



REPORT TO

REGULAR BOARD

DRAFT LONG-TERM ACCOMMODATION PLAN ELEMENTARY PANEL

*Let everyone be subject to the governing authorities, for there is no authority except that which God has established.
The authorities that exist have been established by God. Romans 13:1 | NIV |*

Created, Draft	First Tabling	Review
May 10, 2016	October 20, 2016	
J. Volek, Senior Coordinator of Planning and Accountability M. Silva, Comptroller of Planning and Development Services		
RECOMMENDATION REPORT		

Vision:

At Toronto Catholic we transform the world through witness, faith, innovation and action.

Mission:

The Toronto Catholic District School Board is an inclusive learning community uniting home, parish and school and rooted in the love of Christ.

We educate students to grow in grace and knowledge to lead lives of faith, hope and charity.



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A. EXECUTIVE SUMMARY

The Toronto Catholic District School Board (TCDSB) is nearing the final stages of completion of its next Long-Term Accommodation and Program Plan (LTAPP). The plan articulates the need for both consolidation and construction of elementary and secondary schools across the City.

The draft plan, as articulated in this report, provides detailed information related to new schools to address enrolment growth, proposed Pupil Accommodation Reviews (PARs), strategic site acquisitions, Hubs and other Catholic community partnerships, and elementary school replacements over a 15-year forecast period.

This LTAPP, when approved, will be subject to annual implementation plans, which set Board Capital priorities for submission to the Ministry of Education.

The draft plan will be made available to all stakeholders for review and feedback in the fall of 2016. A final report will be considered by the Board in January or February of 2017.

A separate companion report to Board will focus on proposed changes to elementary programming, and will also be subject to community consultation.

The cumulative staff time dedicated to this very process-oriented endeavour exceeded 1200 hours.

B. BACKGROUND

1. The over-riding objectives of the LTAPP are as follows, and in no particular order:
 - Ensure equitable access to Catholic Education in all areas of the City.
 - Incorporate well-researched decisions around future academic programming and equity in program distribution across the City.
 - Seek-out key partnership opportunities in an effort to fill vacant space and offer community services.
 - Incorporate the latest understanding of residential development, immigration trends, Catholic Service factors, student retention rates, and other critical socio-demographic variables.

- Ensure the Board can respond to loss of Top-up funding in 2018, as well as other funding constraints and opportunities.
 - Focus on the construction of new schools or the expansion of existing schools in the 400-600 pupil place range—widely considered as an ideal size range for programming purposes.
 - Ensure that the LTAPP is flexible and adaptable to changing circumstances, whether it be updating demographic trends or incorporating the latest opportunities for the acquisition of properties to be funded through Education Development Charges (EDCs).
2. This report highlights proposed changes to the elementary panel. Companion reports will discuss proposed changes to the secondary panel and the site acquisition plan.
 3. The draft LTAPP proposes an average of 2 to 3 elementary PARs per school year. In combination with strategic acquisition of properties for new future school construction, the overall plan could ultimately see a reduction in Board-wide OTG capacity (*OTG capacity* = “*On-the-Ground*” capacity) from a current level of 71,950 elementary pupil places to 69,083 elementary pupil places by the 2029-30 school year, or an overall reduction of 2867 pupil places of available capacity, which represents a target utilization rate of 95%.
 4. Pupil place (OTG capacity) reduction is required in order to create greater operating and programming efficiencies. Staff firmly believe that LTAPP recommendations for consolidation must also reflect a tempered and balanced approach—an approach that considers not only the Ministry requirement to reduce surplus capacity in all areas of the City, but also to address the need to retain space for new and innovative programming initiatives aimed at increasing enrolment. Furthermore, marketing initiatives aimed at attracting a greater share of eligible Catholic students is of primary importance to this Board, and space in key areas of the City must be set aside.
 5. Staff are actively engaged in attracting community partners in all of our schools where space is available, and will continue to work the Ministry of Education on strategies to accurately reflect true utilization of space in cases where classroom spaces are leased on a longer-term basis. Such a strategy will have a net impact of reporting more efficient use of space in schools with lower utilization rates.

