

## OSSTF/FEESO Submission to the Standing Committee on Finance and Economic Affairs

Budget Hearings April 2023

**Ontario Secondary School Teachers' Federation** 

Feéderation des enseignantes-enseignants des écoles secondaires de l'Ontario

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### INTRODUCTION

The Ontario Secondary School Teachers' Federation was founded in 1919 and represents over 60,000 public high school teachers, occasional teachers, educational assistants, instructors, psychologists, secretaries, speech-language pathologists, social workers, plant support personnel, and many other educational workers employed in full-day kindergarten to university.

OSSTF/FEESO welcomes the opportunity to provide our feedback on the Ontario 2023 Budget: *Building a Strong Ontario.* 

Like the Standing Committee on Finance and Economic Affairs, OSSTF/FEESO is empowered by its membership to study and report on all matters relating to the mandate, management, organization or operation of the Ministries and Offices related to education, as well as the Agencies, Boards and Commissions reporting to such Ministries and Offices.

In February 2023, OSSTF/FEESO provided 31 substantive recommendations to the Ministry of Finance focused on strengthening public education and rebuilding Ontario. Recommendations that were based on the expertise, experience, and concerns of over 60,000 front-line, dedicated, education workers and teachers.

Even with a record projected expense of \$204.7 billion, a 1.0% increase from the 2022 budget projection, and total revenue of \$204.4 billion, a 2.0% increase, for 2023-24, it is unequivocally clear that, the 2023 budget fails to adequately invest in publicly-funded education and other public services. Underfunding and underspending are already happening across all sectors, and this budget is more of the same. Moreover, the 2023 budget ignores almost all the substantive recommendations provided by OSSTF/FEESO in February 2023.

# 2023 Budget Analysis – Big on Roads and Manufacturing, Little for the People and Public Education

OSSTF/FEESO acknowledges the 2023 budget does have a record total expense of \$204.7 billion which is a 1.0% increase from the 2022 budget projection, and total revenue of \$204.4 billion which represents a 2.0% increase, for 2023-24. Notwithstanding, OSSTF/FEESO, along with other stakeholders and experts such as the Financial Accountability Office of Ontario and Conference Board of Canada, believe it should be noted that in past budgets, this government has underestimated revenue and over-projected spending, resulting in much lower deficits than originally projected at the time budgets were announced.

The Ford government appears to know the cost of everything but the value of almost nothing. The question all Ontarians should be asking the government is why the government won't acknowledge that record spending results in record revenue generation? Rather than frame budget allocations as "expenditures", it is time for the government to refer to budget allocations for what they really are – investments in the people of this province.

This year's budget continues its heavy investments in infrastructure plans announced in the 2022 budget, with more than \$20 billion allocated with transit and highway projects, which receive more than half of the new investments in the 2023 budget. Over the next 10 years, a total of \$184.4 billion is being earmarked for infrastructure projects. Of this, only 12% or \$22 billion is being invested in capital grants for schools and childcare projects.

#### **Education Program Spending**

OSSTF/FEESO acknowledges that, according to the official numbers presented in the Ford government's 2023 budget, Ontario is planning to spend \$34.7 billion on education programs, including childcare, in 2023-24, up by \$2.3 billion (7.1%) from the year prior. With the one-time



COVID-19 Learning Recovery Funding of \$303 million expiring and only \$51 million in new education initiatives announced in the 2023 budget, it appears that school board funding will stagnate across all school boards, especially as funding levels fail to keep pace with rising costs compounded by inflation of 3.5% in 2021, 6.8% in 2022, and an estimated 3.6% in 2023.

In addition, in the Financial Accountability Office's *Ministry of Education: Spending Plan Review*, the province is receiving \$2.3 billion in federal funding in 2023-24 for \$10-a-day childcare, an increase of \$828 million from 2022-23, while only contributing \$55 million of its own funding.

Over the three-year medium-term outlook, the government is planning for a 5.0% average spending increase. In education, the bulk of this increased spending will be to support the commitment to provide \$10-a-day childcare by 2025.

