, by the Toronto Board to its principals, of the power to plan individual school programs, within the limits laid down by the provincial government, survives to this day.

¹⁶ Cochrane (1950) p139.

The Metropolitan School Board

The Board of Education for Toronto continued as a mainly elected body, to control, through financial disbursements and the work of the inspectors, the delivery of education to the children of Toronto until 1953. The massive size of the Toronto education system presented advantages and difficulties unique to Toronto. The representational formulae developed for other municipalities and education districts were inappropriate for such a large, densely populated centre. Consequently, the Provincial Government passed the Municipality of Metropolitan Toronto Act (1953). This Act established boards of education in North York and Scarborough (suburban satellites of Toronto), established the Metropolitan School Board as a regional board, comprising representatives of eleven boards of education, to coordinate the provision of education throughout greater Toronto. The Metropolitan School Board was also given the responsibility of distributing the provincial grants to the individual boards of education it represented.

In 1966 amending legislation was passed which changed the name of this body to the Metropolitan Toronto School Board and restructured all the constituent boards into six area boards, one each for the boroughs of East York, Etobicoke, North York, Scarborough, York and Toronto City. This arrangement survives to the present.

The Metropolitan Separate School Board

During the first half of the twentieth century, the funds for school boards came from three sources: the municipal taxation, Provincial Government Grants and various sundry fees from non-residents or night school pupils. For most school boards, the major proportion was acquired by way of municipal taxation. The Provincial Grants at the turn of the century were based upon attendance figures, each board receiving a set amount for each pupil attending their schools. This method was seen to be working against those school boards with low municipal assessments. It was particularly disadvantageous to the Separate School Boards whose municipal tax assessments were small and who

experienced difficulty in establishing an equitable share of the municipal taxation of corporations.

The Minister of Education started moving towards "equalization grants" which channelled more money to those districts which, by reason of their small assessments were least able to provide financial support of schools. This move benefited the separate schools and for a while, reduced the pressure from the Roman Catholic community for a more equitable share of municipal taxation receipts. The passing of legislation in 1941¹⁷ providing for the formation of a metropolitan separate school area in Toronto and the subsequent formation of the Metropolitan Separate School Board gave rise to a powerful lobby group. However, during the 1940s and 1950s the separate school boards continued to operate at a financial disadvantage¹⁸. The practice of equalisation grants continues to this day.

Ontario College of Education

After the failure of the Toronto School of Pedagogy (called the Ontario Normal College after its shift to Hamilton), the provincial government moved, in 1906, the responsibility for teacher education to the Faculties of Education at Queen's University and the University of Toronto. In 1920, the teacher training programme at Queen's University was closed and the Ontario College of Education was opened in Toronto and affiliated with the University of Toronto. Until 1965 the Ontario College of Education was responsible for the training of all

¹⁷ An Act Respecting the Board of trustees of Roman Catholic Separate Schools for the City of Toronto, 5 Geo. VI ch 82, S.O.

¹⁸ Stamp R.M. (1985). Stamp illustrates this point: "In 1957, for example, Cornwall separate schools educated 60% of the city's elementary pupils on 30% of the assessment." (p31) It is also worth noting that despite this financial disadvantage, between the 1945-46 and 1969-70 school years the separate school's enrolment increased from 20 to 28% of Ontario's elementary school population. (p32)

anglophone secondary school teachers in Ontario¹⁹. The provincial government retained strict control over teacher training through Ministerial regulations, which specified the qualifications necessary to enter teacher training and prescribed the College's curriculum. They also retained the right to withhold teaching certificates from graduates the Minister deemed unsatisfactory.

The Curriculum

In 1937 a review by the Ministry of Education, of the elementary and secondary curriculum resulted in the introduction of the term "Grade" to designate each year of schooling²⁰. Major changes in the elementary school curriculum were accompanied by a wider choice of subjects available in the secondary curriculum. An emphasis was placed on health education throughout, and it became the only compulsory subject in grade 13.

The Commercial High schools originally offered a three-year course in which all students took the same subjects. By 1950, they offered three different three-year courses in which students could specialise in accountancy, secretarial or merchandising and a special one-year course for those who had completed three years of high school and wanted a concentrated course in stenography or bookkeeping. It also became possible to enter the universities from these high schools.

Also by 1950, the Technical Schools offered two four-year courses in which the classical languages of the Collegiate Institutes' curriculum were substituted by shopwork and drafting. The General course lead to University after a fifth year in grade 13 and the Industrial course could also lead to University if they took grade 13 of the General course. The graduates of grade 13 received the High School Graduation Diploma. Those university-bound entered the engineering and science faculties of the university. In addition the industrial

¹⁹ Fullan M. & Connelly F.M. (1987) p11.

²⁰ Elementary, Grades 1 - 8 and Secondary, Grades 9 - 13.

courses could prepare students for a trade, with their final year used specialising in one of seventeen available trades.

The Robarts Plan

During the 1950s more people were questioning the relevance of the secondary curriculum to the vast majority of secondary students. While secondary students were able to select one of three courses, General, Commercial or Technical, the curriculum of the commercial and technical high schools differed only in the substitution of technical or commercial subjects for the Latin and Greek of the General course.

In 1948 only 13% of students entering Grade 1 would complete Grade 13 and only 4% would go onto university.²¹ The secondary school dropout rate was very high. Only 40% of those promoted²² to Grade 9 were graduating from grade 12 with a diploma and those who did graduate with a four-year diploma, were unable to continue onto to the fifth year, Grade 13, and so were denied access to the universities.

In 1960 the Federal Parliament passed the Technical and Vocational Training Assistance Act which provided grants of federal funds to the provinces to train the unemployed and to provide programmes of training in technical and vocational subjects in regular schools. The money could be used to train teachers and to assist in necessary capital expenditures for buildings and equipment. This provided the opportunity for the Ontario Ministry of Education to revive and implement some of the recommendations of the Hope Royal

²¹ Gilbert V.K. (1972) Chapter 1.

²² The entrance examinations for students completing their elementary education in Grade 8 were abolished in 1950, and replaced with a general teacher-based assessment, called "promotion".

Commission on Education which had reported in 1950²³.

The reorganised secondary programme offered students promoted from Grade 8 three "Branches" : Science, Technology and Trades Branch, the Business Branch and the Arts and Sciences Branch. Within each branch a student could select from two²⁴ or three separate courses. All, except the academic Arts and Sciences course, were four year courses leading to a diploma at the completion of Grade 12. It was intended that the four-year programmes in each branch would be completely free of university entrance requirements to enable them to concentrate on the grounding to lead directly to employment. However, students who performed sufficiently well may have been admitted to the Grade 13 course and thus have the opportunity of an university education. Those who started the five-year course in Grade 9 had automatic access to Grade 13.

Later one and two-year courses were offered in the Technical and Business Branches which did not lead to a diploma but taught skills to prepare students for various services or trades. At the same time, a number of new subjects were introduced but were received with some scepticism on the part of the public: Man in Society, World Politics, Theatre Arts, Creative Writing, and Geology.

By 1966, dissatisfaction with the new system was growing. The Technical and Business branches were relatively successful for those going directly into

²³ The most controversial proposal of the Hope Report was for a reorganisation of the grade structure from an 8 year elementary, 5 year secondary split to a three tier system of elementary/intermediate/senior arrangement with six, four and three years respectively. This could have had serious consequences for the separate schools if their share of public funding was limited only to the six years of elementary schooling. The ensuing politico-religious row overshadowed other aspects of the report and blocked adoption of most of its proposals. [Stamp R.M. 1985) p 31]

²⁴ There were only two course options available in the Arts and Sciences course: a five-year course or a four year course. The five-year course was the only route to university.

employment, especially the shorter courses. However, the two Arts and Science Branch courses were less satisfactory. The five-year students felt restricted by being unable to take the popular new subjects without dropping out of the five-year programme. The four-year non-vocational, non-academic Arts and Sciences course became the "dumping ground of the school programme"²⁵. There was also the problem of annual promotions from one grade to the next handicapping those experiencing partial success in any one year.

Ministry regulations governed the progress of students from one grade to the next. An average of 50% or more over all subjects with no failures was necessary to enter the next grade. If the student failed in one subject, an average of 55% was the minimum and if two subjects were failed, a minimum average of 60% was required. It was not possible for a student to gain promotion in the subjects successfully completed repeating only those failed.

While regulations permitted four-year students to take subjects from the five-year programme, the restrictions of school timetables made it impracticable. This inflexibility arose from the lack of uniformity in the time allocations and tuition period lengths required by each subject, especially in the Technical and Business Branches. Nor did school administrators in the early and mid-sixties have the assistance of computers to develop school timetables.

In 1966 the Ontario Institute for Studies in Education (OISE) commenced. The number of post-graduate courses in education broadened and the government started receiving a number of papers highlighting the problems and offering solutions. For example, one study²⁶ disclosed that of the principals responding to a questionnaire, 90% stated that they streamed students within the grade levels and that the major criteria for the streaming was each student's performance in the previous year. The possibility of permitting individual subject promotions in courses ranging in difficulty (i.e., streamed) was being discussed.

²⁵ Gilbert V.K. (1972) Chapter 2.

²⁶ Burnham B. (1969) p29.

The immediate barrier to such a system was the school timetables.

In September 1967 six high schools were permitted to operate experimental programmes using modified diploma requirements. The main aims of the programmes were to achieve individual student timetables comprising the selection of courses appropriate to each student, and single-subject promotion. The schools adopted common time allocations to subjects, discontinued setting a minimum number of subjects for each student in each year and permitted free study time. The administrative structures of home forms, arbitrary in a non-graded (subject promoting) school were changed to house systems. Each of the six schools diagnosed the problems of the old system in much the same way and implemented very similar solutions.²⁷

Private Schools

Ontario's first schools were set up by individual teachers in their own home or rented premises and charged fees directly from parents for attendance. There were a great many of these scattered throughout the province. The first record of numbers was obtained in 1816 after the passing of the School Act. The Act was the first to address the question of state aid for lower class education. It granted twenty-five pounds for each school exceeding twenty pupils provided the doors were open for at least six months of the year. The records show that there were 173 such "grant-aided" schools in 1817 , 1,721 in 1842 and 3,059 in 1850²⁸. Stamp (1984) p5 suggests that there may well have been the same number, again not receiving the grant.

It was Egerton Ryerson who, in 1846, began emphasising public rather than private educational aims. In less than a generation, both the common schools and the grammar schools of Upper Canada were brought under state control. Legislation of 1850 allowed municipalities to finance common schools

²⁷ Gilbert V.K. (1972) Chapter 4.

²⁸ Stamp (1984) p5.

through a property assessment. The distinction between grant-aided and non-aided schools ended. In 1871, this assessment was made compulsory. At the same time, common schools came to be called public schools and the grammar schools came under full public financing and control as high schools and collegiate institutes. Thus, publicly funded education became readily available and the role of the private school as a necessity died

During the latter half of the 19th century, many of the elitist private boarding schools were founded.

These fell into 3 broad categories:

1. The Catholic Tradition, which held that only church-control could guarantee proper emphasis on the fundamental christian and Catholic purposes of schooling.
2. The Anglican Tradition, which saw a close relationship between church and state; here the twin goals of loyalty to the crown and belief in the Church of England doctrine inseparable.
3. The Dissenting tradition, the Methodists, Baptists and Quakers which stressed voluntarism in church-state educational relations.²⁹

However, As the years progressed, the religious-protest attraction of most of these schools became less important to their clients than their social-elitist function. All the schools advertised a well rounded education within a christian framework. There were suggestions of leadership training for young men and social refinement for young ladies. The contrast between the fees of these schools and those of the public high schools became more and more significant as the public high school fees were reduced and eventually abolished.

²⁹ Stamp (1984) p6.

By 1950, little had changed. The Hope Commission noted that there at that time 10% of the secondary population attended "approved" private secondary schools. However, private schools were to experience a period of growth during the sixties and seventies. Total private school enrolments (elementary + secondary) went from 2% to 4% of the province's school population.³⁰ Roman catholic schools comprised the largest component - 37% of Ontario's private school enrolment. Since public financing for catholic separate schools ended at Grade 10, private financing was mobilised to ensure continuation of a christian and Catholic atmosphere through the final three years of high school.

Jewish schools started in the early forties became a significant force by the eighties. Other Christian Reformed and Dutch Reform movements started schools to cater to the post-war immigrants who perceived the public system as too secular and many other fundamentalist and evangelical churches did likewise. Many alternative private schools started and flourished during this time placing an emphasis on philosophies, pedagogical techniques and religious beliefs. The older private schools also enjoyed an increase in interest. The OAAIS Ontario Association of Alternative and Independent schools formed in 1974 and became a political lobby group over the next 10 years.

The rise in interest in private schooling during the sixties can be attributed to a number of things. The introduction of the "Credit System", abolition of final year external examinations and other innovations allowed by a less conservative Ministry of Education shook some parents' confidence in the public system. In addition there was a perception by many in society, that the public, sectarian system lacked fundamental moral content.

³⁰ Stamp (1984) p10

Summary of Historical Perspective I

By 1967, 100 years after confederation, the principal structures, principles and philosophies of the present system of secondary education in Toronto were in place. The Federal Government had taken for itself a very minor role, that of distributing federal funds to encourage specific educational programmes. The Provincial Government had established firm control of teacher training and certification, the curriculum and the structure of school boards and the trustee representation systems that governed their elections. By the means of the equalization grants, the provincial government had also a major influence over the total funds that would be available to the school boards.

The School boards had established their authority to determine the final funding they would receive from the Municipality. This financial control, combined with their authority to allocate the funds each school would receive, with whatever strings attached they considered appropriate, provided the School Boards power. The electoral system could hold them accountable for the way in which they exercised it. In Toronto, the role of the extra administrative level, the Metropolitan Toronto School Board, in distributing the funds for the whole region to its constituent boards, had also been established.

However, with the exception of the allocation of funds and the odd strings which might be attached to some funds, the boards largely kept out of the running of the schools. They assumed a supportive role assisting the principals wherever possible. The superintendents, employees of the board, supervised a group of schools, acting more as advisors than inspectors. Consequently principals were given the responsibility of interpreting the provincial regulations and implementing the curriculum. They approved the subjects and assessment procedures, the staffing and evaluation procedures, the hiring and promotion procedures.

The public was beginning to take more interest in educational issues, probably as a result of the growing criticisms of the curriculum changes in the

Robarts Plan. With the increasing interest of the public came the changing role of the school board trustees. They were becoming less a trustee of the taxpayers' dollars and more a trustee of the parents' children.³¹ One other significant event of the sixties was the relative rise in teaching salaries. It became possible, for the first time, for "young men (to) consider making a permanent career in teaching"³².

The public funding of Roman Catholic Schools up to Grade 10 was well entrenched and their administrative structure resembled that of the public school boards. However, there were some interesting complications. Generally, the Roman Catholic secondary schools operated from Grade 9 to Grade 13, just as did the public sector secondary schools. However, once students moved from Grade 10 to Grade 11, if they chose to stay at the same school, they became fee-paying patrons of a private school. This situation would continue for almost another two decades³³. Many Roman Catholic parents who could not afford to send their children to the private schools would break with the separate school system after grade 10. In recognition of this fact, the separate school boards were allowed two nominated representatives on the public School Boards³⁴

³¹ Jaffary K.D. (1975) p7

³² Jaffary K.D. (1975) p11.

³³ See Interview with Sister Corrigan, principal of St Patrick Catholic Secondary School, Appendix B3.

³⁴ Since their property taxes were directed to the separate school boards, they were only permitted to vote in separate school board elections. Consequently, with this power to nominate members onto the public school boards they would have been disenfranchised from the decision-making with regard to the secondary schools which were attended by many of their children.

PART III

HISTORICAL PERSPECTIVE II

The Introduction of the Credit System

In 1965, the Minister of Education pointed out that the purpose of his department was "to provide educational opportunity so that every person in Ontario can realise his full potential as a human being"¹. The minister set about reorganising the department to achieve this. The three main features of the reorganisation were to be the integration of elementary and secondary education, the institution of a policy of decentralisation to allow the making of "careful, quick decisions that will be demanded in our rapidly expanding and changing educational system", and the reallocation of many of the functions of senior officials of the department.²

On June 10 1965 an Order in Council set up the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario. The report, published in May 1968 became known as the Hall-Dennis report. The Minister also set in motion another study by a School Programme Organisation Committee. This committee worked for a year and also reported in the spring of 1968. The School Programme Organisation Committee's report provided a practical template for the introduction of a non-graded³ system of subject credits which would cumulatively lead towards a High School diploma. These two reports complemented each other; the School Programme Organisation Committee's report provided the practical, structural embodiment of the values and philosophies adopted by the Hall-Dennis Report and, in turn, provided the

¹ Quoted in Gilbert V.K. (1972) Chapter 6.

² Gilbert (1972) Chapter 6.

³ A non-graded system is interpreted as a subject-promotion system as apposed to a whole-grade-promotion system where students are either promoted to the next grade or they repeat the whole year's work.

theoretical legitimation of the other.

The Hall-Dennis Report marked an important step in Ontario's public education system. The essence of this is contained in this quotation of the report found in Gilbert V.K. (1972) chap 7.

"One of the fundamental issues facing Ontario schools is the shift of focus from structured content to the child, or young person as an individual learner. The change, already underway, has many ramifications:

- **the graded system, as a succession of achievement levels, will be abandoned in favour of continuous progress by the pupil;**
- **the concept of passing or failing and of being promoted or made to repeat a year will disappear;**
- **the schools that are envisaged will give every pupil an opportunity to participate in selecting and planning his studies;**
- **emphasis upon the needs and interests of the individual child is the very essence of this report."**

The Ministry's response to these two reports came in the form of a new Ministry circular, Circular High School 1 1969-70 (HS1 1969-70) released by the Minister in a speech to the Headmaster's Council in March 1969. The circular was the first of an almost annual series of circulars (HS1 1972-73, etc.) which outlined the Ministry regulations governing the secondary school curriculum and the future requirements for the award of high school diplomas. During the seventies it became the secondary school principal's guide book. Not only did the document impinge upon school organisation, development, textbook approval and special situations, such as occupations programmes, French-language schools and cooperative education programmes, it also contained the Course and Credit Requirements for Secondary School Graduation⁴. While HS1 1969-70

⁴ Davis J.E. & Ryan D.W. (1980) p11.

outlined the coming reorganisation, its implementation was not made mandatory until the 1972-73 school year as prescribed in HS1 1972-73

The reorganisation revolved around "credits". A credit was defined as equivalent to 110 to 120 hours of normally scheduled school time studying a specified course of study. A school year comprised between 800 and 1,000 hours, so that taking six to seven credits in a single year could be considered a full-time programme. Twenty-seven credits were to be completed successfully to receive a Secondary School Graduation Diploma (SSGD) which most would complete by the end of their fourth year (Grade 12). Four broad areas of study were identified:

- Communications
- Social and Environmental Studies
- Pure and Applied Sciences
- Arts

and twelve compulsory credits were defined in terms of these areas of study⁵.

While the credits were defined in terms of grade levels, there was no requirement for students to complete all their credits at one grade level before moving onto credits at the next level. In addition the courses were to be offered to students at a number of levels of difficulty so that students could select not only the subjects they wished to study, but also the level of difficulty at which they would study them. In both the Hope-Dennis Report and the HS1 1969-70, the distinction is made between the level of difficulty of the course and the students

taking the course. The labels were to apply to the courses, not the students.⁶

⁵ To be awarded the diploma, students must successfully earn:

1 credit from each of the 4 areas in each of the first 2 years (8)

1 credit from each of the 4 areas after the first 2 years (4)
and a further 15 credits.

⁶ It is interesting to note the way in which these labels are used by the principals interviewed (see Appendix B1 - B4). The principals in the schools offering mainly advanced courses used the labels for the students ("basic level students"),

The decisions of what credit courses a school would offer was delegated by the Ministry to the School Boards⁷ who in turn largely delegated the responsibility to the school principals with the intention that the school's curriculum would be designed to meet local needs. The content of each credit course was determined by the classroom teacher in consultation with the head of department but the actual schedule of subjects was, initially, virtually unchanged from that found in the 1968 schedule.⁸

Curriculum Guidelines

The Circular HS1's of 72-73 and 74-75 encouraged innovation and local course developments within the stated Curriculum Guidelines. For schools, course development was the order of the day. There were, however, more restrictions on courses leading to SSHGD. The ministry required the maintenance of "depth of study and intellectual demands" in them. The guidelines were more specifically described for these courses. Limits were placed upon the number of courses that could be developed from any one guideline and approval from the Ministry for any deviations was required.

whereas the principals in schools offering a number of levels of difficulty, thereby catering to a wider range of abilities used the labels as intended ("students taking a basic level course").

⁷ The Ministry regulations placed the responsibility for curriculum development on the Boards' Supervisory Officer [Davis & Ryan (1980) p20]. The position of Supervisory Officer replaced that of Inspector. The Education Act 1980 (before that, Education Act 1974) prescribes the position and the minimum qualifications appointees to the position must have but the appointments are made by the School Boards. While the Supervisory Officer does have supervisory powers over principals, they mostly act as advisors to their principals.

⁸ Gilbert V.K. (1972) p66.

University Entrance

In the Programme Organisation Committee's deliberations, it was apparent that there was a strong desire on the part of the high schools to establish their independence from the university entrance requirements. The loosening of the rigid university prescriptions in the resulting structure shows an acceptance by the committee of this pressure.⁹

Grade 13 was retained for those intending to go onto higher education. The successful completion of 6 credits in courses approved for study in Grade 13 met the requirements for the award of the Secondary Schools Honours Graduation Diploma (SSHGD). The Universities generally set a higher hurdle for university entrance: an average of 60% in the Grade 13 credits taken.

Students, then, with the approval of their parents, could select their own programmes. The schools were expected to provide the necessary counselling to ensure the students' selections were appropriate. Individualised timetables, then, were prepared for the students. This necessitated a number of timetabling changes in the schools with many going on to "one-day" cycles and/or semestered or trimestered systems. To give such schools and summer schools greater flexibility, fractional credits were permitted for the SSGD but not for the SSHGD.

⁹ Gilbert (1972) p78

Modifications to the Credit System

In Circular H.S.1: 1973-74 the restriction on credit earnings during the first two years of secondary school were removed. Students just had to complete at least three credits from each of the four areas of study and the further 15 credits. Fractional credits were restricted to one third of a credit or greater (40 hours). For SSHGD courses could be greater than 1 credit but no fractions of less than a third were permitted.

Public concerns about the quality of secondary education were at least partially answered in Circular H.S.1: 1974-75 in which the requirements were modified to make the completion of at least four credits in English studies and at least two in Canadian studies compulsory. Although the minister had moved to place, a partial limitation on students' choice of program, no specific courses were required. And there was some flexibility in classifying courses as English Studies or Canadian Studies.

There was pressure on the Minister to 1972-76, from both parents and teachers, to introduce required subjects for the granting of the SSGD. Then in Circular H.S.1: 1977-78, it was stated that those entering secondary school in Sept 1977, must, during their first two years "include courses in required subjects" as follows:

English	: 2 credits
Mathematics	: 2 Credits
Science	: 1 credit
Canadian History	(1 credit and Canadian Geog (1 credit) or Canadian History (2 credits.)

They were still required to take the extra 2 credits in English Studies after their first two years. "It is expected that each required subject will be offered at different levels of difficulty to accommodate the varying needs and abilities of the students in each school."¹⁰ These nine required credits were still part of the restriction of at least three credits from each of the four areas of study and the

¹⁰ Quoted in Davis & Ryan (1980) about p16

further fifteen credits were still required.

Circular H.S.1: 1979-81 placed further restrictions on the choices available by replacing the two credits in English Studies studied after the first two years with the requirement that students earn an additional 2 senior division credits in English. This issue also recommended that a number of secondary school courses be designated as being offered at one of the four levels of difficulty: modified, basic, general or advanced. Schools were encouraged to offer the required subjects at two or more levels of difficulty since their successful completion was necessary to earn a diploma.

Despite the shift from no compulsory subjects to a total of nine required credits, the basic philosophy of the government regarding secondary education remained relatively consistent throughout the 1970's¹¹. That was to provide secondary schools with the freedom to adapt and be sufficiently flexible to meet the needs of their own student population and the individuals within that population.¹²

Textbooks

The Ministry of Education had considerably more control over the content of the credit courses than is evident through reading the Curriculum Guidelines and graduation requirements alone. Principals had also to abide by the regulations governing textbook approvals. Circular 14, Textbooks, an annual publication issued by the Minister, lists textbooks approved for use in schools. While applications may be made for other than approved textbooks, it was

¹¹ Over the 1970s, 5 major changes in requirements were made so that the graduation requirements for each student depended upon the year the student entered secondary school. Thus schools were required to keep an accurate track of the entry date of each student.

¹² Davis & Ryan (1980) p18.

unlikely to be granted where suitable, approved textbooks were already listed¹³.

Educational Legislation

"The passage of the Education Act, 1974... was a consolidation of five acts which had been amended many times over in response to changing demands of society"¹⁴. While it did contain some minor changes over the then status quo, its major significance was its consolidation of the Ministry of Education Act, the Public Schools Act, the School Administration Act, the Secondary Schools and Boards of Education Act and the Separate Schools Act. It became the ultimate authority for the powers then granted to the Minister of Education and to the various boards.¹⁵

The Administrative Structure of the Board of Education for Toronto

Since 1871 the Provincial Government had been appointing "Inspectors of Schools" and prescribing their qualifying criteria (including the passing of specific examinations). They were employed by the Department of Education, in the early days, to check on teachers' qualifications and certifications, that the government-prescribed curriculum was being taught, that the approved textbooks were used and that the facilities met a minimum standard. Over the next fifty years, the qualifications required of Inspectors became more formalised. By 1930, inspectors had to be university graduates holding Permanent First Class Teaching Certificates. They had to have taught for an adequate period of time and to have passed a set of comprehensive examination.¹⁶

¹³ Davis & Ryan (1980) p 29. It is worth noting that where no suitable textbooks were listed, preference was given to Canadian written, published and printed books.

¹⁴ Gilbert, V., Martin, R., and Sheehan A. A hard Act to Follow: Notes on Ontario School Law. Toronto: Guidance Centre, Faculty of education, University of Toronto, 1983. Quoted by Humphreys et al (1986) p61.

¹⁵ Humphreys et al (1986) p61.

¹⁶ Fullan M.G. et al (1987) p5

By the end of the sixties, necessitated largely by the dramatic curriculum changes that had been taking place, the inspectorial role was giving way to an advisory role. In 1969, many small boards of education throughout the province were amalgamated into larger, regional boards. In the same legislation, the Inspectors became employees of the boards instead of employees of the Ministry and by 1971 (Ontario Regulation 517/71) their title was changed to that of "Supervisory Officer". The consolidated Education Act (1974) specified details of the examinations and prerequisites for the certification of supervisory officers¹⁷.

The term "Supervisory Officer" relates to a rank rather than a role. The qualifications, salary and responsibilities of supervisory officers show that rank to be one step beyond that of Principal. Beyond the rank of supervisory officer, is the rank of "director" with its own specification of prerequisites¹⁸. Boards could appoint as many employees as they liked to the rank of supervisory officer (subject to Ministry approval) and allocate tasks and responsibilities as they saw fit.

The late sixties and early seventies was a time of considerable turmoil within the Board of Education for the City of Toronto. The increased public awareness of, and concern about, educational issues forced trustees into an accountability for the nature of the education that was being provided to the children and not simply for the economic delivery of staff and facilities. This brought the trustees into conflict with their chief educational officer, the Director

¹⁷ Fullan M.G. et al. (1987) pp5-6

¹⁸ At least that of Supervisory Officer - Education Act (1980). It is worth noting that the qualifications and prerequisites of a Supervisory Officer include all of those required to become a principal (except for those appointed in specialist positions such as Superintendent of Buildings and Maintenance or Finance) and that those of a Director includes all of those required for a Supervisory Officer. Consequently, most of the leaders in Ontario's educational administrative structures must have come through the teaching profession.

of education¹⁹.

There was also a common public perception that the differing goals of elementary and secondary education²⁰ had made the transition between these two levels, less than ideal. In response to all these factors, the Board of Education for the City of Toronto commissioned a number of reports to review its administrative structure²¹.

¹⁹ The Director was appointed by the Board of Trustees but his powers (which were relatively broad) were specified by the Provincial Government. It is also worth noting that the Provincial legislation before 1974 had not seen the quality of education as one of the Trustee's responsibilities; while all other elected officials were considered visitors to schools and welcome at any time, trustees were not [Jaffary K.D. (1975) p7]

²⁰ Elementary programmes focused on individual growth and learning whereas secondary programmes focused on an ultimate outcome irrespective of entry accomplishments [Jaffary K.D. (1975) p15]

²¹ The first one, The principal Officials' Report "A Plan for the Integration of the School System", which came in 1969, when the board was embroiled in appointing a new Director of education, was ignored. The second, The Woods Gordon & Co. Report from a commercial management consultancy made a great many recommendations most of which involved the decentralisation of authority.

In 1972, a number of changes were adopted. The board was divided up into six geographic areas, each supervised by an Area Superintendent. The Area Superintendent's role (at supervisory officer rank) encompassed most of the functions of an inspector with stress laid on their function as advisors and as facilitators of the exchange of ideas between principals. Administrative duties, part of the old inspectorial role, including teacher evaluation, promotions and special student placements, were delegated to the principals.

One of the hopes of decentralisation had been to achieve some degree of socio-economic homogeneity within each area but the six areas were too large for this²². Toronto's secondary schools had been established at different times in response to different circumstances and consequently exhibited a large degree of specialisation. Thus to achieve a more integrated elementary and secondary system, another of the goals of decentralisation, the units of administration, that provided a full range of choice of secondary schools for each elementary school, had to be larger.

The area superintendents were responsible for both the elementary and secondary schools in their areas (about 20 to 30 schools) and for achieving a smooth transition for children passing from one to the other. Assistant superintendents were also appointed in each area²³. A further twelve supervisory officers were to be employed in the Board's central offices as superintendents of specific functions. The structure is shown in Fig. 1 on page 51.

²² An unsourced report written for the board had set the number of areas that would be necessary to recognise socio-economic groupings to be in excess of thirty [Jaffary (1975)].

²³ This was largely for expediency. It removed the necessity of firing, or finding alternative employment for the remaining 5 of the eleven pre-existing inspectors and allowed them to be teamed; one ex-elementary inspector and one ex-secondary inspector. This was also hoped to overcome possible resistance of secondary principals to supervision by ex-elementary school inspectors.

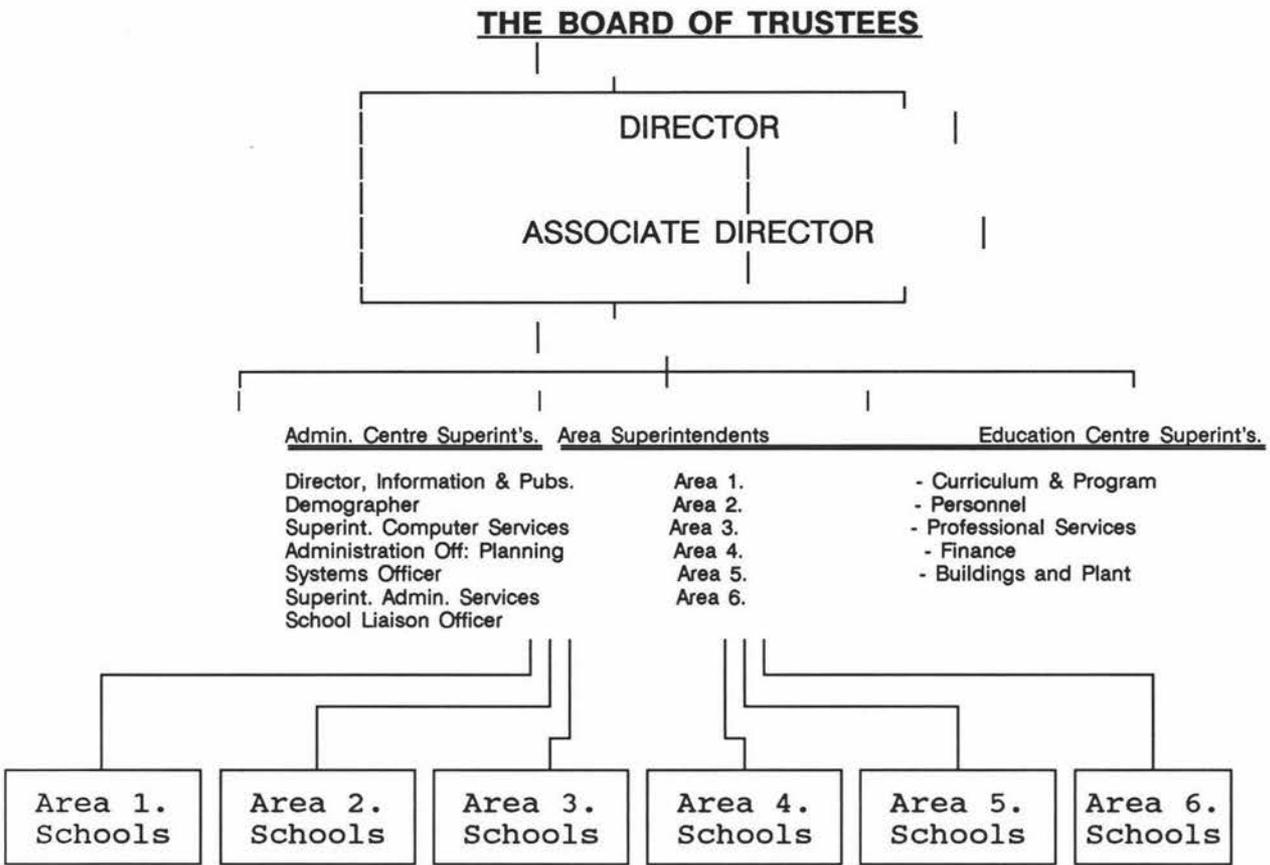


FIGURE 1: The Structure of the Toronto Board of Education 1972²⁴

The functioning of this structure, however, was not totally satisfactory and the board set up a Decentralisation study Team in 1975 to examine the existing system and make recommendations regarding further decentralisation. The general concerns which were emerging involved the communications between the principals and the central offices which frequently by-passed the area offices. This was partly because the principals were used to communicating directly with the central offices and partly the result of the dislocation at the area offices between geographical organisation and functional organisation.²⁵

An interesting development, as a result of this period in the board's

²⁴ Jaffary K.D. (1975) p24

²⁵ McConaghy G. (1975)

administration was the growing autonomy of the school principals²⁶. The Area Superintendents were given such a lot of paper work and meetings to attend to achieve the desired coordination between their elementary and secondary schools that they were not available to supervise or advise their principals. The principals were forced to assume this autonomy and in so doing developed an accountability to their communities rather than to the board. This in turn brought pressure from the principals not only for recognition of their new role, but also for more budgetary autonomy; their funds were locked into a number of "water-tight compartments".²⁷

The consequences of the increasingly political activities of the trustees was still a problem, highlighted in this passage from McConaghy's study (1975).

