

E3S9  
A8/  
316A  
1983  
QCSE



Conseil  
supérieur  
de l'éducation  
Québec

PROMOTING A NEGOTIATED AGREEMENT BETWEEN  
THE PARTIES AT THE ELEMENTARY AND SECON-  
DARY LEVELS AND IMPROVING THE BUDGETARY RULES

Advice to the Minister of Education  
March 1983

CEE

DOC-13699

E359

A8/316A

1983

QCSB

PROMOTING A NEGOTIATED AGREEMENT BETWEEN  
THE PARTIES AT THE ELEMENTARY AND SECON-  
DARY LEVELS AND IMPROVING THE BUDGETARY RULES

Advice to the Minister of Education  
March 1983

CONSEIL SUPÉRIEUR DE L'ÉDUCATION  
COMITÉ DE DOCUMENTATION  
100 route de l'Église, porte 3.20  
Sainte-Foy, QC  
G1V 4Z4

Ce document est la traduction de  
l'avis intitulé Pour une entente agréée  
par les parties dans l'enseignement primaire  
et secondaire et pour une amélioration des  
règles budgétaires adopté à la 278e réunion  
du CSE, le 31 mars 1983

ISBN 2-550-06126-8

Dépôt légal: troisième trimestre 1983

Bibliothèque nationale du Québec

## TABLES OF CONTENTS

	PAGE
INTRODUCTION	1
1. The decrees and the Conseil's recommendations	3
1.1 Improvements	4
1.2 Recommendations not retained	8
1.3 General management of personnel	10
1.4 Major and unexpected enactments	12
1.5 Other factors	12
2. The decrees and the «régimes pédagogiques»	14
2.1 Teaching duties	14
2.2 Job security	22
2.3 The school atmosphere	24
2.4 Some recommendations	25
3. The budgetary rules	27
3.1 Some new provisions	27
3.2 Foreseeable consequences	29
3.3 Objectives to be pursued	31
3.4 Recommendations	32
CONCLUSION	33

## INTRODUCTION

During the past school year, considering the imminent renewal of the collective agreements and the great number of placings on availability, the Conseil supérieur de l'éducation delivered two studies and recommendations bearing respectively on improving collective agreements and on the placing on availability<sup>1</sup>.

In view of the relations which, to the present time, have developed between the government and the unions towards determining future working conditions in education, the Conseil deems it appropriate to recall those of its views which may bring the parties closer together.

It is well known that the Conseil is not in the habit of getting involved in the negotiations between the government and the teachers' unions, except to indicate well in advance which orientations it favors. The present intervention is justified by the exceptional character of the prevailing circumstances, which prompts it to suggest, on a purely indicative basis, a few possible avenues leading to actual solutions.

The Conseil's basic positions may be found in the recommendations proposing certain measures to improve collective agreements. The Conseil must now take into account arrangements which first appeared in decrees, then in the offers of February 10th, and finally in the propositions of the Désilets report.

---

1. C.S.E. Improving collective agreements, advice to the Minister of Education, February 1982, 21 p.

C.S.E. Teachers and non-teaching professionals on availability in school commissions, advice to the Minister of Education, December 1981, 18 p.

The Conseil will first compare the text of the decreed enactments, as amended, with the above mentioned recommendations. It will secondly consider the foreseeable impact of these amended decrees and of the budgetary rules on the quality of teaching.

## 1. The decrees and the Conseil's recommendations

Before considering the impact of the decrees and of the budgetary rules, it is appropriate to compare briefly a number of new amendments included in the decrees replacing the collective agreements for the elementary and secondary levels with the Conseil's recommendations in the two previously mentioned studies.

It may be recalled that in its first study, the Conseil analyzed the main factors which could directly or indirectly affect the student-teacher relationship and positively or negatively condition it. In its second study, the Conseil noted that pedagogical activity was impaired by an under-utilization of the human resources placed on availability.

As concerns the decrees, some amendments were introduced by the government on February 10th last. Since they now constitute the government's basis of negotiation, these amendments must be considered as an integral part of the decrees.

Finally, concerning the decrees, it must be noted that on March 24th, as a result of the work of a conciliation committee, Mr Raymond Désilets produced and filed a report for the benefit of the two negotiating parties. Besides including most of the governmental offers of February 10th, the Désilets report contains additional propositions concerning which neither the government nor the teachers' union have until now expressed any form of acceptance. It constitutes a possible basis of settlement which cannot be ignored.

## 1.1 Improvements

At the outset, the Conseil observes that many of its recommendations, or at least the ideas behind them, were echoed in a number of new clauses regulating working conditions. These should improve the quality of either teaching or the student-teacher relationship.

Thus, the decrees provide for a broader definition of the teaching function and duties so that the latter will be less compartmentalized and more easily adaptable to the identified needs of local educational projects. This definition answers the Conseil's wish expressed in the following recommendation:

- *«that the teacher's function be defined in such a way as to allow a flexible and differentiated application, taking into account the pedagogical functions which the school must assume as well as the education, experience and motivation of the teachers.»*

For its part, the Désilets report proposes that the educational function be arranged in such a way that at least 50% of the students' timetable is devoted to lessons and student activities.