In November 2022, the FAO identified a spending gap of \$200 million for the Ministry of Education for 2023-2024, growing to \$2.0 billion and a cumulative total of \$6.0 billion by 2027-2028. In its analysis, the FAO calculated that the government would need to spend \$36.1 billion in 2023-2024 just to meet its existing and childcare commitments. The government's spending plan of \$34.7 billion in the 2023 budget is \$1.4 billion less than the FAO calculated was necessary and \$1.2 billion (3.5%) less than the government projected in the 2022 Ontario Budget.

Instead of investments the Ford government is prioritizing diverting funds into contingency accounts. According to FAO (see Table 4.1), their projected program expenditures – the investments required to operate various sectors - show that in 2023-24 the government is inadequately investing in education and postsecondary education. This underfunding will shortchange public education and is why the government must amend the 2023 budget.

Sector	Program Spending Difference, Province vs. FAO, \$ millions			
Sector	2022-23	2023-24	2024-25	Total
Health	1,258	-1,563	-4,646	-4,951
Education	-129	-325	-659	-1,112
Postsecondary Education	47	-217	-267	-437
Children's and Social Services	388	35	-253	170
Justice	-69	-407	-362	-837
Sum of difference in 5 main sectors	1,496	-2,476	-6,187	-7,167
Other Programs*	5,347	6,966	7,403	19,716
Total Program Spending Difference	6,843	4,490	1,216	12,549

#### Table 4.1: FAO's program spending projection by sector compared to the government's

\* Contingency funds are included in the government's other programs forecast but excluded from the FAO's projection as the purpose of the funds has not yet been announced.

Note: Negative values indicate that the Province's spending plan is below the FAO's projection (i.e., a "shortfall"), while positive values indicate that the Province's spending plan is above the FAO's projection (i.e., "excess funds"). Ontario Teachers' Pension Plan (OTPP) expense is included in the education sector.

Source: FAO analysis of the 2022 Ontario Economic Outlook and Fiscal Review and information provided by the Ministry of Finance.

### **Education Funding**

The 2023 budget contains very little new funding initiatives for Ontario school boards.

OSSTF/FEESO emphasizes the importance of investing in students and the public education

system. The Ministry of Education has announced new investments for 2023-2024, they amount

to mere "drops in a bucket" at a time when students need more supports to "catch up" and

recover from the impacts caused by the pandemic.

According to the Ontario Ministry of Education, there are 72 public school boards, 4832 schools, and approximately 2 million students.

OSSTF/FEESO has repeatedly advocated for meaningful investments in Ontario's publiclyfunded education system. However, as Table 1 clearly demonstrates the government's 2023 budget continues to shortchange Ontario's students. This new funding is inadequate.



### Table 1 2023 Budget – New Education Initiatives Funding Reality Check

2023 Budget – New Education Initiatives	Reality for Ontario's Students and Public Schools
\$3.3 million over the next three years to expand dual credit healthcare-related courses for 1,400 secondary students	Only .07% of Ontario's 2 million students will benefit from this program Or \$15, 278 per Ontario school board per year
<ul> <li>\$25 million over two-years for Early Reading</li> <li>Enhancements for students in senior kindergarten to</li> <li>Grade 2</li> <li>700 educators</li> </ul>	\$173,611 per year, per Ontario school board OR 0.14 or < 1 educator per school
\$12.6 million over two years for math supports - in "targeted" schools across the province - 300 educators	Unknown number of "targeted schools" BUT if every school board had 1 school, equates to \$87,500 per school per year < 1 educator per school
\$6.2 million over three years in targeted supports for students with disabilities for cooperative education opportunities	\$28,703 per school/per year
Continued Curriculum Updates - a new Grade 10 course in Sept 2023 - revised Grade 9 and 10 courses to be offered in Sept 2024	2024 curriculum is "to be determined" = no benefit in 2023-24
\$6.8 million over three years for practical, hands-on financial literacy experiences	\$469 per year, per school in Ontario
Other education program expense changes include - support for enrolment growth - settled labour agreements - funding to continue the Early Learning and Child Care Agreement with the Federal government.	Collective agreements do not represent new initiatives or expenditures The Federal government \$2.3 billion 2023-2024 Ontario budget includes \$828 million for childcare
	Only 6.64% or \$55 million comes from the provincial government Education Funding \$0 will be used to provide support for Ontario's 2 million students JK – Grade 12