"The political arm of the Board of education, the school trustees, is too involved in administration. Political involvement heightens communication breakdown, intensifies territoriality problems, obfuscates rule delineation and increases time problems. As one respondent put it: "The politicians keep the system in a state of confusion. Their involvement is such that everyone is running around trying to do a job that he's not really sure he should be doing." Another stated: "Political priorities always seem to come first. When do we get time to do the things we think are important?" The role of the trustees must be sorted out before there can be consensus as to what is the Area Office's role."

Another aspect of trustee involvement is in the area of curriculum, normally considered the preserve of the professionals and is highlighted in this passage from Jaffary's study (1975).

²⁶ See interview with Mr. Molyneux, principal of Castle Frank High School, Appendix B1.

²⁷Jaffary K.D. (1975) p29

"There is a sense in which Toronto's weakness in Science and Social Studies can be traced to board policies emphasising Language and Mathematics. If a trustee is elected on commitments to stress language in schools, then that is just what he is going to do. That is precisely what the democratic process is all about. The board is going to make curriculum decisions." p41.

The Secondary/Post Secondary Interface Studies

The apparent swing towards progressivism as evidenced by the abolition of province-wide examinations, some decentralisation of the curriculum and the introduction of the credit system in Ontario secondary schools gave rise to considerable public disquiet. The two ministries concerned with education, the Ministry of Education and the Ministry of Colleges and Universities, embarked on a joint review of policies in 1975. The review resulted in three investigative projects being undertaken:

- Project I: Roles and Responsibilities of the Secondary and Post Secondary Institutions
- Project II: Nature of Students at the Interface
- Project III: Nature of Programs at the Interface

The first study involved a number of opinion surveys. It identified the concerns held by all the groups surveyed (secondary teachers, Colleges of applied Arts and Technology faculty, University faculty and the general public). There was a general agreement across all groups that there had been a deterioration in the secondary schools success in achieving their major goals of first language skills, problem-solving skills and fostering positive attitudes towards learning. The reasons most frequently given for this deterioration were the reduced emphasis on first language skills and mathematics, the weakness of the credit system, the lowering of scholastic standards, the lack of uniform standards (inter-school comparability) and the lack of uniform curriculum content. There was also agreement that Grade 13 should be retained, that there should be a

compulsory core curriculum in the secondary schools (with general agreement on the content of that core) and that standardised achievements and methods of assessing students' proficiency should be introduced. There was a strong opinion expressed for some form of standardised external assessment of students gaining diplomas (especially the honours diploma at the end of Grade 13) to supplement the teachers' assessment²⁸.

The second project, investigating the nature of the students passing through the interface, found that sufficient discrepancy existed in the marks awarded by different schools for universities to have difficulty in making accurate decisions about who to accept into programmes where there was competitive entry. It also found that standards appear to have remained stable²⁹ and that raw secondary school marks were just as accurate in predicting success in university as were the old Departmental Examinations.

The third project, investigating the continuity and diversity of courses offered on both sides of the interface, found that, in general, subject coordination across institutions and across institutional levels at the interface is almost non-existent. Since the abolition of the Departmental Examinations, the tertiary institutions have altered their admission criteria a number of times. Grade 13 English was dropped as a prerequisite by many universities in 1974 but recently reinstated by a number of them. The trend has been to be more specific in prescribing Grade 13 courses necessary for entry.

One surprising finding of the third project was that there had been a

²⁸ There was some evidence that marks awarded by teachers for the diplomas had been steadily increasing. This mark inflation has been attributed to the reliance of the universities on the teacher-awarded percentage marks to decide on admission to tertiary faculties. The same perception persists today - see interviews with Mr. Adamson (Upper Canada College) and Mr. Wells (Jarvis Collegiate Institute) Appendices B4 and B2 respectively.

²⁹ There had been a dramatic drop in the standards achieved in secondary school physics but this was attributed to the dramatic reduction in tuition time allocated to physics with the standardisation of subject time allocations to 110-120 hours.

decline in the holding power of secondary schools up to the year 4 level since the introduction of the credit system. This may be attributable to the lack of any mark inflation in the general level courses up to and including grade 12 in the face of such inflation in the advanced level courses at grades 12 and 13. In other words, those not needing higher marks to be admitted to tertiary institutions were being assessed against a more demanding yardstick and possibly, seeing little to be gained by staying for their Grade 12 year, were dropping out.

The interproject analysis reported in the published summary of the Interface Study (Russell et al 1977) quotes the findings of W.G. Fleming's seven-volume Ontario's Educative Society and makes the following observations.

"The change between the 1945-46 year school year and the 1971-72 school year is from 120,000 to 575,000 (students). This is a five-fold increase in gross numbers of students and a change in the proportion of secondary school-aged students from about 40% to about 80% of all potential students. About half of our current secondary school students would not have been students at all 15 years ago. The schools have been required to cope with increased numbers of the type of student they have traditionally served and as well they have had to provide service - and perhaps, a new kind of service - to as many students again, who, in the past, would not have expected the service at all. There have been profound ramifications to this change, the first and most obvious of which has been the cost to the community, and the second, the change in what can reasonably expected of the average student."³⁰

The interface projects highlighted the fact that the band-aid changes of the seventies are not appropriate and that some students have been subjected to

³⁰ Russell H.H. et al. (1977) p111

major educational changes for five consecutive years. The project team claimed that a comprehensive, systematically designed plan with precise long-term goals was necessary.

In response to the Interface Study Reports the Council of Ontario Universities (COU) set up a committee to draft a response³¹. In this response, the universities reaffirmed their belief that Grade 13 was essentially a preparatory year for university study (p48) and that a province-wide evaluation system was imperative (p49).

"However, if all this³² does not transpire, the committee recommends that Ontario universities collectively develop and use examinations for university entrance. We say so reluctantly, because ... above all, it would signal a failure of the cooperative efforts of the two levels of education to resolve this problem." (p37)

It is interesting to note that a study³³, quoted in the SERP Discussion paper (see later) suggested that Grade 12 students from other provinces fared as well in Ontario universities as Ontario's Grade 13 graduates. An additional fact, mentioned by those suggesting that the Grade 13 be abolished, was that some Grade 13 students reached 19 years of age during their last year; an age more appropriate to the tertiary environment than secondary.

³¹ Special Committee on the Interface Study (1977) Constructive Partnership: A University Perspective. Council of Ontario Universities: Toronto.

³² standardisation of core curriculum content, province-wide evaluation and access of the universities to the results

³³ King A.J.C. (1982) Achievement of Ontario Grade 13 students in University Toronto: Ministry of Education, Ontario

Collective Agreements

During the 1970s there was a marked increase in teachers' efforts to negotiate their working conditions. They achieved the right to conduct these negotiations directly with their school boards with the passing of regulation 704 in 1978 and "Bill 100" An Act Respecting the Negotiation of Collective Agreements. They also gained the right to strike.

The local branch of the Ontario Secondary School Teachers' Federation (OSSTF) negotiated a collective agreement with the Metropolitan Toronto Schools Board which specified minimum numbers of consecutive periods teachers were to be required to teach, numbers of non-contact periods, schools' pupil/teacher ratios and recommended class size maxima according to difficulty level, and redundancy procedures and salary scales. This agreement is now re-negotiated annually.

Regulations Governing Teacher Qualifications

The provincial government's regulations regarding teacher qualifications and certification were refined during the 1970s so that not only were the requirements to gain certification specified, but also each teacher's area of specialisation. The government's regulations (704/78) limited the number of classes teachers can be allocated outside their area of specialisation.³⁴

Declining Enrolments

Throughout the western world the cohort following the "baby-boomers" were due to start entering secondary schools in the 1980s. In New Zealand, the falling secondary rolls anticipated, due to a falling birthrate a decade or so earlier, was partially compensated for by the increased retention of senior secondary students due to increasing youth unemployment, and the adoption of programmes more appropriate to those who in earlier times would have dropped-

³⁴ Davis & Ryan (1980) p181

out of secondary school. In Toronto, the secondary system had already expanded to accommodate a reduced dropout rate. Consequently, the passing of the baby-boomers from the secondary system in Toronto was going to be the cause of some retrenchment in secondary education.

Constraints on Secondary Programmes

The end of the seventies and onset of the eighties saw the coincidence of a number of factors which together would produce major stresses on the secondary schools, not only in Toronto, but in all of Ontario. The public's reservations about the credit system, the professional concerns of university and CAAT faculty about the curricular and evaluative autonomy of the secondary schools, the reduced retention rate of senior secondary school programmes, all identified by the interface studies, suggested the need for a major rethink of the system.

Further constraints were placed on the system by new departmental regulations and the new collective agreements negotiated between boards and teacher bodies. The collective impact of all of these factors was the subject of Davis & Ryans 1980 study³⁵. They identified yet other exacerbating features of past customs and policies. The need to offer compulsory subjects at anything up to four levels of difficulty reduced principal's programme flexibility. In the time of expanding programmes the schools were seeking subject specialists but now with the new government regulations, redundancy agreements, and falling rolls, they were losing specialists arbitrarily (last on, first off) and those who remained were not permitted to teach, more than a limited amount, outside their own areas of specialisation. This restricted, drastically, in some cases, the range of programmes principals could offer. A restricted programme in one school could see the shift of a large body of students to a neighbouring school exacerbating an already difficult situation.

"The current expectations require a school organisation

³⁵ Davis & Ryan (1980)

capable of providing an array of courses at different levels of difficulty in order to accommodate various levels of ability. Moreover, these courses are provided in four different areas of study and must include nine required courses."

"In the recent past, school administrators have also been called upon to adjust to staffing formulae and other restrictions specified in collective agreements. For small high schools, and especially for those in isolated communities, these continuous challenges have posed enormous difficulties."

"Secondary schools, during the decade of the 1980's, not only must meet new requirements set by government and the ministry in response to changes in societal expectations and concerns and adjust to staffing and workload formulae that are negotiated, but the schools must also cope with a factor that exacerbates the impact of the others - that of declining enrolments." [Davis & Ryan (1980) P1.]

And that decline was predicted to be between 18 and 20% of the province's secondary school population during the 1980s.³⁶

The stage was set for another major review of the secondary education. It came in the form of the Secondary Education Review Project (SERP).

³⁶ Davis & Ryan (1980) p 201 quoting Rideout E.B., Murray J.S. Sylvester C. & Harris M. Educational, Social and Financial Implications to school Boards of declining Enrolments. Toronto: Ontario Ministry of education (1977).

PART IV

EDUCATIONAL POLICY DEVELOPMENT

Precipitating Factors

During the first four years of the 1980s Toronto would see a major educational review conducted, the adoption by the government of many of the recommendations arising from the review and their implementation by the boards and principals and teachers. The whole exercise provides an interesting example of the development and implementation of a comprehensive piece of social policy. The policy development process provides an interesting comparison with that witnessed in New Zealand commencing with that of the Committee of Inquiry into Curriculum, Assessment, and Qualifications in Forms 5 to 7 and that of the Committee to Review the Curriculum of Schools¹ and ending with the Ministerial response to the Picot Report, Tomorrow's Schools. A thorough review of the SERP process was conducted by Leithwood et al in their 1987 report. This section draws heavily on their report in addition to those published during and in response to the project.

The general public were concerned that the outputs of the secondary education system were not what they could or should be. Both employers and university faculty were critical of the skills exhibited by those leaving secondary schools, especially in terms of their reading and writing abilities. While the universities' definition of basic literacy skills would differ from that of the general public, the fact that this criticism came from such an authoritative body, and that it apparently coincided with the employers' dissatisfaction with school leavers' spelling abilities, the public perceived the schools to be failing in this, their most basic of mandates.²

The schools were also seen to be failing to fulfil the socialisation functions

¹ Both were established in November 1984 - just as OSIS was being implemented into the secondary schools in Ontario.

² Leithwood et al (1987) p14

delegated to them by the parents. School leavers appeared to lack discipline, they were not punctual, nor committed to work, they were not polite nor showed due deference to adults nor appropriate respect for the rights and property of others.³ Discipline was the major public concern with schools. Most people saw the schools as being too permissive.⁴

While there was considerable agreement on what schools were not teaching, there was considerable confusion about what they should be teaching; about what constituted basic knowledge and skills, the knowledge and skills required by those leaving school to become (or to be trained to become) skilled workers. The universities were frustrated by the range of knowledge and experiences they could expect from entrants from different schools, and were calling for a standard core to the secondary curriculum.

There was also a perception by many members of the public that the schools were in some way responsible for the rising youth unemployment. This idea was reinforced by the continuing government programmes of recruiting skilled workers from other countries.

Even those within the secondary system had serious concerns. They arose primarily from the lack of appropriate courses for the students operating at the "general level". The courses which were introduced a decade earlier with the start of the credit system, were losing their relevance to the post-secondary employment opportunities of the 1980s. A research study⁵ reported that since the introduction of the Credit system, there had been less SSGDs awarded, more failures and more dropouts. The report concluded that the credit system had benefitted the good students but left the general level students less well prepared

³ Leithwood et al (1987) p15

⁴ Livingstone, D.W. & Hart D.J. Public Attitudes Toward Education in Ontario 1980: Third OISE Survey Informal Series/15 Toronto: OISE Press 1980. Quoted by Leithwood et al p15.

⁵ King A.J.C. (1980) Holding Power Toronto: OSSTF. quoted by Leithwood et al p16

for community colleges or employment. Some teachers were also concerned about the widespread variation in the standards between schools both in what was taught and in how students' progress was evaluated.

While these perceptions added to the pressure of the Interface studies, the increasing constraints being placed on the flexibility of the schools and the impending enrolment decline, there were a number of precipitating factors that lead to the minister's decision to embark on a major review. Firstly, it was time for one. A new minister had just been appointed and it was a decade since the introduction of the credit system and, to the minister's surprise, a major review had not preceded its introduction. Secondly, the ministerial advisory committee, charged with the responsibility of producing the Circular HS1 was preparing to recommend policy changes for the 1982-84 edition but were finding it difficult as an education body to deal with the political and philosophical issues confronting them.

The decision was made early in 1980 to conduct a major review. The HS1 Advisory Committee was shelved and it was decided that the ministry would prepare and release the HS1 Circular on a year by year basis. The very senior levels of the Ministry were responsible for designing the format of the project which was approved by the Minister and set in motion with the appointment of the Chairman, Duncan Green, on the April 1 1980.

The Format of the Secondary Education Research Project (SERP)

SERP decision making structures consisted of :

1. The Chairman of the Project

2. A Secretariat

Consisting of the project chairman and four ministry officials. Its role was to facilitate and direct the operation of the project.

3. A Steering Committee

This consisted of the Secretariat with an additional fourteen members drawn from educational & non-educational groups. The role of the Steering Committee was to gather data and then write the Assessment Report which would identify the major issues. This was to be completed in time for a symposium [intended as a quasi validation process] which would discuss the Assessment Report and papers presented on it⁶.

4. An Evaluation Committee

This comprised fourteen members, again drawn from groups of educators and non-educators. It had the task of reviewing the Assessment Report and, in conjunction with the Steering Committee, writing an Evaluation Report⁷.

5. A Reaction Committee

This committee had eighteen members, all non-educators. Their task was to review both the Assessment Report and the Evaluation Report and then provide their reaction to the issues identified in the

⁶ The Assessment Report was not ready in time for the symposium. It described the existing conditions and issues to be resolved and proposed a number of possible policy directions.

⁷ Their report which was supposed to provide an evaluation of the Assessment Report, in the end, consisted of little more than the Evaluation Committee's response to each "possible direction". They also added a few of their own.

Assessment Report and the directions proposed in both reports. They were to examine contemporary and futures data to prepare an additional section on the Goals of Secondary Education. Then, in consultation with the steering committee, they were to prepare the Reaction Report⁸.

6. A Design Committee

Fourteen professional educators made up this committee. Their task was to review the reports of the three earlier committees, and, accepting the other committees' decisions, make recommendations on their implementation in the form of a white paper. It was anticipated that professional educators' knowledge of the operating systems would enable them to produce workable solutions. The Discussion Paper would be published and widely distributed.⁹ Submissions would be sought from the public and then the Steering and Design Committees would review the submissions and write the Final Report.

The Discussion Paper contained 101 recommendations. The report was published in a special edition of Education Ontario a tabloid newspaper produced by the ministry and widely distributed. Submissions were invited and over 2,400 submissions as well as around 2,000 signed form letters or petitions were received. The Secretariat summarised the submissions and the Steering Committee, without the help of the Design Committee, wrote the Final Report submitting it to the Minister on November 1 1982, just ten months behind schedule.

⁸ The Reaction Committee did respond to the two earlier reports and provided detailed explanations for its agreement or disagreement with the proposed directions. However, it did not examine any contemporary or futures data, nor did it write a section on the Goals of Secondary Education.

⁹ However, the design committee members were not inclined to accept the decisions of the other committees. In the end, the Steering Committee wrote the Discussion Paper based on their knowledge of the other committees' work and after discussions with the Design Committee.

The Goals of Secondary Education

In the absence of the section on goals, the secretariat had each committee rank a set of possible goals of secondary education. These rankings were published in the Discussion Paper and Final Report. However, the Ministry in its publications at the time and all subsequent publications has not listed them in that order stating that the list did not reflect any hierarchical order and suggesting that the SERP committees had little effect in establishing any priorities for goals in education.

The Committees were fairly similar in their rankings¹⁰:

The Development of:

1. Basic knowledge and skills
2. Awareness of learning
3. Resourcefulness
4. Skills and attitudes for world of work
5. Skills for self reliance
6. Respect for cultural groups
7. Self-worth
8. Respect for environment
9. Personal responsibility towards society
10. Physical fitness
11. Artistic expression
12. Moral development

Leithwood et al (1987, pp41-43) commented on the major role played by the Secretariat (the Chairman and the four ministry officials). They, in actual fact, gathered and summarised the data which was presented to the Steering Committee, so that they played a major role in raising and defining the issues

¹⁰ Some of these overlap, but there was a good consensus on the ranking of the first four and of the last one.

that would be discussed by the subsequent committees. It was also the Secretariat, during the validation phase of the project, who summarised the submissions received from the public and interest groups. Thus their interpretations of the responses and their assessment of the significance of each became crucial to the final outcome of the project. For some of the major issues, like the continuation of Grade 13, public opinion was evenly divided. The influence of the Secretariat on such issues was obviously important to the outcome.

The abolition of Grade 13 was one of the recommendations of the Final Report which did not make it through to becoming policy. The SERP recommendation was for the advanced level courses to be re-written so that students could achieve the same academic standards over four years of secondary education (Grades 9-12) as they were currently achieving over five years. The Council of Ontario Universities' (COU) response¹¹ to this recommendation obviously swayed the Minister to modify this recommendation. Their major argument was not whether it was possible for university entrants to achieve this standard in four years, but whether the government was prepared to fund the large, temporary dislocation that would occur in terms of university staff, buildings and other resources that would be necessary to accommodate the double cohort of students entering the tertiary system at the transition.

¹¹ Council of Ontario Universities (1982) "A Brief to the Minister of Education and Universities in Response to the Report of the Secondary Education Review Project". Toronto: Feb 1982.

The Secondary School Programme for 1984 and Beyond

The Ministry's policy response came, firstly, in the form of a report The Renewal of Secondary Education in Ontario : Response to the Report of the Secondary Education Review Project published in November 1982. It was released to schools and the public in June 1983 in the form of the circular which was to replace the old Circular HS1. The new circular, Ontario Schools: Intermediate and Senior Divisions (Grades 7-12/OACs): Program and Diploma Requirements, 1984, which became known as "OSIS" described the structure of the secondary curriculum for students entering Grade 9 in 1984 and the new diploma requirements. This gave the schools twelve months preparation time for its implementation. The second issue of Circular OSIS did not come until 1989 and contained very few amendments¹². Thus the description that follows of the curriculum structure and secondary school diploma requirements is that which started in 1984 and still exists today (1989-90 school year.)

¹² Most of the amendments involved the removal of provisions regarding the transition from the previous credit system to the new system, or to achieve compatibility with intervening legislation concerned with aspects other than the curriculum or diploma requirements. Its noteworthy that at the commencement of the 1989-90 school year all secondary students would be studying under the OSIS structure.

Diploma Requirements

The two diplomas (SSGD and SSHGD) were replaced by a single, 30-credit diploma called the Ontario Secondary School Diploma (OSSD). Each credit still represented 110 hours of scheduled school time but there was an increase in the number of compulsory credits to sixteen which included:

English (including 2 from the senior division ¹³)	5	
Mathematics	2	
Science		2
French		1
Geography		1
History		1
Social sciences	1	
Physical and Health education	1	
Arts		1
Business or Technological Studies	1	
		<hr/>
		16

No further restriction on student choice was imposed and students had the option of studying all credit courses at one of three levels of difficulty: Basic, General and Advanced¹⁴.

The Levels of Difficulty

This was a feature of the old system but the number of levels of difficulty had increased to five with the passing of Bill 82¹⁵. The new requirements

¹³ Senior Division is defined Grades 11, 12, and OAC.
Intermediate division includes Grades 7-10 and the
Junior division is Grades 1-6.

¹⁴ This process is what the public in Toronto call "streaming".

¹⁵ This bill was concerned with Special Education and required school boards to provide school programs appropriate to all the school-aged children, including the trainable retarded

specified just three levels and defined the objectives of each level.

"General-level courses will be designed to prepare students for citizenship, for employment, for continuous learning and for enjoyment and the practice of the arts."

"Basic-level courses will be designed to focus on the development of fundamental, personal skills, especially those involving communication."

"Advanced-level courses may integrate elements of all these things but must focus on the preparation of students for successful post-secondary studies."¹⁶

Grade 13

A compromise was achieved in the decision to retain Grade 13 but to alter its status. The Grade 13 courses were to be redesigned, in close consultation with the universities and colleges, to become prescriptive, provincially uniform "Ontario Academic Courses" (OACs) which will provide common university entrance courses across the province. The compromise came in the decision to allow students to count OAC courses towards their diploma so that the more able secondary students could complete their diploma and OAC courses in four years substituting the necessary OAC courses for Grade 12 courses in their fourth year. Other tertiary entrants were expected to study the OAC courses at the completion of their OSSD taking something like four and a half years¹⁷, while

and the academically gifted. As a result boards had added "Modified Basic" level courses and "Enriched Advanced" courses to the possible repertoire that schools could offer.

¹⁶ The Renewal of Secondary Education in Ontario 1982 pp16-17

¹⁷ Something like 60% of Ontario schools have adopted a semester system so that credits and OACs may be completed in half years. Most of the Universities operate a semestered system with dual entry times (Fall and Spring) as well as offering some

others may require the full five years to complete both the diploma and the OAC courses.

"It is expected that more and more students, by 1990, will complete their secondary school programmes in four years, but that must evolve rather than be commanded. For now students seeking to enter university will have to determine whether they will want to plan their secondary school studies for four, four and a half or five years. The curriculum of Ontario will be designed to support such changes, through carefully planned processes of renewal."¹⁸

Provincial Certificate of Education

For students not remaining at school for the four years necessary to complete their OSSD, a Provincial Certificate was made available which required the completion of 14 credits (two years full time study for most students) including 6 compulsory credits distributed as follows:¹⁹

- 2 credits in English
- 1 credit in mathematics
- 1 credit in science
- 1 credit in Canadian Geography of Canadian History
- 1 credit in physical and health education

degree courses in special summer holiday programmes.

¹⁸ Renewal of Secondary Education in Ontario (1982) p19

¹⁹ Principals were given a discretionary power to reduce the number of compulsory credits for "exceptional pupils".

Curriculum Guidelines

The programs and courses prepared in the schools or by the school boards had to be developed from the Curriculum Guidelines specified by the Ministry. Non-guideline courses were permissible, but Ministry permission had to be granted before they could be counted as credits towards the OSSD.

Each curriculum guideline was directed by a small management team composed of ministry personnel from the Curriculum Development Division (CDD) usually including a subject specialist seconded to the ministry for one or two years. This team consulted with an advisory committee which included representatives from universities and colleges on matters such as design and content. The management team selected the writers of each section and then distributed the draft guideline to about fifty educators knowledgeable in the area for validation.²⁰

The OAC guidelines were more rigorously defined. All co-requisite and pre-requisite courses for each OAC were defined by the ministry in the guidelines for the course. It was decided that one Senior Division Advanced-level course would be specified as a pre-requisite for each subject, usually the Grade 11 course in that subject. Each guideline was to provide both an academic or intellectual basis and some practical or applied aspects. The core content was to form 80% of the course and both core and optional material must be assessed in determining the students' final marks.²¹

Each guideline was also to provide "clear, consistent statements"²² of the Ministry's expectations in each subject, as well as across the entire program for things such as career planning, computer-use, credit allocations, language use, life skills, multiculturalism, pre-requisites, safety, sex-equity and staff development.

²⁰ Leithwood et al (1987) p57

²¹Leithwood et al. (1987) p71

²² Renewal of Secondary Education in Ontario (1982) p30

The Circular OSIS also specified which guidelines fulfilled the requirements of the compulsory credits for the OSSD. An example of the structure of the guidelines available in the subject area of science, Appendix __ contains the "Authorised Science Guideline Courses, Intermediate and Senior Division."

The guidelines also provide information regarding appropriate time allocations²³ and assessment activities. For example, under "Evaluation of Student Achievement" prefacing all science guidelines, the following is found:

"The evaluation of student achievement in all Intermediate and Senior Division science courses must include certain components as follows:

- laboratory activities and reportsat least 15%
- and in addition for the OACs:
- independent study.....at least 10%
- one or more formal examinations²⁴.....30% to 40%"

There is an implicit expectation that formal examinations while not compulsory for courses other than OACs, will form a part of all secondary students' summative assessment. In the Ministerial regulations pertaining to number of days a school must be open it states: "A board may designate up to

²³ For example : Chemistry, Grade 11, Advanced Level

<u>Core Units of Study</u>	<u>Time Allocations</u>
1. Matter	8h
2. Elements and Chemical Bonding	20h
3. Gases	15h
4. Chemical Reactions	25h
5. Chemical-Reaction Calculations	13h
6. Solutions	20h
7. Industry and Society	9h
	<u>110h</u>

²⁴ This is in line with the requirement in Circular OSIS 1989 that "Every student taking an OAC shall take at least one formal exam in that OAC" (p17) which was not part of the original Circular OSIS 1984.

fifteen instructional days as examination days."²⁵ This requirement was retained as the subject of one of the SERP recommendations and was accepted by the Minister.

The Ontario Assessment Item Pool (OAIP)

Preceding the SERP project, the Ministry had embarked upon a programme of developing a bank of assessment items for the curriculum guidelines then in existence. The Review of Secondary Education in Ontario policy statement re-dedicated the Ministry to completing this task and to maintaining its currency (pp40-41). The goals of the programme could be summarised in four ways.

1. To assist teachers in interpreting the curriculum goals in terms of student abilities;
2. To assist teachers in compiling appropriate assessment instruments to evaluate courses and student achievement;
3. To go some way towards meeting the demands of the universities for province-wide uniform assessment of school leavers aspiring to enter university.
4. To provide a stable bank of items which may be selected randomly and administered to populations of students to provide evidence of standards in Advanced-level courses for future benchmark studies to reassure the public on the maintenance or otherwise of current educational standards.

The universities in their submission on the recommendations had requested standardised achievement tests in English and Mathematics across the province for all university entrants. Nevertheless, they pledged their support for the OAIP.

²⁵ Ontario Regulation 822/82 s.3 ss(1)

The Ontario Student Transcript (OST)

This uniform method of recording students' progress was adopted throughout Ontario as a result of the passing of Ontario Regulation 271 in 1980. The regulation²⁶ remains in force today and the maintenance of the transcript for all students at Ontario secondary schools remains mandatory. The regulation requires that the details of each credit awarded be recorded on the students' transcripts together with the ministry code for the specific curriculum guideline course and the percentage mark awarded.²⁷

School Atmosphere and Discipline

The policy document outlined three initiatives in its attempt to address the oft-mentioned concerns of educators and the general public regarding discipline and socialisation of secondary students. Firstly, schools were required to develop and publish to students and their parents a "code of student behaviour" which would emphasise a sense of self-worth and self-discipline and also state realistic and effective consequences for failure to live up to it. Secondly, the Circular OSIS would have a section stressing the importance of regular attendance as a key element in achieving a secondary school diploma. The section (p35) while explaining the importance of regular attendance and recommending specific strategies to be adopted by schools, falls short of specifying any attendance criteria as a prerequisite to gaining a credit in a subject.

The third level at which the Ministry proposed assisting schools was the setting up a small team of experienced school administrators to produce a

²⁶ As amended by O.Reg. 380/86 in 1986.

²⁷ Circular OSIS 1984 states that "Either percentages or code letters are acceptable methods of reporting student achievement on report cards. However, only percentages are permitted on the Ontario Student transcript." p20

document describing the authority available in law and the processes which should be followed to ensure effective discipline. It would also outline the Ministry's expectations regarding discipline in secondary schools.

School Course Calendars

One final obligation imposed upon schools by the Renewal of Secondary Education in Ontario report was their preparation and distribution, in sufficient time to allow students and parents to examine the alternatives and make judicial decisions, of a school Course Calendar. The following had to be included in a course calendar:²⁸

- " - **the objectives of the school**
- **a list of available courses with an appropriate and precise description of each**
- **an explanation of the course coding system**
- **a list of the compulsory credits required to obtain an OSSD**
- **information regarding the levels of difficulty**
- **diploma requirements, including the definition of a credit**
- **a clear indication of the prerequisites for certain courses**
- **reference to the school's commitment to equal educational opportunity**
- **the school's expectations regarding students' responsibilities, achievement and attendance**
- **information on the services provided through the school guidance programme**
- **a description of available community- and school-related packages**
- **essential information on evaluation and examination policies**
- **a description of the Ontario Student Transcript and an explanation of its purpose**
- **statements relating to the special provisions available to exceptional pupils**

²⁸ The similarity to the School Charter of Tomorrow's Schools will not be lost on New Zealand educators.

- information about Cooperative Education and Linkage programmes where available
- a statement addressed to parents informing them that detailed courses of study are available at the school for their perusal
- the school's policy governing course transfers during the year
- the following sentence: "The courses offered by this school have been developed according to the requirements of the Ontario Ministry of Education."

Circular OSIS 1984 p20.

Private Schools

The Secondary Education Review Project made only brief mention of private schools. In the Discussion Paper there was a recommendation that Grade 9 and 10 students in separate schools should be classified as secondary students for all purposes including funding and that in return, separate schools be required to share facilities - in particular technical facilities, expensive to duplicate²⁹. The project also recommended increasing the inspectorial role of the Ministry to private schools by evaluating all aspects of the schools' programmes and also providing to them, at cost, the same advisory services available to public schools³⁰.

