



Planning and Priorities Committee Agenda

PPC:003A

Wednesday, February 12, 2025

4:30 p.m.

Boardroom, Main Floor, 5050 Yonge Street, Toronto

Trustee Members

Neethan Shan (Chair), Michelle Aarts, Alexis Dawson, Matias de Dovitiis, Sara Ehrhardt, Malika Ghous, Liban Hassan, Dennis Hastings, Debbie King, Shelley Laskin, James Li, Alexandra Lulka Rotman, Dan MacLean, Patrick Nunziata, Zakir Patel, Weidong Pei, Yalini Rajakulasingam, Farzana Rajwani, Anu Sriskandarajah, Deborah Williams, Manna Wong

Pages

1. **Call to Order and Acknowledgement of Traditional Lands**
2. **Approval of the Agenda**
3. **Declarations of Possible Conflict of Interest**
4. **Delegations**
To be presented
5. **Report From Trustees Appointed to the Ontario Public School Boards' Association**
 - 5.1 OPSBA Directors' Report
6. **Community Advisory Committee Reports**
 - 6.1 Community Use of Schools Community Advisory Committee Report, November 12, 2024 1
7. **Toronto Lands Corporation Reports**
 - 7.1 Toronto Lands Corporation Lease and License Approvals 5

8. Staff Reports

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| 8.1 | Update: Affirming Jewish Identities and Addressing Antisemitism and the Combatting Hate and Racism Strategy [4837] | 13 |
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| 8.3 | Attendance Boundary Changes for Humberstone Collegiate Institute, Runnymede Collegiate Institute and York Memorial Collegiate Institute [4838] | 111 |
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9. Written Notices of Motion for Consideration

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| 9.1 | Education on International Holocaust Remembrance Day (Trustees Pei and Hastings) | 239 |
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10. Private Matters

Separate Document (PPC:003B)

11. Adjournment



Community Advisory Committees

Name of Committee: Community Use of Schools Community Advisory Committee

Meeting Date: 12 November 2024

Directed To: Planning and Priorities Committee

A meeting of the Community Use of Schools Community Advisory Committee convened on November 12, 2024, from 8 a.m. to 10 a.m. virtually via [zoom/teams/webex/etc], with Judith Gargaro and Sara Erhardt (Co-Chairs) presiding.

<p>Attendance:</p>	<p>CUSCAC Members - Sara Ehrhardt (Trustee, Ward 15, Co-Chair), Judy Gargaro (Etobicoke Philharmonic Orchestra, Co-Chair), Zakir Patel (Trustee, Ward 19), Patrick Rutledge (Big League Book Club), Dave McNee (Quantum Sports and Learning Association), Adib Razavi (Strong Play Canada), Susan Fletcher (SPACE), Jonathan Wood (Toronto Accessible Sports Council), Alex Viliansky (Felix Swim School), Jessica Murphy (The Leacock Foundation), Andres Tucci Clarke (Sistema Toronto Academy), Graham Welsh (Toronto Sports Social Club), Heather Mitchell (Toronto Sports Council), Susan Orellana (Jack of Sports Foundation).</p> <p>TDSB Staff - Maia Puccetti, (Executive Officer, Facility Services and Planning), Jonathan Grove (Senior Manager, Operations, Maintenance & Community Use), Shirley Adderley (Regional Manager, Central Services), Ndaba Njobo (Manager, Facility Issues and Systems), Ugonma Ekeanyanwu (Facility Permitting Coordinator), Simon Hewitt (Asset Management and Leasing, TLC), Stephanie Harris (Comptroller, Finance and Enterprise Risk Management), Louisa Ng (Senior Permit Clerk), Jenesse James (Executive Assistant, Facility Services and Planning).</p>
<p>Guests:</p>	<p>Dennis Hastings (Trustee, Ward 15), Sanja Wirch (Silent Voice), Abdel Elmaadaw (TIRF), Amin Khalashi (PrimeStar Swim Academy), Amadou Deme (Community Member), Melvin John (GTA 19-Women’s Cricket Association), Chris Penrose (Lay-Up), Simon Easton (Seal Swimming), Lisa Grogan-Green (Go Green Youth Centre), Nicolas Hurtado (North Toronto Soccer).</p>