The 27 hours weekly statutory presence of the teachers at their place of work responds to other recommendations of the Conseil for the improvement of essential communications among teachers, on the one hand, and between teachers and students at school, on the other hand. As a matter of fact, «a school where the personnel remain present offers unsuspected possibilities for mutual enrichment and common activity». In this regard, the Conseil recommended:



- . «that the statutory time of availability (presently 27 hours) be considered as a minimum;
- . that the required hours of availability normally be spent at the place of work;
- . that the teachers remain available at their place of work when the students are there;
- . that the appropriate pedagogical and material organization be set up in order that this statutory presence be perceived positively and that it benefit both students and teachers.»

Presumably in order to alleviate the teachers' fear of possible abuses, the Désilets report proposes a restriction, by requiring that the arrangement of the 27 hours of availability be predetermined.

Concerning assignment and the concept of competence, the Conseil stated that «deplorable situations nonetheless occur in the assigning of teachers. Two main factors account for this: too elastic a definition of the concept of competence and the undue predominance of seniority.» It therefore recommended:

- . «that the concept of competence be defined provincially and in a uniform way according to pedagogical criteria;
- . that these criteria guarantee especially
  - relevant training and experience in the field of teaching;
  - adequate preparation for teaching the type of students entrusted to the teacher;
- . that the seniority factor be subordinated to the competence factor in assignment, reassignment or transfer of teachers.»

In this connection, the decrees include a «provincial» definition of «competence». The terms of this definition will undoubtedly make it more operational in relation to the seniority criterion, in case of reassignment or transfer. It also provides for earlier dates for reassignments or for recalling personnel placed on availability. As

a consequence, the chances are that the process of assigning teaching personnel will be less mechanical than it used to be in certain milieux.

On this subject, both the February 10th offers and the Désilets report consider the possibility of local arrangements. When making its recommendations, the Conseil always favored stability in the «school teams». It therefore hopes that this possibility of arriving at local arrangements will discourage certain practices based exclusively on the seniority criterion.

Regarding services to children with adaptation and learning difficulties, the Conseil, mostly because «inadequate conditions quite often prevailed» had recommended:

- . *that the ministère de l'Education satisfy itself that the school boards adopt an operational policy of integration of children with difficulties within the framework of a wider policy of services to the students;*
- . *that, going beyond the administrative considerations found in the collective agreements and in various organizational models - namely the definitions of categories of children with disabilities - differentiated pedagogical models be developed which are well adapted to the personal needs of the students and are truly operational in the sense that they achieve the contemplated educational objectives;*
- . *that a reduction of the number of definitions of children with disabilities be achieved;*
- . *that the provincial collective agreements provide a mechanism to regulate the minimal conditions of integration of children with disabilities into regular classes;*
- . *that the provincial collective agreements contribute to the establishment of minimal standards of pedagogical and technical support for the teachers.»*

Concerning these recommendations, the decrees oblige the school boards to adopt an official policy if they intend to proceed with the integration of children having adaptation or learning difficulties.

The decrees no longer include, as the previous collective agreements used to, student-teacher ratios for the various categories of students having disabilities. Henceforth, the determination of resources allocated to them will be made by means of budgetary rules.

On this subject, the Désilets report proposes granting supplementary guarantees. It recommends that the school boards be obliged to adopt a policy of special services for children having disabilities and that it specifically consult the teachers on all aspects of this policy. It moreover recommends the arbitration of grievances concerning adjustments in the number of students with difficulties allocated to various groups.

Finally, without specifically having in mind services for children with disabilities, the Désilets report recommends eliminating the minimum requirement of 10 groups per school board as a prerequisite to the application of the rule of an average number of students per group. This requirement created difficulties, especially for children with disabilities.

The Conseil's advice on the placing on availability favored resorting to new ways of recalling the persons involved and improving the pedagogical utilization of «available» teachers. The decrees incidentally contain certain measures providing for a greater number of recalls and they renew the opportunities for pedagogical utilization of those placed on availability.

Both the February 10th offers and the Désilets report provide for the setting up of a provincial committee for the implementation of

recall measures. One of these involves creating 70 permanent positions in Adult Education; this number, according to the Désilets report, should rise to 125.

#### 1.2. Recommendations not retained

Many of the Conseil's recommendations were not retained although they were shown to be desirable and justified, in order to maintain pedagogical life during a period involving many changes.

Thus, the Conseil felt it important that the teachers rely on the guarantee of adequate pedagogical support in order to meet the new requirements of the «régime pédagogique», of the implementation of the new programs and of the policies concerning personnel and special services to the students and services to the children with disabilities.

Thus, the Conseil recommended:

- . *«that a new emphasis be placed on improving the teacher's function through increased support from resources closely involved with the activities of the teachers at school, such as teachers on availability, group leaders, subject consultants and non-teaching professionals.»*

The decrees have not met this expectation, since it is uncertain whether group leaders will be available. Neither do the budgetary rules provide for services by the non-teaching professionals within the school boards. The Désilets report is silent on this question. Concerning the participation of teachers in decision making on pedagogical matters, the Conseil recommended capitalizing on the fact that the teachers would adhere to the pedagogical renewal demanded by the population and presently being implemented.