The Minister responded to the separate schools issue by separating it from the other recommendations and stating that the governments decisions will be communicated in a different forum³¹. Recommendation 87 was dropped from the Final Report and so received no comment from the Minister. However, it was picked up by the Council of Ontario Universities in their brief to the minister. Their concern was that a number of commercially oriented private schools had sprung up , for the most part, to prepare foreign students to enter post-

²⁹ Recommendations 98 - 101

³⁰ Recommendation 87

³¹ Renewal of Secondary Education in Ontario (1982) p43

secondary institutions in Ontario.

"In our view, the present system of registering private schools is clearly inadequate to the task of providing assurance that appropriate standards for the achievement of an Ontario Diploma are met in this kind of school.We expressed the hope that there would be an early affirmative decision on this matter, by the Ministry, and that a clear, strong set of regulations would result." ³²

In the Final Report Recommendation 96 called for a further Ministry study of the role of the private schools in Ontario and the role of the ministry in respect to such schools. In June of 1984 the Premier of Ontario, W. G. Davis, stated in the legislature that the province would extend funding to the separate schools for students in Grades 11, 12 and 13 to be started in 1984 and completed in 1987. In the same statement, he gave notice that he would set up a Commission on Private Schools in Ontario with B.J. Shapiro as Commissioner. The report of that commission was published in 1985³³.

³² Council of Ontario Universities (1982) pp17-18

³³ Shapiro B.J. (1985)

PART V

THE ADMINISTRATION OF SECONDARY EDUCATION IN TORONTO

The Ministry of Education

The powers and responsibilities of the Minister of Education with respect to secondary education in Ontario are specified by the Ontario legislature in the Education Act (1980). The ways in which the Minister has seen fit to exercise those powers and discharge the responsibilities are to be found in the Ontario Regulations made under the Education Act, and in numerous circulars and memoranda distributed to Ministry employees, School Boards and teachers.

The Curriculum

The Act permits the minister to name any diplomas and certificates that are to be granted to pupils and prescribe the conditions under which they are to be awarded, to prescribe the courses of study that will be taught and to issue curriculum guidelines under which such courses will be developed.³⁴ The Minister may also establish procedures for the approval of books and other learning materials in schools, may select and approve text-books and may publish lists of approved text-books, reference and library books³⁵. Circular OSIS 1989, Circular 14: Textbooks³⁶ and the Curriculum Guidelines, described above, is the current expression of the Minister's powers under this section.

³⁴ Education Act (1980) Part I Sec.8(1)(a) - (c)

³⁵ Education Act (1980) Part I Sec.8(1)(d) - (g)

³⁶ Circular 14: Textbooks is now published in two sections (14a & 14b). 14a is published annually and is released in June and 14b serves as an update containing those books approved between June and December and is released in January each year.

School Attendance

The Act makes it compulsory, for all children, to attend elementary or secondary school from first school day in September following their sixth birthday until the last school day in June following their sixteenth birthday. Children receiving satisfactory tuition at home, living beyond 3.2 kilometres from the nearest school where the school board does not provide transport, or who are sick are exempted from compulsory attendance³⁷.

Thus, in the main, children will turn 7 during their Grade 1 year, 15 during their Grade 9 year (the first year secondary), 16 during their Grade 10 year (the last year of compulsory schooling), 18 during their Grade 12 year and if they enrol in their OACs in their fifth year of secondary, they will turn 19 during their last year of secondary school.³⁸

If their parents are separate school supporters, i.e., they direct the educational portion of the municipal taxes on their residence to be paid to the Metropolitan Separate Schools Board, then the Metropolitan Toronto Separate School board is obliged to accept their enrolment as above. If their parents are public school supporters, i.e., they have not directed the educational portion of the municipal taxes on their residence to the local Separate School Board, then

³⁷ Being blind, deaf or mentally handicapped is not in itself cause for exemption from compulsory attendance. To be so exempted on such grounds, a committee set up by the school board consisting of a supervisory officer, a principal and a doctor must certify that the pupil is unable to profit by the instruction offered by the board and is therefore deemed a "hard to serve pupil". In these cases the board must assist the parents/guardians to find a suitable placement and reimburse the parents for any costs in achieving this placement. (Education Act 1980 Part II Sec. 34)

³⁸ Preceding the Grade 1 year, a number of school boards offer two years of kindergarten (JK - Junior Kindergarten and SK - Senior Kindergarten). These classes are usually run in classrooms in the elementary schools and are administered by the principal of the elementary school. The JK classes run for a half day only, but there is little to distinguish SK from any other class within the school other than the students' attendance is not compulsory.

the Board of Education for the City of Toronto is obliged to accept their enrolment.

Compulsory school attendance is enforced by the Provincial School Attendance Counsellor who is appointed by the Lieutenant Governor in Council. He is assisted by the school attendance counsellors that each school board is obliged, under the Act, to appoint. Each board must appoint at least one such counsellor. The responsibilities and powers of these counsellors are specified in the Act (Part II s.24).

Funding of Schools

Part I, Sec. 10 ss 3. empowers the minister to make regulations regarding the apportionment and distribution of moneys appropriated or raised by the Legislature for educational purposes. The Minister has made a number of regulations regarding this.³⁹ A more readable account is provided in a publication produced by the Ministry of Education.⁴⁰ There are two principles behind the basic method of education funding in Ontario:

**"equity of resources for all school boards, and
"equity of tax burden"⁴¹.**

Basic Per Pupil Block Grant

³⁹ Ontario Reg. 155/89 General Legislative Grants 1989
Ontario Reg. 156/89 Apportionment 1989 Requisitions
Ontario Reg. 157/89 Calculation of fees for Pupils, 1989
Ontario Reg. 158/89 Payment transfer between Coterminous Boards 1989
Ontario Reg. 102/87 Conditions for Extending Funding
Ontario Reg. 127/85 As amended by
Ontario Reg. 113/86 Calculation of Average Daily Enrolment

⁴⁰ Ministry of Education (1989) Education Funding in Ontario The General Legislative Grants Regulations, 1989, including "A Description of the Education Funding Model".

⁴¹ Ministry of Education (1989) Education Funding in Ontario The General Legislative Grants Regulations, 1989, including "A Description of the Education Funding Model". p8.

The Provincial Government assesses the value of the property within the jurisdiction of each school board from which the school board can expect to raise taxes. This is called the Board's Equalised Assessment. This assessed value is not necessarily a market value, but it is deemed to recognise the ability of the owners to pay municipal taxes compared with the owners of taxable property elsewhere in the province.

Each year, the provincial government sets the "Equalized Provincial Mill Rate" which, when multiplied by the Board's Equalized Assessment/1,000, produces the figure for the number of dollars the board will have to contribute to the education of the children within their jurisdiction.⁴² The mill rate is the same for every board in the province so that the higher the Board's equalized assessment, or, the more valuable the property within the board's jurisdiction, the greater will be the total amount of money the board will have to raise. It is through this mechanism that the principal of equity of tax burden is sought.

It is obvious that the value of the property within the board's jurisdiction is not necessarily related to the number of students, for whom the board must provide educational services. The other principle, equity of resources for all boards, is sought through another mechanism, the Provincial Grant. The Ministry of Education sets, each year, the "Recognised Ordinary Expenditure" which is what the ministry determines will be the total per pupil cost of education for the province⁴³. Applying the ROE to the enrolment figures for a board provides the total, provincially-guaranteed budget for the board.

⁴² For example, if a Board's Equalised Assessment were one million dollars, and the Government set the Equalized Provincial Mill Rate at \$5.00 (per \$1,000 of Equalized Assessment), then the government would be expecting that board to contribute :

$$5.00 \times 1,000,000/1,000 = \$5,000$$

towards the education of the children within their jurisdiction.

⁴³ In 1989 the Recognised Ordinary Expenditure (ROE) was:
\$4,122 per secondary student, and
\$3,235 per elementary student.

The difference between the board's contribution to this total budget (that derived from the municipal taxes through the application of the mill rate to the board's equalized assessment) and the total budget (derived from the annual per pupil cost and the enrolment) is provided by the Provincial Government and is called the "Provincial Grant". Thus school boards serving a large student population drawn from an area where property assessments and, consequently, local taxation, is low, will receive large Provincial Grants. School Boards serving fewer students but the beneficiaries of high tax receipts will receive very little in the way of a Provincial Grant.

Board Specific Grants

The system described so far, ensures that each board will receive the same amount of money per student enrolled. Only the ratio, of local taxes to provincial grant, will vary, according to the density of the school-aged population and the relative value of the property assessments. However, equality of funds per student does not ensure "equity of resources". Small boards, isolated boards or boards whose students have special needs, can only approach equity of resources through additional funding. To this end, the Ministry provides "Board Specific Grants". There are a number of categories for these grants, each with its own criteria for identifying those boards which should receive the additional funding. Some examples are:

1. French as a First Language Grant (\$28.6 million in 1989)

Under the Education Act, boards are required to provide instruction in the language of French to any pupil who meets the definition of a "French-speaking Person" and exercises his/her right to receive instruction in French. This finding is to facilitate the provision of French-immersion programmes in otherwise English language schools and/or French-language schools.

2. Small Schools Grant (\$24.4 million in 1989)

This grant is intended to offset the diseconomies of scale in these schools' activities. It is restricted to elementary schools enrolling less than 200 pupils and secondary schools enrolling less than 600 pupils.

3. Small Board Grant (\$21.0 million in 1989)

This grant is intended to offset the extra cost per student incurred in providing the same essential overheads for fewer students. It is restricted to school boards with a total elementary and secondary enrolment of less than 5,000 pupils.

4. Goods and Services Grant (\$40.6 million in 1989)

This additional grant made to Boards in remote areas recognises the higher costs of goods and services of remote areas of Northern Ontario.

5. Compensatory Education Grant (\$77.4 million in 1989)

By way of this grant, the government provides some school boards, educating large numbers of students who are economically or socially disadvantaged and at risk of academic failure and dropout, with extra funds to meet this challenge. The criteria for assessing this are currently being revised.

Special Initiatives Grants

Where the government seeks to extend educational services and programmes, it may make available, to boards, its Special Initiative Grants. Funding from these grants will vary. Some will be fully funded and others will require a local share. Some examples are:

1. Language Grants

To promote the teaching of French as a second language, Native languages as second languages, additional funding was made available to school boards with extra per pupil start-up grants of \$200.00 for all students enrolled during the first five years of the programme. There are also additional language instruction grants for students whose first language is neither English nor French and for schools whose student population is comprised of a significant percentage of a minor official language group (English or French).

2. New Initiatives Grants

These provide the extra funds for new government initiatives in education. Examples over the last few years are:

- Reduction in class sizes in Grades 1 & 2 (\$80.9 million)
- Purchase of Computer Hardware Grant (\$21.0 Million)
- Purchase of textbooks, learning materials and intermediate science (\$37.9 million)

3. Special Grants

Some examples are:

- Technological Education Grant (\$3.2 million)
- Programmes in lieu for blind/deaf pupils (\$13.7 million)
- continuing education (\$63.0 million)
- Cost of Educating Non-resident pupils (\$52.9 million)
- Open access Tuition Fees⁴⁴ (\$37.2 million)

⁴⁴ Secondary students have a right to attend the school system of their choice. In situations where their parents' taxes go to the another school board, the board supplying the services charges a tuition fee to recover costs from the school board that receives the taxes. Where the costs for the educating board are greater than the costs in the tax-receiving Board, the

4. Other Grants

- special assistance of en bloc transfers⁴⁵
- secondary school reorganisation grant
- special assistance in respect of debentures grant

Capital Funding Grant

Each Year each board submits a multi-year forecast outlining, in order of priority, the needs for new buildings, additions and renovations. The capital programmes is announced each spring by the Minister.

Additional Provincial Support for Education

5.1 Teacher Superannuation Payments (566.6 Million)

The provincial government provides additional support by paying, on behalf of the school boards, the employer's share of teachers' superannuation contributions, by funding the development of educational and administrative software, and by providing drug education programmes etc.

province picks up the difference.

⁴⁵ When full provincial funding was extended to grades 11, 12 and 13 in Roman Catholic Separate Secondary schools, there came a large transfer of Roman Catholic pupils from public secondary schools to separate secondary schools. In some cases, this necessitated Roman Catholic Separate Secondary Schools moving into and taking over the facilities of what had before been public schools. St Patrick Catholic Secondary School (see interview with Sister Corrigan, Principal, Appendix B3) coped initially by covering their playgrounds with portable classroom and then, in 1989, moved into what had been a public secondary school, about eight miles away.

Table 2. : The Distribution of Provincial funds to Education

<u>GRANT CATEGORY</u>	<u>\$MILLIONS</u>	<u>%</u>
Additional Provincial Support for Education	607.7	12%
Capital Funding Grant	300.0	6%
Special Initiative Grants	1,005.6	20%
Board Specific Grants	192.0	4%
Basic Per Pupil Block Grant	2,890.5	58%
TOTAL	4 995.8	100%

Teacher Education and Certification

The Minister is empowered, subject to the approval of the Lieutenant Governor in Council, to establish, maintain and conduct a college for the professional education of teachers and/or to enter into an agreement with a university to provide such professional education (Education Act 1980 Part I Sec. 13 ss1). The costs of providing it will be payable out of the moneys appropriated by the legislature. The minister is also empowered to define the courses of study and the subjects taught, to approve and recommend textbooks and to determine the terms and dates of the college year for teachers' colleges (Part I Sec 8(1)(s)). The minister is also able to specify the terms and conditions upon which students may be admitted to teachers' college, retain their enrolment or be dismissed (Part I Sec 10(8)(g)). Much of minister's power with respect to teachers' education, qualifications and certification is exercised through the regulations⁴⁶ and is described below.

Secondary teachers in Ontario typically hold an Ontario Teacher's Certificate granted to them by the Ministry of Education. In addition teachers

⁴⁶ Ontario Teacher's Qualifications Regulation 269, Revised Regulations of Ontario, 1980 as amended to O.Reg. 415/88, Made under the education Act (October 1988), Queen's Printer for Ontario: Toronto.

typically have granted an Ontario Teacher's Qualifications Record Card that indicates the areas of concentration successfully completed together with the language of instruction to which the entry refers (French or English). These areas of concentration may be in terms of subject areas in senior secondary or particular areas of specialisation in elementary education, such as, guidance or special education.

To qualify for the granting of the Ontario Teacher's Certificate candidates must hold an acceptable degree (Ontario 3yr BA or BSc or equivalent) and have successfully completed a program of professional education. The content of the program of professional education is specified in the regulations:

- A concentrated study of one of four areas of concentration;
- studies in education including learning and development throughout the primary, junior intermediate and senior division;
- teaching methods designed to meet the individual needs of pupils;
- the acts and regulations respecting education;
- a review of the curriculum guidelines issued by the Minister related to all the divisions and a study of curriculum development;
- a minimum of forty days practical experience in schools or in other situations approved by the minister for observation and practice teaching.⁴⁷

Candidates must also furnish the Minister, or the Dean of a faculty of education who will report to the minister, birth certificates, satisfactory evidence of qualifications, proof of freedom from active tuberculosis and, if hailing from outside Canada, the basis upon which the candidate is present in Canada including proof that the candidate is entitled to obtain employment as a teacher under the laws of Canada.

⁴⁷ The Act (Part I Sec. 13 ss 2-3) requires that public school boards shall make their schools available for observation and practice teaching purposes and that a schedule of payments to principals and teachers who participate in such programmes will be approved by the Lieutenant Governor in Council.

Provisional Letters of Standing may also be issued to candidates who have completed their degrees and the first session of their professional training. These Provisional Letters of Standing will be extended each year that the candidates perform successfully as teachers (as certified by a Supervisory Officer) and who successfully complete the subsequent years of professional training over two years culminating in the granting of Ontario Teacher's Certificates and Ontario Teacher's Record Cards.

For those whose qualifications were awarded outside of Ontario, the Minister may issue a Letter of Eligibility, should the candidates qualifications be acceptable and accompanied by proof that the teaching-certifying authority in the candidates province or country of origin has not revoked his/her certification. The Letter of Eligibility may followed by a Temporary Letter of Standing, valid for 6 years once the candidate has been offered a position at a public, separate or private school in Ontario. The holder of a Temporary letter of Standing may apply for an Ontario Teacher's Certificate and Ontario Teacher's Record Card on completion of at least ten months successful teaching in an Ontario school, as certified by the appropriate Supervisory Officer.

Special provisions stand for the granting of Ontario Teacher's certificates for teaching the deaf, the trainable retarded and native languages. There are also a number of grandfather clauses facilitating the continued employment of teachers teaching prior to the new regulations of 1973 and 1978.

Additional Qualifications for Teachers

Teachers may apply for additional entries on their Ontario Teacher's Record Card if they already hold an Ontario Teacher's Certificate and have successfully completed a course consisting of a minimum of 125 hours of work, approved by the minister as leading to an **additional qualification**. Secondary Teachers may achieve a Specialist qualification in a subject on their Teacher's

Record Card by successfully completing three consecutive sessions of a three session course in that subject. The Honour Specialist qualification in a subject requires the candidate to have completed a four year degree and achieved at least second class honours in that subject.

Principal's Qualifications

To become eligible to be appointed as a principal in Ontario, candidates must have successfully completed two professional courses:

1. Program

Developm
ent and
Implemen
tation

2. Program supervision and assessment⁴⁸

However, before candidates can enter for these courses, they must:

- hold an acceptable university degree
- hold concentrations in 3 divisions (primary, junior, intermediate or senior)

- have at least five years teaching experience
- have specialist or Honour Specialist qualification in one area of concentration
- have completed half an M.Ed and have a second Specialist or Honour Specialist Qualification, OR
 - have an M.Ed or D.Ed, OR
 - have completed an equivalent number of post graduate courses as for an M.Ed.

Principals may also attend refresher courses, successful completion of which, may be entered on the principal's Ontario Teacher's Record Card.

Supervisory Officers' Qualifications

⁴⁸ These courses are run either at Universities or at the OISE

The Regulation⁴⁹ outlines the qualifications required for a Supervisory Officer's Certificate:

- 7 years successful teaching experience including 2 years in Ontario;
- an acceptable degree
- an Ontario Teacher's Certificate
- a Master's degree in Education from a university

and one of:

- Principal's certificate (elementary or secondary)
 - a Program Supervision and Assessment qualification on the Ontario Teacher's Record card.
 - 2 years successful work on a board for subject development
 - 2 years as an education officer in the ministry.
- and take oral and written examinations held by the Ministry on:
- Acts and regulations affecting the operation of schools and school boards
 - the curriculum guidelines and other reference material pertaining to elementary and secondary education in Ontario
 - theories and practices of supervision and administration and business organisation that may be applicable to the effective operation of a school system
- and score an average of 60% in these examinations.

There are also Business Supervisory Officer Certificates candidates from which must also submit to the oral and written examinations but who need not have been teaching. They must have completed a program in school board management⁵⁰ and have had seven years experience in business and administration and hold an acceptable degree or be a chartered accountant.

⁴⁹ Supervisory Officers Regulation 276, Revised Regulations of Ontario, 1980 as amended by O.Regs 495/83, 473/84 and 668/86, Made under the education Act (February 1987). Queen's Printer for Ontario: Toronto.

⁵⁰ This course is offered by the OISE.

However, Business Supervisory Officers cannot be responsible for development, implementation, operation and supervision of educational programs in schools.

The Teachers' Colleges and Faculties of Education

There are ten teachers' colleges and faculties of education in Ontario conducting pre-service courses for teachers. Their basic mandate is "to prepare the teaching candidates according to the requirements of the Ministry of Education (Regulation 269) so they are eligible to receive an Ontario Teaching Certificate and a Bachelor of Education degree⁵¹." (Fullan and Connelly (1987) p13). Most teachers' education faculties also see a role for their staff in educational research, but fell restrained by the lack of funding available to hire the additional staff necessary to maintain their teaching programmes and conduct research (Fullan and Connelly (1987) p15).

While the Minister is empowered to set entry criteria (see above), it is normally left to the colleges themselves to set their own admission requirements. These are based largely on academic criteria⁵², although some are now requiring special English tests and/or interviews.

The colleges make their own arrangements with their local schools and school boards with regard to practice teaching. Most Colleges are reporting difficulty in locating teachers willing to take on students, citing the pay and recognition are inadequate incentives for the amount of work that is required.

⁵¹ Elementary teachers will frequently undertake a course of tertiary study that includes concurrently content courses such as mathematics, English, History, and professional educational courses. At the completion of their study, they receive a Bachelor of education degree. Secondary teachers, whose content courses are required to be at more advanced levels, will frequently do their teacher training after they have completed an undergraduate degree.

⁵² An average mark of 80% in Grade 13 courses for those entering concurrent courses, or an average of 60-70% in the papers sat for the undergraduate degree (BA equivalent) - Fullan & Connelly (1987) p17.

The schedule of payments for associate teachers (those who take on students for practice teaching) is only a minimum. The Colleges are permitted to negotiate with boards and teachers to reward associate teachers beyond that in the schedule. For example, York University (in Metropolitan Toronto) provides, not only a more substantial remuneration than is usual, it also permits its associates to take all in-service courses they wish free of charge.

All Colleges and faculties of Education have large in-service programmes. These provide "Additional Qualifications" (AQ) courses. These courses are designed to meet the requirements of the Ministry of Education, as outlined in Regulation 269, and enable teachers to gain further entries on their Teacher's Record Card. There are more full time employed teachers enrolled in AQ courses at the Colleges and Universities than there are enrolments in pre-service courses. While there is some debate over the proportions of theory and practical assistance with classroom implementation in these courses, they are generally well received by the participants. In a survey reported by Fullan and Connelly (1987 p25) 91% described their course as meeting their objectives and 92% planned to use some of the information from the course during the next year.

The responsibility for running the two principal's courses, which were originally run by the Ministry, has now fallen to the universities, colleges and the OISE. The two programmes are normally run, alternately, over consecutive summers⁵³. The universities, colleges and the OISE have also become active in offering principal refresher courses.

The teachers federations are active in inservice activities, offering teachers a number of professional development programmes. These range from single-day workshops to week long courses and cover topics from personnel issues to curriculum development and implementation. Boards are also active in promoting professional development of their staff. Large boards, like Toronto, have an enormous array of workshops and courses available to their teachers. Staff can

⁵³ The summer Holidays run for two months, July and August.

obtain sabbaticals after specified period of time teaching. Boards and the teachers' federations frequently assist principals in providing programmes for the professional activity days mentioned below.

Teachers' Contracts

The ministry also prescribes the form and some of the content of the contracts of employment between teachers and the boards⁵⁴. There are three forms specified:

1. Permanent Teacher's contract
2. Probationary Teacher's Agreement
3. Continuing Education Teacher's Agreement

These may be terminated by either party with one months notice before 13 August or 31 December otherwise they in force until terminated in accordance with the Act.

These contracts must specify the pay and the number of pay periods per year. They must permit the teacher to attend educational conferences when the school is closed without deduction of salary and, if teacher is absent for any reason under the laws or regulations of Ontario, the Board may not deduct pay.

Where boards are unable to appoint appropriately qualified teachers or administrators they may apply to the Minister for Letters of Permission and Letters of Approval. These enable the board to appoint someone not qualified for the position but that permission lasts only to the end of the school year.

⁵⁴ Teacher's Contracts Regulation 277, Revised Regulations of Ontario, 1980 under the Education Act as amended by regulation 153/89 (1989). Queen's Printer for Ontario: Toronto

The School Year

The Minister of Education, subject to the approval of the Lieutenant Governor in Council, prescribe the school year, terms and holidays. This is done by regulation⁵⁵. The regulation defines holidays, and school days which may be instructional days (which include examination days) and professional development days. The holidays are specified and the minimum number of school days (194) is set to include not more than 15 examination days and not more than nine PA days. More PA or examination days necessitates increasing the number of school days.

Schools must publish to their parents and others, their calendar and state to what purpose their PA days will be put. Some must be used for curriculum development. Boards must submit the proposed calendars for their schools to the Minister for approval in a specified format.

⁵⁵ School Year and School Holidays Ontario Regulation 822/82 under the Education Act (December 1984) Queen's Printer for Ontario: Toronto.

The Toronto School Boards

The Metropolitan Toronto School Board

The Metropolitan Toronto School Board and the individual Boards of Education for East York, Etobicoke, North York, Scarborough, Toronto and York are all established under the Municipality of Metropolitan Toronto Act (1980)⁵⁶. The Metropolitan Toronto School Board (MTSB) is composed of members appointed by each board of education in Metropolitan Toronto. The number of members each board appoints is determined by the population within their area of jurisdiction⁵⁷. The chairman of each school board shall be one of the group of members from each board.

The major function of the MTSB is to prepare the estimates for the following years educational expenditure by all six member boards in a prescribed format and submit the estimates, by the due date, to the Metropolitan Council. To do this, the MTSB receives from its member boards their estimates for operational purposes plus capital requests. The MTSB will then add the operational estimates from each board and set priorities for the capital requests. The Metropolitan Council is obliged then to raise the necessary revenue (from local assessment and provincial grants) and pay to the MTSB the appropriate amounts in monthly instalments (for operating expenses) and as required for capital items.

The other major function of the MTSB is to negotiate the collective agreements with the teacher representatives. The Act permits the MTSB to enter

⁵⁶ Part VIII Sec. 118 and 121.

⁵⁷

Population	Total number of Members
Up to 112,500	1
Up to 187,500	2
Up to 262,500	3
Up to 337,500	4
Up to 412,500	5
Greater than 412,500	6

negotiations with only one secondary teacher organisation, the Ontario Secondary School Teachers Federation. The agreement reached through these negotiations is then ratified by each of the member boards and becomes part of the contract of employment between the member boards and their secondary teachers. Consequently, the teaching salaries and the formulae used to determine the number of teachers employed by each board are the same in each of the member boards.⁵⁸ However, terms and conditions other than financial benefits and staffing levels may be negotiated between the local OSSTF representatives and the individual member boards⁵⁹.

The Board of Education for the City of Toronto

For the purposes of the city council elections, the city of Toronto is divided into sixteen wards. The same divisions exist for the election of trustees to the Board of Education for the City of Toronto (BECT). However, the actual electorate for the school board differs from the electorate for the City Council in that both public school supporters and separate school supporters vote for the same city councillors but only public school supporters vote for the trustees of the BECT. Consequently, to achieve equivalent representation on a per capita basis, the number of seats on the board for each ward is not uniform. Thus the number of trustees to be elected in each ward is determined on the basis of the population of public school supporters in each ward. Currently, the board consists of 20 trustees elected from sixteen wards for a term of three years. This is the same term as for city councillors and the elections are held at the same time.

One of the first tasks of a newly elected board of trustees is to select who of their number will be their representatives on the Metropolitan Toronto School Board. The Municipality of Metropolitan Toronto Act (1980) requires that the first

⁵⁸ Municipality of Metropolitan Toronto Act (1980) Sec. 130(a)-(b).

⁵⁹ Municipality of Metropolitan Toronto Act (1980) Sec 130(g)

meeting of the MTSB must occur within a fortnight of the new trustees' term commencing. The BECT currently has three representatives on the MTSB.

The Education Act permits school boards to pay board members an allowance, the amount of which is determined by the board. In 1989 the BECT gave itself an 89% increase in salaries to \$44,678 with the chairman's salary going to \$56,000.⁶⁰ The pay rise following hard on the heels of a 14.4% increase in the educational portion of the property taxes raised the question of the role of trustees; whether the job was a part-time job as some made it (i.e. they had other full-time employment) or full-time⁶¹. There is no written job description for trustees and they have no authority to act independently. Their only power comes through acting as a member of the board or one of its subcommittees to which the board has delegated specific powers.

⁶⁰ "\$45,000 for trustees a 'horrendous' salary ex-minister says." Toronto Star (6 November 1989).

⁶¹ "Workload cited on Toronto's 'peculiar' board: Trustees defend full-time job" Toronto Star 13 November 1989.

The Duties and Powers of School Boards

The Education Act (1980) gives the BECT⁶² four principal tasks:

1. to determine the number and type of schools and to provide the physical accommodation for their pupils,
2. to staff the schools and to determine the grounds upon which teachers and other employees may be hired or removed.
3. to provide instruction, textbooks and other materials to all school-aged children enrolled in their schools
4. to provide an education to all school-aged children in their jurisdiction appropriate to their individual needs.

In performing these tasks the board is accountable to their electorate for the quality of the educational services they provide. In addition, they are accountable to the Ministry for ensuring that the educational services satisfy the criteria laid down in the Education Act (1980), the Municipality of Metropolitan Toronto (1980) and the various regulations governing elementary and secondary education made under these acts. If their electorate is dissatisfied with the quality of the education and/or the level of property taxation, then the trustees may be voted out of office in the three-yearly elections. If the Ministry is not satisfied that its regulations are being obeyed, it may withhold provincial grants and thereby force the board to face its electorate. If the board's electorate sided with its board, the matter would become an issue for a Provincial Government

⁶² In addition to the duties already specified, the boards are required, by the Minister of education, to:

- maintain a school day of not less than five hours (excluding recesses etc.) which must be between the hours of 8:00am and 5:00 pm with a minimum of forty minutes for lunch;
- hold opening or closing ceremonies which shall include "O Canada" and may include scriptural and/or secular readings that impart moral or spiritual values representative of Ontario's multicultural society;
- display the National and Provincial flags in all schools and to fly them on appropriate occasions specified by the board;

election.

The board has adopted an administrative organisation⁶³ that reflects the four major tasks it must perform. The first task mentioned above is predominantly a planning, funding and building task. It involves the Operations Division of the Board. The second is largely the responsibility of the Personnel Division; the third, the Families of Schools Division and the fourth is the role of the Curriculum Division.

School Programmes

The historical autonomy of the secondary schools in Toronto has led to a large degree of specialisation, so that a coordinating role of the superintendent of secondary schools is important if all students in the BECT area are to experience equity of opportunity. Consequently, changes in the programme offered by any school must be approved by the superintendent⁶⁴.

The specialisation exhibited by schools may be in terms of curriculum areas, such as Business Programmes and Packages, Technical Programs and Packages or Work Experience Programs⁶⁵. The other form of specialisation is in terms of the degree of difficulty of the programmes offered⁶⁶. For a school threatened with a falling roll and consequent staff reductions, a change in the programme offered to attract students from surrounding schools may be an attractive option. To avoid this type of competition between board schools, it is the custom of the board to bring such a proposal before a panel of the

⁶³ See TORONTO BOARD OF EDUCATION - ADMINISTRATIVE ORGANIZATION - Appendix C1

⁶⁴ See interviews with the principals of Castle Frank High School and Jarvis Collegiate Institute - Appendices B1 and B2.

⁶⁵ See "SPECIAL SCHOOL PROGRAMMES AND PACKAGES" p5 of Your Choice published by the BECT to provide information for Grade 8 students entering High School - Appendix C2

⁶⁶ See "BASIC/GENERAL/ADVANCED LEVEL PROGRAMS" p4 of Your Choice. Appendix C3

superintendent for secondary schools and principals of schools within the area to discuss and determine the strategy to be followed⁶⁷.

Where students have been promoted from Grade 8⁶⁸, they are to be admitted to secondary school⁶⁹. However, if they are not promoted, the principal of the school may refuse entry to a student if the principal is satisfied that the student is not competent to undertake any course of study offered by the school. Generally speaking, students not promoted will be denied access to advanced level courses and in some cases to General Level courses. Consequently, students not promoted from Grade 8 will be restricted in their choice of secondary school (since many secondary schools do not offer Basic Level programs) and in their choice of program within the schools offering appropriate courses. If they do not take Advanced level courses, they will not complete the Grade 11 pre-requisite courses for OACs and consequently be denied entry to university.

Because the consequences of denying a child promotion at grade 8 (13 years old) are so far reaching, there has been a tendency for Grade 8 teachers to promote more and more students. The effect of this on the enrolment of students in High Schools offering programmes for the less able students has been dramatic. Students who have been promoted, along with their parents, take this promotion as a prediction of success in academic programmes in High School at either the General or Advanced levels. Thus the 'academic' high schools (like Jarvis Collegiate Institute) are experiencing increasing rolls while the more 'practical/technical' High Schools (like Castle Frank High School) have

⁶⁷ Interview with principal of Jarvis Collegiate Institute, Appendix B2

⁶⁸ Promotion means that in the opinion of the student's grade 8 teacher, he or she has successfully completed the elementary school programme and is ready to undertake study at high school.

⁶⁹ Education Act 1980 Part I Sec 42.

been experiencing falling rolls, staff lay-offs and a drop in morale⁷⁰.

Alternative Schools

There is provision within the policy of the BECT for a group of parents to request the establishment of a new school to meet their own particular requirements for their children's education. The board will agree to this request if it can be shown that the special services required are within ministerial regulations and are not able to be provided within an existing school in the district and that there is a set minimum students' parents requesting the school. These schools are termed "Alternative Schools" and are usually based on a specific pedagogical or philosophical position held by the proponents of the school.

The board has set procedures groups requesting Alternative Schools must follow in establishing their school. In return, once approved, the board delegates considerable responsibility for running the school to a committee comprised of the principal, teachers and parents. They are usually allocated room within an existing school but have their own principal and teaching staff. They may be granted a block grant for the provision of materials and other requirements, to be spent in accordance with the wishes of their own committee.