Note: On May 25, 2022, the [Board decided](#), inter alia, that Community Advisory Committees may “report out to any standing committee of the Board” with “recommendations only and all other information and activities are reported annually”. For more information on the mandates of Standing and Permanent Committees of the Board, and to assist Staff Leads in directing Community Advisory Committee reports, please visit <https://www.tdsb.on.ca/Leadership/Boardroom/Committees>

Regrets:	NA
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Part A: Motion as Passed

Recommendation to Allow CUSCAC Members to Review and Speak at Standing Committee Prior to PPC Consideration of Permits Report (Nov. 12, 2024)

Whereas CUSCAC’s mandate includes:

- to facilitate ongoing feedback from community organizations on the continued implementation of TDSB Community Use of School Policies. (policy P.011, Community Use of Board Facilities and P.023)
- to suggest improvements to the policy;
- to assess the impact of CUS funding from the Ministry of Education on use of space and to make recommendations regarding that funding

and

- to make recommendations to the TDSB in order to:
 - increase the accessibility and use of school facilities by community groups
 - increase the concurrent use of school facilities by multiple community groups
 - reduce barriers to access
 - ensure access and equity considerations re CUS;

Whereas the TDSB Governance and Policy recommended CUSCAC’s May 2024 recommendation that prior to a report being presented to the Planning and Priorities Committee on recommended permitting changes, CUSCAC have the opportunity to review and comment on this data as part of consultations on the TDSB’s permit fee structure and subsidies;

Whereas the timing of reports and meetings may prevent CUSCAC from reviewing and commenting on the staff report regarding increasing permit fees before it goes to PPC;

Therefore, be it resolved that CUSCAC members be sent the report as soon as it is available and that Community Co-Chair, Judy Gargaro, and/or another member or members as needed, be invited to speak to it at the Planning and Priorities Committee meeting that considers it.

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Part B: Staff Supplementary Information

Staff have provided the information requested in the recommendations noted above, (a) to (c) to CUSCAC, as well as a working committee comprised of representatives from CUSCAC as well as other permit groups. Refer to Appendix A for copies of the information provided. Appendix B provides a list of the other information provided and the dates of the meetings since May 2024. Additional information was provided at a total of 6 separate meetings held over the course of the summer and fall, 2024. The most recent meeting was held on November 20, 2024, with representatives of Permit fee working group.

On October 30, staff presented an information report to the Planning and Priorities committee, detailing the structural funding gap for Community Use of Schools as noted below:

There are currently two areas identified where permit fees are not in accordance with the policy resulting in a deficit to the Board of \$5.6M annually:

- a. *Section 6.16 of the policy states that “Permit holders will be charged for ancillary costs including staffing of non-scheduled custodian services, media and technology specialists, stage crews, security officers and parking attendants, as required.”*

- ***Non-scheduled custodian services for permits on weekends creates a \$3.1M deficit annually.***

- b. *Appendix A within Policy PO11, states that “User fees in Category A1 and A2 are subsidized through the Ministry of Education Community Use of Schools grant and are subject to the limit in funding.”*

-

- ***A1 and A2 subsidizes exceed the available funding creating a \$2.5M deficit annually.***

The 2024-25 Budget includes an assumption that changes to permit fees will generate \$2.0M in revenue to begin to address the deficit. In order to do this and to fully eliminate the deficit in future years, unless there is an increase to the Community Use of Schools grant or a reinstatement of the Priority Schools Initiative Funding, permit fee increases will be required and a cost-recovery model for the non-scheduled caretaking costs incurred on the weekends will be implemented.

Note: On May 25, 2022, the [Board decided](#), inter alia, that Community Advisory Committees may “report out to any standing committee of the Board” with “recommendations only and all other information and activities are reported annually”. For more information on the mandates of Standing and Permanent Committees of the Board, and to assist Staff Leads in directing Community Advisory Committee reports, please visit <https://www.tdsb.on.ca/Leadership/Boardroom/Committees>

Trustees asked for additional information and referred the October 30 PPC report back to staff. The additional information will be provided in a recommendation report tracking to the December 4th PPC meeting.