In this regard, the Conseil recommended:

- . *«that the participation of various categories of personnel not only be maintained but strengthened by appropriate means;*
- . *that the parties concerned by the collective agreement agree to include in it the broad principles of such participation;*
- . *that on certain pedagogical questions, to be determined between the parties, the teachers be granted a right of co-decision, the school administration having to justify its position in case of dissent;»*

The decrees do not contain similar provisions, and merely renew local agreements. On the contrary, certain provisions strengthen the school principals' authority to take decisions in pedagogical matters; such strengthening should be respectful of certain procedures providing for consultation and participation of the teachers. Such participation is, at any rate, essential to the sound administration of schools and school boards. It is one of the main elements of professional motivation of the teachers and consequently of the school atmosphere.

On this subject, the February 10th offers and the Désilets report both provide for consulting the teachers at the school level, concerning the criteria for forming groups. They also provide for consulting the teams of teachers concerning the distribution of duties among team members. Such measures are obviously essential in each school.

On the other hand, only the Désilets report recommends that the school boards be obliged to consult the teachers concerning the implementation of new pedagogical methods and on changes to the report cards.

The decrees contain no modifications on the subject of professional

development and in-service training, whereas the Conseil recommended:

- . *«that the collective agreements aim to maintain the individual and collective possibilities of professional development and in-service training;*
- . *that the major criterion for allocating funds for professional development be relevancy to the function of the teacher and of the non-teaching personnel, as the case may be;*
- . *that the general needs brought about by the new programs and the new pedagogical policies be given priority.»*

The Conseil remains convinced that greater resources should be allocated to meet, in particular, the needs created by the reassignments of personnel and eventually by a more comprehensive capacity of the teachers. At the most, the February 10th offers and the Désilets report propose measures providing for the retraining of the secondary level teachers during 1983-1984, in order that they may be reassigned to the elementary level as of 1984-1985.

### 1.3 General management of personnel

The Conseil's studies also included two broader recommendations concerning the management of school personnel at the governmental level. From the point of view of their consequences, these recommendations could even reach beyond the school system. Although, as such, they are not an integral part of the working conditions of the personnel and therefore of their collective agreement, these recommendations have prompted no specific measures to govern the changes brought about in this field.

Because of the high cost of the system of placing personnel on availability and because this personnel was utilized almost exclusively in regular substitute duties, regardless of the fact that the same personnel could be, and, indeed should be used for other duties,

the Conseil recommended:

- . *«that the administration of personnel on availability and of substitution staff be part of a master plan of human resources management in the teaching system.*
- . *that the negotiation of measures relating to employment security rest upon the following criteria:*
  - *improving the services offered to students and to adults; reducing the under-utilization of skilled personnel; improving the situation of teachers on availability.»*

The Conseil noted that the method of allocating resources to the school boards incited them to make greater cuts in the category of «other personnel», notwithstanding the essential nature of their services, and notwithstanding also that «the non-teaching personnel (NTP) were relatively more exposed than the others to the consequences of budgetary cuts and of certain highly debatable administrative choices», the Conseil therefore recommended:

- . *«that the ministère de l'Education, bearing in mind the availability of the necessary resources, provide the required coherence between its various policies concerned with providing services to students, especially the one concerning the adaptation to school, and the collective agreements concerning the NTP;*
- . *that general ratios be established for the NTP guaranteeing a minimum of permanent service to the students and a minimum of support to the teachers:*
  - *in relation to the number of students to attend to;*
  - *in relation to the number of teachers to support;»*

No favorable developments resulted from these recommendations.



#### 1.4 Major and unexpected enactments

Considering the Conseil's main recommendations concerning the collective agreements in relation to the decrees in the field of teaching, one would in the final analysis expect that, in some respects, many of the desired improvements would facilitate a better student-teacher relationship and enhance the quality of educational services provided by the teachers.

There are some who would be satisfied if, considering the present difficult socio-economic circumstances, some parts of the decrees maintained the status quo. However, in the Conseil's opinion, these parts of the decrees should have received more attention in view of the great number of unfinished projects in the field of elementary and secondary teaching.

On the other hand, because of the scarcity of public funds, major and unexpected enactments have changed the rules of the game concerning the establishment of working conditions for school personnel. More particularly, the Conseil has in mind the increase in the teaching workload, the scaling down of job security and, in lieu of the usual bargaining process, the substitution of regulation by decree for collective agreements.

Changes of such capital importance will surely not go without their consequences on pedagogy. They are already having an adverse effect on the school atmosphere.

#### 1.5 Other factors

The fears expressed by the Conseil come on top of the uncertainty created by the budgetary rules applicable next year to the school boards. These rules imply new financial cutbacks and entail pro-



blems for the organization of schools.

This organization is moreover conditioned by the new «régimes pédagogiques» at present being gradually implemented. A variety of unavoidable commitments is imposed by these regimes.

In the following pages, the Conseil will examine in greater detail the difficulties it fears will arise. The reason is that other factors must be considered if the impact of the decrees on teaching is to be fully assessed.

## 2. The decrees and the «régimes pédagogiques»

In order to assess the impact of the new «régimes pédagogiques», teaching duties and personnel job security must be examined in relation to the provisions of these «régimes».

### 2.1 Teaching duties

At the elementary level, each group of students at present receives 23 hours of teaching per week. Generally, the teacher responsible for the group gives 20 hours of teaching to his students, the other hours being filled by specialists in arts, music, physical education or, for example, English at the second cycle.

To these 20 hours must be added 2 hours of student supervision. Therefore, out of a total of 27 hours of availability, there remain five hours during which the principal may require the teacher to do other pedagogical work.