These schools are given limited powers of discrimination in hiring teachers. Their teachers must, of course, hold the teaching qualifications specified by the Ministry, but the committee may select teachers who have a particular sympathy with the philosophy of the school. They may also choose not to admit students applying for entry, but only on very limited grounds. They must document very closely the processes they went through in deciding not to admit a student and must have advised the student's parents, in writing, of their reasons.⁷¹

⁷⁰ See interviews with the principals of Castle Frank High School and Jarvis Collegiate Institute in Appendices B1 and B2.

⁷¹ Shapiro B.J. The Report of the Commission on Private Schools in Ontario Appendix M "The Board of Education for the City of Toronto: Alternative Schools : A General Policy", pp 244

The Terms and Conditions of Employment of Teachers

The Metropolitan Toronto School Board is responsible together with the member boards, acting as one body, to negotiate the terms and conditions of employment of the teachers employed by the BECT. Once agreement is reached, the BECT must ratify the agreement at which point it becomes an agreement between the BECT and the OSSTF⁷².

Salaries

The agreement sets the teachers' salaries. The salaries are grouped into four categories. Teachers enter a group according to their initial qualifications and then move through the set of ten annual increments appropriate to their initial group⁷³. Teachers are able to apply for regrading to another group upon the completion of further qualifications. In addition, the agreement also specifies the salaries of principals, vice principals, co-ordinators, Heads of department and assistant heads of department.⁷⁴

- 262.

⁷² The Board of education for the City of Toronto, Ontario Secondary School Teachers' Federation District 15 (Toronto), Consolidation of the Terms and Conditions of Employment for the 1988-89 School Year.

⁷³ The salary scales for the 1988-89 school year were:
Group I : \$25,051 + \$1,807 pa to max \$43,119
Group II: \$26,256 + \$1,878 pa to max \$45,045
Group III \$28,907 + \$2,193 pa to max \$50,829
Group IV: \$30,112 + \$2,360 pa to max \$53,718

⁷⁴ Principals : (step 0) \$67,899 to (step 3) \$73,129
Vice Principals : (step 0) \$58,080 to (step 3) \$63,314
Co-ordinators : (step 0) \$64,135 to (step 3) \$69,367
Allowances for Head of Department : \$3,325
Assistant HOD \$1,626

Staffing Levels

A **Metro** Staff Allocation Committee is appointed to monitor the member boards' staffing levels. The committee consists of a representative of each branch's OSSTF affiliates (one affiliate per school), one senior member from each of the member boards and a senior official from the School board to chair it.

A Central Staffing Committee is also established by the board comprising 6 members - 3 from the OSSTF and 3 from the board with co-chairpersons (one from each). This committee reports to the Personnel and Organisation Committee of the Board advising of the projected staffing levels for the next year, projected on the basis of the estimated figures for new enrolments available at March 15 and the September 30 figures of actual enrolments for the current year.

A staffing allocation for each board is then calculated according to a number of formulae using projected enrolments made available at four times during the year. Staffing allocations may be adjusted accordingly after those times (NOV 15, Mar 15, May 15, June 15). However, the staffing for the year will never be less than that calculated on the actual total enrolments at September 30, one month after the start of the school year.

The formulae recognises different teacher weightings for the numbers of students enrolled in Advanced, General, Shop, Basic and Modified/Basic Level courses⁷⁵. There are also formulae for determining the number of non-classroom teachers each board will employ (library, supervisory, guidance, etc.) and for other special educational staff allocations as well, such as, special education and English as a Second Language.

⁷⁵ The formulae use a Pupil to Teacher Ratio (PTR) for Advanced Level of 20.9 and for Modified/Basic level, 12.6.

Procedures for Implementing Staffing Levels

By September 30 all boards must have taken steps to hire 100% of the teachers allocated on the basis of the Sept 30 actual enrolment figures or answer to the affiliates providing reasons for their failure to do so. These may be submitted to the grievance procedures.

School Staffing Complement Procedures

The same formulae that are applied to calculate the number of teachers each board must employ are applied to the projected enrolments for each individual school. Each school should then be provided with a staffing complement equal to at least 99% of that generated for it under the formulae. Once the actual enrolment of each school is known, the Central Staffing Committee shall review the staffing complement for each school and recommend adjustments where required.

The agreement also lays down a number of procedures the board must follow in filling teaching vacancies. All vacancies of teaching positions or positions of responsibility must be posted in each school and office of the board and a copy given to the Federation's (OSSTF) representative in each school. Teachers in the employ of the board shall have the opportunity to apply and be given first consideration. By April 15 of each year the following year's vacancies known at that time shall be posted in all offices and schools of the board. Mid-year vacancies are to be filled, if practical, on an interim basis and the position posted to commence the following September 1. Similarly positions of responsibility should only be filled on a permanent basis from the beginning of a school year. Applications for transfers from one school to another, within the board, are to be considered prior to the placement of surplus teachers. Also, any unsuccessful applicant for promotion to a position of responsibility may request an interview with the appropriate supervisory officer.

Professional Development

The agreement requires the board to set, in its budget, an amount for the professional development of its teachers. A joint board-teacher committee exists to make recommendations to the board regarding the allocations of these funds. The allocation may include a variety of activities such as workshops, courses sponsored by the board or other agencies, conferences, seminars and leaves of absence with pay. The board is also required to set a minimum of two professional development⁷⁶ days per year.

Teachers qualify for leaves of absence for study purposes after six years of service with the board. Their applications would come before the board-teacher joint committee on professional development for approval. The leave of absence, if approved, is on 80% of the teachers' full pay and they will be bonded to the board for a length of time twice that of the leave.

Teacher Evaluation

Nothing is specified as to under what circumstances teacher evaluations will occur but it gives the evaluated teacher the right to see the evaluation before anyone else, to make comments on it and to request an additional evaluation by another evaluator. It also states that any evaluation report stating that the teacher's classroom teaching is unsatisfactory, must also state the reasons it was considered unsatisfactory and the teacher be given time to improve those aspects . When employed, transferred or exchanged, teachers have at least a month before any evaluation may be made of their performance. Teachers are to have access to their personnel files and may make copies of anything contained in them. They may also show them to one other person and may request a review of any item they consider inaccurate.

⁷⁶ Teacher only

Teacher Workloads

The agreement prescribes limits to a teacher's workload on the basis of two criteria: unassigned/preparation periods and pupil-period-contacts. The agreement prescribes workloads in terms of 40 minute periods. Schools operating on different period lengths must adjust proportionately. The agreement specifies that each teacher should teach no more than four forty minute periods in a row (including lunchtime supervision) and that each teacher shall have at least three forty minute periods (including lunchtime) per day free of timetabled classes⁷⁷.

While there are no pupil-period-contact levels specified, any teacher who believes him/herself to be teaching a workload, in terms of assigned periods and/or pupil-period-contacts, which is significantly above the average for the board, the school or the nature of the programme, can request the School Workload Representative to take up the matter with the Department Head, Principal or Supervisory Officer.

Redundancy

During the period of declining enrolments (1980 -1989) the teachers' federations negotiated a number of criteria by which the board should determine who should go and who should stay when the enrolments would no longer support the employed teaching staff. The first criteria is on the basis of the subjects teachers are qualified to teach, as stated on the Ontario Teacher's Record Card. A drop in the enrolments in Mathematics will require that a Mathematics teacher be made redundant, not an English teacher even if that English teacher is junior to the most junior mathematics teacher. Secondly, the decision is made on the basis of seniority in which the following are successively decisive:

⁷⁷ One of these free spells may be subject to being assigned supervision or "on call" duties.

1. the length of teaching experience with the board,
2. the length of teaching experience with all the boards,
3. other teaching experience counted for salary purposes,
4. date of "Acceptance of Position Agreement" ,
5. qualifications according to Group placement,
6. by drawing of lots.

Board Policies for Promotions

Within the constraints of the Ministerial regulations and the agreement on Terms and Conditions of Employment, the BECT has written policies on the procedures that will be followed in appointing teachers to the positions of heads of department, vice principal and principal.

In line with the Consolidated Agreement⁷⁸ available heads of department positions must be posted in all schools and BECT offices. All qualified applicants will be considered and any redundant heads of department or assistant heads of department are assured an interview. Applicants must apply in writing to the principal of the school where the vacancy exists by the due time and date, enclosing a completed curriculum vitae form. They must also advise, in writing on a specified form, their own principal and furnish her/him with a copy of the curriculum vitae. The applicants' own principal advises the board of the applicants' names and takes the notice received from the applicant to the short-listing meetings.⁷⁹ The stated procedures do not specify how many will be short-listed, nor who will be on the interview panels. However, they do specify the criteria on which the selection will be made.

⁷⁸ The Board of education for the City of Toronto, Ontario Secondary School Teachers' Federation District 15 (Toronto), Consolidation of the Terms and Conditions of Employment for the 1988-89 School Year.

⁷⁹ The Board of Education for the City of Toronto: WEEKLY CIRCULAR #89-90:22 SUPPLEMENT see Appendix C4

In practice, the final selection is nearly always made by the principal in whose school the vacancy exists. That principal will write the criteria on which the selection will be made and can therefore tailor it to suit a specific preferred candidate in his/her own school⁸⁰.

It is worth noting that applicants must already hold a permanent contract with the BECT at the time of applying. Consequently, heads of department from even the adjacent boards are not qualified to apply for these positions. This restriction which exists in the other boards of Metropolitan Toronto strongly discourages teachers transferring between the boards. There is a perception among the teachers that to transfer between boards results in a loss of seniority which may become a factor in the selection of teachers for positions of responsibility⁸¹.

To be eligible to apply for the position of vice principal with the BECT, the applicant must already have been selected for the Vice-Principals Eligibility List or already be a vice-principal seeking a transfer⁸². In addition to the qualifications required by the Minister in Regulation 262, the BECT policy specifies that to be eligible for the Vice-Principals Eligibility List, the aspirants must already have a permanent contract with the board, a minimum of five years classroom teaching experience in more than one division⁸³ and in more than one Toronto school. If the seniority is gained in another school system, then extra experiences are

⁸⁰ See interviews with the principals of Jarvis Collegiate Institute and Castle Frank High School , Appendices B1 and B2.

⁸¹ This perception was identified during a discussion the author had with Mr. C. McDowell, a New Zealand teacher on exchange with the East York Board of Education. The only documentary evidence of such a loss of seniority is found in the Consolidated Agreement on determining teacher lay-offs where the length of teaching service with that particular board is the first criteria after specific subject qualifications.

⁸² BECT Policy T2 : PROMOTION PROCEDURES FOR VICE-PRINCIPAL : Elementary and Secondary. - Appendix C5

⁸³ Secondary teachers who teach Grades 9 and 10 (Intermediate Division) and Grades 11, 12 or 13 (Senior Division) teach in two divisions.

specified as necessary, such as, secondment to the board, Ministry or university⁸⁴. In addition those seeking listing must also complete the Leadership Skills Assessment⁸⁵ and the Vice-Principals Leadership Course⁸⁶.

The BECT by way of a Weekly Circular Supplement distributed in the last week of the summer holidays invites applications from those possessing, at least, the minimum qualifications and wishing to be put on the list. The individuals apply in writing to the superintendent of staffing enclosing the specified completed forms. Applications are considered by a special committee composed of specified numbers of trustees, an associate director of education, superintendents of schools and superintendents of curriculum watched over by the Chair of the race relations Committee, the Chair of the Affirmative Action Review Group and a teachers federation representative. The maximum number of candidates on the list is not specified and individuals will remain on the list for four years. After three years they may apply to be put on the list for a further 4 years.

The procedures for selecting candidates wishing to be placed on the Principals Eligibility List are very similar to those for vice-principals. In addition to meeting the qualifications laid down by the Minister in Regulation 262, and those laid down by for vice principals in the BECT's Policy T1, aspirants must have completed the BECT's Principals Leadership Course⁸⁷

⁸⁴ Again, it appears that applicants who gain their seniority with the BECT and not with adjacent boards in Metropolitan Toronto or any other board in Ontario will have an advantage.

⁸⁵ This is carried out by the individual, her/his principal and the school superintendent or appropriate superintendent of Curriculum.

⁸⁶ This course is provided by the BECT

⁸⁷ BECT Policy T1 : PROMOTION PROCEDURES FOR PRINCIPAL : Elementary and Secondary. - Appendix C6

The Metropolitan Separate Schools Board

The Metropolitan Separate Schools Board (MSSB) is treated by the act, in most matters, as a public schools board. In other words, it is required to provide courses within the same curriculum guidelines. The teachers, heads of department, vice principals, principals and supervisors are all required to have the same qualifications. The schools must all maintain the same pupil records and provide the same school calendars and the board has the same responsibilities to provide attendance supervisors as do public boards.

As with the public school boards, the MSSB has the authority to negotiate collective agreements with their own teachers' organisations. These negotiations are conducted on a board by board basis⁸⁸. They also have the right to specify their own teacher selection and promotion criteria, and despite the Charter of Rights and Freedoms, part of the Constitution Act of Canada (1982) they have a right entrenched in the constitution to select Roman Catholic Teachers over non-Roman Catholics. The MSSB operates a system similar to that of the BECT when it comes to promotions of teachers but they have not formalised it in a written policy as the BECT has⁸⁹. There does, however, appear to be a system of Eligibility Lists for heads of department as well as for vice-principals and principals.

The MSSB's area of jurisdiction is the same as that of the Metropolitan Toronto Schools Board, that is, it includes all the same area as all six of the MSTB's member boards. The numbers of trustees are determined in the same

⁸⁸ For example, the Peel region's Roman Catholic separate school secondary teachers held a four week long strike in early 1990 in support of their wages negotiations with the Peel Separate Schools Board which has jurisdiction over an area adjacent to Metropolitan Toronto. There was no such strike in any other separate school region.

⁸⁹ Telephone call to the MSSB, personnel department January 1990. See also the interview with Sister Corrigan, principal of St. Patrick Catholic Secondary School in appendix B3

manner as they are for public school boards and the elections are held at the same time as the local municipal elections. The chain of accountability is the same as for the public boards with the trustees accountable to its electorate for the quality of education provided and to the Ministry for meeting the constraints of the Act and the Regulations. Trustees must be separate school supporters as must those who vote for trustees on separate school boards.

Funding

The Board is funded by residential property taxes and provincial grants. The provincial grants are calculated in the same way as for public school boards described above. However, the property tax collections have differed. Up until the end of 1989, the educational portion (about 80%) of all property taxes collected by the municipal authorities and distributed to school boards were only distributed to separate school boards if the owners or tenants of the property directed the municipal councils to do so. These owners or tenants were called 'separate school supporters'. The educational portion of the property taxes paid by public and private corporations were, by default, paid to the public school boards. The result was that the property tax funding of the MSSB was considerably lower than that of the BECT.

The Provincial Government's annual budget delivered in May of 1989 changed this situation. In the future, the educational portion of the property taxes collected from businesses, corporations and industries will be pooled and distributed between the public school boards and their coterminous separate school boards in the same ratio as exists between the directed and non-directed educational property taxes on residential properties. The new system is to be phased in over six years starting in 1990 and will cost the Provincial Government around \$180 million per year in compensatory payments to the public school boards⁹⁰.

⁹⁰ "\$2 billion in taxes opened to separate school : Public boards furious at sharing industrial base" The Toronto Star 18 May 1989.

The Schools

The MSSB administers thirty-seven secondary schools within Metropolitan Toronto and many more elementary schools⁹¹. Since 1986, when the Provincial Government undertook to extend public financing of separate schools to Grade 13, there has been a significant increase in the numbers of secondary students enrolling with the MSSB and a corresponding decrease in the numbers attending the schools administered by the MTSB and its member boards. To accommodate this change in enrolment patterns, the MSSB entered into an agreement , in May of 1988, with the MTSB, the six member boards and the Ministry of education⁹². Under the terms of the agreement, seven public high schools will be leased, in perpetuity, to the MSSB.

⁹¹ See Appendix D1 for the map of the distribution of the separate Roman Catholic secondary school in Toronto taken from Perspectives 1989 published by the Metropolitan Separate Schools Board.

⁹² MSSB (1989) Perspectives 1989 P2

Independent School Boards

Independent school boards are constituted according to their own rules and regulations. One, Upper Canada College, is constituted by its own act of the Ontario Legislature⁹³. Most will have some Old Pupil representation, parent representation and many, established under the auspices of a particular religion, or church, will have clerical representation.

There are few constraints on those who wish to run an independent school in Ontario. The Education Act (1980)⁹⁴ requires those wishing to operate a "private school" to file a notice of intention to do so on or before September 1 of the years in which it is to operate. They are required to furnish the Ministry with whatever statistical returns the Minister may require within sixty days of the request and must submit to inspection by one or more supervisory officers nominated by the Ministry. There is no stated purpose of such an inspection which probably explains why very few are ever carried out⁹⁵.

More directed are the inspections, conducted by ministry officials, at the request of the private school in respect of the standard of instruction in the subjects leading to the Ontario secondary school diploma⁹⁶. These are annual inspections conducted over two or three days⁹⁷ to determine whether the school should be delegated the authority to award OSSDs on the behalf of the Ministry. Teachers in private schools may also request an inspection of their own performance by a ministry supervisory officer when that teacher requires a

⁹³ See interview with Mr Adamson, vice-principal of Upper Canada College, Appendix B4

⁹⁴ Part I Sec. 15 (1) - (9)

⁹⁵ Shapiro B.J., (1985) The report of The Commission on Private Schools in Ontario Government of Ontario: Toronto.

⁹⁶ Education Act (1980) Sec. 15 (7)

⁹⁷ See interview with Mr Adamson, vice-principal of Upper Canada College, Appendix B4

recommendation for certification purposes.⁹⁸

While it is not easy to categorise all private schools, most may be as serving one of three basic functions. Schools in the first group may be characterised by their provision of a specific religious dimension to the education of their students, those in the second group, through their employment of specific philosophical or pedagogical educational practices and the third through their stated goals of academic excellence and their emphasis on traditional protestant values of self discipline and application. The first two groups are designed to cater to families who share same the same faith, beliefs and/or educational philosophies as the school. As such, they are open to all who wish to attend. Examples are the Private Jewish Schools and the Montessori schools. These schools, generally, seek further financial support from the government but still wish to retain as much independence as possible.

Schools in Toronto which one may categorise as members of the third group, have formed an Ontario-wide association (of 25 schools) called The Conference of Independent Schools. Their student body is managed through entrance exams, relatively high tuition fees and the power to reject applications and expel disruptive elements. These schools are fiercely independent and shun any Ministry involvement including funding.

Private schools, whatever their *raison d'être*, currently enjoy autonomy in their employment of teachers (subject to the constraints of the Charter of rights and Freedoms), their admission and expulsion of students, and their choice of curriculum outside of courses to be credited towards the OSSD or the Certificate of Education⁹⁹. They are funded by tuition fees charged to the parents,

⁹⁸ Education Act (1980) Sec. 15 (8).

⁹⁹ There is no compulsion on independent schools to provide courses leading to the OSSD. If they chose not to, they would not be required to undergo inspections by the Ministry for authorization to award diplomas. It is unclear as to whether, in the event of an independent school deciding not to issue OSSDs, the Ministry would then exercise its right to inspect the school under Sec. 15(6) of the Education Act. (It is likely that the decision not to award OSSDs would discourage some parents

supplemented, in some cases, by endowments¹⁰⁰. Lawton [(1985)pp 9-10] states that provincial funding for private schools extends to the following items only:

- free copies of curriculum guidelines and materials,
- seminars for principals at times of major policy changes such as OSIS,
- access to single copies of free texts under the book purchase plan,
- access to Ontario's teacher exchange programme without subsidy available to assist the travel,
- distribution of all pertinent policy and safety memoranda,
- publishing and distributing lists of private schools.

In addition, only nominal charges are made for other services such as use of the computerised guidance system, SGIS, and inspections for the purpose of being authorised to grant Ontario graduation diplomas. Private schools are exempt from property taxes and interest on endowments is tax free as is any surplus at the end of the day if they are non-profit making organisations and/or charities.

from sending their children to the school).

¹⁰⁰ Upper Canada College has endowments of \$12 million. The interest on this provides only a very small reduction in the fees for students (Interview with Mr Adamson, vice principal of upper Canada College, Appendix B4)

The Principals and Their Schools

The major constraints on the Actions of principals within their schools are found in The Education Act (1980), Ministerial Regulations made under that Act, the policies of their board and the collective agreement negotiated by their board with the local teachers' federation. In addition, the Education Act (Sec. 236) specifies a number of duties principals are required to perform.

These include:

- to maintain proper order and discipline in the school;
- to develop cooperation and coordination of effort among the members of staff of the school;
- to register pupils and ensure that attendance records are kept;
- to establish and maintain, retain, transfer, and dispose of, according to regulations, a record in respect of each pupil enrolled at the school¹⁰¹,

¹⁰¹ Pupil Records Regulation 271, Revised Regulations of Ontario, 1980 as amended by O.Reg 380/86, Made under the Education Act (August 1986), Queen's Printer for Ontario: Toronto.

A pupil record shall consist of:

1. an index card: (which must be kept the school and retained for 55 years from the date of leaving the school)
 - full name
 - sex
 - student number
 - d.o.b. & source of verification
 - name of father, mother (& guardian)
 - name of person who has custody
 - name of person who has access
 - address & home phone number
 - emergency number
 - date of enrolment & retirement
 - (name & address of receiving school & date pupil record is transferred)
 - address of pupil at date of transfer or retirement
 - name & address of the school supplying the above information.
- Plus
- names & address & phone numbers of persons who have been retained to assist and advise the child
 - the pupil's means of transport to & from school
 - information the principal thinks relevant in locating the pupil in an emergency

- to prepare a timetable and make the timetable accessible to pupils and teachers,
- to hold such examinations as he considers necessary subject to approval of the supervisory officer and report the progress of any pupil as required by the board to the pupil's parents,
- to promote pupils as he considers proper and issue a statement to the students,
- to ensure that only approved textbooks are used,
- to report on state of the school facilities, discipline, pupils progress etc. to the board,
- to give assiduous attention to the health and comfort of the pupils, to the cleanliness, temperature and ventilation of the school, to the care of all teaching materials and other school property and to the condition and appearance of the school buildings and grounds,
- to report promptly outbreaks of contagious/infectious diseases,
- to refuse to admit subject to appeal to the Board, any person to a class that he considers would be injurious to that class or detrimental to the physical/material well-being of pupils.

The areas, then, in which the principals have autonomy to act, may be listed as:

-information in respect of health conditions and
procedures developed by the principal in respect
thereof

-information that the principal thinks may be
beneficial to teachers in the instruction of the
pupil.

2. A record folder which details courses undertaken, the commencement dates and exit dates etc.
3. Ontario Student Transcript (secondary only)
4. Report cards
5. A record of French instruction.

The record folder, OST and a documentation file shall be obtained from the Minister or a supplier designated by him. - i.e. they should all be the same as those provided by the ministry.

- the selection of courses (within the curriculum guidelines and the requirements of the OSSD and subject to the approval of their supervisory officer),
- the making and implementing of assessment and evaluation policies to operate within the school towards the award of the OSSD (within the parameters required by each specific curriculum guidelines and subject to the specified maximum number of days set aside for formal examinations by the Ministry regulations)
- the allocation of teachers to classes (subject to the qualification listed on their Ontario Teachers' Card and the workload specifications of their board's collective agreement),
- the employment and promotion of teachers (subject to the qualifying criteria specified by both the Ministry and the board and the procedures policies laid down by the board, and the requirements of the collective agreement),
- the allocation of funds for text-books curriculum materials and equipment (subject to the total discretionary funding allocated the school by its board and to the Ministerial regulations on approved textbooks),
- the provision of professional development opportunities for the staff (subject to the approval of the board for relief teachers and the measures specified in the Ministry regulations and the collective agreement.)
- the suspension of pupils up to a maximum period to be specified by the board and expulsion of students with board approval only.

Despite there being limitations to the principals' autonomy in all of the spheres of activity described above, the principals interviewed for this study, seem satisfied with the extent of their authority. The only dissenting voice, in this regard was that of the vice-principal of Upper Canada College, who, on paper, enjoys more autonomy than any of the other principals interviewed. His comments were echoed by Upper Canada College's submission to the Commission on Private Schools in Ontario.

"We share with many schools, both public and independent, a

growing anxiety concerning the increasingly prescriptive nature of Ministry guidelines. Too often, central directives discourage teachers and schools from being innovative, or make it difficult or impossible for a particular school to meet the special needs of its students"

Quoted by Shapiro (1985) p33.

The satisfaction of the public and separate school principals with the status quo, in respect of their autonomy to serve their communities as they see fit, must result from one of three factors:

1. The Act, the Regulations and board procedural policies have managed to strike just the right balance between autonomy and subordination at the school level;
2. The controls inherent in the system, do not operate in areas where the principals expect to be autonomous¹⁰².
3. The teacher education, principal preparation courses and principal selection procedures, select those who are well prepared to operate with the constraints of the system and lack the skills and/or desire to extend the autonomy of the principal's role.

While it is beyond the scope of this paper to speculate about which is more accurate, the fact that there is satisfaction with the system on the part of these principals is worth reporting.

Teachers are not only constrained by the same sets of controls as principals, but in addition, the Act (Sec. 235) requires of them a specific set of duties which include:

- to teach diligently and faithfully classes assigned by principal,

¹⁰² This point is illustrated by the comment of Mr Molyneux, Principal of Castle Frank High School:

"I'm answerable to the director but I've always found it easier to ask for forgiveness than for permission. And most schools operate, I think, on that basis. I certainly do."

- to encourage pupils in the pursuit of learning,
- to inculcate respect for religion and the principles of Judaeo-Christian morality and the highest regard for truth, justice, loyalty, love of country, humanity, benevolence, sobriety, industry, frugality, purity, temperance and all other virtues,
- to assist in the coordination and cooperation of effort amongst members of staff of the school,
- to maintain under the direction of the principal proper order and discipline in his classroom and while on duty in the school and on the school ground,
- in instruction and in all communications with the pupils in regard to discipline and the management of the school to use the English¹⁰³ language,
- to conduct classes, in accordance with a timetable, which shall be accessible to pupils and to the principal and supervisory officers.
- to participate in professional development days as designated by the board under the regulations,
- to notify such person as designated by the board if he is to be absent and the reason for the absence,
- to deliver the register, school key and other school property in his possession to the Board on demand or when his agreement has expired,
- to use and permit to be used only Ministry-approved text-books in his classes,

It is apparent from the interviews¹⁰⁴ that most of the course development duties and curriculum materials purchasing decisions¹⁰⁵ are delegated to heads of department and individual subject teachers. The final strands in the network of control in the Toronto education system, are the Board-employed supervisory

¹⁰³ Or French language in French language schools.

¹⁰⁴ Appendices B1 - B4

¹⁰⁵ Fischer & Lamont (1986) p28

officers. The Education Act (1980) Sec.256 places on them, the responsibility for ensuring that teachers and principals meet all the ministry requirements. Their duties, as specified by the Act include:

- to bring about the improvement in the quality of education by assisting teachers in their practice,
- to assist and cooperate with boards to the end that the schools may best serve the needs of their pupils,
- to visit schools and classrooms as the minister may direct or the board may direct,
- prepare reports of visits and to give a copy of the relevant portion to any teacher mentioned in the report
- to ensure that the schools under his jurisdiction are conducted in accordance with regulations.
- make a general annual report of his performance and the condition of the schools in his area of jurisdiction,
- to report to a medical officer the existence of any unsanitary conditions.

The locus of control within the Toronto education system is complex and pervasive. With so many sources of authority and so many levels of delegation in so many different areas it is often difficult to accurately and precisely identify the role and authority of any individual within the system. As in any schooling system, the role played by the chief executive officer of the basic units within the system, the schools, is illuminating. A useful description of the new role of principal is given in Leithwood et al's (1987) conclusion (p194) to their research into the development and implementation of the Ontario Schools: Intermediate and Senior Divisions policy.

"Principals are asked to play many roles in their schools. The greatest emphasis in recent years has been awarded to the role of curriculum and instructional leadership. Underlying the importance attached to this role is the assumption that principals have considerable discretion with respect to the directions they pursue in their schools and the way those

discretions are pursued. This assumption must be tempered, however, by the context of the larger school system within which the principals work. As in most Canadian provinces, the Ontario school system is quite prescriptive with regard to overall directions for school improvement. An increasingly coherent and independent network of policies and curriculum guidelines ensures that this is the case. Principals' discretion to establish directions for their schools, therefore, must be exercised in terms of short-term goals and processes for both achieving short-term goals and moving in the long term directions that are largely determined from outside the school.

"This discretion might be termed a policy implementation role for the principal, providing that one has a sufficiently rich understanding of the possibilities inherent in such a role. We do not see such a role, for example, as involving unquestioning responsiveness to directions issued from above, for as Malone and Wildavsky (1978) have reminded us:

"... literal implementation (of a policy) is literally impossible. Unless a policy matter is narrow and uninteresting, the policy will never be able to contain its own consequences"

PART VI

SOME CURRENT ISSUES

"Policy-making in education is primarily a political process. As such, it must be seen - within a democracy -as a question to be settled, in the final analysis, not by social scientists, but be elected officials and, perhaps ultimately, by the courts."

Shapiro (1985) p38.

In adopting this view the writer implies that all facets of an educational system in a democracy are contested; each aspect is a current issue for some sector of society. The current issues selected for this section may not be those considered the most important by other educational writers, but then, no poll has been taken of other educational writers. They are essentially those which, during the research for this paper, have come to the notice of, and are of interest to, the writer. It is not suggested that they are the most pressing nor the most hotly contested.

Ability Level Streaming

The goal of offering three distinct levels of difficulty within each curriculum guideline is to provide learning experiences appropriate to the abilities of the students. Schools, like St Patrick Catholic Secondary School decide which courses they will offer on the basis of the

"...students coming. We interpret our job as being to serve the students in the community. So, sensibly, if no-one shows up who is operating at a basic level of difficulty, we don't offer that. But that's not the way humanity comes, so if you really do serve the people in your community, you find yourself offering the three levels of difficulty." (Sister Corrigan, principal, see interview appendix B3)

As in other jurisdictions, parents are reluctant to limit the future opportunities of their children especially at the relatively young age of fourteen years, the age of most students entering Grade 9. Consequently, most resist the suggestion that their children take Basic Level courses pushing for acceptance into the General and/or Advanced streams¹⁰⁶. Despite the powers given to principals under the Education Act (1980), few will compel students, promoted from the elementary panel to take Basic Level courses at Grade 9 level. Exacerbating this situation is the tendency of elementary school teachers to promote increasing numbers of students to Grade 9 enabling less able students to push for entry to General and Advanced Level courses. Consequently, more experience failure at secondary school and must either re-enrol in Basic Level courses or drop out.

Two divergent views of this matter were expressed during the interviews by the principals of Castle Frank High School, which offers basic level courses, and Jarvis Collegiate Institute, which does not.

CASTLE FRANK HIGH SCHOOL

"[G]enerally, if they have been promoted, they choose schools which offer general and advanced level courses. But those who should not have been promoted, but were, enter these courses and fail. They have already had a crack for eight years through elementary school and failed, many of them. Entering these other schools merely emphasises their failure."

and

"So fewer students are available for schools like ours which are purpose-built to deal with kids who fail, to give them a sense of success. And the other schools are under a real pressure

¹⁰⁶ The Advanced stream can lead to the completion of OACs within 4 years and entry to universities. The General level stream will generally lead to an OSSD within 4 years and entry to Colleges of Applied Arts and Technology. Basic level streams can lead to an OSSD and from there, generally to employment.

to try and develop programs for these kids who should be coming to us. You know, it doesn't make sense. You tend to talk, then, about the dropout rate because the frustration level of these kids is so high."

Mr Molyneux, Principal of Castle Frank High School

JARVIS COLLEGIATE INSTITUTE

"I think it's probably fair to say that we are getting more [less able students] than we used to. But that's their right. Nor would I deny them the opportunity to try. I think that that's important because I think there is a public perception that graduating from this school is different from graduating from another. We try the best we can to offer a booster programme in English and Mathematics to ensure that any kid who is just a little behind in those skill areas has an opportunity to function here for more than 6 months of the year and have some success. There are tutoring programmes in the lunch hours for kids who need some assistance, usually done by older students under the supervision of subject teachers in two or three different areas. But basically, if the student has struggled in elementary school and if booster programmes and a greater emphasis on skill development is not enough to solve the problem it will become apparent to them and their parents, eventually, that perhaps they've got to seek a school that offers a different level of difficulty."

In answer to a question asking whether any leave at the end of Grade 9 for other schools:

"Yes a few. Not a significant few but yes there are some kids who didn't make it."

Despite the differing views of streaming held by all three of these principals, there is an implied support for the policy in the statements of each of

them. It is only the application of the policy which is being criticised by the principal of Castle Frank High School. Thus it can be suggested that the pressure for reform of the streaming system came more from other sectors than from principals.