6. Current Catholic Service Factor calculations indicate that the TCDSB serves approximately 92.9% of eligible Catholic students—this means there is further opportunity to grow enrolment Board-wide, and classroom space must therefore be available for these potential future students. A future report will consider strategies to increase Catholic Service Factor to 100%.
7. City-wide, there are an estimated 4567 eligible Catholic elementary students being serviced by other Boards, mostly at the TDSB. The projected surplus TCDSB OTG capacity is 3122 students. Theoretically, therefore, we would have sufficient remaining OTG capacity to potentially accommodate many of these eligible Catholic elementary students without the need for portables, and thus grow the Board's utilization rate to 100%.
8. Furthermore, as demographics shift over the next 15-years, there is a critical need to be prepared for unanticipated increases in enrolment. A recent example of this would be the unexpected influx of approximately 290 Syrian refugees into TCSB schools—a cohort of families that have been warmly welcomed!
9. Current long-range Planning projections take into consideration all actively marketing development applications and all prospective developments in the City of Toronto. Long-range Planning projections also give due consideration to other demographic influences ranging from internal City migration patterns, Census trends, and individual school retention rates.
10. By 2018, the Ministry of Education will be eliminating Top-up funding to all Boards in the province, and has already begun reducing Top-up. Top-up funding supported the operation of small schools where low enrolment does not generate sufficient staffing, operations and maintenance grants to cover annual costs to maintain, repair, and renew the school facility. The table below shows the year-over-year reduction in Top-up funding, which equates to a 33% annual reduction. The cumulative loss in funding over 3 years is projected to be in excess of \$5M or approximately 6% of the Operations and Maintenance budget.

Panel	2014-15	2015-16	2016-17	2017-18
Elementary	3,690,894	2,471,433	1,230,298	No funding
Secondary	1,324,001	849,447	441,334	No funding
	5,014,895	3,320,880	1,671,632	

11. As noted above, facilities with very low enrolment do not generate sufficient per pupil grants to cover operational requirements, and thus operate in a deficit

situation. The surplus funding from larger enrolment schools, system-wide, is not sufficient enough to offset funding shortfalls in low enrolment schools, and as a result, the Board continues to operate in a deficit situation. The following table illustrates this situation, utilizing 2015 data (*a more fulsome report on Small Schools is available on the Board's website*):

Enrolment Range	Number of Schools	Average Program / Facilities Cost per pupil	Average Grant per pupil	Average Program/Facilities Cost Surplus/(Deficit) per pupil
<100	4	15,826	10,600	(5,226)
101-150	8	12,521	9,800	(2,721)
151-200	18	11,005	9,589	(1,416)
201-250	24	9,982	9,181	(801)
251-300	19	9,478	8,776	(701)
>300	95	8,599	8,712	112
Total	168			

12. The Ministry of Education is continuing their School Board Efficiencies and Modernization (SBEM) program, (*details available on the Ministry of Education website*) by providing incentives and supports for Boards to make more efficient use of school space. The primary funding sources for Capital projects is through the School Consolidation Capital (SCC) program and the Capital Priorities funding process. Through these processes, the Ministry encourages Boards to complete PARs and reduce surplus capacity.
13. Furthermore, based on the 2015-2016 Education Funding Consultation Guide (*details available on the Ministry of Education website*), the Ministry of Education will be focussing on the following areas:
 - a) Identifying efficiencies
 - b) Making more efficient use of schools space
 - c) Community partnerships
 - d) Accountability
 - e) Sharing savings

EVIDENCE/RESEARCH/ANALYSIS

14. In order to reduce the need for the Board to make-up the cancellation of Top-up funding by 2018, and at the same time, effectively compete for limited Ministry funding through the Capital Priorities process, a clear emphasis on Catholic Community Hubs to reduce surplus capacity, effective space utilization and the consolidation of small and underutilized schools is required in the next LTAPP. Given the Board's current deficit situation, this need is of even greater importance.
15. On an on-going basis, staff seek to initiate and apply for Capital Priorities funding, through comprehensive business case submissions to the Ministry of Education, at the earliest possible windows of opportunity. A completed and approved LTAPP would significantly assist in supporting Capital funding requests to the Ministry of Education, by providing the detailed rationale required to complete the reporting templates and written submissions in a timely and efficient manner.
16. The Ministry of Education has advised our Board that the next Capital Priorities and Consolidation Capital funding window is January of 2017. Staff recently submitted the Board's last round of Capital Priorities in July of 2016 and are awaiting a response from the Ministry on the outcome of our Capital ask. Staff will also be following up with the Ministry on this regard.
17. As of September 2016, there are approximately 11,000 pupil places of surplus elementary capacity. If the LTAPP were to be fully implemented in its current revised draft iteration, the Board could realize the **NET** reduction of approximately 2867 surplus pupil places by the year 2029. The current Board-wide elementary utilization rate of approximately 85% would therefore increase to approximately 95% by the 2029-30 school year.
18. The following table provides a breakdown of proposed OTG ("on the ground") capacity reduction by Trustee Wards—through future PARs and Community Hubs, and OTG capacity increases—through future new school construction or expansion of existing schools:

Trustee Ward	Proposed OTG Net Increase through New Capital	Proposed OTG Net Reduction through PARs **	Proposed OTG Reduction through Community Hubs	Net OTG Reduction or Increase
1	527	-323		204
2	2286	-1678		608
3	844	-381		463
4	686	-704		-18
5	2659	-1313		1346
6	142	-480		-338
7	246	-610		-364
8	430	-1881		-1451
9	1269	-2443	-328	-1502
10	<i>nil</i> *	-971	-388	-1359
11	824	-927		-103
12	188	-541		-353
Total:	10101	-12252	-716	-2867

Refer to *Appendix 'A'* for map of Trustee Wards.