Staff recommend that the Chair of CUSCAC be given the opportunity to speak to the Permit Fees and Cost Recovery report, which is tracking to the December 4th PPC meeting. A copy of the report will be available to Trustees on Friday, November 29th. Staff recommend therefore that a copy also be provided to the Co-Chair, and other members of CUSCAC at the same time, on November 29th.

The first permit fee increases must take affect in January 2025 to meet the 2024-25 budget reduction targets noted above. Permit changes would occur at the start of January 2025. Permit holders were advised in April 2024, (and then in June 2024 when they applied for their fall permits) to anticipate permit increases starting in January 2025.

Part C: Ongoing Matters

Report Submitted by: Executive Officer Maia Puccetti, Facility Services and Planning, and CUSCAC Staff Resource Persons

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A subsidiary corporation of the TDSB



**TRANSMITTAL NO. 2025-186
(Public)**

February 7, 2025

To: Neethan Shan, Chair, Toronto District School Board (TDSB)

This communication is to inform you of a recent decision made by the TLC Board at its Regular Board Meeting on February 6, 2025, with respect to the report, *TLC Lease and License Approvals*, attached herein.

The TLC Board decided that:

1. Toronto Lands Corporation be authorized to enter into a temporary crane swing license agreement with Minto (Cordova) LP by its general partner 2598325 Ontario Inc., at Islington Junior Middle School, 44 Cordova Avenue, for a term of two (2) years commencing in 2025, upon terms and conditions satisfactory to TLC in its reasonable discretion in form and content satisfactory to TLC's legal counsel.
2. Toronto Lands Corporation be authorized to enter into a temporary shoring tieback license agreement with Minto (Cordova) LP by its general partner 2598325 Ontario Inc., at Islington Junior Middle School, 44 Cordova Avenue, for a term of three (3) years commencing in 2025, upon terms and conditions satisfactory to TLC in its reasonable discretion in form and content satisfactory to TLC's legal counsel.
3. Toronto Lands Corporation be authorized to enter into and a temporary construction staging license agreement with Minto (Cordova) LP by its general partner 2598325 Ontario Inc., on the Islington JMS site, located at 44 Cordova Avenue, for a term of three (3) years, upon terms and conditions satisfactory to TLC in its reasonable discretion in form and content satisfactory to TLC's legal counsel, and;
4. The report, TLC Lease & License Approvals, be forwarded to the TDSB Board for approval.

On behalf of the Board of Directors of the Toronto Lands Corporation, the decision of the TLC Board is being forwarded to the TDSB Board at its meeting of February 19, 2025, for approval.

Sincerely,

A handwritten signature in black ink that reads 'John Filion'.

John Filion
Chair, TLC

cc. Ryan Glenn, CEO, TLC
cc. Leola Pon, Associate Director, Organizational Transformation and Accountability, TDSB
cc. Jennifer Saville, Executive Officer, Legal Services
cc. Craig Snider, Executive Officer, Business Services, TDSB



TLC Lease & License Approvals

COMMITTEE: POLICY & PLANNING COMMITTEE

DATE: January 23, 2025

ACTION: Decision

COMMITTEE RECOMMENDATION:

It is recommended that:

- Toronto Lands Corporation be authorized to enter into a temporary crane swing license agreement with Minto (Cordova) LP by its general partner 2598325 Ontario Inc., at Islington Junior Middle School, 44 Cordova Avenue, for a term of two (2) years commencing in 2025, upon terms and conditions satisfactory to TLC in its reasonable discretion in form and content satisfactory to TLC's legal counsel.
- Toronto Lands Corporation be authorized to enter into a temporary shoring tieback license agreement with Minto (Cordova) LP by its general partner 2598325 Ontario Inc., at Islington Junior Middle School, 44 Cordova Avenue, for a term of three (3) years commencing in 2025, upon terms and conditions satisfactory to TLC in its reasonable discretion in form and content satisfactory to TLC's legal counsel.
- Toronto Lands Corporation be authorized to enter into and a temporary construction staging license agreement with Minto (Cordova) LP by its general partner 2598325 Ontario Inc., on the Islington JMS site, located at 44 Cordova Avenue, for a term of three (3) years, upon terms and conditions satisfactory to TLC in its reasonable discretion in form and content satisfactory to TLC's legal counsel, and;
- The report, TLC Lease & License Approvals, be forwarded to the TDSB Board for approval.

