



REPORT TO

REGULAR BOARD

PUPIL ACCOMMODATION REVIEW ST. MICHAEL, ST. PAUL AND OUR LADY OF LOURDES – INTERIM REPORT (TRUSTEE WARD 9)

Eager to maintain the unity of the spirit in the bond of peace. Ephesians 4:3

Created, Draft	First Tabling	Review
January 16, 2017	January 26, 2017	Click here to enter a date.

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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

At its Corporate Affairs, Strategic Planning and Property Committee meeting held on May 12, 2016, the Board of Trustees approved the initiation of a Pupil Accommodation Review (PAR) for St. Michael and St. Paul, in accordance with Board Policy *Pupil Accommodation Review S.09 (Appendix 'A')*. The Accommodation Review Committee (ARC) and Board staff presented their recommendations in accordance with the Policy. Both the staff recommendations and the ARC recommendations are presented in this report.

This report recommends that the following be considered for approval at the meeting of the Board of Trustees on February 23, 2017:

1. After submission of a business case to the Ministry of Education, requesting a 500 pupil place replacement school on the Duke of York site, St. Michael be consolidated at St. Paul no earlier than September 2017. St. Paul will act as a temporary consolidated school until such time as the students are able to be accommodated at the new school on the Duke of York site.
2. That the attendance boundaries of St. Michael and St. Paul be combined to form the new boundary for St. Paul, with adjustments to create a more appropriate boundary with Our Lady of Lourdes (*Appendix 'B'*);
3. That, prior to the completion of a replacement school on the Duke of York site, the attendance boundaries for the new replacement school and Our Lady of Lourdes be reassessed;
4. That transportation be reassessed and offered in accordance with the Transportation Policy for both timelines above;
5. That the Director of Education develop a Transition Plan including timelines to facilitate both consolidations above;
6. That a name be considered for the replacement school on the Duke of York site in accordance with the *School Names (S.07)* policy;
7. That opportunities for enhanced programming such as French Immersion, STEM and enhanced Music at the replacement school be assessed.

The cumulative staff time dedicated to this endeavour was 120 hours.

B. PURPOSE

To provide a staff recommendation on an accommodation solution that provides for an improved educational environment for the students, optimizes the use of classroom space, and identifies potential cost savings.

C. BACKGROUND

1. The initiation of a Pupil Accommodation Review (PAR) for St. Michael and St. Paul elementary schools was approved by the Board on May 12, 2016.
2. The PAR, undertaken in accordance with Policy (S.09), spanned approximately six months, with public meetings held on October 11, 2016 and December 7, 2016. Members of the ARC also met on several occasions as a group for further discussion as is required under the policy.
3. Minutes from the public meetings are included in *Appendix 'C'*. All information discussed as part of the PAR process, materials provided to the ARC for consideration, and all notes from public meetings have been made available on the Board's website. Staff presented the ARC's preferred accommodation option at the final public meeting for this review on December 7, 2016.
4. The recommendations presented in this report are consistent with recommendations contained within the draft Long Term Accommodation and Program Plan (LTAPP). Overall, the draft LTAPP proposes a reduction in OTG capacity (OTG capacity = "On-the-Ground" capacity) across the TCDSB from a current level of 71,950 elementary pupil places to approximately 69,100 elementary pupil places by the 2029-30 school year, or an overall reduction of 2,867 pupil places of available capacity to achieve a target utilization rate of 95%.
5. 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	

6. 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			

7. 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.

D. EVIDENCE/RESEARCH/ANALYSIS

8. The staff recommended accommodation solution is the consolidation of St. Michael into St. Paul for September 2017 and the eventual move of the consolidated student population into a new facility at the former Duke of York PS site in approximately 2021, subject to Ministry of Education approval and funding of a 500 pupil place replacement facility. Staff also recommend a boundary adjustment to the Our Lady of Lourdes boundary during the consolidation of St. Michael at St. Paul to reflect current patterns of student distribution. Attendance boundaries will be reassessed should funding be approved for a new school and the St. Paul-St. Michael students relocated to the Duke of York site.

9. Program-Related Benefits of 400 to 600 Pupil Place Elementary Schools

There is general agreement and consensus among senior academic staff that elementary schools in the range of 400 to 600 pupil spaces provide the required ‘critical mass’ associated with program-related benefits for students. A number of program-related benefits have been identified with schools of this size. Fully utilized elementary schools of this size lead to increased Ministry per pupil funding which in turn has the potential to generate the following benefits.