Sources: 2023 Ontario Budget and Ministry of Education, Facts about elementary and secondary education (2021-2022)



### **Postsecondary Funding**

Ontario is also planning to spend \$12.1 billion on postsecondary education programs in 2023-24, up by \$0.8 billion (7.1%) from the year prior. This increase largely reflects higher collegesector on-campus activities; investments of \$428 million to support Health Human Resources needs, including clinic education for nurses and expanding the number of medical school seats, and to support the Learn and Stay Grant; and investments in research programs at Sudbury Neutrino Observatory, Ontario Brain Institute, and McMaster Nuclear Reactor.

The province plans to increase postsecondary education spending by an average of 4.5% over three years.

### Fixation on underfunding and short-changing

OSSTF/FEESO is very concerned that public education continues to be underfunded. In 2021, \$2.2 billion in education funding that could have been used to improve student outcomes went unspent. Additionally, in recent years, over \$2 billion was also transferred directly to parents. Providing this funding to school boards as an investment in public education would have been much more effective in improving outcomes of students, as school boards are in a much better position to provide educational services to students, especially those who require additional supports to succeed.

The government continues to shortchange Ontario's students and families, with the Financial Accountability Office of Ontario (FAO) projecting annual shortfalls through 2027-28 in public funding totaling \$40 billion, with a \$6.0 billion shortfall in education and \$2.7 billion in post-secondary education. This continued underfunding and underspending in the sector will jeopardize student outcomes and negatively impact Ontario's future. This lack of investment in public education is especially disappointing given that Ontario is in a period where economic

recovery and inflation have significantly grown provincial revenues. The government should take the opportunity to invest these revenues into the future of Ontario – students. The government must increase investments in public education in order to meet the demands of our growing economy.

### Economic Case for Investment in Public Education

Publicly-funded education in Ontario has provided students with rich learning opportunities, skills, and a sense of community for generations. A strong public education system enhances our social and economic fabric and creates a diverse, dynamic, and prosperous province.

Education is the cornerstone of economic growth. In its 2019 report, *The Economic Case for Investing in Education*, the Conference Board of Canada found that, for each \$1.00 increase in public education spending, \$1.30 is generated in positive economic impacts for the province. Conversely, for every \$1.00 removed from education spending, \$1.30 in negative economic impacts are produced. The government should stop short-changing education and instead invest in education.

OSSTF/FEESO believes that all students deserve to have every opportunity to reach their full potential and succeed personally and academically, with access to rich learning experiences that provide a strong foundation of confidence that continues throughout their lives. The current education funding model, which was developed nearly 25 years ago, created disparities in funding that have only been exacerbated over the years.

This year marks the twentieth anniversary of the Rozanksi report, which outlined the negative consequences of Ontario's funding formula, including its' fixation with uniformity, and its inadequate funding for special education, programming for students at risk, and support for students whose first language is neither English nor French. The report also recognized that

school maintenance is critically underfunded. Program changes since then coupled with consistent underfunding have only served to magnify these issues. Special Education funding has been consistently held to an overall cap, and divided out among school boards in an inequitable system based on complicated statistical projections which fail to address individual student and board needs.

OSSTF/FEESO is committed to equity and believes that investments in education funding must be made to ensure there is adequate funding for boards to address inequalities that arise because of differences in income levels, gender, race, special education identification, newness to Canada, and Indigenous status. Improving learning conditions for all is about recognizing and meeting the unique needs of learners. We see learning conditions as equity conditions, creating an improved Ontario. When students feel safe and see themselves represented in schools, they succeed. There are also inequities in the funding of adult and continuing education, occasional teachers, education workers, class size, at-risk student programs, student transportation, as well as in many other areas. OSSTF/FEESO promotes the need for systemic changes and actions that are permanent. Funding must be sustained and specific to addressing systemic inequalities.

OSSTF/FEESO calls on the government of Ontario to invest in our greatest asset, the students in Ontario's public education system. The economic payoff is indisputable. Now is the time to act to strengthen public education.