STAFF RECOMMENDATION:

It is recommended that:

- Toronto Lands Corporation be authorized to enter into a temporary crane swing license agreement with Minto (Cordova) LP by its general partner 2598325 Ontario Inc., at Islington Junior Middle School, 44 Cordova Avenue, for a term of two (2) years commencing in 2025, upon terms and conditions satisfactory to TLC in its reasonable discretion in form and content satisfactory to TLC's legal counsel.
- Toronto Lands Corporation be authorized to enter into a temporary shoring tieback license agreement with Minto (Cordova) LP by its general partner 2598325 Ontario Inc., at Islington Junior Middle School, 44 Cordova Avenue, for a term of three (3) years commencing in 2025, upon terms and conditions satisfactory to TLC in its reasonable discretion in form and content satisfactory to TLC's legal counsel.
- Toronto Lands Corporation be authorized to enter into and a temporary construction staging license agreement with Minto (Cordova) LP by its general partner 2598325 Ontario Inc., on the Islington JMS site, located at 44 Cordova Avenue, for a term of three (3) years, upon terms and conditions

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satisfactory to TLC in its reasonable discretion in form and content satisfactory to TLC's legal counsel, and;

- The report, TLC Lease & License Approvals, be forwarded to the TDSB Board for approval.

EXECUTIVE SUMMARY

The TLC, on behalf of the TDSB, acts as agent for the TDSB for all third-party leases, licenses, and other forms of real estate agreements, in consultation with local Trustees and TDSB Planning, Accommodations and Operations staff. The temporary license agreement for a crane swing, construction staging license and shoring tieback license agreement is the result of a request by Minto (Cordova) LP for access to the 44 Cordova Avenue site to complete a residential condominium project on an adjacent site at 12-20 Cordova Avenue.

AUTHORITY OR DIRECTION FOR UNDERTAKING PROJECT

Shareholders Direction

STRATEGIC GOAL AND ANNUAL PLAN DIRECTIONS

TDSB Strategic Plan Goal: (include all that apply)

- Build Strong Relationships and Partnerships with School Communities to Support Student Learning and Well- Being

Working together with tenants and community partners to generate revenue that supports student learning at TDSB.

TLC Strategic Plan Goal: (include all that apply)

- Create a Culture of Partnership & Collaboration with Key Stakeholder Groups

Collaborating with tenants and community partners to achieve mutually beneficial results and success.

DUE DILIGENCE *(Select all that apply)*

Policy & Planning Committee

- | | |
|---|--|
| <input type="checkbox"/> Site Inspection | <input type="checkbox"/> Planning Report |
| <input type="checkbox"/> Official Plan | <input checked="" type="checkbox"/> Consultation with Local Trustee |
| <input type="checkbox"/> Zoning | <input checked="" type="checkbox"/> TDSB Staff Review and Agreement |
| <input checked="" type="checkbox"/> Reg 374/23 | <input checked="" type="checkbox"/> Consultation with TDSB Executive Staff |
| <input type="checkbox"/> Appraisal Report | <input checked="" type="checkbox"/> Consultation with TDSB Planning Staff |
| <input type="checkbox"/> Environmental Report | <input type="checkbox"/> Consultation with TDSB Finance Staff |
| <input checked="" type="checkbox"/> Title Check | <input type="checkbox"/> Historical Assessment |
| <input type="checkbox"/> Other: | |