School Organization and Program Implications

An increase in the number of staffing allocations has the potential to enhance:

1. Number of choices for student placement (e.g. accommodating sibling needs)
2. Access to more programs and services (e.g. Special Education Needs, French Immersion, Extended French Immersion, ESL, etc.)
3. Number of opportunities for block timetabling (for Literacy and Numeracy)
4. Number of opportunities for co-curricular and extra-curricular activities
5. More opportunities to staff the various school committees and select subject representatives (e.g. Safe Schools Committee, Health Action Team, Eco School Rep, Religious Ed. Rep, Literacy Rep, Numeracy Rep, CSAC Staff Rep, etc.)

6. More fulsome celebrations of and participation in pivotal, significant school events, such as graduation, sacraments, overnight grade excursions, etc.

School Staffing and Program Implications

An increase in the number of staffing allocations has the potential to enhance:

1. The Professional Learning Community (PLC) strategy (e.g. School Improvement Team, Collaborative Inquiry process, etc.)
2. Number of opportunities for team teaching
3. Matching individual subject areas with specialist qualifications
4. Mentoring

Material Resources and Equipment

1. Increased enrolment generates increased funding for the school and in turn has the potential to generate increased material resources and equipment (e.g. sports equipment, library materials, computer equipment, etc.).
2. Cost-savings from fewer school administration and support positions associated with smaller schools would support greater investment in resources and equipment.

Facilities and Program Implications

1. Increased enrolment generates increased funding for the school and has the potential to generate additional classroom space for specialty programs such as FSL, Music, Art, etc.
2. An increase in the facility area has the potential to generate additional programs and services such as Nutritional Programs, Before and After School Programs, Child care, International Language Programs, etc.

CSPC Involvement

Increased enrolment provides a wider parental base and potential for increased parental involvement, the sharing of their talents and expertise and the development of community partnerships—a critical focus of the Ministry of Education.

Further to the advantages identified above, measureable criteria showing the benefits of larger schools could be developed to support or demonstrate this relationship. Examples of potential criteria are identified below.

Combined Grades

While a lower percentage of combined grades is indicative of a larger school, primary class size caps and Collective Agreement caps will determine the necessity of a combined grade.

Support Staff

Schools with higher enrolment will likely be eligible for a greater number of specialty support staff; for example, clerk typists and custodial support. More support from Education Assistants and Child Youth Workers is directly tied to the weighted exceptionalities of students with IEPs.

Librarians/Other Specialty Teachers

Larger schools will likely lead to fewer Library Technicians. There will be an overall net savings in the aggregate for Library staffing.

10. Demographics

St. Paul is significantly undersubscribed with an enrolment of 197 students and a utilization rate of only 44%. St. Paul is projected to remain at this rate of utilization well into the foreseeable future. Conversely, St. Michael is significantly oversubscribed with an enrolment of 161 students and a utilization rate of 179%. St. Michael's enrolment is projected to steadily increase into the future as a result of residential intensification in the area, and therefore, additional space is recommended to be made available. Our Lady of Lourdes boundary is to be adjusted during the consolidation of St. Michael at St. Paul to ensure a balance is maintained.

	St. Michael			St. Paul		Our Lady of Lourdes	
	Year	Pupil Count	Utilization (%)	Pupil Count	Utilization (%)	Pupil Count	Utilization (%)
Historical	2005	181	200%	204	46%	663	97%
	2010	152	168%	174	39%	632	93%
	OTG	90		447		683	
Projected	2017	193	214%	174	39%	654	96%
	2021	244	271%	189	42%	777	114%
	2025	279	310%	181	40%	821	120%
	2029	313	348%	183	41%	825	121%