* Nil at this time, subject to ongoing review.

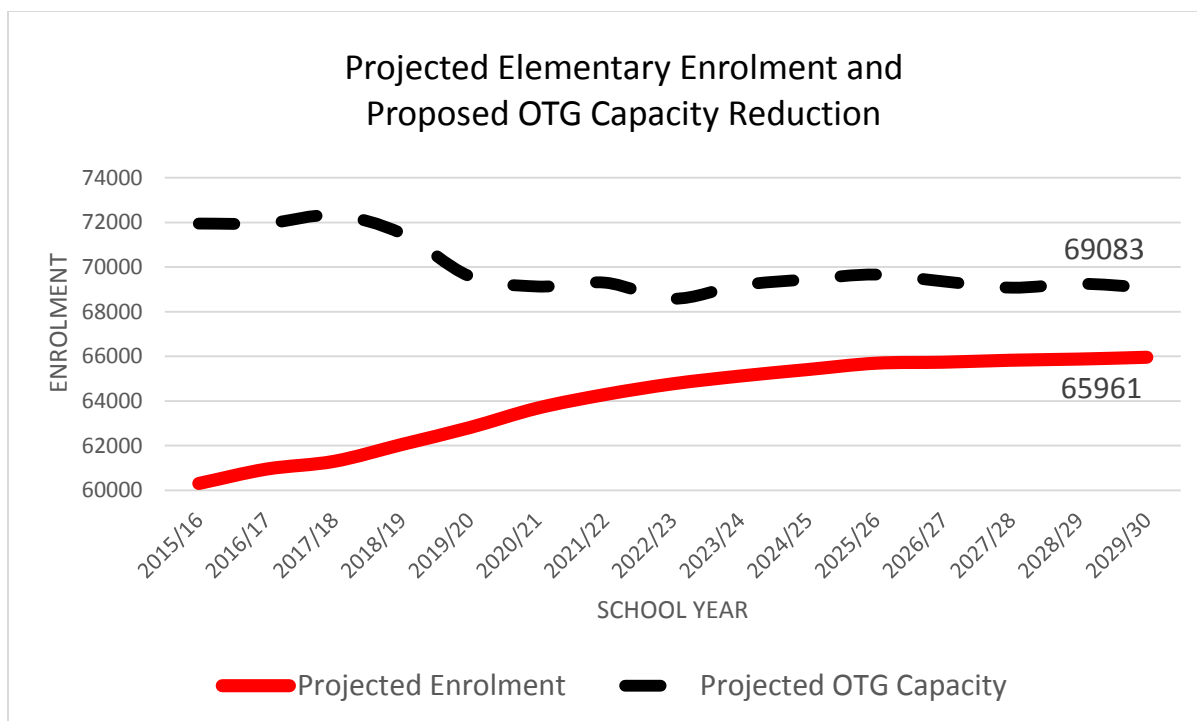
** Information in this table takes into consideration recently completed PARs.

Based on the table above, the draft LTAPP proposes a cumulative net reduction of 2867 pupil places by 2029-30 in order to achieve a 95% utilization rate Board-wide—this includes a proposal of 10,101 pupil places of new capital balanced with a proposed reduction of 12,252 pupil places.

Therefore, in order for the Board to secure Capital Funding for the 10,101 new pupil places as proposed, the Board must reduce the current surplus of ~11,000 pupil places.

Note: Further reductions in the number of future consolidation studies may be possible when the Ministry of Education clarifies their Community Hub policies as it relates to space utilization.

19. The chart below illustrates the proposed year-to-year reduction in excess Ministry rated OTG capacity as compared to projected enrolment, as per the draft LTAPP:



20. Therefore, in order to achieve a goal of 95% utilization by 2029-30, as shown in the chart above, the Board would require the consolidation of 25 elementary school facilities over a 15 year period. There are an additional 13 elementary schools proposed to be relocated to new, “right-sized” facilities. The average remaining facility size would be approximately 483 pupil places by 2029.
21. Overall, the future Board-wide facility inventory, as per the draft LTAPP, is proposed to be a combination of existing schools, in some cases with expanded additions, and newly constructed right-sized schools at key locations across the city—with an emphasis on a better distribution of Catholic schools to serve all Toronto communities.
22. A separate companion report to Board will focus on proposed changes to programming, and will also be subject to community consultation.
23. A consultation plan will be developed and shared with Trustees prior to the commencement of stakeholder consultation.

C. STAFF RECOMMENDATION

1. That the Board of Trustees approve in principle the draft elementary panel LTAPP for community consultation and feedback.
2. That staff return to the Board in February of 2017 with revisions to the LTAPP arising out of consultation.