#### What's Missing?

When compared to the OSSTF/FEESO pre-budget submission in February 2023, a submission that contained 31 substantive recommendations, the 2023 budget fails to deliver. Ontario Budget 2023, Proposed Public Education Funding versus OSSTF/FEESO Recommendations: Met/Not Met Summary (see Appendix 1).

The information contained in Appendix 1 clearly demonstrates that, despite OSSTF/FEESO's willingness to actively participate in the government's processes and keen interest in offering student centred recommendations, the Ontario government is ignoring the input from stakeholders and organizations and, instead, is determined to underfund and shortchange Ontario's students and the public education system.

OSSTF/FEESO isn't alone in our assessment and criticisms of the 2023 budget. Many organizations have offered analysis and criticisms of the budget, including but not limited to: the Conference Board of Canada, the Ontario Autism Coalition, the Ontario Chamber of Commerce, the Ontario Public School Boards' Association, and People for Education.

### Conference Board of Canada - Sprint to Surplus by Stagnation of Public Service Funding

According to the Conference Board of Canada's 2023 Budget analysis, the province's budget took an entirely different tone compared to their Fall 2022 Fiscal Update. In their analysis, they point to the fact that the 2023 budget takes a much more conservative approach to new program spending despite much higher revenues. The Conference Board's analysis goes on to pose a very telling question, is "the Ford government's pursuit to surplus now overly aggressive?"

Considering the complex and increasing needs of students across Ontario's public education system OSSTF/FEESO echo's the Conference Board's question and call on the government to amend its budget and increase funding investments for Ontario's students.

### Ontario Chamber of Commerce (OCC) - Disappointed with Termination of Governmentpaid Sick Leave

Following the release of the 2023 budget, Ontario Chamber of Commerce's analysis identified various deficiencies where the budget was "light on measures", lacked "additional clarity", or simply did not offer "new announcements".

In fact, like OSSTF/FEESO's recommendation 31 - permanent government-paid sick leave for workers who do not have such leaves, the OCC was disappointed that temporary program that helped businesses keep their doors open during the pandemic. Like the OCC, OSSTF/FEESO is disappointed the government decided to terminate the temporary program without any consultation, or before an evaluation of the successful aspects of the program were considered.

### Ontario Public School Boards' Association (OPSBA) - Inadequate Investment in School Infrastructure or Tackle Repair Backlog

Despite a nearly \$17 billion school repair backlog, OSSTF/FEESO and the Ontario Public School Board Association (OPSBA) have noted 2023 budget only funds education repairs at \$2.8 billion and just \$15 billion over the next decade.

OPSBA, like OSSTF/FEESO, and likely 2 million students and families, clearly have no reason to celebrate the lack of funds allocated to repair or maintain the 4,800 schools next year or, based on the 2023 budget, for the next decade.

Schools should be a source of pride in every community. Instead of praising themselves for putting shovels in the ground for a beautiful new school and refusing Freedom of Information requests to release the state of disrepair information for Ontario's schools, this government should start leading by example – release the information on the repair backlog and then create a detailed multi-year plan to commit to fixing every school in Ontario. The plan should include

detailed goals and come with new, additional, funding support. Every student, education worker, and community should be proud of their school buildings.

### Inadequate Investment in Human Resources for Student Mental Health and Special Education – People for Education and Ontario Autism Coalition

Ontario's students have complex, evolving needs that require additional funding and human resources to deliver programming aimed at ensuring every student receives a rewarding educational experience that helps them reach their fullest potential. The public education system is required to plan, fund, and provide special education support and other resources to help students not just survive but thrive in schools. The 2023 allocation of funds for education are inadequate and fail to provide enough funding to meet the special education and mental health needs of students.

According to The People for Education's 2022-2023 Annual Ontario School Survey there is a significant gap in available resources to tackle growing mental health challenges among staff and students. The 2023 budget fails to provide adequate funding to address this gap.

Based on survey responses from 1,044 schools across all 72 publicly funded boards in Ontario – The People for Education's data reveal that the percentage of schools with no access to psychologists has doubled in the last ten years. Additionally, geography plays a significant role in schools' access to supports like social workers, mental health/addictions specialists, and child and youth workers.