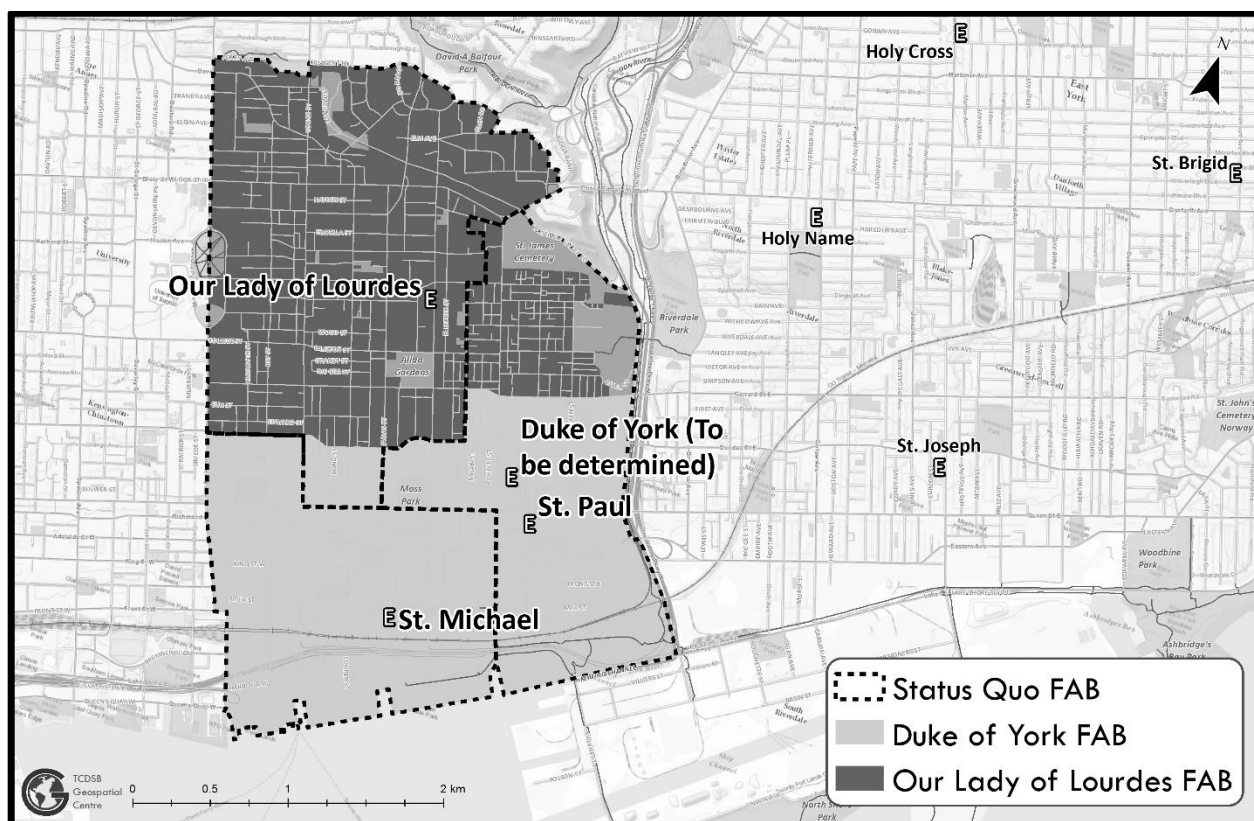
11. To assist the ARC with its discussion on school accommodation solutions, Planning staff submitted the staff-preferred option for consideration as part of the review process and in accordance with *Pupil Accommodation Review Policy (S.09)*. The ARC agreed to the staff-preferred option with a slight adjustment to the boundaries. The following table demonstrates the impact on enrolment following the consolidation of St. Michael at St Paul for September 2017 and the eventual relocation of the consolidated student population into a new facility at the former Duke of York PS site in approximately 2021. The enrolment projections incorporate the mutually agreed upon boundary change with nearby Our Lady of Lourdes (*see map further below*).

St. Michael	OTG Cap.	2016 Current	2017 Proj.	2021 Proj.	2025 Proj.	2029 Proj.
Status Quo	90	161	193	244	249	313
% Utilization		179%	214%	271%	310%	348%
After Proposed Consolidation & Boundary Adjustment		161	Proposed consolidation at St. Paul in September of 2017			
% Utilization		179%				

St. Paul	OTG Cap.	2016 Current	2017 Proj.	2021 Proj.	2025 Proj.	2029 Proj.
Status Quo	447	197	174	189	181	183
% Utilization		44%	39%	42%	40%	41%
After Proposed Consolidation & Boundary Adjustment		197	365	Proposed 2021 move of the consolidated St. Michael / St. Paul student population to a new facility built at the former Duke of York PS site.		
% Utilization		44%	82%			