Public opinion of the streaming of secondary schools was gauged in the seventh OISE survey of public attitudes to education¹⁰⁷. The report noted that the issue of streaming had received the greatest attention in educational organisation debates over the last year. Their findings are summarised below.

"A plurality of Ontarian now oppose the abolition of different high school programs of study, but an only slightly lower proportion support the introduction of a common programme and the remaining one-fifth express uncertainty."

In February of 1988, the Select Committee on Education was struck with a wide ranging mandate to examine the formal elementary and secondary school systems in Ontario. In their first report¹⁰⁸ (December 1988) they recommended that boards offer unstreamed courses at least until the end of Grade 9 and that the ministry sponsor research into the practice and impact of streaming and ability grouping in Ontario (p19).

The Premier of Ontario, Mr. Peterson, in the speech from the throne opening parliament in April 1989, announced that the government would eliminate the streaming of Grade 9 classes for the start of the 1990-91 school year¹⁰⁹. The goal of the new policy was stated as being to ensure a smoother transition from elementary to secondary school and to encourage students to stay in high school longer.

¹⁰⁷ Livingston et al. (1989) p19

¹⁰⁸ The Select Committee on Education (1988) First Report of the Select Committee on Education Queens Printer for Ontario: Toronto.

¹⁰⁹ "Ontario's goal for schools: Start younger, stay longer" Toronto Star 26 April 1989.

However, the removal of streaming from just the first year of high school did not remove the pressure by the de-streaming lobby. The BECT has started an experiment in setting up Ontario's first (since OSIS) non-streamed public school. Castle Frank High School will become unstreamed by an additional grade level each year starting with Grade 9 in 1990. With the change, comes a change of name to Rosedale Heights Secondary School¹¹⁰. The school is intended to provide:

- " - a common curriculum for all students in each subject and grade with a continuum of development that allows a self-regulated pace,
- full access to advanced level courses which can lead to college or university,
- a supervised homework policy that helps students develop time-management abilities,
- strong emphasis on language development and critical thinking skills,
- a disciplined blend of subject content which combines several disciplines,
- an Advisory Management Council made up of students, parents and staff to monitor progress and ensure continuity."¹¹¹

The BECT has not announced any plans to set up any further experiments along these lines but should the experiment be a success, pressure will mount for the Ministry to amend its regulations.

¹¹⁰ There was some suggestion that the name was pretentious; The school is just outside the wealthy inner suburb of Rosedale.

¹¹¹ Rutledge D. "A lesson in Equality at 'unstreamed' school" Toronto Star 11 January 1990.

Funding of Independent Schools

The constitutional privilege bestowed upon Roman Catholic Schools in Ontario continues to be anomalous. These secondary schools enjoy the same freedoms to restrict their admissions and adopt discriminatory employment practices as other, private, denominational schools, yet they enjoy full municipal and provincial funding.

It was argued by Finkelstein [(1985) appended to Shapiro (1985) p96] that other parochial schools have the right of treatment equal to that of the Roman Catholic schools, under the Charter of Rights and Freedoms and that even non-parochial private schools may also have that right. He suggested that the only grounds on which the Government could escape such a constitutional obligation would be on the grounds that such funding would threaten the viability and strength of the public schools system.

Lawton [(1985) appended to Shapiro (1985) p183] concluded that the most equitable and practical form of aid to private schools was to take the property taxes of parents of private school students, pool them and then allocate them equally, on a per pupil basis, to all private schools. In addition, he suggested that any categorical grants, such as free secular textbooks and equipment grants, be extended to include private schools.

That private schools should not be the beneficiaries of full provincial funding (i.e.that they should not receive the General Grant) was supported by the argument that public schools supported a greater breadth of purpose than private schools, that their obligation to admit all and be accountable to publicly elected officials justified their greater public funding (Shapiro 1985 p51).

With the decision of the Provincial Government to extend full funding to Roman Catholic secondary schools in 1985, the largest group seeking funds for private schools was mollified. The groups remaining were small and not at all unified in their desire for government funding. Those opposing further funding

were fearful of an accompanying loss of freedom. The following extract from the Education Act (1980) identifies their concerns.

"The Minister may make regulations ...in respect of all other schools supported in whole or in part by public money... governing the admission of pupils...governing the provision of special education programmes...requiring boards to purchase books for the use of pupils...prescribing the accommodation and equipment of buildings...prescribing the form of contract that shall be used for every contract between a board and a permanent teacher...prescribing the powers, duties and qualifications and governing the appointment of , teachers,... heads of department, (and) principals...." (Sec. 10 (1))

Those desirous of further government funding such as the Jewish community, still wished to retain the freedom to appoint teachers according to their own criteria and procedures and accord priority of admission to students of their faith, both rights enjoyed by the Roman Catholic Schools. They had no objection to the Minister setting minimum qualifications for teachers in their schools. But they wished to reserve the right to select, on their own grounds, from among the ministry-certified teachers. (Shapiro 1985 pp30-32).

Lawton (1985 Appended to Shapiro 1985 p183) in an addendum to his paper on funding of private schools, noted that the 1985 provincial budget contained measures which would have a considerable impact upon the amount of tax wealthy individuals would pay, and, in particular, that the measures would act most severely against some of the popular devices private school fee paying parents adopted to reduce their tax liabilities. He predicted that some of the private schools then opposing extended public funding of private schools may find that by 1989, their circumstances may have changed sufficiently to add their voice to the remaining lobby. The vice-principal of Upper Canada College (See interview Appendix ___) has not changed his view but some of those private

schools, less well blessed with endowments of money and land, may be feeling the pinch.

The oft-quoted opposition to extending funding to private schools of denying the public school sector funds that are rightfully theirs, has lost some of its potency with the dramatic reduction in the size of the private educational sector with the accommodation of the Roman Catholic secondary schools. Lawton estimated that to extend full funding to all private schools in Ontario on an equivalent basis to that of the Roman Catholic schools would cost the Government around \$200 million which, according to Shapiro (1985 p49) was not sufficiently large in comparison with the \$6.5 billion annual expenditure on elementary and secondary schooling, to be determinative of government policy.

The Commission on Private Schools in Ontario recommended "Programmes of limited Support" for private schools, but explored at some length another possible category, that of "Associated Schools". These schools would be subject to the following conditions:

- all teachers would be required to have Ontario Teaching Certificates,
- to admit all students irrespective of race, ethnicity or religious affiliation,
- charge no fees,
- provide satisfactory instruction (and thus by implication be subject to ministry inspections,
- to report annually on finances and tuition to the school board in whose district it operates,
- be operated by a board of governors of whom at least half are parents of students attending the school
- be non-profit making.

In return, these schools would be financed by the school board according to normal financing formulae. The Associated School boards would be empowered to raise funds for capital and special programme requirements, hire and supervise staff, design and implement curriculum, purchase, rent, own or

lease property, establish enrolment levels and provide a religious base for school programmes.¹¹²

The public opinion on government funding of private schools was reported in the seventh OISE survey of public attitudes towards education¹¹³.

"About one third of Ontarians would now like to see government funding for formal education restricted either to the public schools exclusively or to the public schools plus the Catholic schools to Grade 10; about a third support the extension of full funding to Catholic high schools but not to independent schools; of the remaining third, most support the extension of funding to all types of schools."

These proportions have remained pretty stable since the government's decision to grant full funding to Catholic high schools in 1984.

The Select Committee on Education, during the latter part of 1989, examined the broad issue of educational finance in Ontario and reported in January 1990¹¹⁴. While, only a very small part of its focus included private school funding (pp47-49), it did receive submissions from the Ontario Jewish Association, the Canadian Jewish Congress, the Ontario Association of Alternative and Independent Schools and the Conference of Independent Schools. All but the last of these groups saw the Report of the Commission on Private Schools in Ontario (The Shapiro Report) as presenting a good working model and criticised the government's delay in responding to it. The Conference of Independent

¹¹² The Commission believed that the Roman Catholic schools' right to deny admission to non-Catholic children to be wrong and that the Roman Catholic separate school system should be required to become Associated Schools and submit to the conditions outlined above. This would go a long way towards achieving equity between public schools, separate schools and other, non-exclusive private schools.

¹¹³ Livingstone et al. (1989) p11

¹¹⁴ The Select Committee on Education (1990) Third Report of the Select Committee on Education Queens Printer for Ontario: Toronto.

Schools requested that if public funding of independent schools was to be pursued that a special category should be created which would receive no funds and not be subject to corresponding government regulation.

The Committee recommended that the government respond, formally, to the Shapiro Report, as soon as possible, and that it not pursue the concept of full funding for independent schools. However, it did suggest that the government could follow up on the recommendations the report makes with respect to Associated Schools.

Public Representation, Accountability and Local Autonomy

The Commission on Private Schools in Ontario in examining the role of private schools within the broader schooling system was frequently drawn to identify the criticisms, members of the community had, of the public sector schools.

"Expressed criticism of [public] board schools tended to focus on the perceived bureaucratization of these schools and the extent to which they are perceived to have become primarily instruments of the state and the professional experts rather than partnerships.... Given the effective near-monopoly of the publicly funded schools, it is not surprising that as institutions...they exhibit some of the behavioural characteristics of monopolists.

"The commission does believe that school board trustees have a responsibility not only for the development and administration of general schools policy but also for both a sensitivity to the needs of local communities and the development of programmes that reflect these needs. [E]ach board should be required to establish a School Committee including the

principal and elected parents and teachers in a minimum ratio of two to one. The task of the Committee would be to communicate, through the principal, with the school board so that the board is informed as to the community's priority concerns with regard to the school's policies and programmes and the community is similarly informed with regard to the board"

(The Report of The Commission pp. 57-58)

In addition, Lawton¹¹⁵ asserted that school boards are "often local oligarchies that rule as a one party system, lacking even the loyal opposition present in provincial and national parliaments." He concludes that "there is an excessive reliance on more senior levels of government to make decisions about education in Canada. The institutional structures that have been built up over the years are too large, too distant and too authoritarian.

In another work, Lawton (1987) contends that the existing boards of trustees have increasingly become the direct agents of the provincial government (p9) and goes not to examine some of the principles supporting local administration of schools. There is, firstly the belief that the individual community is the appropriate body to determine its own communal activities. In addition, for any service, there exists a natural geographic area which can be most efficiently and effectively served.

It is the variety of educational services boards are required to provide, that creates the confusion over whether administrative control should reside at the school level or some other higher level. The provision of a school programme, development of curriculum suited to local needs, employment of teachers and

¹¹⁵ Lawton S.B. (1989) "The Octopus and the Elephant and the Five Dragons : A commentary on the impact of national and international trends on the Canadian schools in the waning years of the 20th century" A Paper prepared for the Oxford International Roundtable on Education Policy, St. Peter's College, University of Oxford, August 13-19, 1989.

appointment of principals can clearly be seen to be within the legitimate authority of the local school and its community with little loss of efficiency or effectiveness. However, when it comes to the common needs of smaller sectors of society, such as the disabled or retarded and minority language groups, then efficient provision of appropriate services will generally require a broader and, consequently higher, level of administration.

The Select Committee on Education, in its third report (p41), argue that in today's education system, there remains little necessity for the school board trustees to be accountable to their electorate for the raising of revenue through local assessment, particularly now that the provincial government has assumed such a large role in financing their activities. The Committee prefers to see the trustees accountable to their electorates for the quality of educational programmes they deliver.

However, to make the trustees accountable for the educational programmes delivered, they must have sufficient power to see their policies implemented in the schools. In the current bureaucratic system, there is considerable conflict between the of the boards and their Director of Education, the board's Chief Executive Officer and professional educator. The committee recognises this difficulty, but rather than recommend decentralisation as a solution, they recommend that the Minister should become involved and use the Education Act to **"clarify and solidify the authority of the trustees over board program and financial decisions."** (p44)

The international trends towards greater school autonomy in Britain, Australia and New Zealand have not gone unnoticed in Ontario. Three large volumes reporting on "Alternative approaches to determining distribution of school board trustee representation" (Humphrey's et al 1986) have been published but, to date have evoked no government response. Lawton and Scane (1989) have commenced a possible base-line study of the views of the chief executive officers in school systems in Ontario with respect to the centralization/decentralization and control/autonomy dimensions school restructuring. In this initial study they

found that "Radical restructuring of Ontario's school system... appears to be one of the farthest ideas from the minds of the nine CEOs interviewed for this study."

The apparent freedom of principals and teachers to design school programs suited to the needs of their communities and the fact that there does exist a political representation involved in education at a level below that of the government, has, to date, allowed the government to retain the status quo. The large salaries and the social status enjoyed by the school board trustees and their CEOs will likely inhibit those charged with representing the electorates "educational opinion" and the profession's "expert opinion", from recommending to the provincial government that their positions be abolished in favour of further decentralisation.

SUMMARY

Examination of any other schooling system will provide lessons for those who take the time, even if they are only negative lessons; what to avoid. However, the Toronto system provides many positive lessons for educators and administrators in New Zealand. Their importance to individuals will vary according to their own experiences and concerns. What follows is a personal view of what significance the study holds for New Zealanders.

The Curriculum and Assessment

When Queensland abolished their public examinations at the conclusion of secondary schooling¹¹⁶, they established a complex system of interschool moderation and a grading system that encouraged the schools to pursue the goal of intersubject comparability. When New Zealand abolished the University Entrance Examination in 1986, they instituted a relatively rigid system of interschool moderation of Sixth Form Certificate Grades based on the School Certificate Examination results of the previous year. In addition, there were a number of seminars and workshops held to acquaint SFC coordinators with the methods available to achieve some intersubject comparability.

Yet, in Ontario, in 1967 and subsequently, there was very little evidence that anyone even noticed that the abolition of the 'departmentals' removed interschool comparability. Almost a decade passed before the Universities and the public started to question what was happening to the academic standards of the secondary schools. The call was not for interschool comparability but for a demonstration that the system's standards were being maintained. It took another decade for the problem of the inflation of marks of university aspirants to surface in 1989¹¹⁷. This is a problem directly attributable to the lack of

¹¹⁶ This occurred shortly after Ontario abolished the Departmental Examinations in 1967.

¹¹⁷ "Students' high marks: Inflated or earned?" Toronto Star 6 September 1989.

mechanisms to maintain some sort interschool comparability of assessment standards. But it is a problem limited to the small percentage of the population who complete the OACs and intend to entering university.

For the vast majority of the population the lack of comparability between schools in assessment standards leading to the award of the OSSD is not an issue. It is less of an issue because of the freedom local schools and teachers have in course development¹¹⁸ within a common curriculum guideline. It is also less of an issue because of the variety of levels of difficulty available within each curriculum area.

Nation-wide interschool comparability carries with it implications of norm-referencing of the population according to the quantities measured by the assessments. Such norm-referencing will inevitably lead to social selection, seriously disadvantaging those below the norm, irrespective of the relevance of the measurements to the purpose of the selection.

The system of credits, the variety of levels of difficulty, the local autonomy of course development within ministry guidelines and the limitation of the influence of the universities to a few courses "additional" to the secondary school curriculum, are all measures of significance to New Zealand. The Ontario curricular system does not achieve all of its goals. It still has a high dropout rate and the streaming system has received recent criticisms for its contribution towards that. Nevertheless, some of the principles New Zealanders have accorded such a high priority in their new system have been largely ignored in Ontario¹¹⁹ and with little (apparent) ill-effect.

¹¹⁸ The OAC curriculum guidelines are much more precisely defined giving much less opportunity for local variation and so making interschool comparability a realistic goal. Such a goal is less realistic where there is a greater variation among courses.

¹¹⁹ In the interviews with the principals, each and every one of them required an explanation of what was meant by "intersubject comparability" and once explained dismissed it as an issue.

Trustee Representation and Decentralisation

Trustee representation is an area in which comparisons and contrasts may be useful for the architects of the New Zealand system. A board of trustees charged with managing a collection of schools provides a number of advantages. It allows the board to provide a variety of educational opportunities for the students within its jurisdiction, it can provide greater career opportunities within the board for its teachers and administrators, and it can conduct large scale experiments such as that started this year at Rosedale Heights Secondary School¹²⁰. It is better able to meet special educational needs and provide psychological services, and the like, to schools under its control. The work of schools, such as course development and assessment programmes may be coordinated and shared, reducing the degree of duplication within schools.

On the other hand, school systems, the size of Toronto's, suffer from bureaucratic tendencies and the attendant problems of the separation of decision making from their point of impact. They introduce an additional interface between the political branch, the trustees, and the professional branch, the director and the principals. The Toronto system may be criticised for being too large and too centralised. The New Zealand system may be criticised for being too diffuse, too decentralised.

The authors of the New Zealand system foresaw the possibility of individual schools in New Zealand amalgamating their boards under a common board of trustees. It would appear that some compromise between the New Zealand system of trustee representation and the Toronto system may hold the key to successful administration. Some further work along the lines of "natural geographic areas" discussed by Lawton (1987 p9) may be useful in determining alternative jurisdictions where the school-based boards of trustees are found to be too decentralised.

¹²⁰ See earlier section on 'Current Issues'.

Funding

Finally, as the implementation of New Zealand's new administrative system starts, there are many concerns over the level of funding schools will receive¹²¹. One of the most remarkable aspects, New Zealand teachers meet when they enter the Toronto education system, is the abundance of material and financial resources, the more generous provision of teacher preparation and marking time and the number of teacher only Professional Development days. One of the most striking aspects to the writer, was the amount of available literature and the number of research projects funded by the Provincial Government. When educational policy decisions are to be made in Ontario, there is seldom a lack of relevant research information available. If information on a specific aspect of education is not sufficiently recent, research projects are commissioned. All of these factors are related directly to the level of funding available to education. Higher levels of funding do not inevitably lead to quality education and they may permit higher levels of inefficiency, but, in general, the old adage has some relevance:

"If you pay peanuts, you get monkeys."

¹²¹ "Quitting over funding hassles - Principal's job made 'ridiculous'" Evening Post 5 February 1990.

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Appendix A



The Chairman,
Toronto Board of Education,
155 College Street,
Toronto,
M5T 1P6.

Dear Sir,

Application to approach Principals for Interviews

I would be grateful for your approval to approach the principals of two Toronto Board of Education schools (Castle Frank High School and Jarvis Collegiate Institute) to request interviews with them to further my understanding of the system of educational administration in Toronto. I have enclosed a copy of the interview schedule I propose to use as well as a copy of the letter I propose posting to the two principals. I anticipate that the interviews will take about half an hour to an hour.

The interviews form part of the research I am conducting for a paper I have undertaken to complete the Master of Educational Administration degree from Massey University, Palmerston North, New Zealand.

I am living in Toronto with my wife who has been posted here by the New Zealand Government.

I would be grateful if you would indicate your approval by signing the second copy of this letter (encl.) and returning it to me in the accompanying stamped addressed envelope.

Yours sincerely,

C.J. Huse

Approved / Not Approved (delete one)

Signed : _____

Position : _____

APPENDIX A2

103 Glen Road,
Toronto,
Ontario M4W 2V8,
CANADA.

16 July 1990
Phone: 921-4847

Mr D. Wells,
Principal,
Jarvis Collegiate Institute,
495 Jarvis Street,
Toronto.

Dear Mr Wells,

Request for Interview

I would be grateful if you would permit me to interview you on the subject of educational administration in Toronto and, in particular, your school. The interview would focus on four aspects of control: control of funding, the curriculum, enrolment and over teachers. I estimate that it would take about half an hour to an hour. In the interest of brevity, and if you were agreeable, I would record the interview and transcribe it later at home.

Before approaching you I sought approval from the Toronto Board of Education to do so and have received a positive response.

The interviews form part of the research I am conducting for a paper I have undertaken to complete the Master of Educational Administration degree from Massey University, Palmerston North, New Zealand.

Before leaving New Zealand in February this year, I was employed as a chemistry teacher and senior administrator in a New Zealand secondary school. I am living in Toronto with my wife who has been posted here by the New Zealand Government.

I would be grateful if you would indicate your willingness or otherwise to undertake this interview by signing and returning the second copy of this letter (encl.) in the accompanying stamped addressed envelope.

Yours sincerely,

C.J. Huse

I am willing \ unwilling to undertake this interview.

Signed : _____



Sr. L. Corrigan,
Principal,
St. Patrick Catholic Secondary School,
70 D'Arcy St.,
Toronto M5T 1K1

Dear Sister,

Request for Interview

I would be grateful if you would permit me to interview you on the subject of educational administration in Toronto and, in particular, your school. The interview would focus on four aspects of control: control of funding, the curriculum, enrolment and over teachers. I estimate that it would take about half an hour to an hour. In the interest of brevity, and if you were agreeable, I would record the interview and transcribe it later at home.

The interviews form part of the research I am conducting for a paper I have undertaken to complete the Master of Educational Administration degree from Massey University, Palmerston North, New Zealand.

Before leaving New Zealand in February this year, I was employed as a chemistry teacher and senior administrator in a New Zealand independant Presbyterian secondary school. I am living in Toronto with my wife who has been posted here by the New Zealand Government.

I would be grateful if you would indicate your willingness or otherwise to undertake this interview by signing and returning the second copy of this letter (encl.) in the accompanying stamped addressed envelope.

Yours sincerely,

C.J. Huse

I am willing \ unwilling to undertake this interview.

Signed : _____

Date : _____

APPENDIX A4

[REDACTED] d,
[REDACTED] p,
[REDACTED] p [REDACTED] B,
[REDACTED] A
[REDACTED] y [REDACTED] 0
[REDACTED] 7

Mr. E. A. Barton
Principal,
Upper Canada College,
200 Lonsdale Road,
Toronto, M4V 1W6

Dear Mr Barton,

Request for Interview

I would be grateful if you would permit me to interview you on the subject of educational administration in Toronto and, in particular, your school. The interview would focus on four aspects of control: control of funding, the curriculum, enrolment and over teachers. I estimate that it would take about half an hour to an hour. In the interest of brevity, and if you were agreeable, I would record the interview and transcribe it later at home.

The interviews form part of the research I am conducting for a paper I have undertaken to complete the Master of Educational Administration degree from Massey University, Palmerston North, New Zealand.

Before leaving New Zealand in February this year, I was employed as a chemistry teacher and senior administrator in a New Zealand secondary school. I am living in Toronto with my wife who has been posted here by the New Zealand Government.

I would be grateful if you would indicate your willingness or otherwise to undertake this interview by signing and returning the second copy of this letter (encl.) in the accompanying stamped addressed envelope.

Yours sincerely,

C.J. Huse

I am willing \ unwilling to undertake this interview.

Signed : _____

Date : _____



Mr J. Molyneux,
Principal,
Castle Frank High School,
711 Bloor Street East,
Toronto,

Dear Mr Molyneux,

Request for Interview

I would be grateful if you would permit me to interview you on the subject of educational administration in Toronto and, in particular, your school. The interview would focus on four aspects of control: control of funding, the curriculum, enrolment and over teachers. I estimate that it would take about half an hour to an hour. In the interest of brevity, and if you were agreeable, I would record the interview and transcribe it later at home.

Before approaching you I sought approval from the Toronto Board of Education to do so and have received a positive response.

The interviews form part of the research I am conducting for a paper I have undertaken to complete the Master of Educational Administration degree from Massey University, Palmerston North, New Zealand.

Before leaving New Zealand in February this year, I was employed as a chemistry teacher and senior administrator in a New Zealand secondary school. I am living in Toronto with my wife who has been posted here by the New Zealand Government.

I would be grateful if you would indicate your willingness or otherwise to undertake this interview by signing and returning the second copy of this letter (encl.) in the accompanying stamped addressed envelope.

Yours sincerely,

C.J. Huse

I am willing \ unwilling to undertake this interview.

Signed : _____

APPENDIX A6
ADMINISTRATIVE PROJECT
(PAPER 36.458)

The following schedule has been designed as part of the requirements of the above paper contributing towards the Master of Educational Administration Degree from Massey University, New Zealand.

THE INTERVIEWS

This interview is to be conducted with Principals of four schools in Toronto. Its purpose is to provide the researcher with an understanding of where control is located and how it is exercised in the educational administration of secondary schools in Toronto.

The interview will focus on four categories of control:

- Funding : revenue and expenditure
- Curriculum : design, implementation and assessment
- Enrolment : programme choice and student selection
- Teachers : selection, in-service training, evaluation, and promotion

It is intended that the interview be recorded and later transcribed. The questions below are a guide only. Where questions are rendered redundant or irrelevant by earlier answers they will be omitted. The principals will have received a copy of the interview schedule at the time of the request for the interview.

INTERVIEW SCHEDULE

1. Funding

- FOCUS:** What influence do you have over the funding of your school ?
- 1.1 From what sources does your school receive funds ?
 - 1.2 What proportions come from which sources ?
 - 1.3 In what ways are you able to increase the funding of your school ?
 - 1.4 Could omissions on your part cause the funding of your school to be less than it might otherwise have been ?

2. Expenditure

- FOCUS:** How much autonomy do you have over the expenditure of the funds allocated to your school ?
- 2.1 Who determines how much of your school's total funds will be spent on :
 - Academic staff salaries
 - Ancillary staff salaries
 - Building maintenance
 - Building construction
 - Grounds maintenance
 - Curriculum and teaching materials
 - Extra-curricula facilities and materials
 - Investment.
 - 2.2 Do you know approximately how much is spent in each of the above categories ?
 - 2.3 Who decides how the money allocated to each of these categories is spent ?
 - 2.4 Who monitors the spending in each category ?
 - 2.5 Are there any other restrictions on your authority to spend school funds ?
 - 2.6 In what ways are you able to reduce the expenditure of your school's funds ?

3. Curriculum

- FOCUS :** Who determines what is taught, how it is taught, and how it is assessed ?
- 3.1 Who decided on the programmes and the difficulty levels you are currently running at your school ?
 - 3.2 Who wrote the syllabi for these programmes ?
 - 3.3 Is there any common proportion of core:options in your programmes ?
 - 3.4 Who chooses the options , students or teachers ?
 - 3.5 Are your students able to choose whatever subject or combination of subjects they wish ?
 - 3.6 To what extent do each of the following influence or restrict the educational programmes that you can offer students :
 - availability of appropriately qualified teachers
 - size of school and the No. of students taking each programme
 - entry requirements of tertiary educational institutions
 - employer requirements
 - internal organizational requirements ?
 - 3.7 If you had the facilities to offer one new programme, what would it be and why that one ?
 - 3.8 Who decides what grades students receive in their subjects ?
 - 3.9 Who sets the criteria for each grade ?
 - 3.10 Is there any attempt to achieve grade comparability between : (i) subjects
(ii) schools ?
 - 3.11 Do the tertiary educational institutions have any influence over the grade level criteria ?
 - 3.12 What is the most important qualification/certificate students take when they leave your school ?

4. Enrolment

- FOCUS** Who decides where students will enroll, what courses they will take and what influences and restrictions are brought to bear on those decisions ?
- 4.1 How would you describe your student body in terms of :
 - socio-economic groupings
 - ethnic groups
 - political groupings
 - educational level attained by parents
 - 4.2 Does your school actively seek students by promoting itself in the community ?
(In what ways ?)
 - 4.3 Why do you think students choose to enroll at your school ?
 - 4.3 Does your school seek to fill any specific "educational niche" that other secondary schools in the area ignore?
 - 4.4 Do you ever have such pressure on your rolls that you must select some students and turn others away ?
 - 4.5 To what do you attribute this pressure ?
 - 4.6 How do you select which students to admit and which to turn away ?
 - 4.7 To what extent do the following influence your students' course selection :
 - requirements of tertiary courses
 - requirements of employers
 - their academic abilities
 - peer pressure
 - school-based guidance
 - parental influence

5. Teachers

- FOCUS** What limits are there placed on individual teacher autonomy ?
- 5.1 Are you required to follow any particular procedures in finding and selecting teachers for your school ?
 - 5.2 Who specifies the criteria that qualifies an applicant for employment in your school in terms of:
 - Certification
 - Qualifications
 - Experience
 - Special experiences/capacities
 - Preferred attributes/characteristics
 - Extra-curricular assistance
 - 5.3 Do you have any regular review process whereby you, or someone else, evaluates the performance of individual teachers ?
 - 5.4 Who has the authority to dismiss teachers at your school and on what grounds is this possible ?
 - 5.5 To what degree are you responsible for the professional development of your teachers ?
 - 5.6 Do you have any facility to recognise good teachers other than promoting them out of the classroom ?
 - 5.7 What "in-school" initiatives are provided for teacher development ?
 - 5.8 What "out-of-school" initiatives are provided for teacher development ?

6. Summary

- FOCUS :** What changes, if any, would you like to see in the administrative system as it affects your school, now and into the future ?
- 6.1 Are there any aspects of the administration of your school which are currently outside your authority that you think should come under your control ?
 - 6.2 Are there any aspects of the administration of your school which are your responsibility but which you think should properly be the responsibility of some other level of the educational administration system ?
 - 6.3 Are there any gray areas where there exists some ambiguity about who is responsible for particular aspects of the administration of your school ?
 - 6.4 What is the most pressing current issue in education in Toronto ?

APPENDIX A7

INTERVIEW SCHEDULE UPPER CANADA COLLEGE

The aim of the interview is to identify the limits of your independence and gain a brief overview of how control is exercised within the College.

1. Funding

FOCUS : What sources of funding does UCC have other than student fees ?

- 1.1 Do you receive any funds from the provincial government for :teacher's salaries
curriculum materials
development of buildings/equipment for new courses
textbooks (do you provide free textbooks)
any other items
- 1.2 Are you exempted any taxes:
provincial sales tax
federal sales tax
municipal property taxes
- 1.3 Are your clients exempted income tax on their school fees?

2. Expenditure

FOCUS: How much autonomy do you have over the expenditure of your funds.

- 2.1 Do your teachers earn the same wages as those in the public and separate schools?
- 2.2 What is the response of your administration to cross the board teaching salary increases in the public system?
- 2.3 Do you follow the salary increments for administrative positions that exist in the private system.
- 2.4 How do teaching loads of your teachers compare with those of public school teachers.

3. Curriculum

- FOCUS: Who determines what is taught, how it is taught and how it is assessed?
- 3.1 Do you offer courses in all three levels of difficulty?
 - 3.2 Where are such policy decisions decided?
 - 3.3 Who selects which courses will be offered?
 - 3.4 Are your students able to choose whatever subject or combination of subjects they wish?
 - 3.5 Does the college have any set policy on how teachers must assess students (eg a set percentage by tests/examinations?)
 - 3.6 At what level of the school's administration is it decided what grades each student will receive in each subject.
 - 3.6 Is there any attempt to achieve grade comparability between : (i) subjects within the college?
(ii) other schools?
 - 3.7 What percentage of your students leave for:
University
Other tertiary institutions
employment
 - 3.8 Do your students receive any other certificates of attainment other than the graduation diplomas.

4. Enrolment

FOCUS: Who selects which students will be admitted, on what grounds are those decisions made and who decided which courses they will be permitted to take and on what grounds are those decisions made?

- 4.1 Does UCC actively promote itself to attract students? (In what ways?)
- 4.2 What do you think are the major reasons for parents to enrol their sons in UCC?
- 4.3 Do you have such a pressure on your rolls that you must turn down applications for enrolment?
- 4.4 To what do you attribute this pressure?
- 4.5 What criteria are used for selecting those admitted?
- 4.6 Do you offer any scholarships to attend UCC? What are the criteria for these awards?
- 4.7 How are students allocated to classes and subjects ?

5. Teachers

FOCUS: What limits are placed on individual teacher autonomy?

- 5.1 Are you required to follow any specific procedures in finding and selecting teachers?
- 5.2 Who specifies the criteria that qualifies an applicant for employment at UCC?
- 5.3 Do you have any regular review process whereby the performances of individual teachers are evaluated?
- 5.4 Who has the authority to dismiss teachers and on what grounds would this be possible?
- 5.5 What "in-school" initiatives are provided for teacher development?
- 5.6 Are your teachers welcome at professional development courses offered by the public school boards?

6. Summary

FOCUS: What changes, if any, would you like to see in the administrative system as it affects your school, now and in the future?

- 6.1 In what ways is UCC constrained in its administration by outside authorities.
- 6.2 Do you think that any of these constraints compromise the ability of UCC to provide the best possible education for its students?
- 6.3 What do you consider the most pressing issue in education in Toronto?

Appendix B

APPENDIX B1

TRANSCRIPTION OF INTERVIEW

Mr John Molyneux
Principal
Castlefrank High School

Interviewer: What influence do you have over the funding of your school?

Principal: **Not much in terms of teachers' salaries or funding of facilities. A shop, which was a machine shop a few years ago closed and is going to cost the school a lot of money.**

Interviewer: Where does that money come from?

Principal: **The money will come from the Board, but at my request. So I don't actually put my hands on it. So much of the operating money comes to me from the board. However we do charge fees for the Community Institute courses we hold.**

Interviewer: Are you the principal of that organisation as well?

Principal: **Yes. And there is a slight surplus from that, which we hold, and can use for the school.**

Interviewer: Are there any school fees charged?