Given the strain on special education funding created by the ever-increasing mental health concerns that students are facing, it is shocking that the Ontario Autism Coalition (OAC) noted the government's failure to account for the end of legacy funding for children with autism. According to Kate Dudley-Logue of the OAC, the Ministry of Education has "zero transition plan

made for kids, boards not informed kids coming, nor given additional funding to ensure adequate supports in place."

Despite touting the Ford government's record of increasing special education funding, on April 5,2023, the Minister of Education himself acknowledged "there is more to do" when it comes to special education funding.

This is another example of how the Ford 2023 Budget appears to be ignoring the concerns raised by OSSTF/FEESO and other stakeholder/parent groups and is instead determined to shortchange Ontario's students and public education system.

### Inadequate Budget and GSNs Setting School Boards and Students Up for Failure

The education funding contained in the Ontario Budget 2023 directly impacts the Grants for Student Needs (GSNs) which were released on April 17, 2023. Along with the Priorities and Partnership Funds (PPFs), these provide the bulk of the funding to school boards. The lack of investment in public education is visible throughout the budget and reflected in the funding that is going to be provided to the school boards.

The \$27.1 billion in total GSN funding for next year is a \$383 million increase (1.4%) over the current revised estimates of spending for the current school year. The government reports an increase in Base GSN Funding, which removes the one-time COVID-19 Learning Recovery Fund and Debt Service Costs from the total, as an increase of \$693 million (2.7%). However, with the estimated \$400 million needed to support the increases in salary benchmarks within the GSNs and \$111 million to support a new Student Transportation Grant model, the GSNs represent a significant reduction in funding to school boards. If the funding suggested in the OSSTF/FEESO pre-budget submission was provided in the 2023 budget, the Ministry of

Education would have the means necessary to better support students by increasing allocations to both Grants for Student Needs (GSNs) and Priorities and Partnership Funds (PPFs).

### Conclusion

In its current format, Ontario's 2023 Budget falls short of what is needed to ensure all students are set up to succeed. Neither the budget nor the 2023-2024 Grants for Student Needs will cover increased inflationary increases on costs in a wide variety of budget lines, let alone the rising, complex, needs of students following the COVID-19 pandemic.

It's time for true investments. It's time the Ford government stop shortchanging the students of this province.

As the representative of over 60,000 front-line education workers and teachers, we hope the government will finally begin working with us in earnest so our schools can have the necessary resources and support that our students need to succeed.

### Recommendations

OSSTF/FEESO calls on Hon. Finance Minister Peter Bthlenfalvy to:

- reconsider OSSTF/FEESO's 31 recommendations; and

- amend the budget – or at least accept amendments proposed by opposition MPPs – to significantly increase funding for public services, including education and post-secondary education.



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### Appendix 1

### Ontario Budget 2023

### Proposed Public Education Funding vs. OSSTF/FEESO Recommendations

### Met/Not Met Summary

OSSTF	/FEESO Recommendations	Met by proposed 2023 Budget	Not Met in 2023 Budget
1.	Immediately end the appeal of the unconstitutionality of Bill 124 and engage with affected unions on a remedy that corrects the injustice done in limiting wage increases to 1%.		$\bigotimes$
2.	Allow free collective bargaining of public sector wage increases to proceed without legislative interference so that increases can be negotiated that retain and attract a new generation of workers and professionals to the public sector.		$\bigotimes$
3.	Instead of providing direct tax-funded transfers to parents, invest those funds in Ontario's world-class public education system.		$\bigotimes$
4.	Increase education and post-secondary education funding annually in all areas so that, at a minimum, it keeps up with inflation and other cost pressures.		$\bigotimes$
5.	Ensure that education and post-secondary education funds are not underspent and provide supports directly to students in schools and classrooms.		$\bigotimes$
6.	Implement and fund a comprehensive recovery program that helps students increase achievement and success and provides the supports that students need.		$\bigotimes$
7.	<ul> <li>Provide funding to support staffing models that support student and worker opportunities for success, including:</li> <li>a. funding to reduce class size and provide student supports in classrooms and schools where they are needed;</li> <li>b. using a standard formula for worker staff/student ratios for education workers in publicly-funded education; and</li> <li>c. providing equitable funding to all programs, including adult and continuing education, to support all learners.</li> </ul>		$\bigotimes$
8.	Review and overhaul public education funding by conducting a comprehensive review through the lens of equity and inclusion of the Grants for Student Needs by an expert panel that includes members from all stakeholder groups.		$\bigotimes$
9.	Abandon performance-based funding of post- secondary institutions and provide increased, stable and predictable funding.		$\bigotimes$