Our Lady of Lourdes	OTG Cap.	2016 Current	2017 Proj.	2021 Proj.	2025 Proj.	2029 Proj.
Status Quo	683	581	654	777	821	825
% Utilization		85%	96%	114%	120%	121%
After Proposed Consolidation & Boundary		581	656	777	813	808

Adjustment						
% Utilization		85%	96%	114%	119%	118%



12. Site Size and Facilities Cost-Savings

A portion of the St. Michael student population is accommodated in substandard leased space at an adjacent community centre in rooms originally designed as squash courts. Furthermore, both St. Michael and St. Paul reside on small sites at 1.8 and 1.4 acres respectively. St. Paul has additional site restrictions as it is located on an historical grave site and significant retrofits of the facility are not possible. A new right-sized facility would allow for a one-time cost savings of approximately \$8.8M—the projected 2020 Deferred Maintenance backlog.

13. The projected 2020 FCI of St. Michael and St. Paul is particularly high at 80.1% and 71.6% respectively, and are considered prohibitive to repair ('PTR') by Ministry definitions.
14. The recently acquired Duke of York site is 3.47 acres which is sufficient for construction of a new facility provided funding for a new school is approved

by the Ministry of Education. Demolition of the former school building has already occurred.

15. A forecasted annual savings of approximately \$230,000 in utilities, maintenance, and other operational savings can be realized through consolidation. Furthermore, caretaking savings of approximately \$100K are anticipated following consolidation of these two small schools.

16. **Transportation**

Consolidation of St. Michael at St. Paul will result in the need for one (1) additional bus route in the area. Transportation will also be reassessed at the time of relocation of St. Paul at a replacement facility on the former Duke of York PS site. Optimization of routes through adjusted bell times may be necessary to achieve the most efficient and cost effective transportation solution in the area in accordance with the Transportation Policy.

17. **Program and Facilities Funding Shortfall**

Comments #5 and #6 above discuss the significant financial pressures placed upon our Board resulting from the elimination of Top-up funding and continued operation of schools with very low enrolments. Funding shortfalls in Operations, Maintenance (Facilities) and Programming, as reported to the PAR Committee for the subject schools, are identified in the table below.

School	Current Enrolment	Program /Facilities Cost per pupil	Grant per pupil	Average Program/Facilities Cost Surplus/ (Deficit) per pupil
St. Paul	197	10,684	8,594	(2,090)
St. Michael	161	8,911	8,305	(666)

18. The following analysis highlights a significant potential yearly staff cost-savings generated through the consolidation of St. Michael at St. Paul for September 2017. This savings is estimated to be approximately \$270,720. It should be noted that the changes in staffing FTE could be realized through overall system attrition and does not necessarily correspond to the specific staff at a school affected by consolidation.

Consolidation of St. Michael at St. Paul for September of 2017	Staff Category	Change in FTE	Cost Savings \$
	Teacher	-1.1	-110,036.48
	Principal	-1.0	-131,551.40
	ECE	0	0
	Secretarial	-1.0	-29,132.60
	Total	-3.1	-\$270,720.48

19. Through the SCC funding process, staff will submit a comprehensive business case to the Ministry of Education requesting funding for a replacement school to be built on the new Duke of York site. Projects that reduce excess OTG capacity, reduce operating costs, and address renewal needs are eligible for SCC funding under the Capital Priorities umbrella. The deadline for business case submission to the Ministry of Education is **January 27, 2017**. Projects submitted through this funding stream must have a final Trustee decision on a PAR by **March 24, 2017**.

20. **ARC Comments and Feedback**

The affected school committees agreed unanimously to the following:

St. Michael consolidated at St. Paul (September 2017)

- A Transition Plan be created to facilitate consolidation.
- Financial support for the transition—for the physical move, school community building events and sports uniforms.
- Transportation to St. Paul be provided in accordance with Policy.
- That busing be guaranteed to and from current child care locations if possible.
- A new name be considered for the school consolidation in accordance with the *School Names* (S.07) Policy.
- St. Michael staff be placed in teaching positions at St. Paul as per the Collective Agreement.
- Evaluation and implementation of playground improvements at St. Paul if permitted.
- To integrate current Math programs.
- Professional Development be available for St. Michael staff members to effectively deliver the Math program offered at St. Paul.