The governmental decree provides for a total educational workload of 24 hours per week, with an average workload of 22 hours at the level of the school board, this including regular courses, lessons and student activities. The basic workload therefore is increased by two hours of teaching, which leaves only three hours of availability for other work.

As a result of these provisions, the specialized teachers would disappear, since most of the time during which the students are taught would be taken up by the home room teachers (22 out of the 23 hours of students' attendance time at school).

On February 10th, the Government proposed modifications to the decrees in order to minimize the negative effects of these provisions. Briefly, the offer proposed a gradual increase of the workload, accompanied

by a similar two hour gradual increase of the time during which the students are taught. This time would be brought to twenty-five hours, in order to meet the educational objectives contained in the «régime pédagogique».

Should these provisions be approved, the problems expected at the elementary level would certainly be reduced, since the number of teachers working at that level would not only remain unaffected, but there would even be an increase of approximately 600 specialists.

For its part, the Désilets report proposed a smaller increase in the teachers' workloads at the elementary level, while at the same time promising an increase of the time during which the students are taught, to twenty-five hours per week.

<u>ELEMENTARY SCHOOLS</u>				Régime pédagogique (in hrs for the students)
	<u>Total work-load (in hrs)</u>	<u>Average teaching time</u>	<u>Max. teaching time</u>	
Collective Agreement 1979-1982	22	20	21	23
Decree	24	22	24	25 (projection)
February 10 <sup>th</sup> offer				
1983-1984	23	21		24 (projection)
1984-1985	23	21		24,5
1985-1986	23,5	21,5		25
Désilets report				
1983-1984	23	20,5		25 (promise)
1984-1985	23	21		25
1985-1986	23	21		25

At the secondary level, each teacher being considered as a specialist, his or her workload is not as closely tied to the time the students are taught as it is at the elementary level. The workload actually consists of 1000 minutes (20 periods of 50 minutes) of teaching for a five-day week, as well as 100 minutes (two periods of 50 minutes) of so-called B,C, and D activities, i.e. supervising, remedial pedagogy or student activities.

The government decree provides for a total educational workload of 21 hours (1260 minutes or 25,2 periods) with an average workload, at the school board level, of 19 hours and ten minutes (1150 minutes or 23 periods of 50 minutes). This represents a 15% increase of the teachers' workload at the secondary level.

At the secondary as well as the elementary level, the 27 hours of availability include all teaching duties, supervision of the students' movements from the time of their reception, and any other pedagogical work required by the principal. These 27 hours are exclusive of the ten collective meetings and the three first meetings with parent.

For various reasons, the government has also proposed, for the secondary level, some adjustments of its decrees. These would eliminate a certain number of foreseeable problems arising from the implementation of the original provisions concerning the teachers' workload.

During the first year, these adjustments would allow, at least in theory, a slight increase of that portion of the workload devoted to «encadrement» in relation to the average teaching time. However, by the end of the third year, this average time will be quite limited since it appears, according to simulated tests, that at least one third of the teachers will have a maximum workload of 25 teaching periods where the students' timetables consist of 30 periods per five

days (or 30 teaching periods for students' timetables of 36 periods per six days) in order to meet the required average teaching time. Under these conditions, it will obviously be impossible to entrust these teachers with any other activities than simply teaching.

The Désilets report proposed, as it does for the elementary level, a more limited increase of the teacher's workload at the secondary level.

<u>SECONDARY SCHOOLS</u>			
	<u>Total workload (in minutes of 50 minutes pe- riods</u>	<u>Average tea- ching time</u>	<u>Maximum teaching time</u>
Collective agreement 1979-1982	22	-	20 (1000 minu- tes)
Decree	25,2	23	25 (1260 minu- tes)
February 10th offer			
1983-1984	25	21	
1984-1985	25	22	
1985-1986	25	23	
Désilets report			
1983-1984	24	20,5	
1984-1985	24	21,5	
1985-1986	24	22	

The problems confronting the secondary school are therefore more serious than those confronting the elementary school. The increase in workload, if viewed in relation to the number of teaching periods required for each subject, by the new «régime pédagogique», would apparently create wide variations among the teachers' respective workloads, additional groups for many teachers and therefore a proportionally greater number of students for these teachers.

The Conseil is inclined to agree with the Désilets proposals concerning the teacher's workload at the secondary level because it feels that too great an increase in the workload would only further aggravate the pedagogical problems caused by students in need of other than purely academic attention. For this reason, the Conseil recommends that the parties consider carefully whether it would not be possible to fix a maximum teaching workload for the secondary level teachers, in addition to fixing their average teaching workload. The Conseil believes that agreeing to a maximum teaching workload while respecting the concept of overall workload would greatly alleviate the prevailing malaise.

If no further amendments are brought to the decrees, even as amended on February 10th, it may be feared that the secondary school will lose its drive towards humanizing its organization. It would be unfortunate if teaching duties consisted almost exclusively of formal teaching activities. This is all the more so since the new «régimes pédagogiques» provide for: the implementation of new programs, information to parents at more frequent intervals, the promotion of improved learning evaluation, an underlying policy for the integration of children with disabilities, and a policy of personnel services to students.

According to the parents, school principals and teachers, these are the essential «fringe» aspects which make life in school tolerable; their threatened disappearance would result in a school that would

merely dispense courses. Such a situation would surely penalize a good number of students. Among the more affected would be the students requiring special attention or in need of sustained support or «encadrement» such as those having adaptation or learning disabilities, those on short vocational training, or participating in special activities such as choruses, cultural clubs, and sports clubs...