Principal: **No, that's not permitted but students run things, like this year they sold pop to finance a field trip to Sudbury. They actually sold far more than they needed and so the surplus can go toward other student activities.**

Interviewer: Are parents and friends associations able to contribute any funding?

Principal: **Not here. In many schools, yes, but we are in the poor part of the city. The student body is mostly from public housing.**

Interviewer: Who decides how the discretionary spending is allocated to the various categories of spending like curriculum materials etc.

Principal: **Essentially, it is my decision. It depends on how much money we receive and of course on what requests I get. Generally, over the years I have moved from a system where I used to allocate so much per department to a system where I don't allocate anything. So each department makes requests and respond either positively or negatively to each request.**

Interviewer: If the money allocated to you is not spent in that year are you able to carry it

over to the next?

- Principal: **It rarely happens that way. The money that we get from the board, if it is not in response to a special request, is spent as I dictate. We are more likely to be seeing what expenditures we will postpone till next year, than the other way round.**
- Interviewer: Do you have any ability to save money, say in heating during a warm spell in the winter, and then use that money for some other purpose?
- Principal: **The only way in which money is recycled in that sense is from the sale of existing equipment. But that is just pitiful amounts.**
- Interviewer: Who determines what is taught, how it is taught and how it is assessed?
- Principal: **The Ministry determines what is taught because it has a diploma and there are requirements and every kid in every secondary school works towards the diploma.**
- Interviewer: Are your students able to choose whatever subject or combination of subjects they wish?
- Principal: **They are given option sheets and they select the subjects from that. It doesn't happen, though it could happen, that there are no two kids in the school taking the same combination of subjects.**
- Interviewer: So you organise your own timetable according to what the students select?
- Principal: **Yes, yes, we have total control over the timetable, total control over what is taught.**
- Interviewer: Can the board dictate to you what subjects you are to offer, or at what levels you will offer them?
- Principal: **It doesn't have the power to legislate what is taught. Well, it probably has the power but it rarely exercises it.**
- Interviewer: To what extent are the courses offered by your school restricted by the availability of teachers?
- Principal: **Very little really.**
- Interviewer: But if you haven't got your upholstery teacher it's going to be a bit hard to staff it.
- Principal: **We do have an upholstery programme. The teacher's been here since year dot. But if he were to leave, we'd never look to continue it. A lot of kids think that they may like to try it but without the teacher here.... Its not a necessity for us to offer it.**

Interviewer: To what extent does the size of school and the number of students taking each programme restrict what you can offer?

Principal: **We are currently showing a decline in rolls and so we are losing some of our allocated teachers.**

Interviewer: How do you decide who goes and who stays?

Principal: **There's a certain amount of judgement called for because to develop a programme as we are now in the process of developing over a period of time say three, four years, teachers will teach in a number of departments. (indecipherable gap in the tape) if there is no job available in the city then under the collective agreement the teacher will continue to be employed by the board for two years.**

Interviewer: And then they will operate as relief teachers?

Principal: **They will operate as relief teachers, yes.**

Interviewer: Who decided what grades the students will receive in their subjects?

Principal: **The teachers do. We have a school policy regarding evaluation so that exam and term assessments must count. However, the amount of exam as compared with the term assessment is up to each department. But there's a lot of information given out by each department as to how it will be done. Though, most of the kids have lost their's.**

Interviewer: In the first month probably.

Principal: **Nevertheless, it generally works pretty well. But there is a policy throughout the school of continuous assessment which could be daily in some classrooms, or could be weekly in others.**

Interviewer: How are the grades arrived at?

Principal: **The emphasis is placed on evaluation in groups and how they compare.**

Interviewer: But compared with what? What I'm trying to establish is does a 60% in History equate to a 60% in Math?

Principal: **This is part of the confusion. There is no attempt by the system to achieve that sort of comparability. The marks the student gets are decided by the teacher and this is the same for every kid in the province. These go on the student's record along with the name of the school. It's supposed to be a transcript. Only the school, the subject, the level at which the subject was taken, whether it was basic, general or advanced and the mark can be accommodated on the transcript.**

Interviewer: Is there any mechanism to ensure that the marks one school awards in a

particular subject is comparable to others?

Principal: **No. This is part of the problem. It's faced by universities as well in processing admissions. Instead they have an informal system whereby they say an "A" issued by this school is only worth a "B" from this one.**

Interviewer: This would possibly make a difference in how people select their schools?

Principal: **Yes. There has generally been a trend over the last twenty years for the marks, particularly in the university entrance courses, to drift upwards. So where average marks would have been in the seventies, they are now in the eighties.**

Interviewer: It's inflation just like wages chasing prices.

Principal: **Oh yes and its quite definitely happened. And partly because of that there is some tendency to seek some mechanism to make the marks more alike from school to school. But they have to take English, they have to take Math, these are the only compulsory subjects really so they can take a wide range of options for which comparability is not necessarily valid.**

Interviewer: Who decides where students will enroll and what courses they will take and what restrictions and influences are brought to bear on that decision.

Principal: **Usually we give them the choice on the basic assumption that our courses are suitable for our clientele. The basic clientele that we serve have to come to us because they can't get entry at other schools. They were not promoted from their junior school.**

Interviewer: This promotion is a teacher's assessment is it?

Principal: **Yes. Pretty well all the kids we get should be here. But a problem has developed in the elementary panel vis a vis secondary schools as has developed in secondary schools vis a vis universities. So there is a tendency to promote more and more people out of the elementary school. So fewer students are available for schools like ours which are purpose-built to deal with kids who fail, to give them a sense of success. And the other schools are under a real pressure to try and develop programs for these kids who should be coming to us. You know, it doesn't make sense. You tend to talk then the dropout rate because the frustration level of these kids is so high.**

Interviewer: What choice do kids have who are promoted from primary school?

Principal: **They have free choice of any school in the city, even including this one.**

Interviewer: So they could choose this one.

Principal: **They could choose this one and some do. But they choose it for special programmes, like hairdressing. But generally, if they have been promoted,**

they choose schools which offer general and advanced level courses. But those who should not have been promoted, but were, enter these courses and fail. They have already had a crack for eight years through elementary school and failed, many of them. Entering these other schools merely emphasises their failure. You know, education is a real ferment all the time. There is never a major revamping.

Interviewer: Are you required to follow any particular procedures in finding and selecting teachers for your school?

Principal: **Not really. We notify the board and they advertise and then the school selects the teacher it wants. But we don't have to do it that way.**

Interviewer: Who specifies the criteria that qualify an applicant for employment in your school?

Principal: **That's all done by the Ministry. There's a thing called a teacher's record card which shows all the qualifications each teachers has and all the additional ones they have taken over the years. It's an extremely useful system, believe me, extremely useful. For the qualifications, you should probably get hold of a thing called Regulation 262, a Ministry regulation, published by the Ministry of Education, but it's Ontario Government document. It has the operating rules from the Ministry for all secondary schools., elementary schools. In terms of controls, regulation 262 will tell you all this.**

Interviewer: Who has the authority to dismiss teachers at your school?

Principal: **Thats up to the board and its all laid out in the "Collective Agreement"**

Interviewer: To what degree are you responsible for the professional development of your teachers?

Principal:

a period of unintelligible discussion

Principal: **The collective agreement specifies that we get two full days per year. But, in fact, if I wanted to close the whole school for an afternoon for professional development I probably could. A lot of teachers will stay after school and I'll, say, give them the last period off. The Drama department recently wanted to develop a programme and I gave them the whole day off. They went to the house of the teacher in charge for the day. I brought in supply teachers for their classes.**

Interviewer: For those supply teachers that you can bring in, is there any limit to the funding of this?

Principal: **As far as I know its a bottomless pit. Well, there is no allocation limit set**

and I've never been questioned. The board has a list of supply teachers, a big list. So I can get six maths teachers and english adult ed., we can do that anytime. I'm supposed to apply to the area officer but he has never turned me down.

Interviewer: Are there any aspects of the administration of your school which are currently outside your authority that you think should come under your control and are there any you think should be the responsibility of others outside your school?

Principal: I'm not in control of any that I think should be out or else I just don't do them and they don't get done. But then they didn't need doing in the first place which I have found is the case. Usually it is paper work. A form is required on this and a report is required on that. I have a list here of things which have to be done: an affirmative action plan, transition policy, race relations activity plan, now if I don't send those in, I'll get a phone call in October saying "you haven't sent them in yet". You see, there's a man in there with a list So what I usually do is make sure a piece of paper goes back and it really doesn't matter much what's on it. So long as a secretary in an office gets a piece of paper back, checks me off, then that's it. That's the best way to handle that. We do do a lot of work within the school, obviously. I'm not saying that I ignore these things but we work on the reality but the reporting and all this stuff is trying to maintain control over the fact that we're doing it. But if I know that we're doing it and can justify all of it, then sending the paper back is all that's needed.

Interviewer: Are there any gray areas where there exists some ambiguity about who is responsible for particular aspects of the administration of your school

Principal: Yeah, if I want to assume responsibility...if I want to get something done and I'm not sure who to ask, I'll go ahead and do it. If I need money for that which is quite separate from the board budget, depending on the amount I'll still go ahead and order it. Otherwise there are any number of little projects going on here which would never have got started.

Interviewer: What is the most pressing current issue in education in Toronto?

Principal: The broad streaming perhaps, not control. It's so diffuse, in Toronto. I've always liked to exercise control. I'm answerable to the director but I've always found it easier to ask for forgiveness than for permission. And most schools operate, I think, on that basis. I certainly do.

APPENDIX B2

TRANSCRIPTION OF INTERVIEW

Mr. David Wells
Principal
Jarvis Collegiate Institute

Interviewer: From what I understand, the board funds virtually everything themselves and that you get a certain amount of discretionary funding which you can spend on curriculum materials and things like that but that you have no control over what secretaries get paid or what teachers get paid. Is that about right?

Principal: **Yes.**

Interviewer: Is there any way in which you are able to increase the funding of your school through form-fill-out, or applications, requests and things like that.

Principal: **Not really. There's not a lot of discretionary funds available, at other levels such as the superintendent level. Basically, the amount of money that I'm allotted which comes usually in May, is what I've got for the year to work with. They give you a supply budget over which I do then exercise discretion, in terms of how it is allotted. Furniture and equipment budgets, transportation budgets which is essentially field trips and team transportation because most of the kids in Toronto just come on public transportation. So occasionally, I might make a case for specific needs, such as an inner city programmes or something like that and they might provide you with some additional funds and maybe some additional staff. But again, its parcelled out centrally and its strictly a case of next best.**

Interviewer: Is there any area in which you can make savings in your expenditure and then take money from one budgetary area and then allocate it to another. For example, say, you had a really warm winter and you could save on heating. Would there be any possibility of using that money elsewhere.

Principal: **There's no pay back. That's all central as well. The only thing I can do is move funds from the supply budget into the furniture and equipment and buy things like a computer, or something like that. But the supply budget usually isn't enough to do what you want to do just for curriculum purposes and textbook purposes. You don't usually get that much.**

Interviewer: You would buy all your textbooks from here?

Principal: **Yes.**

Interviewer: You would delegate a fair amount of that to heads of department and people like that, or do they come to you and make requests?

- Principal: **Well, when I get the total figure from the board, I then ask the heads of department to submit their requests for supplies, for textbooks, for furniture and equipment, and then if their requests total up to what I've got, they get what they want. But their requests are usually twice as much as what I've got. Then I have to make some decisions. I guess a priority item would be textbooks, and basic supplies that we're going to need, especially in science and things like that. And then hopefully, there's a little left over to furniture and equipment. But we don't get a lot for that. When you consider what a computer costs and we get just twenty to twenty-five thousand, or twenty-one thousand dollars for this school for furniture and equipment.**
- Interviewer: How many students here?
- Principal: **Well, fifteen hundred. So it's really not a lot of money.**
- Interviewer: In terms of monitoring this system, is it every possible for you to overspend. Does that ever happen?
- Principal: **Yes. (laughter) Well my track record isn't long but I've over spent. Because, there again, we decide to buy something, we type up the purchase order, it goes down town, it goes to the purchasing department, the head's (HOD) is not giving you the right price on the thing or if the price goes up, I'm going to be out of whack and end up spending more than I intended to spend. Sometimes they will let you ride over onto the next year or sometimes they'll just call you and say "Hold it, you're broke." That usually happens in the last week of November, or something like that and then you start the process over in January.**
- Interviewer: In terms of the curriculum here, you offer courses at advanced and general level...
- Principal: **Actually just advanced. We have just one course at the general level which is grade 10 mathematics. Other than that, it's all at the advanced level. It's all designed as preparation for university.**
- Interviewer: Who decided on the curricular programme that is offered here at Jarvis? Was is a board decision?
- Principal: **I think it's evolved. This school's been here since 1807, not in this building, but Jarvis Collegiate, in some form or other, has been in existence since 1807. I guess traditionally under former systems of school organisation in Ontario, the "Collegiate Institute" was designed primarily to prepare kids to go on to university. Some schools will be asked to add general level courses as their clientele changes. But the clientele of this school, although it's changed in terms of who they are and background they came from, they maintain an interest in going on to post-secondary education. So we do not have a demand for it, general level courses. I'm not even sure that we could deliver it very well, because our staff is tuned**

in to preparation for university. So if the clientele, at some future time were to change, I would have to take any requests for additional courses to what they call the 'Director's Forum', which is a meeting of all the principals and supervisory officers, and I would put forward a request that Jarvis be allowed to offer such and such a course. The main reason they do that is just to make sure that I am not cutting someone else's grass, just worrying about declining enrolment and picking up kids from their school. If there is a legitimate programming need for that kind of change, then we would be allowed to do it.

Interviewer: Within the syllabuses, apart from prerequisites, which of course must be done, do the students have a completely free choices of subjects towards their diplomas, or do you steer them, or discourage certain combinations?

Principal: **I guess there are two restrictions on it. Number one, well three. You mentioned prerequisites for the OACs or grade 13 courses. Secondly there are 16 compulsory courses which they must get in Ontario and thirdly, their choices are limited by the spectrum of programmes we offer. And there are a lot of things which we simply can't offer in this building.**

Interviewer: We had a policy in our school that of the subjects we offered, absolutely any combination was acceptable. So that you could do say, music, physics, geography, history and accounting, perhaps if that were your wish. Do you have problems with fitting into timetable kids particular subject choices or do you ask them to choose a course rather than a set of subjects?

Principal: **Grade 9 is pretty fixed. There's not a lot of choice there. From grade 10 onwards, it would operate roughly the way that you have suggested but then the only restriction would be the number of single subject offerings where its only offered for one period and can they get them all. If they end up taking a lot of enriched courses or if they take extended French courses, a lot of single offerings come into play and they might not be able to get them all. The timetable just couldn't allow it. Beyond that, they define their own programme based on compulsory requirements, prerequisites they want to have and their interests.**

Interviewer: In terms of assessment, your own subject teachers would set their own assessment programmes and that programme is outlined in the course calendar given to the students at the beginning of the year. Do the teachers, themselves, plan that?

Principal: **Yes. It is basically a department decision. There are certain restrictions on them in the OACs now where the government of Ontario has prescribed certain methods of evaluation and percentages of what kinds of things should be given what weight. But in the grades below the OAC level its by and large a department decision.**

Interviewer: Is there any attempt in your school to achieve a comparability between subjects so that 50% in chemistry might be equivalent to something like that in English?

Principal: **I'm not sure that I understand that?**

Interviewer: That the degree of achievement, or, it you like, merit of a mark achieved in one subject is comparable to another. In other words, would students look at a subject and say that I could get an 80% in that subject whereas if I did this subject I would only get 40% because this is a hard subject and that is an easy subject.

Principal: **There is no formal attempt to do that. I would hope that in each subject area the level of difficulty at a particular grade would be comparable because you should be designing courses and evaluation procedures to meet the needs of the students at that level. In a system where the kids have a fair amount of free choice, here's probably the biggest single restriction on that kind of thing. The kids have free choice then a course that is perceived to be very difficult or too demanding or unfair in its evaluation they won't opt for that course and the problem solves itself. The course will disappear or the teacher who gives it will disappear.**

Interviewer: So you could attract a lot of students into a course that a teacher wanted to maintain by having it perceived to be easy.

Principal: **You mean offer mickey mouse...**

Interviewer: Yes. a soft option.

Principal: **I think the biggest single restriction against that is sort of the tradition of the school itself. Academic excellence is valued here. Its a part of the bricks. Its certainly a value that is shared by all of the teachers. I think that alone probably restricts the kind of thing that you are suggesting could happen. And I think, secondly, that the quality of the students is such that they are not looking for an easy run. They're looking for a demanding programme. They want to work hard and they want to do well. It sounds odd, but it does happen. I've been in a number of schools. This certainly is more highly valued in this school than in any other school that I have ever been in. The kids value doing well. They would also quickly perceive a course to be mickey mouse and therefore not worth taking.**

Interviewer: To develop that sort of culture is very difficult, but to maintain it, less so?

Principal: **As I say, its in the bricks. It really is.**

Interviewer: What about between schools? Is there any attempt to achieve comparability. I was talking to one principal who said that the Universities when they look at enrolments from they would perhaps say a 60% from Jarvis may be equivalent to an 80% from somewhere else; Castlefrank or somewhere. Is that a fair assessment of how the Universities do it? Are the Universities doing it that way?

Principal: **Well, that perception exists within the community. I do not believe that the**

universities take the time to try to rate individual high schools. there are perhaps one or two faculties in one or two universities such as engineering at the University of Toronto that have made an attempt to follow up on kids from school A or school B to see how their marks in high school reflected achievement at university and that may impact somewhat on their decision making in deciding who to let in. But if you apply to general arts or Arts and Sciences at the University of Toronto, it doesn't matter whether you went to Jarvis Collegiate or Rubber Rubber Boots, it's all the same. A mark is a mark.

Interviewer: At home we have been debating for some time changes in end of school assessments and two criteria have always been felt by most to be important: one, intersubject comparability and, two, interschool comparability so that the universities would not look at what schools their applicants are coming from.

Principal: **The Universities do look, at least I'm thinking now of U of T, which is sort of a bench mark in some respects, they do look at other things than simply marks. Kids are asked to do a profile of themselves and tell them a bit about their interests and anything else that might help, but that does, I guess, more and more become factor in the decision. At that point, maybe, the differential between school A and how its perceived vis a vis school Z might be a factor.**

Interviewer: Those coming from one school may not have the same attitude towards learning as those from another?

Principal: **Yes.**

Interviewer: Turning now to the autonomy or otherwise of your teachers and the control or influence that you may exert over them. Are there any required procedures that you must follow in selecting your teachers.

Principal: **Well there are two ways in which a teacher could become a teacher on staff at this school. One would be that they were already with the board and applied for a transfer or a position of responsibility here. I have some control in terms of transfer. I have absolute control in terms of positions of responsibility because they would be interviewed by myself and a couple of other people. We might interview five, six people for the job and then try to determine who we think would do the job best. The other way would be a new hire. Again, I'm in total control in terms of that. We interview by a committee, and then try and make the best choice we can. So that's not laid on at all. The only time that I would have not control is if in the era of declining enrolments, somebody was surplus to their school and we had an opening, that person might be placed here. It's a problem which is really no longer an issue. Five years ago it was. Today, although rolls are declining a little bit, its more than being compensated for by retirements at the other end so openings are coming up quite quickly.**

Interviewer: Do you have any regular review process for evaluating teachers?

- Principal: **The board has something called 'Teacher Performance Review'. It is implemented with varying degrees of enthusiasm because it is a very time consuming process and, although, one would like to think that a principal's job is, primarily, one of supervising teachers and making sure curriculum is implemented, that's not the way your day often unfolds. So probably it is an area that suffers in terms of my priorities. Here again, I'm just new in the school this year, and the most important thing I could do is establish a relationship with the kids by being around, establish a relationship with the staff by being around... (unintelligible)..I've no doubt that I'll spend a good deal more time next year on TPR.**
- Interviewer: Do you have the authority to dismiss teachers?
- Principal: **Not personally. The board has a set procedure, Standard Procedure 45, which lays out exactly what you do if you judge somebody to be incompetent. The main thrust of that whole procedure is to try to improve that person's performance to the point where it will be acceptable. Ultimately, the board would dismiss if they went through that whole process and the teacher's performance was still considered to be incompetent. The board would dismiss on the recommendation of the principal and the superintendent.**
- Interviewer: That's similar to what is at home. It's around about a two year process at least, and we must go through all the steps in order to give the teacher the opportunity to improve.
- Principal: **Same here. The emphasis is to be fair. Perhaps we bend over too far backwards in the interests of fairness to the teacher and forget that they are meeting 180 kids a day. But that's my own biased opinion.**
- Interviewer: Do you have a responsibility for the professional development of your teachers here? Is that laid down upon you as one of your responsibilities?
- Principal: **There is a formal requirement in that regard. There is also, certainly, an informal expectation that you are, you know, a good leader in the broad sense of the word. we are just going through a process in Ontario, now, where they are revising all the guidelines under new government regulations and so one. Those guidelines are both subject specific and also they are methodology specific. The suggestions in the area of methodology tend to go from subject to subject in that they bridge the gap of subject disciplines and that's where I have put my emphasis in terms of curriculum development and in terms of the professional development of the teachers. Whether it is an English teacher or a math teacher or a science teacher they are going to have to deal with guidelines that demand greater emphasis on process, student-oriented learning as apposed to teacher-dominated situations. That's the kind of area that i think the principal can have an impact.**
- Interviewer: I note the system that you have here of so many teacher professional development days built into your school year - something that we are sadly

lacking at home. I've been very impressed with that. You would organise most of those things? Or would teachers go to outside courses?

Principal: **Well, it differs from elementary to secondary school. In secondary school we have nine days. Basically seven of those nine days come in the last week of June, or the last week and a bit of June, and they are used, primarily, for administrative purposes, and, you know, doing the kind of paper work involved in finishing up the year. The other two days, one of them is laid on by the Federation, in fact both of them are run by the Federation. Some of them are subject specific and some of them are of a more general nature; usually one of each in the course of a year. What we do have in Toronto, is a fund the board provides to allow time release for teachers to do curriculum implementation. That I do have a lot of discretion over. A teacher will make a request to me: "I would like to have some time to work on this". And I can say yes or no. Although, the superintendent has to improve it, he will usually go along with whatever you decide. So, it's a way of encouraging a department to take a day off and look at this particular part of the programme. And the teachers have responded very positively to that. And so I'll keep spending the money until they say you're out because I think it's a worthwhile activity. Usually you give them one day, you'll get ten days out of them in terms of enthusiasm and hard work.**

Interviewer: So you have absolute discretion over teacher release employment?

Principal: **Not absolute, in the sense that the superintendent has to sign... but, defacto, yes. Once the staff knows that you're interested in that sort of thing and that you're willing to back them up with time release, they'll find a way to use it so that it will eventually have an impact on the classroom. It's good that way. Not all the boards in Metro do that. The Toronto board is very good that way.**

Interviewer: They haven't given you a ceiling of how many teacher release days you can have, per school?

Principal: **Not yet. I don't know if anybody knows how much its costing them. But, I mean, it is a priority for them and I guess, maybe they're not asking that question. They're saying "Yes, well, OK we will spend the money on this."**

Interviewer: How would you describe your student body in terms of socioeconomic grouping or ethnic groupings, political groupings, educational level attained by parents - that sort of thing.

Principal: **Alright. This is going to sound a little silly, but I think it's true. We run the total spectrum of any sort of grouping that you find in the city of Toronto. We have kids coming in from the wealthiest homes in Toronto, from the area called Rosedale. By and large, they would probably be WASP background and several generations in Canada. We also draw kids from Regent's Park which is a major public housing centre. We literally draw from the total economic spectrum. We also have some fifty to sixty**

different races/nationalities what-have-you that come to this school. Everything from large oriental populations through to most recently a significant Tamil population. They're really still waiting here for refugee status to be granted. They are new. They are on welfare. We have the whole spectrum. What amazes me is that despite the multiplicity of backgrounds and economic circumstances, they all seem to, well, not all, lets not be idealistic about this, but the overwhelming percentage of kids who walk in this building see themselves as going on to university see themselves as wanting to do well.

Interviewer: They are taking the opportunity that education offers rather than attending school through compulsion.

Principal: **Absolutely.**

Interviewer: It must make it an exciting place.

Principal: **It does. Its does. The kids are really neat.**

Interviewer: Does your school actually seek students in any way by promoting itself in the community.

Principal: **No. We would go to our feeder schools in January and explain to parents in those schools what this school does. I make a point of saying not only what it does but what it doesn't do, because I don't want kids coming here with false expectations that they are going to be successful when in fact they have difficulty with the basic academic skills. The school, currently, is over-enroled by 200. And if we include the French school that is associated with this building we're actually over-enroled in terms of the building's capacity by close to 400. One of the advantages of being 182 years old in the community is that the name Jarvis means something to a community. It is perceived to be one of the finest schools in the city and no amount of PR will do more than that. So we are at the point where we're actually saying to anybody out of our school district that you cannot come here if you are in grade 10, 11 or 12. So our problem is not getting more kids in. It's holding back the flood.**

Interviewer: So at the moment you have a policy that those out of your area cannot come. Do you have turn away any from within your area?

Principal: **That's pretty difficult to do. Basically the board's policy is that if the students live in the area, they're entitled to go here providing they have passed grade 8. That would be the only restriction. The only qualifier on that would be if somebody walker in here in the middle of September and said "I live across the street, I have a right to come to your school." I can't deny that, however, if we're already jammed, I may not be able to offer that kid every subject he wants.**

Interviewer: Regarding that Grade 8 graduation. There are some perceptions around that the standards for that are slipping down insofar as primary teachers are being a little

more careful about failing students because they know that it is very important. So that the proportion being promoted from grade 8 are greater than they were before. So that schools like yours are receiving students who would normally have failed grade 8. Is this going to be a problem for you; that you are getting a larger slice of the less able?

Principal: **I think it's probably fair to say that we are getting more than we used to. But that's their right. Nor would I deny them the opportunity to try. I think that that's important because I think there is a public perception that graduating from this school is different from graduating from another. We try the best we can to offer a booster programme in English and Mathematics to ensure that any kid who is just a little behind in those skill areas has an opportunity to function here for more than 6 months of the year and have some success. There are tutoring programmes in the lunch hours for kids who need some assistance usually done by older students under the supervision of subject teachers in two or three different areas. But basically if the student has struggled in elementary school and if booster programmes and a greater emphasis on skill development is not enough to solve the problem it will become apparent to them and their parents, eventually, that perhaps they've got to seek a school that offers a different level of difficulty.**

Interviewer: So would you have a number who leave at the end of grade 9 to go to other schools?

Principal: **Yes. Yes a few. Not a significant few but yes there are some kids who didn't make it.**

Interviewer: Are there any aspects of the administration of your school which currently fall outside your authority which you think should rightly fall within your authority, or your control? Are there things which you want to be able to do without reference to others that you think, at your level of seniority, you should be able to do?

Principal: **It's not the biggest concern I have but it generally revolves around money. I'm not sure that if I had the jurisdiction or if someone else had the jurisdiction that it would make a significant difference. The bottom line is: are the dollars available? This is an old building. It was built in 1924, there's been additions on it since. There are a lot of things I would like to see done to the building that would make it more habitable. It's not that its crumbling or anything like that. But there are places where money needs to be spent. Right through the government of Ontario they don't recognise the renovations and maintenance of existing buildings in the same way they recognise building new building new ones. So that we don't get the kind of budget we need to do maintenance or construction or changes within the plant that I'd like to see. Whether I control that or the board controls that is irrelevant. I can make requests and if they had the money they'd probably go along with the request. They don't have the money. I don't know whether I would want total control of the financial aspects of this school. I'm not sure how that would affect the amount of**

time I would have to spend as principal teacher as apposed to an administrator. From my point of view I would rather be the principal teacher than an administrator.

Interviewer: Are there any things in your job that you see now as not needing to be in your job; that you could spend more time being a principal teacher rather than an administrator. Do you think that perhaps another level in the hierarchy should take over from principals?

Principal: **It's not so much tasks which should be taken over. But I think, sometimes, principals would all have the feeling that they are spending an awful lot of their time outside the school sitting in meetings which may not always seem totally relevant to what you think your first priority is. I think the more time you can spend inside your school the more impact you're likely to have on a positive direction. Maybe this is my own personal bias against sitting around in meetings but quite often I find it a complete waste of time, complicated by the fact that some people seem to thrive on meetings which just prolongs the process. So, I have a problem with that. But the Board is pretty good. They give you a fair amount of discretion in terms of what you do in your school. I think that one of the interesting things about the Toronto system is that we have maybe 28, 29 schools, but they're all unique. And there is no attempt to provide uniformity in terms of how you do things. They will allow a lot of idiosyncrasies and the staff to develop a school in a certain kind of way. I think that's good.**

Interviewer: If you found a school in that sort of situation which was declining in popularity, I suppose it might be a case for the supervisor to step in. Or, alternatively, if you came along to a school like this one which had strong traditions and said that we are going to put a clean broom through here and change everything they might...

Principal: **Your staff, as I'm sure is also the case in New Zealand, is not without opinions and if they want to fight you, they have a tremendous amount of influence in terms of bringing the whole thing to a halt, blocking anything you might want to do. We're in the human relations business and if you don't approach people in that way with a view to saying "Hey, what you're doing is good, but I'd like you to take a clean look at this." If you bring them on side they'll do it. If you try and ram it down their throats they'll choke on it and spit it back at you and you don't get anywhere. And that's great. You end up with a much more committed group when you can all agree on what you're trying to do. I think, in schools where there has been decline, it's been the staff, or the principal together, or, if that's not possible, a new principal who sit down and examine what they've been doing, how can they do it better, what does the community seem to want of us. There have been a number of schools which have gone, hit the bottom and bounced back up again. Prior to being here, last year, I was acting principal of Northern Secondary. Interesting place. A very different kind of school. Totally composite school in the sense of its facilities. It was at one time, basically, a technical school. Its community today, is a white collar community and there is not a big demand for technical**

education out there. What that school did was to get involved in gifted education, to design gifted programmes that used their facilities in a totally new way. In a matter of 15 or 20 years changed their public image around to the point where it is now regarded as one of the finest schools in the city with 500 of the 2,000 kids going there taking their programmes at the gifted level and, I suppose, 60% of them at the advanced level. It's a school very much like this one in terms of what it's trying to do for most of the kids who are there. So it can be done. In some areas PR work is important.

Interviewer: The last question I had for you was "what do you consider the most pressing issue in education in Toronto right now?" but I would like to ask you instead for your views on the present debate about streaming and the possibility of it being withdrawn. Do you have any views on that?

Principal: Yes. I guess, my views are based on the fact that, although I spent most of my career in (unintelligible), I did spend five years, or four and a half years, in a basic level school. Kids were going.. and I understand that you were up a Castlefrank, right? The school I was at was similar to that but also somewhat different but the kids needs were the same. Essentially their skills in reading, writing and mathematics and language, on the whole, were very weak. What's the cause of that? Some of the kids were relatively recent immigrants, many of them coming from the West Indies and consequently, perhaps, did not get the special assistance that a kid coming from China might have got. Many of them coming from countries where the educational opportunities were somewhat limited. If you come to a country like Canada from a country like the Azores, for example, where compulsory education goes to the end of grade 2 or 3 and we plonk you into grade 7 or 8 because you're 14 years old and you're growing a beard, you are going to be in deep trouble in terms of coping. I don't think that unstreaming one more year of schooling is going to make the difference. They have been in an unstreamed situation for 8 or 9 years how is one year going to turn it around. When they come into the secondary school, there are a lot of expectations of their skill level. We do recognise that we do have to work on skills a lot more than we did in the past and that some of our assumptions were not correct. But I don't know how its going to work in throwing a bunch of kids who have great difficulty in with kids like the ones who go to this school, who are extremely skilled academically. I can't help but feel that the damage to that young fellow's or that young lady's personal self-image is going to be significant. Whether we stream them or not, the kids stream themselves. And they have got names for people at different levels. I see that in my daughter's school where she is in an unstreamed situation in grade 6. Kids know who's doing well and who's not doing well. I don't think that this is the answer to the problem.

Interviewer: We have streaming in New Zealand, but it is much less formal than it is here. I was very interested to see the institutionalised streaming that occurs here.

Principal: And it's evolved, perhaps, more so in Toronto, than in the newer schools in

the surrounding areas where you have all the different levels within one building. The Toronto system is old and it grew up at a time when the only people who went on the secondary education were those who were going on to university. The others dropped out.

Interviewer: Toronto is a large metropolitan area where it is possible for schools to specialise and that people can then choose which type of school they want to go to. It seems to me that that is one of the advantages of living in a big city. Whereas, in country areas, with one school, its got to be all things to all people.