FINANCIAL IMPLICATIONS

School	Licensee	Purpose	Proposed Total Fee
Islington Junior Middle School	Minto (Cordova) LP by its general partner 2598325 Ontario Inc.	Crane Swing License	\$43,604.00
		Shoring Tieback License	\$330,000.00
		Construction Staging License	\$23,670.00
Total License Fees			\$397,274.00

RISK LEVEL

Low

ACTION PLAN AND ASSOCIATED TIMELINES

- February 6, 2025 – TLC Board approval
- February 19, 2025 - TDSB Board approval
- Thereafter – Finalizing and Executing agreement

TLC AND TDSB BOARD POLICY AND PROCEDURE REFERENCE(S)

- Shareholders Direction
- TDSB Delegation of Authority Procedure, PR 711 dated January 18, 2018 Section 8.6 - Capital Property Leases, Board approval is required.
- Toronto District School Board (TDSB) Disposition of Property Policy

APPENDICES

- **Appendix A:** Site Profile
- **Appendix B:** Licensed Area (Crane Swing)
- **Appendix C:** Licensed Area (Staging)
- **Appendix D:** Licensed Area (Tieback)

FROM

Ryan Glenn, Chief Executive Officer, Toronto Lands Corporation, at rqlenn.tlc@tdsb.on.ca or at 437-219-8191.

Wilbur Wong, Director, Real Estate & Leasing, Toronto Lands Corporation at wwong.tlc@tdsb.on.ca or at 416-788-3229.

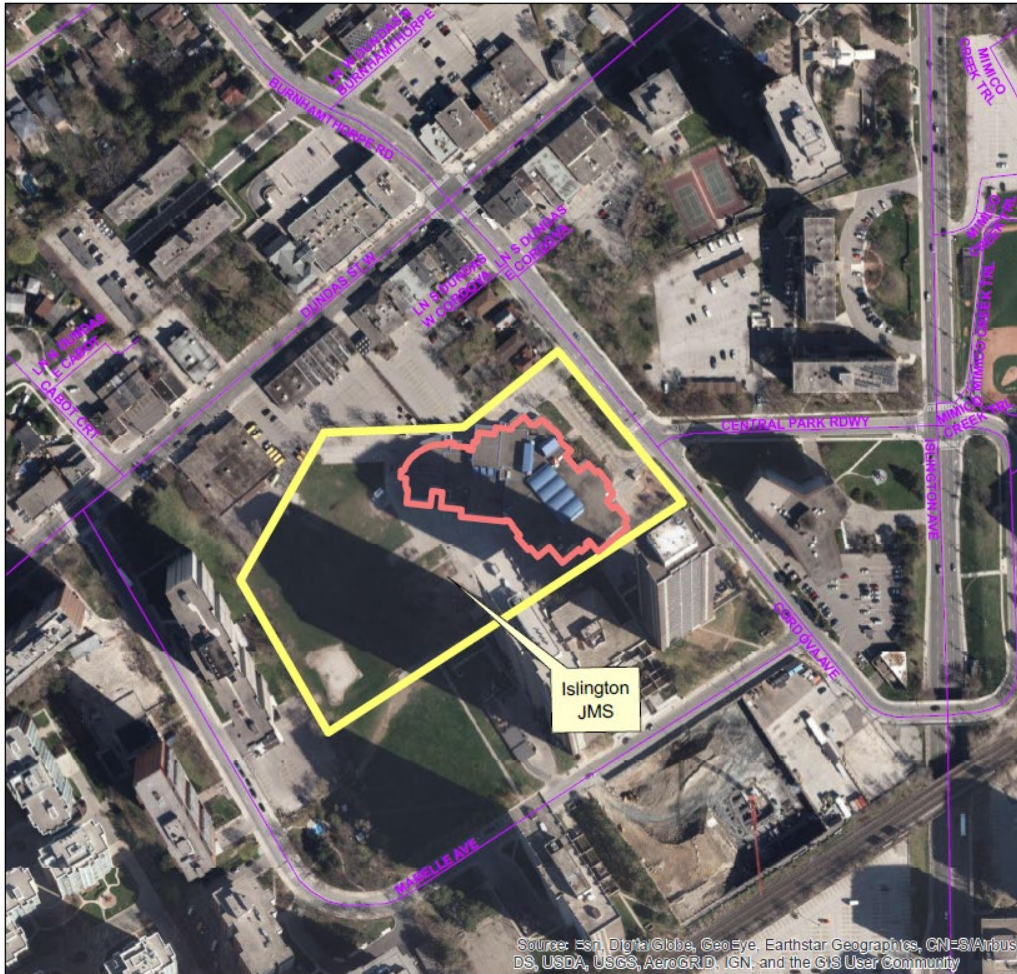
Simon Hewett, Manager of Asset Management & Leasing, Toronto Lands Corporation at shewett.tlc@tdsb.on.ca or at 437-994-3604