St. Paul relocation at the replacement facility on the Duke of York site

- A Transition Plan be created to facilitate relocation.
 - Transportation to new school be provided in accordance with Policy.
 - That a new name for the new school be developed in accordance with the *School Names (S.07)* Policy, if it has not occurred.
 - That the Board consider implementing French Immersion and/or a Science Technology Engineering Math (STEM) and/or enhanced Music programming.
 - Physical Elements of the New School be considered:
 - Indoor Elements - Full stage, Dedicated science lab, Fine arts studio, Dedicated music room, Full double gym (not elementary modified), Gym convertible to archery range, Gymnastics gym, Boxing ring, Wood and metal shop, Ramps instead of stairs, "Third teacher" design ethos, Separate child care entrance, Stroller parking area for child care, Whiteboards, Lots of drinking fountains, Rest / lounge / meditation / prayer spaces.
 - Outdoor Elements - Rooftop or underground parking, Outward-facing design layout, Turf field, Outdoor science space, Running track, Ample outdoor sports space, Outdoor basketball nets, Low rim basketball nets, Outdoor spaces useable in all weather conditions, Garden beds.
 - Technology - Digital media / computer lab, Recording studio, Built-in projectors, Full high speed Wifi inside and outside, Power outlets everywhere.
 - Other Programs be considered:
 - Full Service Child Care, Breakfast program.
21. Further study of the long-term need and potential uses for St. Michael and St. Paul will be undertaken, including consideration of Community Hub(s), strategic partnership(s) or disposition. This will be the subject of a future report to Board.
22. The Director of Education will develop a Transition Plan to facilitate a consolidation that is student-friendly and honours the history and traditions of the school communities. Among matters to be considered in the Transition Plan are: timelines and the organization of student transfer, and the relocation of program materials, equipment and school memorabilia to

the receiving school. The Transition Plan will be formulated in consultation with affected school communities, including parent/guardians and school staff.

23. In summary, the recommendation to consolidate St. Michael and St. Paul students at a replacement facility at the former Duke of York PS site will have the following impacts on the overall operation of the Board;
- A new right-sized facility will lead to increased Ministry per pupil funding, which in turn has the potential to generate more program-related and material/resource-related benefits.
 - Shed two (2) aging, highly deficient facilities with a combined projected 2020 deferred maintenance backlog of \$8.8M
 - Realize yearly staff cost savings of over \$270,720.
 - Realize yearly Caretaking, utilities and maintenance cost savings of over \$330,000.
 - Class sizes will better reflect Ministry of Education targeted averages.
24. Pending approval of the recommendations of this report, staff will submit a business case to the Ministry for the funding of a replacement school at the Duke of York site under the School Consolidation Capital program.

E. ACTION PLAN

25. In accordance with the *Pupil Accommodation Review Policy (S.09)*, the following sequence of Board meetings will be required prior to final approval of recommendations.

January 26, 2017 – INTERIM REPORT

Regular Board

- Interim Report including ARC recommendations is considered.
- Defer any final decisions on pupil accommodation recommendations.

February 1, 2017 – DELEGATIONS

Special Board

- Opportunity for public input through delegations and written submissions in response to the Interim Report.
- Defer any final decisions on school accommodation recommendations.

February 23, 2017 – FINAL REPORT

Regular Board

- Final report from Director of Education is considered, which takes into account the results of public input provided at the previous Board meeting.
- Board to make final decision on pupil accommodation recommendations.

F. STAFF RECOMMENDATION

This report recommends that the following be considered for approval at the meeting of the Board of Trustees on February 23, 2017:

1. After submission of a business case to the Ministry of Education, requesting a 500 pupil place replacement school on the Duke of York site, St. Michael be consolidated at St. Paul no earlier than September 2017. St. Paul will act as a temporary consolidated school until such time as the students are able to be accommodated at the new school on the Duke of York site.
2. That the attendance boundaries of St. Michael and St. Paul be combined to form the new boundary for St. Paul, with adjustments to create a more appropriate boundary with Our Lady of Lourdes (*Appendix 'B'*);
3. That, prior to the completion of a replacement school on the Duke of York site, the attendance boundaries for the new replacement school and Our Lady of Lourdes be reassessed;
4. That transportation be reassessed and offered in accordance with the Transportation Policy for both timelines above;
5. That the Director of Education develop a Transition Plan including timelines to facilitate both timelines above;
6. That a name be considered for the replacement school on the Duke of York site in accordance with the *School Names (S.07)* policy;
7. That opportunities for enhanced programming such as French Immersion, STEM and enhanced Music at the replacement school be assessed.