The Conseil has often expressed its views concerning the conditions favorable to pedagogical activity and concerning the quality of services. The «régimes pédagogiques» enacted in 1981 were conceived with these values in mind and contain measures that could guarantee to all students the services they need for a good education.

For once, it was provided that the teachers' working conditions would be consistent with the contents of a previously adopted «régime pédagogique». But here again, some of the adopted clauses are implicitly contrary to the intent of the «régimes pédagogiques».

The Conseil cannot accept, for example, that many teachers should teach up to 5 out of 6 periods per day, or be required to deal with, in certain cases, up to 210 students. Such conditions seem incompatible with individualized teaching objectives.

The ministère has always said that the teachers' workload, either as decreed or as amended on February 10th, - which, after three years, is practically same - was well adjusted to the distribution of teaching hours for each program of the «régimes pédagogiques». However, if the traditional model of school organization is applied, it is feared that serious difficulties will arise in organizing pedagogical life.

In this respect, most fears and complaints are well founded but must be viewed in a relative way since they arise out of the application

of traditional models of organization, based on the compartmentalization and specialization of teaching duties.

It is now clear that applying the «régimes pédagogiques» involves finding new models which would be based on the teachers' comprehensive capacity and on a better student «encadrement». In this respect, the workloads decreed support the «régimes pédagogiques».

The commentaries accompanying Sections 27, 29, 31, 33 and 35 of the «régime pédagogique» concerning the distribution of courses at the secondary level constantly repeat that: «The objectives regarding personalization of educational services to students would be better attained if the latter received their teaching from a restricted number of teachers».

The government possibly did not expect that the usual process of negotiation would lead to an agreement with the teachers in respect to these changes. Since it appears impossible to organize teaching along the traditional model, the government, through its decrees, is forcing these changes on the teachers. In a certain way, it obliges them to change their pedagogical practices in order for life at the secondary school to go on and remain interesting. The Conseil believes that forcing such changes is not the best way to bring them about.

In fact, several schools are functioning at the first cycle of the secondary level, with teachers having a comprehensive capacity. These experiments have had a certain success. The students' age, the need for personalized «encadrement», and the practice of constant evaluation, all of these require a school organization which does not emphasize specialized subject teaching.

At the second cycle, using specialized teachers has its advantages in view of the particular requirements brought about by the greater



number of options, the greater maturity of the students and their expected graduation to higher studies or accession to the labor market.

It seems to the Conseil that the desired model should be elaborated and promoted, but that it should not be imposed. The Conseil wonders why the desired models should perforce become obligatory. In any case, the teachers' comprehensive aptitude is not a prevailing factor at all grades of the secondary level. It cannot become a requirement precluding other models. Each school must be allowed to choose its own pedagogical organization while exercising a bona fide autonomy and following a timing which takes into account the required changes in habits and ways of thinking.

Moreover, the teachers' comprehensive capacity requires preparation. It may, with good reason, be asked whether the two years provided for this training will suffice. The teachers' psychological acceptance is of prime importance because of the radical change which the new model brings to their practices and their pedagogical requirements. Most of them have specialized, as this was the rule. They have learned to value highly their subject and have studied it in this frame of mind. They are suddenly being asked to do a complete turnabout at a time when they are not equipped to teach many subjects, the programs of which have just been rearranged, and at a time when, in certain disciplines, the didactic material is still missing, not to mention the school texts, the majority of which are still under preparation.

There finally looms a sizable obstacle to the introduction of a model of comprehensive capacity: the teachers' seniority in relation to job security is determined by his or her field of teaching. The application of this rule will require some flexibility, if several fields of teaching are to be given to the same teacher.

## 2.2 Job security

Until recently, job security was never put in doubt; however, the situation has been changed by the decrees. For example, in view of the enormous costs involved, the government decided on salary cuts for personnel declared to be on availability. According to the decrees, such personnel will receive 80% of their salaries during the first year, and 50% during the two following years. As to the subsequent years, corresponding to the next «agreement», no indications are given.

The present number of teachers on availability stands at 2 500. If the original decrees were applied, it could have risen to 10 000, according to the C.E.Q., or to 8000, according to the government. This would result mainly from the increased workload imposed on the teachers and from the progressive reduction in the number of students attending schools.

As they did for the teachers' workload, the governments' offers of February 10th provide for a spreading out of the salary reductions demanded from the teachers on availability. During 1983-1984 and 1984-1985, they would receive 80% of their salaries. During 1985-1986, if the teachers were on availability for the first year, they would receive 80% of their salaries and, in the other cases, 50%. In addition, two guarantees are offered: first, the total number of teachers on availability in the elementary and secondary sectors would not exceed 5000 by October 15th of each of the years covered by the decree; second, if the number of persons on availability does not reach the projected number, it will be possible to increase their salaries, provided they are not receiving 100% of their salaries.

Notwithstanding the respite given by the government's offers, the fact remains that the number of teachers being placed on availabi-

lity is impressive. This is enough to worry many of them. Considering the stakes involved in job security in the teaching sector, a strong backlash and fierce resistance are foreseeable, a fortiori since changing the salary conditions of personnel placed on availability sets a precedent.