APPENDIX A: Site Profiles

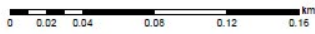
Islington Junior Middle School – 44 Cordova Avenue



Islington JMS
44 Cordova Avenue
(2018 Ortho Imagery)



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNR/SIA/IRPS, DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community



Produced by:
Strategy and Planning, TDSB
April 2019

Source:
Base Map- Geospatial Competency Centre
Facility- Strategy and Planning, TDSB
Data- City of Toronto

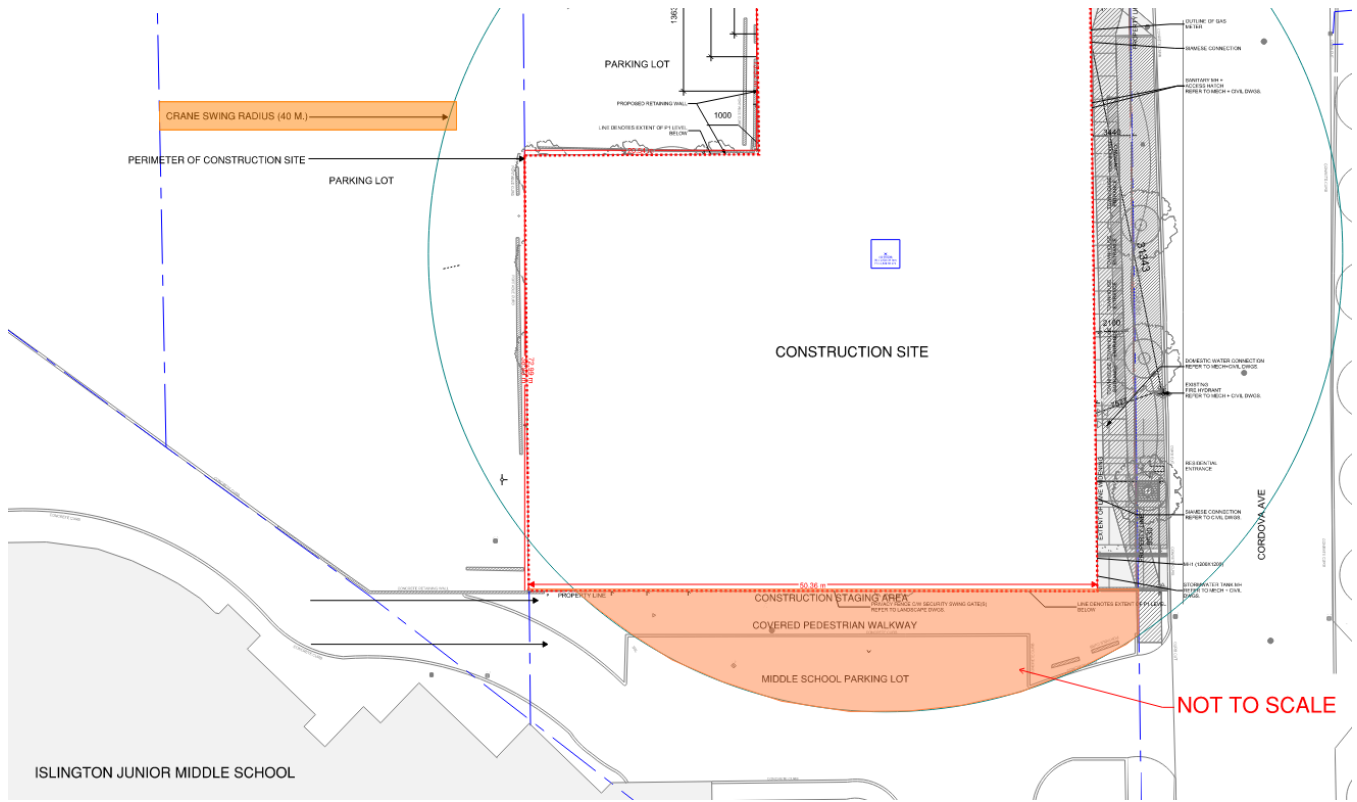


Legend

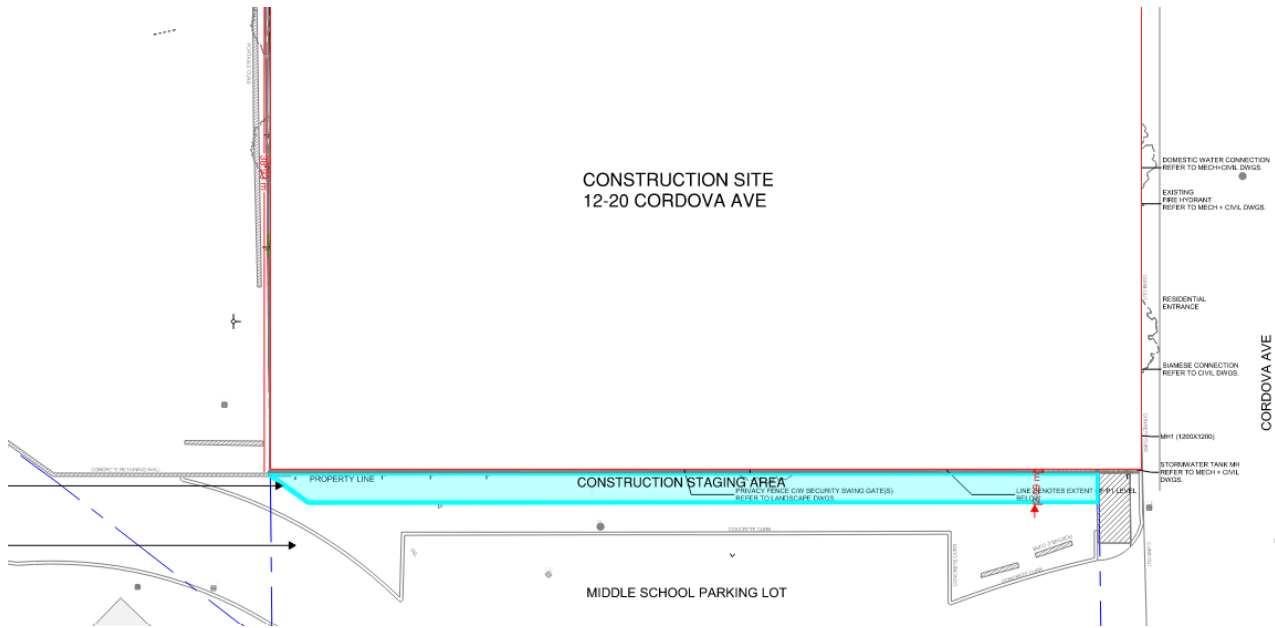
-  Facility
-  TDSB Site
-  Leased Site

L:\GISData\project\Ortho\Ortho Template 2018.mxd

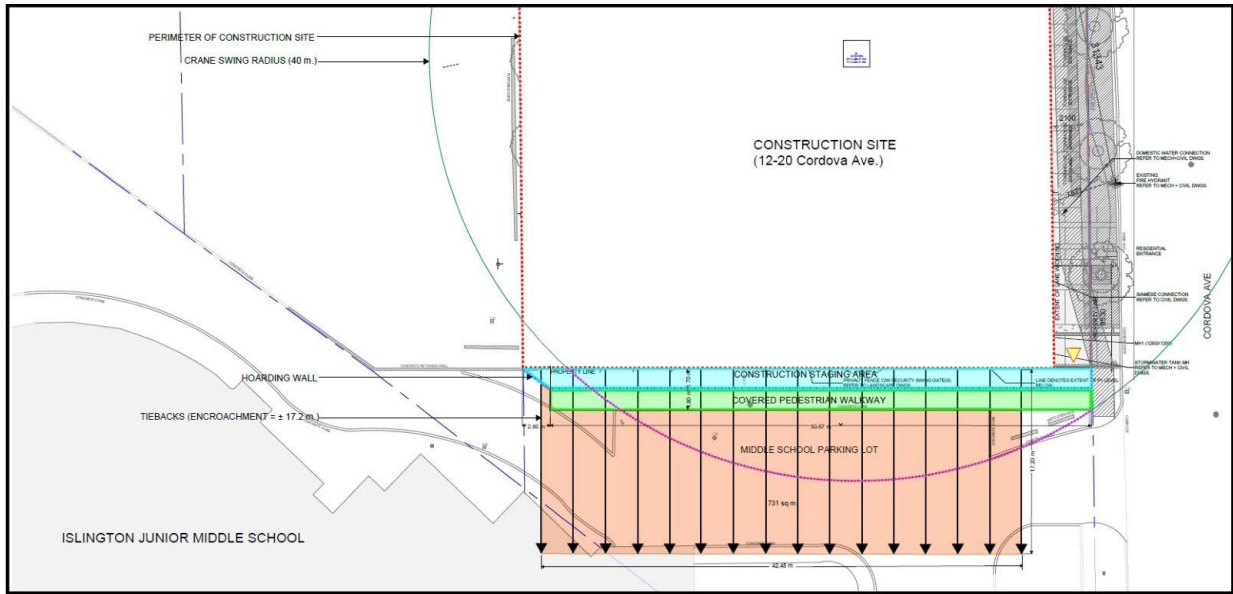
APPENDIX B: Licensed Area (Crane Swing)



APPENDIX C: Licensed Area (Staging)



APPENDIX D: Licensed Area (Tieback)





Update: Affirming Jewish Identities and Addressing Antisemitism and the Combatting Hate and Racism Strategy

To: Planning and Priorities Committee

Date: February 12, 2025

Report No.: 02-25-4837

Strategic Directions