Principal: **One of the things that the provincial government is concerned about is the dropout rate. But they're addressing the provincial problem. I don't think that the dropout rate is as significant in the city of Toronto as it is in other places. That is not to say that we don't have a problem, because we do. There are a lot of social pressures out there which have absolutely zip to do with school that are causing kids to dropout. Its a lot more complicated today, in terms of the baggage that your clientele come in with as compared with say 25 years ago. I'm not sure that they've got the right answer and I think that if people are not going to believe in it it's not going to work. We are going to have an experiment in the inner city, an unstreamed school..**

Interviewer: Has it been selected yet, do we know which school?

Principal: **I think it's going to be Castlefrank. It had to be a school that had some capabilities for shops as well as academic programme. So in that sense, two thirds of the schools in the city wouldn't fit. Certainly, this one wouldn't. But it wouldn't fit in terms of temperament either, you know, it just wouldn't happen. So it'll be interesting to see what happens. The question I have is: I can understand why the basic level kids would want to go there, maybe the general level kids, but why the hell would the advanced level kids want to go there when they've got a choice to go somewhere else? It'll be an interesting test of one's philosophy.**

APPENDIX B3

TRANSCRIPTION OF INTERVIEW

Sr. Lucille Corrigan
Principal
St. Patrick Catholic Secondary School

Interviewer: From what I can gather, you are probably funded directly from the Separate School's Board.

Principal: **Yes. Are you interested in the history of it, or in the actual 1989 reality?**

Interviewer: In what actually exists now.

Principal: **Because as you know we have just left situations where I for example, as a principal for 18 years, ran a semi-private school; public in 9 & 10 and private in 11, 12 and 13.**

Interviewer: How did they actually split up the funding for that?

Principal: **My community would have financed it. The congregation of Notre Dame would have helped finance Notre Dame High School by putting in sisters who were highly qualified but who taught for nothing in the senior grades. In our particular case we did that a great deal because we were interested in serving the lower income families as well as just the rich. And we weren't interested in the elite population in the private sector. Some of the schools, where there was no religious community, were in partnership with the diocese and they would have funded them that way. The school board did all it could from the treasury that was set aside for the nines and tens to let some of those advantages go over into the 11, 12 and 13's, you know, by way of equipment and any way they could help us at all. Financially, they were very difficult days. We have just come out of that and it has a real bearing on the transition our board is going through right now.**

Interviewer: So they are now getting funding from the provincial government and the metropolitan... or city council?

Principal: **Yes. Not the City Council, but the provincial government. The grants are provincial at this level.**

Interviewer: But doesn't the City Council fund, in some way, the separate schools?

Principal: **Well, if you're referring to the taxes and so on, yes.**

Interviewer: They made a change this year didn't they? I saw something that said that they are now going to apportion....

Principal: **The corporation taxes?**

Interviewer: Yes?

Principal: **We're now getting a portion of those. But it is not the entire...**

Interviewer: share as proportion of the population..

Principal: **No, definitely not. Definitely not.**

Interviewer: You don't actually charge fees?

Principal: **No. We're fully funded now. That means that the school board is responsible for all costs accruing to the school. Except, of course where we want the little frills and extras like our scholarship fund and extra things for athletics and bands and that type of thing.**

Interviewer: How is that done?

Principal: **Fundraising.**

Interviewer: So there is no compulsory levy on parents to attend.

Principal: **No. The things that we want we get for ourselves.**

Interviewer: What about your discretionary spending? The salaries I take it would be paid directly by the Separates Schools board and your buildings and upkeep maintenance and cleaners and things like that are all paid directly by them.

Principal: **Yes. The salaries of the teachers and the hiring of the teachers and that sort of thing are perhaps in two different camps. The maintenance staff are directly hired by the school board and while they're under the direction of the principal they are completely handled by Secondary School Maintenance. Whereas the question of staffing which ties in very very much with the amount of money we spend for a teacher is shared very much with the secondary school principals within our system. Maybe we're getting ahead to a future topic but they are tied closely in together but our board does not hesitate to allow us to hire all top quality, maximum experience teachers. I've never in 22 years had the board say to me: "No, I'm sorry, we can't afford that many top-knot specialists."**

Interviewer: Is it tied to your student population?

Principal: **The number of teachers we have is tied closely, right to a decimal point to our student population.**

Interviewer: And how do you get a decimal point of a teacher ? (laughter)

Principal: **Exactly. Well that's exactly it. You get a part time teacher if you come to**

that. In normal years. Starting in this school I've been given all kinds of leeway for the first few years to stab in the dark and move schools and things like that.

Interviewer: In terms of spending, what budget do you have control over? Is there anything in which you could save money for your school and then spend that money in other ways, and is there any way in which you can raise money for your school.

Principal: **Yes. Until the last couple of years, we had very rigid.. you know, this account is for instructional supplies, within that, if you run Dramatic Arts, here is what you get per pupil, based on last September's enrolment. We were right down to that cent. Recently we have gone into what we call Block Budgeting. We would have a sum of money that accrues to the programme accounts that would be what we would call consumables, that is things that would not be large sums of money and would be expected to disappear. Everything from film strips to the textbooks are included in there, our Religious Ed. accounts, our excursions, Phys Ed., transportation, things like that. And they're all still, you know, ...we have our accounts and we know where our money came from, or how it was generated on a per pupil basis or a per school basis, but we have it in such a way that there is a sum at the end of the block and in fact, we can decide at the school level how that is to be spent. Then we have a second one, which we call our Capital Account Block. There are many other accounts at the board but these are the ones which are under the discretion of the principal. We have everything from academic capital to furniture and equipment and, again, we have a sum at the bottom and that's out 226 account and whatever is there is ours to spend, with the approval of the superintendant usually for major expenditures.**

Interviewer: So you can actually accumulate say two categories together and use it for just one year?

Principal: **Yes. The difference between the two types... this is going to be interesting, the top, formula accounts are generated by student enrolment whereas many of the monies down below are generated by principal requests. We just went through a procedure, this past month, to create the April budget, which will then come to us in the month of May and it is for the calendar year retroactive to January. It's a strange... it's tied in with the mill rate and when its set and all that. I would say, for example, I need this school re-keyed for security's sake. A major expense. I want to offer a photography course next year. We need something in the vicinity of \$22,000 for the equipment for that course. We are going, for the first time into OAC - the old grade 13 - the following courses require additional consideration for funding for next year. I document for each of those programme items or maintenance items, what I need. That's either passed or not passed at different levels and then if it is passed, it shows up in the budget and that what comes on my sheet, aside from the things that the school would normally get just because it...**

Interviewer: What about at the end of the year, if you haven't spent everything within a

budget, do you still have the funds available, or does it just come into your next budget?

Principal: **Certain accounts carry over and some accounts don't. I think it comes down to, if you have a lot of money left then the question is naturally raised: "Did we over-fund this area?". So if we are going to foresee having a lot left, we tend to write into our superintendant and say that I'm conscious of the fact that I have left this large amount in my excursion account- our school is going on a trip in the month of May and we intend to put it to going into people's excursion. Otherwise, it could be needed worse elsewhere. Now, with things like our instructional supplies, normally, the money carries over without question.**

Interviewer: Is there much cooperation between the schools within the Separate Schools Board?

Principal: **Oh, very much so. You mean school to school?**

Interviewer: Yes.

Principal: **Oh, yes. Probably because of our private school history. We are very close as principals, we meet at least once a month, with our superintendant as well. Traditionally, we've met by ourselves as well. We are close as individuals, our student bodies are close in the sense of interschool sports, you know, just a pride in the same system and accomplishments and that kind of thing. It's a good feeling generally across the board.**

Interviewer: Curriculum. I'm trying to determine who actually decides what is taught in your school. Do you set, or decide on the course that you will teach or is it in conjunction with your superintendant and the other secondary schools or separate schools board. How free are you to select your curriculum.

Principal: **It would certainly be under the umbrella of the Separate School Board, through the superintendant, but I must say that my own experience has been that the principal, as curriculum leader in the school is the one who takes the initiative. The others are approvals and funding possibilities. that's mainly where they would exercise any kind of influence. But, certainly we have a tremendous amount of freedom. Of course, the Ministry guidelines - the Ministry of Education guidelines are there.**

Interviewer: You offer all three levels in a number of courses. Who decides which levels of each course you are going to offer. Is that your decision again?

Principal: **Probably the students coming. We interpret our job as being to serve the students in the community. So, sensibly, if no-one shows up who is operating at a basic level of difficulty, we don't offer that. But that's not the way humanity comes, so if you really do serve the people in your community, you find yourself offering the three levels of difficulty.**

Interviewer: Are they operated within the same classroom, or operated within different classrooms?

Principal: **Ideally, in different classrooms at the moment. Though we are, as you know, looking at the possibility of de-streaming in the province of Ontario. It's still considerably down the road. Right now, the ideal is to have one level. Books specifically designed for the very very practical, or the theoretical, whichever level it is. We do find, for practical purposes, especially in a school like this with relatively small enrolment as it begins, if we want to offer the three levels of difficulty we find ourselves up against, doing what small schools do, and that is putting two levels together in a class within the same grade, or two grades together if its's an Arts subject or something like that. It's less than ideal.**

Interviewer: When do you know? I presume the students choose their subjects when they arrive in September, do they?

Principal: **No, no. There's very complex timetabling to provide them with individual timetables, sometimes straddling two or three grades and often two levels, at least. The grade 8s right now prior to high school, are in the process of choosing their high school for next year, this early (November). There's that much competition involved in it.**

Interviewer: And then you would organise your timetable in accordance with the students that you received.

Principal: **We will probably receive them officially around the third week of March, in our board. We bring them in and we get option sheets so that by mid-April at the very earliest, we have the voice of the new grade 9s as far as what we need by way of staffing and options and so on are concerned. Our own students, who are currently in the school, we ask for some kind of commitment from them. Normally, with the... half-way-through-the-second-semester report.**

Interviewer: Are there many who select unrealistic option choices who need some counselling?

Principal: **Yes. I think that at both the grade 8 levels... The student operating at the basic level of difficulty or the one who is going to be recommended for that programme from grade 8, will send in an option sheet asking for advanced level subjects even though the person is not being promoted from grade 8. That kind of unrealistic thing, yes. We find that in high school where we make our students gather signatures from the subject teachers, it tends to make it a bit more realistic.**

Interviewer: In the assessment of grades and things for the OSSD. Who sets the criteria for those grades? Is that set within the school?

Principal: **The diploma itself, the criteria are set in a document...**

Interviewer: And the teacher assesses against that criteria?

Principal: **Yes. The school has to offer courses that will lead to that, obviously.**

Interviewer: But in terms of actually completing a particular subject or course and getting a grade within that course, does the teacher actually allocate the A, B, C or D.

Principal: **Yes, the teacher's professional opinion is respected. If there is reason to question that opinion because of certain trend emerging in the marks that are passed in, then that's dealt with at the department heads' level, and if it can't be dealt with there, it is brought to the administration. We attempt to do a fair amount in staff development within our school so that there is fair evaluation going on now.**

Interviewer: Are you trying to maintain a standard comparable with other schools?

Principal: **Let's say that I'm not too influenced by what another school happens to be doing. I guess, we work with our own crowd, our own group of students, and that does vary according to the neighbourhood. No, I have to say that I'm not terribly influenced by what another principal may be doing or another school, dictating us our trend. We have to deal with our situation in as fair as possible a manner.**

Interviewer: Enrolments. Do they apply to the secondary school board or do they apply directly to you.

Principal: **Both. The grade 8s which we will talk about now. They're the ones coming into our high school next year. They have one choice only and after most of the schools in the neighbourhood have visited the elementary schools, and the students have been invited back into each of the high schools for their shopping tour, then they fill out their preliminary survey, which is really their application to the board to attend, specifically, one school. That's taken in and put on computer. The Principals are called in in February, and they are given all their applications for first choices. Then they have to deal with whether or not they can house that number of people, and, if they can, you know, its obvious, they should receive what they asked for first.**

Interviewer: Do you have a criteria for the students you accept although, I suppose you are able to take almost all who apply since you are growing.

Principal: **Well, if we filled the whole school with grade 9s we'd be in big trouble next year if we wanted to take on some more. No, we really can't take on an unlimited number we also have renovations planned for the building. If there are too many, we start with the presence of a brother or sister in the school already, someone who is going to be still here next year, and the last resort, is simply taking a compass and drawing a circle around the school.**

Interviewer: So you don't have a points system on which to score applicants or anything like that.

Principal: **No, and we don't go by admission tests or things like that. Any youngster has the right to attend our Catholic High Schools.**

The interview was interrupted at this point. The principal was required to oversee a situation which had developed between a group of students.

Interviewer: Do you and your teachers fill any educational niche that no other schools around here are filling?

Principal: **That's a strange question. If you had asked me a year ago, I would have had a different answer. It's a strange situation that we are in right now. We opened in 1986 as a result of the full funding suddenly coming and overcrowding the downtown schools.**

Interviewer: Was there a sudden influx when that happened?

Principal: **Yes. Kids kept staying in schools who normally couldn't have afforded to pay the tuition for grades 11, 12 and 13. And, I suppose, more came because they knew that there wouldn't be tuition (fees) in 11, 12 and 13. So many of our downtown high schools were just literally bursting at the seams and they couldn't live anywhere but portables. So the board opened my school and another one in a temporary location and then attempted to negotiate with the public school board to have a transfer of buildings that would match the over-subscription in students. So, we were doing something that no-one else was doing down town. In that sense, yes, we were picking up whoever came we didn't start as an all girls school or an all boys school, a school for the arts, a choir school or some of the others that were down town. We were different that way. There were other coed schools within a fair distance of us. We were unlike some of the school downtown which had advanced or advanced and general level only. We were serving all levels. We had a heavy component of English-as-a-second-language group as well. You know, new Canadians who landed downtown and then moved off to a suburb after that, that we would have. The school that the board finally got for us isn't right downtown. It's seven stops along the subway. So the interesting thing that's happened is we've brought more than three quarters of the students that we had, and some of them are from the extreme opposite suburb, Mississauga, a student from Aurora. Yes, we're different from the other schools around us right here now. We're the only coed school within a reasonable distance and we have a high ESL population which would match downtown much more than it does this particular geographical area and we have many downtown youngsters. That gives a special flavour to the school, in many ways.**

Interviewer: With that change of funding and the sudden influx of people, staying on into grades 11, 12 & 13 and also others coming into the separate school board

schools, was that mainly a Catholic influx or was there a number of other denominations come in.

Principal: **I guess a lot of people expected there to be a lot of other denominations, but no, proportionately they were mostly Catholics, or somebody in the family was Catholic.**

Interviewer: Teachers. You were saying before that you have almost total discretion in the employment of your teachers.

Principal: **Ooh. I didn't say that. We have guidelines to go by.**

Interviewer: In terms of advertising for teachers, do you have any strict guidelines to follow for advertising a position.

Principal: **The board does the advertising. We ask for the teachers that we want, after we have the approval. You know, having planned our staff model according to the guidelines that we are given, we ask for X number of teachers and the difference between what we currently have on staff and what we need for a programme for the following year - that's what we ask the board to advertise for. They don't advertise until they have gone through many many channels. It's a slow process. This is one of the things that we are constantly after them for because just a few years back as private school principals also running a 9 and 10 under them, we had a slightly greater degree of autonomy in that way which we have partially lost. And which we are trying hard to get back again. Because it is, I think, one of the essentials in the running of a really good school. Because you get a team which can work together, and that you get access to the very best teachers. What happens right now, is a result of the full-funding situation, once again. Although that situation has passed, the effects of it are still with us. In justice, in the first years when we took students who might have otherwise gone to the public school system, in justice, we owed them, to take the teachers also, because they would be left without jobs otherwise. So there was a whole process whereby the public school board would declare surplus, certain teachers and they would be obliged to come across to the separate school system. Or else the person who was declared surplus, had volunteered to come across. Either one. We had what we called our quota and it was worked out, by formula, again; so many students, so many teachers. Those people we had to place and if we didn't have programmes which matched what they had sent us then those teachers had to be retrained at the expense of the Ministry of Education. That meant that the whole hiring process for those first years became very, very late for us. Those teachers, in justice, had to have priority for any job we had. And teachers can resign up to May the 31st. That's very late. So once they were adequately placed, then the board would look at things other than transfers within our own system. You know, one teacher could transfer from one school to another, but the job was still there. But virtually nothing else could happen until after those people were placed. Then you would advertise outside. It was after May 31st which is the contract deadline with all the boards across Ontario. So**

it was very difficult, then, to get teachers in from other boards. We're getting away from that now. We no longer have a quota in Toronto, we are right up past the OAC stage. So whatever students they've lost, we've taken their teachers. So we should really be bound by that anymore, timewise, yet we've grown accustomed to leaving things quite late.

Interviewer: When you actually hire a teacher, then, say, you have a teacher leave at the end of this year and you advise the board and the board advertises for you, would you get an opportunity to interview the teacher and select or reject that teacher?

Principal: **Yes. The board does the advertising and the principal does the actual selecting of which one of those who respond to the ad., and who is qualified. The board will screen the qualifications. They have to be practising Catholics, for example, to teach in our board. And the other is they have to have the academic qualifications and professional qualifications for the position for which they are applying. Beyond that, they are very generous in letting the school choose the best of what's available. Sometimes in, you know, specialty areas, there is very very little response to an ad., these days.**

Interviewer: So how do you get on if you have non practising-Catholics apply for a position.

Principal: **They are not accepted. They must furnish a pastor's letter which indicates that some parish priest is saying: "Yes, this is someone who is an active member of my congregation."**

Interviewer: With the teacher development, how much is your responsibility and how much is the board's responsibility?

Principal: **I guess we share it pretty equally. We have our Professional Activity day here on Monday. It's one of 9 or 10 depending on you're ste for the year.**

Interviewer: Is it your job to set the programmes for those?

Principal: **This particular one turns out to be, yes. This one is responding to things which we have identified at the local level as being needs here. We have set our agenda, in courtesy, we would send a copy to the superintendant and an invitation to drop in if he'd like to, but he'll probably be delighted that we are gainfully employed and wish us well. There are a number of PA days, although the board takes some of them. We have one planned for February, which is the product of our teachers federation, plus the Metropolitan Separate School Board and it will involve all secondary school teachers across our system. That will certainly draw on the programme planning department at the school board very very heavily. Ones that they take complete initiative in..., no I'd say the others are cooperative. We have regional PA days where the superintendant, probably with the principals, would initiate some sort of a programme or else generate from the schools, a committee to work on a programme. Its not just an**

authoritative model, coming down from on high. They are very conscious of the fact that the needs really aren't known all, in somebody's curriculum office.

Interviewer: With Promotion of teachers, where a position comes up, are you able to promote or is someone looking over your shoulder.

Principal: **Starting with department heads, first, because that would be the first step up from the position of ordinary teacher, if there is such a thing as an ordinary teacher. Until a few years ago it was pretty well in the court of the high school principal, then for a few years, at the request of the federation, I think, we went to short-listing process and last year discovered that that was not a good idea at all.**

Interviewer: Does that mean they send a short list to you or you send one to them?

Principal: **No. People who wanted to be department heads would apply centrally, and they would be given an interview by a panel of people made up of secondary school principals' representatives, just two or so, a curriculum superintendant, and area superintendant, someone from the personnel department and those five would sit for a few days and interview people who were applying to be departments heads in such and such an area. Out of all the applicants who came, they would short-list the most promising. Then the short list would be sent out to us as principals and if we required a department head we would either be given names, or we would be given the whole list. So we certainly did still have a certain degree of autonomy but you couldn't just go and pick your candidate.**

Interviewer: So if there was someone who was in your own school who you saw as coming on with the colleagues within the school...

Principal: **But we would send them to be short-listed. Provided they had the qualifications.**

Interviewer: They may not come back on the short-list.

Principal: **It's possible, but I've never had that experience. You know if you're grooming the right person within your own school, they should be material for short-listing. We're back again, because of the fact that the short-listing, many times, produced names in the wrong area and none in the area that would be run on the that particular year. It's really back to what it was before, where they advertise and we do the recommending. We have our own little panel at the school level to interview. Out of those who are interviewed, we select the best candidate for the school, which makes more sense.**

Interviewer: Is there any ability to promote a teacher other than putting him into administration? Is it possible to recognise good teaching people and keep them

in the classroom?

Principal: **We've gone through the stage of merit pay and we didn't like that, it was too subjective. In the classroom, in the sense that there are a number of people seconded to positions at the board and there are a number of people who will apply for a 3 year resource position so that they don't lose contact with the classroom. They do have the flavour of central office and a larger vision of system and that kind of thing and also of going out into the schools and helping people to do what they were doing very well, themselves, in the classroom. Our board's quite active in that. You were referring to professional development before, I think that that's one of the areas they've given very good leadership in providing people, who are superior teachers, to come out and work in the staffroom and in the classroom and on these PA days and so on with their colleagues in areas that they were well skilled.**

Interviewer: What changes are you looking to see in the administration of your school. Is there anything that you currently do that you think should be done by somebody else?

Principal: **(laughing) Yes, a lot of the work. You know, the common cry all over is that the biggest expenditures of all are on staff. So I think we always find that we're understaffed. In this particular school for example, I would like to see come about in the administration area, consideration given to the fact that while our registration may be low, our problems are very, very great. You came along at a very very good time because when I was called out there, it was one of our emotionally disturbed youngsters had just produced a knife and jumped another youngster. Now the knife disappeared in the conversation but it's been seen by a few of the other students. To deal with that is going to take two of us at least three quarters of an hour, Friday or not.**

Interviewer: I know, an incident like that can just take enormous amounts of time.

Principal: **It does. And where we're serving downtown youngsters, the concentration of students with very very serious problems, is certainly more dense than it is in the suburban schools and I speak from experience. There should be a difference made in the administrative help that is given because, while you take the kind of time to handle that problem humanly, and let everybody go home feeling OK about it on Friday afternoon, or at least the right ones go home (laughter).... When you take that kind of time then everything else that is a necessary part of your job just pikes higher and higher and you end up with not a terribly good balance in your life, some months. Here, we don't get a vice principal, a second vice principal until we reach 800. So, it doesn't matter that the vice principal may do nothing else on a given day when the barometer is heading in the right direction, all the other work that he has to do still has to be done, in spite of the fact that he may spend the entire day on discipline. But going from school to school, the office is not the same situation. If you run a school that is heavily advanced level, heading for university and fairly self-**

motivated, they are not the types who are... This is a very interesting one, in that you will get the better motivated student bringing the other one into the office before something serious happens out front. Like, it's neither one type nor the other, its a mixture of all three.

Interviewer: The only other thing that I wanted to ask you is: what do you think is the most pressing issue in education in Toronto. Is it the Streaming issue or is there something else?

Principal: **The streaming issue, we're getting different messages regrading it. Some have gone ahead and are informally experimenting. Some, even at the supervisory level are holding back and saying that this is way down the road, if at all. The Ministry, which will be responsible for saying one thing or the other, is now saying, probably 1992, but we want the oppourtubity to have input from all over Ontario before we do anything. So, the de-streaming, in a sense, is on the back burner. It is an issue and I think, probably, at the basis of it, is, what I consider to be a more serious problem, and that is the band wagons that we tend to jump onto and the reason why we do certain things in education. We tend, very much, I feel, in Ontario, to do what is politically right at the time. We don't always use pedagogically sane reason for coming to decisions.**

Interviewer: What about Mr Mulroneys comments. Is he just trying to distract people away from GST, or has he got a real concern about education in Canada.

Principal: **Maybe spell that out a little bit more before I answer the wrong question.**

Interviewer: He seems to be talking standards again, the catch cry of politicians responsible for education. Is that an Issue in Tornoto, do you think. Do you perceive a need to have common examinations, or common standards between schools?

Principal: **I despise common examinations. Again, I taught for grade 13 examinations, of old, and I marked them. You learnt how to beat the system and how to get your students to 92% and this kind of thing. But you found yourself degraded as a teacher because you taught for an examination instead of for learning. I hope we wont return to common examinations. If we do, it will be political pressure. I think a lot of what Mr Mulroneys thrust is is a political not an educational thrust. No matter which way the pendulum swings whatever we're de-emphasising people finally catch onto and people notice it as a loss and so the pendulum that swings will go in the exact opposite direction. No-one seems to be following that pendulum too closely at the political level. To say that person we're serving is the student. Parents can complain about low standards but one year it would be low standards and the youngsters being illiterate and another time it will be that they don't have a vision beyond the practical and they have no knowledge whatsoever of the arts. So, depending on which area is being criticised...**

Interviewer: The parents do not see the overall issues. They have a much smaller view of what is occurring. They see what influences their child and the child next door

but they don't always see who is being benefitted by the things that are being done.

Principal:

It is one of the few professions where, the people dictating the major things to do with our profession as teachers, their only qualification is that they be a parent. They sense what makes their youngster happy or not happy. I'm not sure that they all have a full grasp of what is a well rounded education. They value a certain things that they did well at and have found useful, but the things that they didn't excel in or didn't have as a talent they often don't place a big value on.

APPENDIX B4

TRANSCRIPTION OF INTERVIEW

Mr Michael Adamson
Vice Principal
Upper Canada College

Interviewer: Do you receive any funds at all from the provincial government?

Mr. Adamson : **Not a penny.**

Interviewer: Not even in text books?

Mr. Adamson : **No, not a penny. They all have to buy their own books.**

Interviewer: So the students buy their text books rather than the school buy them?

Mr. Adamson : **Right. They buy the books from the school. We order them in. We have a book room here and we also run a used book dept.**

Interviewer: The school does that rather than the parents.

Mr. Adamson : **Right.**

Interviewer: That's interesting. In Australia it was like that, but in New Zealand, even the independant schools receive funding for text books.

Mr. Adamson : **We have been very reluctant, in fact adamant in refusing any funds from the government. In fact, you realise, don't you, that the Federal Government has no input really into education, that it's a provincial matter, but one of the Ministries in Ottawa, I forget which one, concerned with bilingualism, were offering, what virtually was a handout, to stimulate the teaching of French. The cheque arrived in the other day and we just sent it right back, saying no.**

Interviewer: What then are your responsibilities in terms of registration. Do you require registration, to be a school.

Mr. Adamson : **I'm not sure whether you and I couldn't just rent a house down the road here and put a little sign out saying school and teach kids. What we couldn't do, would be to grant a diploma at the end of their schooling. We could grant a private diploma, but that would have, theoretically, no standing with the Universities. So, almost all private schools, I suspect, are accredited by the Ministry of Education and are therefore empowered to grant an Ontario High School diploma,**

or rather the Ontario Secondary School Diploma, which is accepted by the universities. Part of the strings which are attached is we must follow their curriculum guidelines, prescribed subject by subject.

Interviewer: Do they check that you do? Do they have an inspectorial system?

Mr. Adamson : **Yes. they do. We have an inspection once a year, sometimes one day and sometimes two days. He spends a great deal of time chacking through the course outlines that we are obliged to provide him with, to see that the content of the courses that we teach here are in line with the Ministries prescriptions. Now, there is no reason why we should not teach a course in Hindu religion if we wanted to, but the students would get no 'credit' for it.**

Interviewer: Is that inspector from the provincial government or from the Toronto board.

Mr. Adamson : **No. From the provincial government, Ministry of Education. We have no connection whatever with the Toronto Board, being a private school. This particular place exists by an Act of Parliament. By an Act of the Ontario Legislature. I'm not sure that any other private school does. This was the first one in the province of Ontario, then called Upper Canada. S nothing can happen to this place without an Act of Parliament.**

Interviewer: Why are you so strong on not accepting any provincial funds?

Mr. Adamson : **Well, because we just want to be as independent as we possibly can. We are constantly fighting with them, or maybe, fighting is too strong, constantly arguing with them about the content of our courses. Sometimes we dream up a course that we would like to teach and have to apply for permission. The red tape that has to be gone through is aggravating. Sometimes you win and sometimes you don't.**

Interviewer: So your funding, then, is purely on fees, or do you have endowments as well.

Mr. Adamson : **Fees and endowments**

Interviewer: Do you have a big split between those?

Mr. Adamson : **Oh, heavens, yes. We have an endowment pot of about eight million. You know, at eight percent, it doesn't make much of a dent in the twelve million dollar budget we have. So, yes we're constantly trying to build the endowment fund, but it is a slow process.**

Interviewer: Are your parents tax exempted fees.

Mr. Adamson : **Not at all. Not at all.**

Interviewer: What about property taxes, do you pay property taxes on your grounds?

Mr. Adamson : **I don't think we pay any property taxes except, perhaps, and I'm not sure about this, on the teachers' residences and there are very few of those. But there are not taxes on the school buildings.**

Interviewer: So apart from that, you receive no subsidies from anywhere.

Mr. Adamson : **No.**

Interviewer: So you would have total autonomy over what you spend.

Mr. Adamson : **Absolutely.**

Interviewer: Are you constituted with a board of governors or trustees?

Mr. Adamson : **Yes, we have a Board of Governors. Most of them are elected from, or nominated from the school constituency, our old boys, mostly old boys. Not by design, but by desire, really, a parent or two will be on the board. And then there are four , I believe there's four, members of the board , appointed by statute: the Minister of Education, the Treasurer of The Law Society, the President of The Board of Trade, and either the President or the Chancellor of the University of Toronto are automatically members of the board by, I think, the statute. Then we have the Foundation, which looks after the endowment. It has a Board of Trustees, quite separate from the Board of Governors.**

Interviewer: Is the principal an ex-officio or a full member of the Board?

Mr. Adamson : **I think he's ex-officio.**

Interviewer: Teachers' salaries. Do you pay the standard teachers' salaries of those in the public system?

Mr. Adamson : **Well, not quite, although we're very close. The negotiations are on-going and I think, I think, this year, they are at 96% of category 4. Do you know what I mean by that ?**

Interviewer: No.

Mr. Adamson : **I'm surprised you didn't find that out at places like Jarvis etc. The Metro salary scale is divided into four sections depending on degrees held by the teacher, I believe, and perhaps, seniority. All our people here are paid as though they were in the top category, regardless, and we are, this year at 96% and going, I think, to 98% next year of the top rate and then to 100% the year after. It's a big step because the teachers' salaries are quite high in the public system.**

Interviewer: And so even at 96%, 98% or whatever, you are obliged to change salaries of your teachers as they change in the public system?

Mr. Adamson : **Yes.**

Interviewer: And how do you load the teachers here, compared with the state system?

Mr. Adamson : **I'm not sure that I do know. I could say as a sweeping statement that our men here work a heck of a lot harder than men in the public system because we expect our people to take a full share of the extra-curricular load. No-one can go home from here after the last class in the afternoon. That doesn't mean that they work at that pace all year long, but, as a rule of thumb, just speaking in terms of sports, for example, each man must coach for at least two seasons out of the three. And that generally applies to the non-sporting side as well. Now when it comes to teaching load, regular teachers are expected to do five out of a possible six courses, heads of department, four out of a possible six. We run on a cycle. An eight day cycle, six periods a day, so that's 48, so a man doing only four courses would have four times six, perhaps four times seven periods out of an eight day cycle. If he were doing five, he would have five sixes are thirty or five sevens are thirty-five periods out of forty-eight. I suspect that the public system may have more courses or more classes to teach than our men.**

Interviewer: Within the school, I take it, it would be a vice principal who would decide which courses would be taught.

Mr. Adamson : **We try to let our individual men be as autonomous as possible. If a man gets an idea that he would like to teach a certain course, or he could use a certain course in the curriculum, he would go to the vice principal and present his arguments and a decision will just be made whether it will fly or not.**

Interviewer: To fly you mean to attract students.

Mr. Adamson : **Yes. So we have a bottom line, I suppose, as to the number of students who will register for it. But that changes sometimes. What is the bottom line. What is the minimum number? We're constantly having to look at the economic side of adding options, adding optional courses. Obviously, there is a limit unless its a replacement for something.**

Interviewer: Also, I guess, if you are moving into an area where the qualifications are unique to a particular teacher that you've got on staff at the time. This may be a consideration.

Mr. Adamson : **Yes. And if it's what we call a cumulative course and the teacher who started the course disappears. If we add a language, we guarantee the kids who come in in the first year, that they will be able to take**

that language as long as they want to. So there are various things to consider.

Interviewer: Do your students have a fully free selection of subjects, or are they steered into courses?

Mr. Adamson : **OK. For the first two years of high school, the courses are prescribed, really, by the Ministry of Education. There are 16 compulsory courses which must be taken by students out of 30. We choose to teach all those 16 in the first two years. In other schools, you can take them when you like, but we choose to teach them in the first two years. After that, unlike the public system, where students seem to have complete freedom of choice over and above these 16 compulsory subjects, we prescribe... our own internal regulation is that our students must do English and Phys Ed., and then they must do a mathematics, and there are a choice of three, they must do a social science and there are a choice of three or four or five, geography, economics, world issues, they must do a natural science, chemistry, biology, physics, environmental science, and they must do a language.**

Interviewer: And that's right through to the end of school?

Mr. Adamson : **Yes. Latin, Greek, Spanish, German or French. Now, we are not totally inflexible. We'll make exceptions for kids who come from other educational jurisdictions who have never had any French, for example.**

Interviewer: Does this allow students to specialise, say in the sciences?