The Désilets report acknowledges the two guarantees contained in the February 10th offers, but recommends a smaller salary cut. The salary for teachers on availability would be 100% during 1983-1984 and 80% during 1984-1985 and 1985-1986. To compensate, the seven days of sick leave convertible into cash which are available to the teachers would remain noncumulative but would no longer be convertible into cash for the duration of the present agreement.

The decrees contain several measures to reabsorb the number of teachers on availability. Whether the measures will be efficient is a moot point, considering the greater number of teachers on availability and the costs involved in measures such as voluntary early retirement or severance premiums. The February 10th offers and the Désilets report agree at least on guaranteeing to the teachers those two measures, provided the criteria are respected.

On the subject of job security, the Conseil regrets, as it did last year, that the whole process of placing on availability and of pedagogical utilization of surplus personnel is not incorporated into a personnel policy of some scope and perspective.

Finally, if comprehensive capacity for teachers is to be achieved, it will be necessary to set up alongside the present system, another method of establishing «competence» and another way of computing teacher seniority for purposes of job security. Even if the February 10th offers and the Désilets report provide that the teacher of a given subject must personally designate the field of teaching he

or she wishes to be assigned to, this does not seem to be the perfect answer.

### 2.3 The school atmosphere

The decrees have a strong psychological impact on teaching. The teachers do not accept that new working conditions are being imposed on them, especially when such conditions unilaterally change pedagogical customs. Neither do the teachers accept objectives of increased productivity entailing reduced services to students. They reject so many placings on availability when pedagogical needs are increasing constantly. They feel that the government's way of proceeding is unfair to them and depreciates their role.

What is also involved is the atmosphere in the schools during the coming years. It must be remembered, as the Conseil pointed out last year, «that the school atmosphere is of major importance but precarious by its very nature» and «that the importance of the collective agreement, whether in its bargaining or in its contents and implementation should not be underestimated.»

Although the present conflicts are a subject of concern, there should be even greater concern about the coming school year. The students, teachers, school personnel and parents will have to organize it and live through it. In this connection, a general remark made last year by the Conseil is still appropriate, as adapted to the present context: «The implementation of the agreements is often carried out in the same manner as the bargaining sessions were conducted. It often carries forward their atmosphere... the provisions of the collective agreement are almost identical everywhere. However, in point of fact, they are differently implemented from one milieu to another... the letter of the agreement must not kill the spirit of the agreement. It must be implemented by all participants with a deep sense of responsibility and a positive, open and flexible attitude».

In this time of socio-economic crisis, the Québec school surely is more than ever in need of the professional motivation and educational commitment of its teachers. In the last three years, there was a noteworthy increase in interest in pedagogical questions and more openness of mind to social concerns. As a result of better control over «encadrement», remedial pedagogy and student activities, teaching duties were clearly more diversified and enriched. Greater cooperation with parents was being realized. If the parties cannot succeed in agreeing on the ways and means of pursuing the objectives set forth in the «régimes pédagogiques»; these developments are in serious jeopardy.

Pedagogical arguments must at all costs be reconciled with economic necessity. To achieve this, a certain spreading out over time of the demands upon the teachers should be accepted. Adjusting many normative clauses would entail no significant expenses and would be likely to preserve the teachers' professional motivation and bring about a new model of teaching organization.

#### 2.4 Some recommendations

In view therefore of the multiple changes demanded of the teachers, to which their adhesion is essential, it is the Conseil's wish:

- *that the determination of the teachers' working conditions be the result of a negotiating process, as an essential prerequisite to the establishment of a favorable atmosphere in the schools.*

To assist in the settlement of the present conflict, the Conseil recommends:

- *that the government amend its offers in line with its propositions of February 10th and those of the Désilets report, and that moreover:*
  - . *the teachers' workload at the elementary level be gradually*

brought up to the maximum overall workload and average teaching time proposed by the Désilets report, it being understood that the teaching time reserved for students will be increased to 25 hours;

- . at the secondary level, in addition to providing for an overall workload and an average teaching time, the parties agree on a maximum teaching workload for each of the three years of the collective agreement. The overall workload and the maximum teaching workload could be equal, provided that the teachers agree to devote their entire educational workload to teaching activities.

Concerning the «régime pédagogique» at the secondary level, the Conseil recommends:

- that comprehensive capacity of teachers as a school organization model, being the model desired by the government, be introduced without being imposed, in a differentiated fashion according to the teaching cycle;
- that the ministère de l'Éducation, pursuant to its promise, inform the communities and the schools of the different models of organization which exist, for their guidance in choosing their own school organization;
- that the school boards and the secondary schools spare no effort, as is suggested by the «régime pédagogique» to provide for the special (non-traditional) arrangements concerning the students' subject schedule and timetable in order to avoid the dispersing or multiplying of the group to be dealt with by each teacher.

Concerning job security, the Conseil recommends:

- that the method of application of the seniority criterion based on the field of teaching be redefined in order to better take into account the «comprehensive capacity» to be required of certain teachers;
- that the additional credits allocated to retraining allow the teachers, for example, to enjoy greater mobility so that they may take up other functions either inside or outside the teaching system.



### 3. The budgetary rules

Last year, the Conseil said «the collective agreement cannot create a good teacher... but offers possibilities of improving the quality of his pedagogical activity». The reason is that the teachers' working conditions are basic to the realization of the intent and the specific prescriptions of the «régimes pédagogiques». Again, it is essential that the budgetary rules allow a sufficient level of human and financial resources to be maintained so that the school boards can provide a school organization which satisfies the quite diversified needs of its students.