10.	Lower tuition fees and increase access to student financial assistance to reduce the financial burden on students and families and improve access to quality publicly-funded post- secondary education.	$\bigotimes$
11.	<ul> <li>Provide funding to increase mental health supports for students, including:</li> <li>a. trauma and learning support post-COVID-19, from early learning through post-secondary; and</li> <li>b. mental health supports in every school/worksite and on every campus.</li> </ul>	$\bigotimes$
12.	Fully fund and support mental health services in schools provided by board-employed professionals and paraprofessionals so that students are healthy and able to succeed.	$\otimes$
13.	Ensure that mental health services are available by referral from schools, can be obtained in a timely manner, and are fully funded by the appropriate ministry so that there can be seamless and equitable access in every community in Ontario.	$\otimes$
14. - - -	Provide funding and supports to address systemic inequities and to ensure every student is successful, including: reduced class sizes; increased classroom supports, such as education assistants in post-secondary classes; and increased school-based supports, such as professional student support personnel; and provide supports for students based on actual need, not on demographic or other statistical data that predicts need.	$\mathbf{x}$
15.	Funding and support must be provided for culturally-responsive curriculums, learning materials, assessment and evaluation, testing, learning environments, and professional development.	$\otimes$
16.	Provide additional funding to ensure that students that have needs, such as students at risk and students with special education needs, receive those supports.	$\bigotimes$
	Provide increased funding for English and French language learners and supports for newcomers to Canada.	$\otimes$
	Provide additional funding to ensure that students that have needs, such as students at risk and students with special education needs, receive those supports.	$\otimes$
19.	Provide increased funding for English and French language learners and supports for newcomers to Canada.	$\otimes$



20.	Abolish hybrid learning and fully fund school boards to provide dedicated remote learning through virtual schools only where it is warranted.	$\otimes$
21.	Provide enhanced funding for de-streaming including: • reduced class sizes; • dedicated education workers in classrooms; • training for all educator workers and teachers; • time for educators to adjust and plan for a new curriculum; and • rich resources developed specifically for de- streaming and addressing inequality.	$\bigotimes$
22.	Establish a specific education sector Regulation within the Ontario Occupational Health and Safety Act.	$\otimes$
23.	In consultation with stakeholders and unions, establish a standard enhanced online reporting tool and direct school boards to follow the guidelines from "Workplace Violence in School Boards: A Guide to the Law."	$\otimes$
24.	Increase the number of qualified and trained adults in our schools. Professional student services personnel, secretaries, custodians, educational assistants, early childhood educators, and teachers all provide a high level of care for students.	$\bigotimes$
25.	Fix the \$16.8 billion repair backlog for Ontario public schools.	$\bigotimes$
26.	Conduct a comprehensive review to establish stable funding for school infrastructure and increase board-employed staff to address and prevent further disrepair in Ontario's schools and keep buildings in a state of good repair.	$\otimes$
27.	Provide funding to meet the 2025 Accessibility for Ontarians with Disabilities Act (AODA) deadline.	$\otimes$
28.	Ensure the \$10 per day childcare is implemented with the maximum effect so that all families have equitable access in all parts of the province immediately.	$\otimes$
29.	Institute a universal basic income.	$\otimes$
30.	Increase investments in community training and education for newcomers to Canada, as well as improved skill retraining opportunities for people entering or transitioning back into the workforce.	$\bigotimes$
31.	Provide paid sick days to allow workers the ability to stay home when sick. This will significantly reduce the spread of illnesses, keep workplaces safe, and provide financial security to families.	$\bigotimes$