Mr. Adamson : **Yes it does, I think, its does. Yes, a boy can pick up the three sciences as he goes through. And he could wind up in his final year by doing two maths and three sciences or three maths and two sciences because he can get his compulsory English in the year before his final year, and so on. s we are a little more prescriptive than the public system. Our object is to try to, as much as possible, give them as broad a base for as long as we can.**

Interviewer: In terms of assessment of your subjects, and the way in which the boys are assessed for their diplomas, is there any attempt within your school to get comparability between subjects? So that in a maths unit, do you try to say that a grade A in is the same as say an A in a science unit?

Mr. Adamson : **Well, I don't think that I've ever heard of that question before. I've never considered it. I think, undoubtedly, there is, but I think that it is an unconscious result. I don't think we compare a 90 in math with 90 in History.**

Interviewer: The reason this comes up is that in New Zealand, we have retained the public examinations for quite some time and it is just starting to break down to a

school based system and whereas statistics on a large population base was able to give you that comparability, but when you take it down to a school bas, that's not possible. People at homw were very conscious of it and I'm interested that here, no-one is conscious of it.

Mr. Adamson : **What we worry about, is how our marks or our students compare with those in the public system. In the public system, there are, I think, two or three levels, as it were, of instruction, basic, general and advanced with enriched on the top of that. We don't pay any attention to that. If we are forced to give an answer, we say, "well, we think all our courses are advanced level or maybe even enriched level. Because generally speaking, the content level of our courses is more than that specified in the Ministry curriculum guidelines. We are pretty selective, confident in the intelligence of most of our students, and so on. So when we give an 85%, this week, we think we know what that means, he's an A grade student. And then we send him off to apply to university and we find that there are dozens of applicants with marks better than 85% from high schools where we know perfectly well that the education isn't as good. So over the years - and that applies not just to entry, but to scholarships as well. So over the years we have kept a close eye on cut-off points for admission to university and we adjust our marks, so that our boys will get into the university that we think they should get into. Now I'm being very careful here. I'm not saying that we inflate their marks.**

Interviewer: I understand from a newspaper report earlier this year that universities find it as much as a bother as schools like this one would. And in fact that some of the Engineering faculties have monitored schools now, to compare the performance of their students with the marks awarded by those schools.

Mr. Adamson : **Its a problem once you get away from admission baswd upon common exams. The province awards what they call an Ontario Scholarship which carries a hundred dollar check. It goes to every student, in his final year, who has an average over 80%. Well, the general inflation of marks, I can't speak for outside of this school, but I think that 60% of our students have an average of over 80% and they're not all eighty percenters, in terms of what 80% meant 20 years ago. But if we don't do that, our students are suffering. That would be our biggest academic problem.**

Interviewer: Do you have students recieving awards or other certificates of attainment other than the provincial ones?

Mr. Adamson : **No.**

Interviewer: You do give personal reports, of course?

Mr. Adamson : **Oh, yes. Four times a year. They are quite extensive; we award quite a lot of prizes; but the only certificate they get is from the**

government. We have general certificates of our own at each grade level: with over 83% in every subject he takes he gets a certificate. But other than that, no. We are thinking about having our own diploma. We are thinking, in fact the independent schools in Ontario are heading in the direction of a complete cut-off from the Ministry of education and establishing an independent school's diploma, which would be accepted by the universities. Now how far we are away from that, I don't know. It would be a big jump.

Interviewer: Admissions. You get more applicants, I presume, than you have places.

Mr. Adamson : **Yes**

Interviewer: And how is the selection made?

Mr. Adamson : **Well, We have entrance tests at the grade 9 level. Applications above that level, we ask for school reports. We ask for school reports from everybody, of course, but above that there are no entrance tests. And I do it all. All of it.**

Interviewer: The interviews too?

Mr. Adamson : **Yes, all of it.**

Interviewer: Do old boys have a priority?

Mr. Adamson : **Yes. In Fact, if an old boys son can pass reasonably well in the entrance test, we will keep a place for him.**

Interviewer: And what about from your own junior school ?

Mr. Adamson : **They come up, one might almost say automatically, but they are recommended. In other words, if they pass their grade 8 year down there, they will come up automatically. So we add one more grade 9 class. Five classes come up, and we add one new one from outsiders of 22, 23 from about 100 to 120 applicants.**

Interviewer: Which is the easiest stage to get in?

Mr. Adamson : **Funnily enough for the entire school is grade 7. Because, they add two classes at grade 7.**

Interviewer: How many classes do you have at the very bottom?

Mr. Adamson : **One class at grade three, two at grade 5 and four at grade 7, or is it 5. They may actually add three classes at grade 7. Anyway, they begin with one down there and they end up with five.**

Interviewer: Do you offer any scholarships?

Mr. Adamson : **Yes.**

Interviewer: On what sort of basis?

Mr. Adamson : **On competitive examinations for entrance to grades 9 and 10. Thereafter, as for all levels, there is bursary assistance based on need. If you don't win a scholarship at grades 9 and 10 and you need financial assistance at any grade level, you can apply for it.**

Interviewer: Do you have any sporting scholarships?

Mr. Adamson : **No. no. If a boy is a heck of a good tennis player or ball player or whatever, and he needs bursary assistance to be able to come here, the fact that he is talented, will certainly help his cause. But I don't think that that is unusual anywhere - for a cellist or a soccer player or whatever.**

Interviewer: Allocation of students to classes, do you stream?

Mr. Adamson : **No. we used to, but we gave it up, although the maths department still do to a certain extent.**

Interviewer: In terms of employing teachers, in the state system, the Department of Education has to approve the qualification of teachers. Are you restricted in any way like that?

Mr. Adamson : **Well, theoretically, no. But, in actual fact, by far the majority of our teachers have teaching certificates and have done the training. There may have been when I started, but it seems to have gone. We still have one or two men on staff who do not have teaching certificates. But, generally speaking, while we do not exactly require it, we would be surprised to hire anyone without one.**

Interviewer: And hiring teachers would be the job of the principal?

Mr. Adamson : **Well, we would advertise for a teacher. The vice principal in charge of academics would screen the applicants, or rather he would turn the applications over to the head of the particular, who will screen them, reduce them to a short list and then they would be interviewed, and at the present moment - the present moment - the principal is not taking any part in interviewing of teachers. We have a new principal who really doesn't have any experience with teacher selection.**

Interviewer: Because he has come from a background of management consulting work?

Mr. Adamson : **Yes.**

Interviewer: I was going to ask you how that has worked, but I suppose it's too early for you to really know yet, is it?

Mr. Adamson : **No. It's not too early to know. (laughter) and I don't want you repeating every single thing I say.**

At this point the interviewer suspended the interview and switched off the tape.

Interviewer: I know myself that there is no ideal computer programme for one school to run, so you develop your own.

Mr. Adamson : **Well, we just tried to buy a computer software package and its fine for some things but disastrous for others.**

Interviewer: In terms of teacher development, professional development. There are systems system of PA days in the state system, what do you do?

Mr. Adamson : **We don't have any PD days here, or professional development days here in the course of the academic year. We encourage our people to take courses and we'll par, if not all, a large proportion or percentage of the costs involved. We have a system of educational leave, sabbatical leave, which enables a man to take off for a year at 80% of his salary, theoretically after he has been here for his five years and he is not restricted, necessarily to just one sabbatical leave in the course of his career. That's pretty generous.**

Interviewer: When teachers go to courses, these would be courses offered by the tertiary institutes around here, or other school boards?

Mr. Adamson : **Or wherever. I mean that there will be people doing B. Eds., doing M. Eds, or courses towards They could be doing almost anything. They apply for a professional development grant, and the powers that be, look at the program and the suggested case and say: "Fine, we'll fund it."**

Interviewer: Do you have many of your staff actually taking advantage of it?

Mr. Adamson : **Yes. Yes, I couldn't give you any figures but there are always seven or eight or nine, probably, out of a staff of fifty-five. Some of them doing night courses, during the course of the year. There are far more taking advantage of that sort of thing than there were when I started.**

Interviewer: I'm just coming to the summary now, and I think that you have already answered much of this in your answers to other questions. However, what are the biggest problems facing education for Upper Canada College at the moment. You seem to think it might be comparability between schools and final graduation.

Mr. Adamson : **Yes, I think if we have our wish list, I think the number one item on the wish list would be totally independent of the Ministry of Education, and our own certificates to be accepted at face value by the universities.**

Interviewer: Have you had any success with talking with the universities. You obviously have the President or the Vice Chancellor on side being on your board...

Mr. Adamson : **That doesn't help very much. Funnily enough, both the Chancellor and the President of the University of Toronto are old boys of this school - both the out-going president and the in-coming president and the chancellor are old boys but it doesn't seem to do us any good.**

Interviewer: But not the Minister of Education ?

Mr. Adamson : **Umm, no. as far as liason with the Universities, we have a man here, the bulk of whose work is concerned with out-going students, getting them into the universities they want to go to and getting them into the faculties they want to get into. He is the man who is, by far, the most knowledgeable person on our staff about what is going on in the universities.**

Interviewer: You would, I suppose, monitor, too, the progress of your students through the universities.

Mr. Adamson : **Well, that's not easy to do. It depends on the university feedback. Some universities have started doing this, but not all of them. In this factory down here, we get very little.**

Interviewer: You would think that they would be interested in supplying the information after all, you're all in the same business. The universities have a responsibility to know and find out what is going on in the schools.

Mr. Adamson : **To some universities, it makes a difference that an applicant comes from Upper Canada. Increasingly so, we hope, but not down here, yet. unless it is one of the various colleges like Trinity or Victoria. But an applicant to the Bio Sciences, engineering, have not the slightest interest in knowing. On the other hand, the American universities, to which our boys apply, are very interested where they come from. We have a terrific pipeline to the Ivy League through the man we have here.**

Interviewer: Does he come from America himself?

Mr. Adamson : **No. Mind you, Im not sure, myself, whether its a good thing that we are sending our best students over to Harvard and Yale, because that's where they're going. There was quite a team that went down last year.**

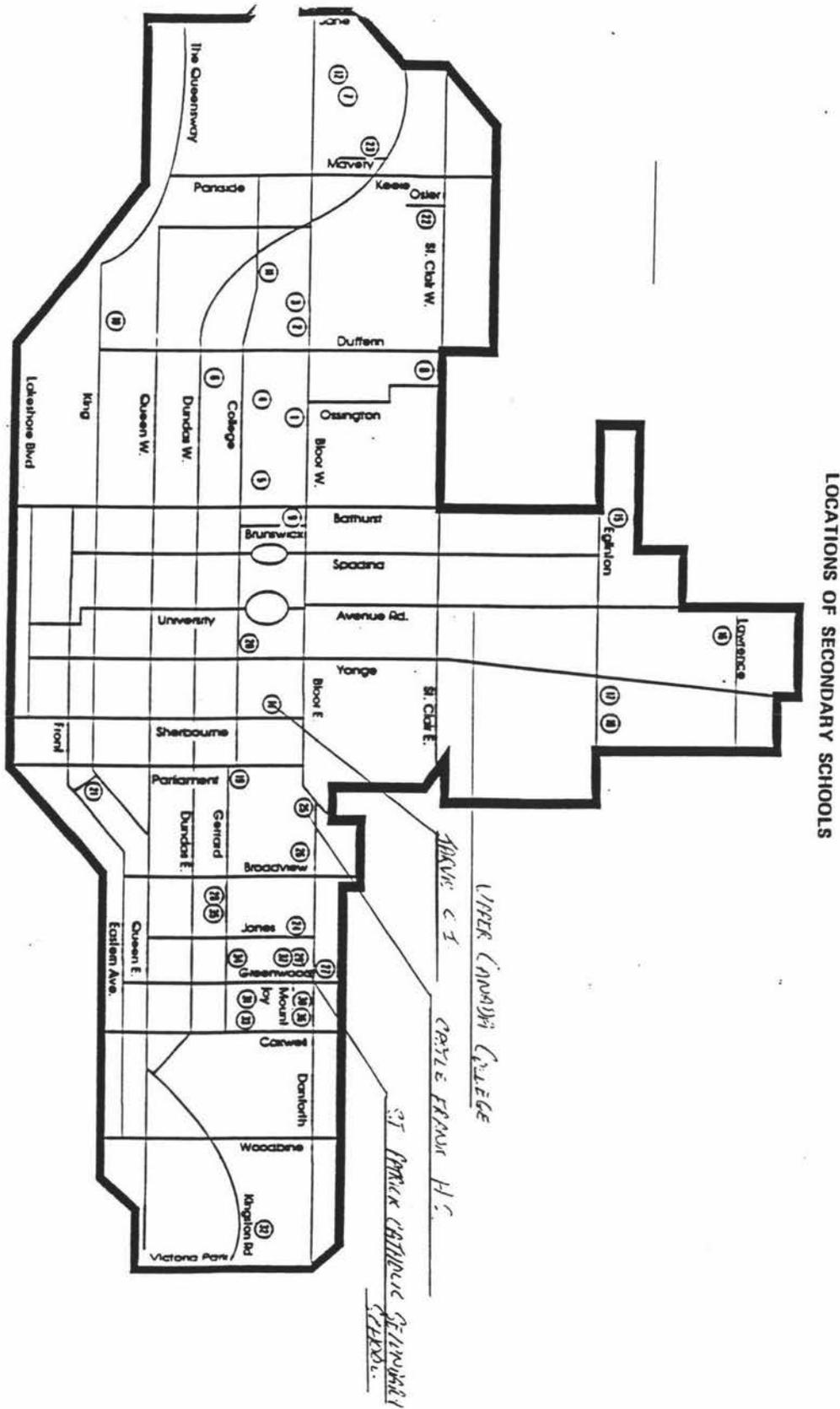
Interviewer: Tell me, what percentage of your students will be going on to university from here.

Mr. Adamson : **All of them. One or two may defer it for a year, one or two may go to, err, .. go on stage.. but it's all post-secondary education for them. All of them. You know, 20 years ago, one or two of them would go down to a stock broker's office right away in the search for big bucks**

Interviewer: But now they get their B.Com first.

Mr. Adamson : **Yes. Yes.**

APPENDIX B5
Map of Toronto Showing Schools Interviewed



Appendix C

TORONTO BOARD OF EDUCATION—ADMINISTRATIVE ORGANIZATION



DIRECTOR'S OFFICE

Director
Edward N. McKeown

FAMILIES OF SCHOOLS

Chief Superintendent of Field Services

Joan Green

School Superintendents

West and Central Elementary Schools

Jack Gouthe (Coordinating Superintendent)
Oliver Collins
Alex Bora
Leon Thompson

Secondary Schools

Ralph Peters (Coordinating Superintendent)
Edward W. Gordon
Harold Brathwaite

East Elementary Schools

Edwin F. Kerr (Coordinating Superintendent)
Barbara Cunn
Chuck A. Hopkins
James Lipsitt

North Elementary Schools

Allan G. Price (Coordinating Superintendent)
Wanda Mutuszkiewicz
Ronald E. Wright

Principals

Teachers

Consultants

Associate Director — Program
Charles W. Taylor

CURRICULUM AND PROGRAM DIVISION

Superintendents

Curriculum

C. Wright

- Mathematics
- Physical & Health Education
- Music
- Social Studies
- Women and Labour Studies

Curriculum

D. Bees

- Alternatives
- Scholarships / Bursaries
- Business Education
- Computer Resources
- Science
- Technical Education

Curriculum

D. Irwin

- English Language
- English as a Second Language
- French as a Second Language
- Modern Languages
- Student Exchange (Arts Liaison Officers)

Curriculum

J. Smart

- Continuing Education
- Guidance and Counselling Services
- Student Services
- Student Career & Information Placement Centre
- Visual Arts

Curriculum

M. Evans

- Bilingualism (ABC Reporting to Parents I, IDP)
- Advisor - Multiculturalism / Race Relations
- Early Childhood
- Education and Day Care

Special Education

Maqil M. Darnley (Coordinating Superintendent)

- Behavioural
- Communications
- Gifted and Enrichment
- Hospital and Institutional
- Learning Disabilities
- Physically Handicapped
- Primary, Junior, Senior Programs
- Secondary Programs
- Student Transportation

Assistant Superintendent

Student Support Services

A. E. Brown

- Psychiatric Services
- Psychological Services
- Social Work Services

APPENDIX C1

Associate Director — Personnel
Beverly Brophy

PERSONNEL DIVISION

Superintendents

Elementary Staffing

Michael Choma

Secondary Staffing

Janet M. Rus

Negotiations

J. Merlyn Neal

Personnel Services

Anne-Marie Stewart

Staff Development

Dorothy Gosling

Equal Opportunity Office

- Affirmative Action
- Race Relations

Associate Director — Operations
D. Bruce Snell

OPERATIONS DIVISION

Superintendent

Information Services

Linda Grayson

- Administrative Services
 - Committee and Trustee Services
 - Public Information Office
 - Records, Archives and Museum
- Computer Information Services
- Instructional Media Services
- Library Services
- Research

Comptrollers

Buildings and Plant

Michael J. Rose

- Design Services
- Energy Conservation
- Maintenance and Construction
- Occupational Health and Safety
- Plant Operations

Finance

David S. Paton

- Accounting
- Purchasing and Supplies
- School Food Services

Community Services Office

Your Choice

SPECIAL SCHOOL PROGRAMS AND PACKAGES

In addition to the academic programs offered at all of our secondary schools, some schools offer courses in certain specialized areas. Programs and packages refer to a

set of courses grouped together for a specific curriculum emphasis. Your school principal or guidance counsellor can give you more information on these programs.

SCHOOLS	BUSINESS PROGRAMS & PACKAGES	CO-OPERATIVE AND/OR WORK EXPERIENCE PROGRAMS	TECHNICAL PROGRAMS AND PACKAGES
Bickford Park High School	•	•	•
Bloor Collegiate Institute		•	
Brockton High School	•	•	•
Castle Frank High School	•	•	•
Central High School of Commerce	•	•	
Central Technical School		•	•
City Adult Learning Centre (C.A.L.C.)		•	
Danforth Technical School		•	•
Eastdale Collegiate Institute		•	
Eastern High School of Commerce	•	•	
Heydon Park Secondary School	•	•	
Humberside Collegiate Institute		•	
Monarch Park Collegiate	•	•	
Northern Secondary School	•	•	•
Western Technical-Commercial School	•	•	•
West Toronto Secondary School	•	•	

APPENDIX C3



BASIC/GENERAL/ADVANCED LEVEL PROGRAMS

Academic Programs are offered at all our secondary schools

SCHOOLS	BASIC	GENERAL	ADVANCED
Bickford Park High School	•	•	
Bloor Collegiate Institute		•	•
Brockton High School	•	•	
Castle Frank High School	•	•	
Central High School of Commerce		•	•
Central Technical School		•	•
City Adult Learning Centre (C.A.L.C.)		•	•
Danforth Technical School	•	•	•
Eastdale Collegiate Institute		•	•
Eastern High School of Commerce		•	•
Forest Hill Collegiate Institute		•	•
Harbord Collegiate Institute		•	•
Heydon Park Secondary School	•		
Humberside Collegiate Institute		•	•
Jarvis Collegiate Institute		•	•
Lawrence Park Collegiate Institute		•	•
Malvern Collegiate Institute		•	•
Monarch Park Collegiate		•	•
Northern Secondary School		•	•
North Toronto Collegiate Institute		•	•
Oakwood Collegiate Institute		•	•
Parkdale Collegiate Institute		•	•
Riverdale Collegiate Institute		•	•
Western Technical-Commercial School		•	•
West Toronto Secondary School		•	•

APPENDIX C4

February 19, 1990

THE BOARD OF EDUCATION
FOR THE CITY OF TORONTO

WEEKLY CIRCULAR #89-90:22 SUPPLEMENT

SECTION III - Information for Secondary School Staff only.

POSITIONS OF ADDED RESPONSIBILITY AVAILABLE, EFFECTIVE SEPTEMBER 1, 1990

The following positions of responsibility are available, effective September 1, 1990. Applications from secondary teachers currently under contract with the Board will be received in accordance with the promotion procedures outlined in Weekly Circular 89-90:18 Supplement dated January 12, 1990, and those outlined below.

The Toronto Board of Education is an equal opportunity employer. *All qualified applicants will be considered. Candidates must demonstrate a willingness and ability to work effectively in a multicultural, multi-racial environment.

*Exception - male applicants only may apply for positions of responsibility in Boys' Physical and Health Education; female applicants only may apply for positions of responsibility in Girls' Physical and Health Education, in accordance with Exemption #246 granted by the Ontario Human Rights Commission.

It is intended that applicants selected for an interview will be interviewed by a committee. Candidates who are short-listed will be expected to be available in person for the interview.

Redundant Heads and Assistant Heads who are within the five year grandfathering period, and who apply for an equivalent position will be short-listed for an interview for that position.

Please note: Acting positions are for the '90-91 school year unless otherwise indicated.

Procedures

1. A qualified teacher will apply in writing, enclosing a completed curriculum vitae (SEC.C.V.-2/90) (available in school office), directly to the principal(s) of the school(s) where the vacancy exists, applications to be received by the principal(s) by 4:00 p.m. Thursday, February 22, 1990. At the same time the applicant will notify his/her principal by 12 noon on Thursday, February 22, 1990, of the application(s) using the form SEC.APPN.-2/90 (available in school office), and will present him/her with a copy of the curriculum vitae.
2. The principal of each school from which teachers are applying will advise the Personnel Division by telephone by 12:00 noon, Thursday, February 22, 1990, of the names of all applicants, and bring written confirmation, on the form SEC.APPN.-2/90, to the short-listing meetings February 26, 1990.

Qualifications

Applicants must:

1. hold a permanent contract with the Board at time of application;
2. hold, by effective date of appointment to position, the applicable Ministry Specialist or Honours Specialist qualification;
3. in the case of Physical and Health Education, hold valid swimming and first aid qualifications as specified in Standard Procedure #27 (Revised Feb.16, 1988).
4. in the case of Special Education, have at least one year of successful teaching in the area of exceptionality provided such experience was within the last three years.

Criteria

1. All applicants should:
 - (a) have been successful in a variety of teaching experiences (e.g. grades, levels, subjects within a department, and/or schools),
 - (b) have demonstrated leadership skills and have the ability to work effectively with the principal and staff, students, and parents in support and pursuit of the school's goals,
 - (c) be familiar with current Ministry guidelines relevant to the type of position sought,
 - (d) be familiar with Board policies (e.g. C.I.P., T.P.R., Race Relations, Affirmative Action) and their implication for the role of Head/Assistant Head,
 - (e) be committed to actively supporting curriculum development and implementation,
 - (f) be committed to assisting teachers in developing further their curriculum and other professional strengths, including classroom teaching and management strategies.
2. In addition, there may be school-specific criteria applicable. If so, these will be made available to the applicant at the school prior to the interview.

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PROMOTION PROCEDURES FOR VICE-PRINCIPALS Elementary and Secondary

Reference:

Board approval — May 19, 1988

After September 1, 1986, only those individuals selected for the Vice-Principals Eligibility List and those vice-principals seeking transfer may apply for vacant vice-principal positions.



MINIMUM QUALIFICATIONS FOR CONSIDERATION TO BE INCLUDED ON THE VICE-PRINCIPALS ELIGIBILITY LIST

1. Permanent Contract.
2. Ministry of Education requirements as per current Regulation 262 and Policy/Program Memorandum No. 38.
3. Ministry of Education qualification in Guidance, Part I (elementary vice-principals only). The applicant is required to hold this qualification or to be prepared to obtain it within twelve months of appointment as vice-principal. (See Board Minutes April 12/84, p. 322).
4. A minimum of five years' classroom teaching experience in more than one division and in more than one Toronto school, or alternative full-time experience deemed equivalent, which shall include D.N.D., Federation release, secondment to the Board, the Ministry or a University, exchange, consultant or co-ordinator experience, or experience in another school system. This list is not intended to be exhaustive.
5. Completion of the Leadership Skills Assessment. Candidates must be on active duty for at least five months during the school year in which the assessment is to occur.
6. Completion of the Vice-Principals Leadership Course.



**PROMOTION PROCEDURES FOR
VICE-PRINCIPALS**
Elementary and Secondary

B PROCEDURES RE VICE-PRINCIPALS
ELIGIBILITY LIST

1. The Board, through a Weekly Circular Supplement distributed in the week prior to the beginning of the school year, will invite applications from those holding the Minimum Qualifications (A. 1-4) who wish to be considered for the Vice-Principals Eligibility List, outlining procedures and timelines for application.
2. The Individual will apply in writing to the appropriate Superintendent of Staffing, enclosing a completed Curriculum Vitae Form (see sample - Appendix A, Policy T1), and will send copies of both documents to the School Superintendent or appropriate Superintendent of Curriculum.
3. The Board will provide the Vice-Principals Leadership Course.
4. The Individual, Principal, and School Superintendent or Appropriate Superintendent of Curriculum will proceed with the Leadership Skills Assessment as outlined in Appendix C.



**PROMOTION PROCEDURES FOR
VICE-PRINCIPALS**
Elementary and Secondary

5. Preparation of Eligibility List

a) A Committee composed of the following members will consider the applications of those candidates who have completed the Leadership Skills Assessment and the Vice-Principals Leadership Course:

	Elementary	Secondary
Three Trustees appointed by the Chair of the Board	3	3
Associate Director of Education - Personnel	1	1
School Superintendents (1 for each family of schools)	11	3
Superintendents of Curriculum (Maximum of 5, minimum of 2)	2	2
Total on Committee	17	9

Superintendent of Staffing, Elementary/Secondary (**Chair**)

Monitors: To watch, observe, check or advise especially for a special purpose:

- Chair of Race Relations Committee
- Chair of Affirmative Action Review Group
- TTF/OSSTF representative, as applicable. (The Federation representative will not be the same individual as will participate on a Final Selection Committee [see C.5].)

Note: Where a candidate reports through a particular Curriculum Superintendent, that Superintendent will be on the Committee.

- b) The School Superintendents will bring to the Committee recommendations respecting the candidates, basing these upon a review of the Curriculum Vitae and the Leadership Skills Assessment. Other members of the Committee will have copies of the Curriculum Vitae only.
- c) The Committee will select a number of candidates to be included on



PROMOTION PROCEDURES FOR VICE-PRINCIPALS

Elementary and Secondary

- d) The names of the candidates on the eligibility list will be reported, alphabetically, in private, to the Personnel and Organization Committee of the Board. The list will then be published in the Board Minutes and the Weekly Circular.
- e) The Vice-Principals Eligibility List will be added to annually, and candidates will remain on the list for a period of four years. Candidates remaining on the list in the third year may re-apply for the next round at the beginning of the fourth year.



PROMOTION PROCEDURES FOR PRINCIPALS

Elementary and Secondary

Reference:
Board approval — May 19, 1988

After September 1, 1985, only those individuals selected for the Principals Eligibility List and those principals seeking transfer may apply for vacant principal positions.

A MINIMUM QUALIFICATIONS FOR CONSIDERATION TO BE INCLUDED ON THE PRINCIPALS ELIGIBILITY LIST

1. Permanent Contract.
2. Ministry of Education requirements as per current Regulation 262 and Policy/Program Memorandum No. 38.
3. A minimum of five years' classroom teaching experience in more than one division and in more than one Toronto school, or alternative full time experience deemed equivalent, which shall include D.N.D., Federation release, secondment to the Board, the Ministry or a University, exchange, consultant or co-ordinator experience, or experience in another school system. This list is not intended to be exhaustive.
4. A minimum of two years' experience as a vice-principal, assistant co-ordinator, or co-ordinator, including acting experience in these positions, gained as a result of a selection process, prior to proceeding with Step 5.
5. Completion of the Leadership Skills Assessment. Candidates must be on active duty for at least five months during the school year in which the assessment is to occur.
6. Completion of the Principals Leadership Course.



PROMOTION PROCEDURES FOR PRINCIPALS

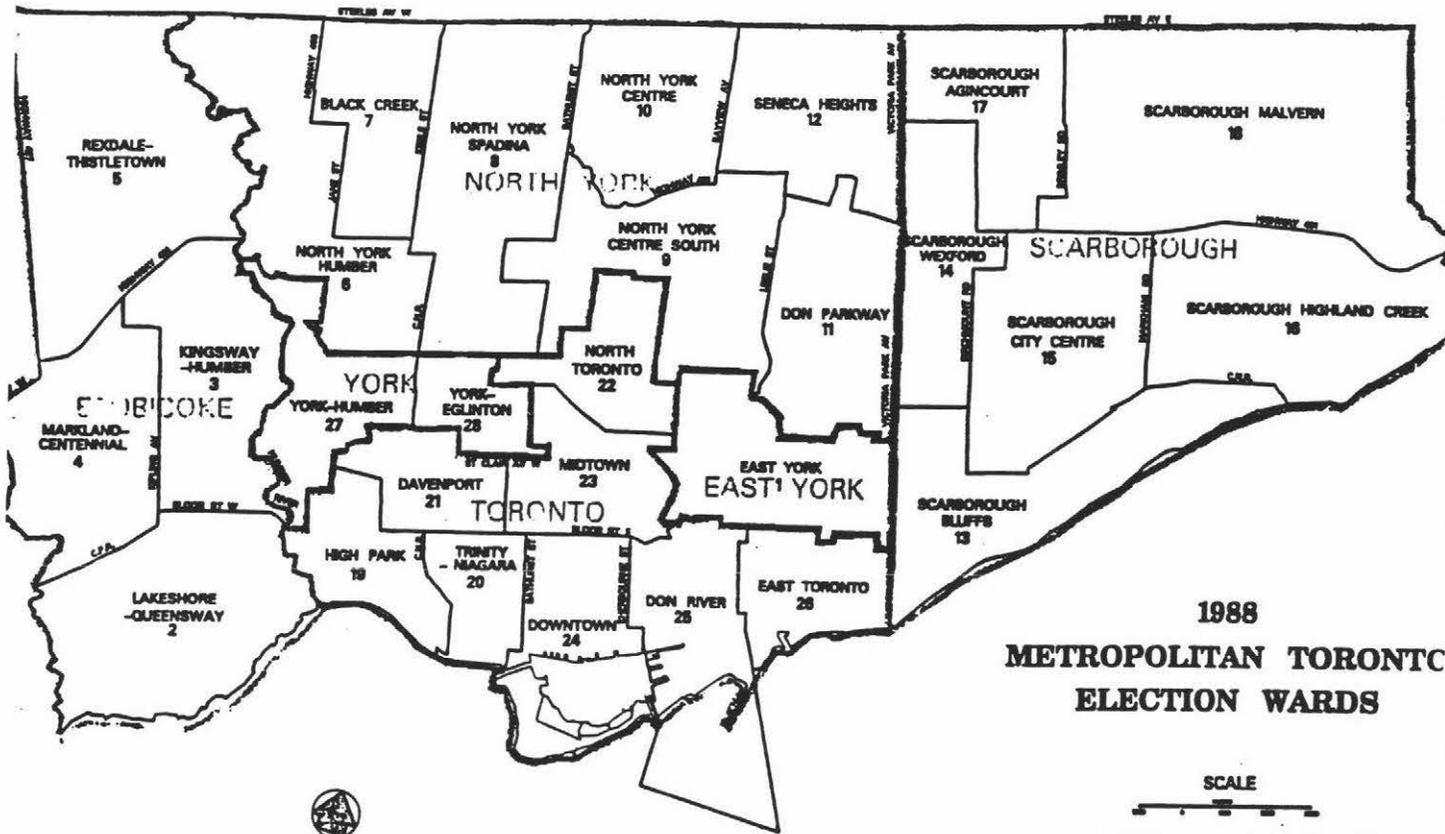
Elementary and Secondary

B PROCEDURES RE PRINCIPALS ELIGIBILITY LIST

1. The Board, through a Weekly Circular Supplement distributed in the week prior to the beginning of the school year, will invite applications from those holding the Minimum Qualifications (A. 1-4) who wish to be considered for the Principals Eligibility List, outlining procedures and timelines for application.
2. The Individual will apply in writing to the appropriate Superintendent of Staffing, Elementary or Secondary, enclosing a completed Curriculum Vitae Form (see sample - Appendix A), and will send copies of both documents to the School Superintendent or appropriate Superintendent of Curriculum.
3. The Board will provide the Principals Leadership Course.
4. The Individual, Principal, and School Superintendent or Appropriate Superintendent of Curriculum will proceed with the Leadership Skills Assessment as outlined in Appendix B.

Appendix D

APPENDIX D1



1988
METROPOLITAN TORONTO
ELECTION WARDS

SCALE
 0 100 200 300 400
 --- City Boundary MIDTOWN Ward Name
 --- Ward Boundary 23 Ward Number
 Metropolitan Toronto Ward Number by Provincial Regulation 1980

Prepared by: Planning Department.
 Produced by: Management Services
 Department.
 Date: August 28, 1988.

The Municipality of Metropolitan Toronto
 MANAGEMENT SERVICES DEPARTMENT
 General Planning Section
 2400 Yonge Street, Suite 200
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For further information, contact the Research Division at 392-8766.