#### 3.1 Some new provisions

At present, the budgetary rules for 1983-1984 are under consultation in the school boards, and many fears are being voiced. As a matter of fact, according to the persons in charge of finances at the school boards, the budgetary rules are based on optimal performance in the schools, whereas organizing everyday reality in each school and school board is generally more complicated than the theoretical model of resource allocation suggests. Once the budgetary cuts are applied, there will be little room left for manoeuvring in managing the school boards.

Concerning the teachers generally (budgetary envelope 1), the school boards will no longer be financed according to the student-teacher ratios which appeared in the collective agreements. The allocation will be determined according to financial guidelines taking into account the teachers' average workload and rules for creating student groups. Some adjustments are provided for small schools. It is, finally, to be mentioned that these guidelines are based on the «picture» of the 1980-1981 school boards. The Ministère declares itself prepared to grant supplementary or specific funds, if the

school boards can prove they cannot function without additional assistance.

A first difficulty arises out of the three year lag in determining financial services. More systematic adjustments are necessary to take into account variations in the needs of the clientele, and by the same token to reduce the so-called «points of friction», i.e. finance adequately all the services which the school board has had to organize.

Another difficulty arises out of the school boards' obligation to make piecemeal requests for necessary adjustments. This directly contravenes the intent of the three-year-old method of allocating resources, according to which local budgetary responsibility was a basic principle. The possibility of new controls or arbitrary decisions is therefore apprehended.

A 40-million dollar cutback is also requested from the school boards concerning credits allocated to teachers. This cutback, according to the school boards, corresponds to the saving realized as a result of last year's sound administration, particularly concerning the use of substitute teachers. As a result, the Ministère will not finance this item this year, the school boards being required to use exclusively teachers on availability. By taking advantage of the savings realized by its partners and then appropriating them, the Ministère is hardly encouraging better resource management by the school boards.

Concerning credits allocated for «other personnel» (envelope No 2), a further cut is required in addition to those of the last few years, in the order of 0 to 5% according to the school board and to its size. Reductions in the number of positions among the non-teaching professionals and support personnel must therefore be envisaged. Finally, the rate of indexation for «other costs» (envelope no. 3) is again



to fall below the rate of increase in the cost of living.

As a result of the restrictions imposed on these three major budgetary accounts, the possibility of transferring funds among these accounts becomes quite illusory, and the school boards will lose the margin of manoeuvre which they had succeeded in achieving, at great cost and effort.

### 3.2 Foreseeable consequences

The reactions of the Ministère to the complaints of the school boards are as of yet unknown. The school boards hope that the budgetary rules will be improved and declared official as soon as possible in order to set up the methods of determining personnel surpluses and in order to begin the 1983-1984 school organization on slightly more reliable ground.

Should the budgetary rules presently under consultation not be amended, it would be reasonable to expect certain consequences for school organization in 1983-1984 and the following years.

In order to operate within the financial guidelines which they will be given and which will obviously take into account the provisions of the amended decrees, the school boards will be inclined to set up a school organization aiming for the maximum number of students per group, where almost one-third of the teachers will be given a maximum workload of 24 teaching periods.

It will predictably be difficult to continue organizing smaller groups of students, as was the case for children with disabilities, for vocational training, for the «unusual options», even when counting on the possibility of supplementary funds which will always constitute an exceptional step. As a matter of fact, it is well known that, in practice, the number of open groups in a school will henceforth be

the teacher's work unit, and that the trend will be stronger than ever to create exclusively groups comprising the greatest possible number of students.

The students exposed to the greatest suffering will be those who need special attention, those whose education requires a smaller student-teacher ratio, and those who need special services from a teacher or a non-teaching professional. This will happen because excessively tight budgetary rules will hardly allow the necessary resources to be released. There are no longer any guarantees for certain educational services nor are there any norms concerning the forming of groups, as used to appear in the collective agreements. People will have to make do with the reduced means available. Observers are predicting the dropping of certain options, an emphasis on collective teaching and a standardization of educational services.

Pedagogical support to the teachers from group leaders or non-teaching professionals will be further reduced at a time when the response to the requirements of the new «régimes pédagogiques» has hardly begun. Pedagogical instrumentation tied to the implementation of the new teaching programs is also threatened, considering the absence of credits for the officially announced didactic material. Will it be possible to ensure the teachers' development as required by the pedagogical reform initiated and the implementation of new models of school organization based on the comprehensive capacity of the teachers?

In short, the school milieux say they find themselves in recent years with an enriched pedagogical mission, while they find concurrently that the promised resources and the services planned for are not guaranteed.

### 3.3 Objectives to be pursued

Both the letter and intent of the «régimes pédagogiques» invite the school milieux to develop an organization that cares for the students' individual needs, that is anxious to provide each student with the required personal and complementary services, and whose concern is that pedagogical life be firmly rooted in human experience.

In the Conseil's opinion, if the budgetary rules are not amended, it will be difficult to reconcile the Ministère's objectives as described in the «régimes pédagogiques» with the means the communities are offered to realize them.

It is essential that the ministère de l'Education, in cooperation with the organizations concerned, indicate clearly the speed at which it will henceforth be possible to realize the objectives and policies chosen as well as the extent of the means which may be approved for their realization.

At a time when socio-economic difficulties are so great, there are widely accepted objectives which still count among the more significant needs of our society, such as equality of opportunity, democratization of teaching, collective progress through education, raising the standards of the underprivileged, integrating smoothly the linguistic and cultural minorities, and integral development of the child ...

Far from being assured, let alone fully achieved, these orientations require constant efforts. While agreeing that in view of the current difficult economic context, the productivity of the school system and its resources must be increased, the Conseil cannot on the other hand subscribe to unwarranted upheavals, to the deterioration of the atmosphere of the schools and to the reduction in quality of the educational services.

As a consequence, the Ministère must continue to support adequately all the educational services required and provided for students in the «régimes pédagogiques» and allocate the necessary resources to meet these requirements. The impetus towards improving educational services must be preserved.

### 3.4 Recommendations

In order to make the application of the «régimes pédagogiques» for the elementary and secondary levels possible, the Conseil recommends:

- *that the ministère de l'Education, in cooperation with the organizations concerned, clearly indicate at what speed it will henceforth be possible to realize the objectives and policies decided upon, and indicate what funds may be provided to realize them;*
- *that the budgetary rules permit the allocation of the necessary human financial resources to attain the objectives of the «régimes pédagogiques» which have been decided upon;*
- *that, for this purpose, the school boards be given room to manoeuvre so that they may enjoy more autonomy in their school organization and thus answer their own particular needs;*
- *that, beginning in 1984-1985, the school board «picture» used as a basis to fix the financial guidelines, be that of 1982-1983 and that it be subsequently regularly revised;*
- *that the budgetary bases be guaranteed for a number of years in order to ensure the continuity essential to planning the activities of school boards and schools, notably concerning professional and pedagogical support for services to children with disabilities;*
- *that concerning the pedagogical support personnel (group leaders and counsellors), provision be made to guarantee staffing and corresponding financing;*
- *that the Ministère answer promptly the school boards concerning their fears on the subject of financing job security and the numerous measures to reabsorb surplus personnel, on the question of reimbursing the sick leave days convertible into cash which were frozen in 1973, on the question of financing short term loans, etc.*

## CONCLUSION

The working conditions imposed by the decrees have, in certain respects, a positive impact, and in other respects, a negative one. In order to minimize as much as possible this negative impact, the Conseil points out certain avenues which may eventually lead the parties to an agreement. It may be recalled that what is foremost in the Conseil's mind is to favor the best possible atmosphere for the schools and conditions favorable to the quality of their teaching.

In this spirit, the Conseil cannot help but subscribe, in particular to more generally defined teaching duties, to a job-assignment process which is primarily based on «competence» while taking into account the criterion of seniority, and to an increased availability of the teachers for the benefit of the students. However, the Conseil feels that certain changes required too quickly in the teachers' workload, at a time when placings on availability are increasing, surely creates insecurity for many teachers. Moreover, these important changes arrive at the very time when one of the most crucial stages of the pedagogical reform is to be initiated, i.e. implementation of the new teaching program.

The Conseil emphasizes that implementing the new models of school organization cannot take place overnight. At the very least, the teachers' full participation must be taken into consideration.

The Conseil feels it imperative that the parties continue their discussions in order to determine certain bases of agreement. The challenge - it would be useless not to describe it clearly - consists in obtaining from the teachers a greater pedagogical «productivity» while counting on their adhesion to and their participation in the pedagogical renewal already under way. In other words, it will be essential that the working conditions to be determined

in the collective agreements, while providing for greater productivity on the part of the teachers, allow them to fully participate in the organization and implementation of pedagogy in the schools: one of the essential conditions of this participation consists in a gradual rearrangement of their workload.

The Conseil believes it is still possible to come to an agreement provided both parties are willing to compromise. A negotiated agreement, on the one hand, would not involve significant new funding by the State and, on the other hand, would ensure a good quality of teaching and services for the students. It is in this frame of mind that, throughout the present study, the Conseil has chosen certain approaches to solutions. Moreover, the Conseil wishes to emphasize that the budgetary rules, at present under consultation, ought to be amended so that they may allow the school boards to ensure the services required to realize the pedagogical renewal already under way.

The Conseil believes it important that the organizations concerned be prepared to agree on certain methods of study to explore some hypotheses and avenues which might lead to the new social contract that is so easily talked about in many milieux. However, it must be remembered that, as appears clearly from the term, a contract is the result of an agreement. It is urgent that ways be found of agreeing on conditions that would allow collective difficulties reaching beyond the sector of education to be surmounted.

COMMITTEE

Members

Mr. Lucien Rossaert, vice-president of the Conseil, responsible  
for the committee

Mrs. Monique Mus-Plourde, member of the Conseil

Mrs. Françoise Simard, member of the Conseil

Resource-persons

Mr. Jean-Marc Gariépy, director of financial services C.E.C.Q.

Mr. Gilles Ménard, counsellor in school organization C.E.C.M.

Mr. Philippe Paré, principal of Les Compagnons-de-Cartier school,  
C.S.R. de Tilly

Secretary

Mr. Jean-Pierre Lamoureux





Réalisé par la Direction des communications  
du Conseil supérieur de l'éducation

CONSEIL SUPERIEUR DE L'EDUCATION



QCSE000076

50-316A