- Commit to the implementation of the Truth and Reconciliation Commission of Canada: Calls to Action
- Achieve – All students reach high levels of achievement, success, and personal development.
- Thrive – All students graduate with the confidence, skills, and knowledge to thrive.
- Belong – All students belong, are engaged, and valued in an inclusive environment.
- Revitalize – All students and staff learn and work in inclusive, safe, and modern environments.

Equity as a guiding principle: Equity is foundational to all TDSB work and will be embedded throughout the strategic directions.

Recommendation

It is recommended that the Update: Affirming Jewish Identities & Addressing Antisemitism and the Combatting Hate and Racism Strategy be received.

Context

In March 2023, the TDSB approved the Anti-Hate and Anti-Racism Strategy. The strategy fits within the *Belong* Strategic Direction of the Toronto District School Board

(TDSB) Multi-Year Strategic Plan (MYSP) 2024-2028 and relates to the other four strategic directions.

A meaningful way to support the belonging, achievement and success of all students is to notice, name and address the discrimination, hate and racism students experience in schools and the wider society. The Anti-Hate and Anti-Racism Strategy takes intersectional and systemic approaches with students' success as the primary focus. It encompasses six pillars:

1. Affirmation of Identities
2. Student Learning Strategy
3. Professional Learning
4. School-Community Relationship
5. Employment Equity
6. School Culture and Climate

The TDSB is committed to developing and implementing a distinct plan to address the incidents of discrimination, hate, and racism that continue to occur within the district as evidenced through data obtained by the Racism, Bias and Hate Portal. With staff support, the strategy aims to be responsive to communities' voices by developing tailored action plans based on the pillars noted above. This plan will allow communities to see themselves in the actions and require ongoing collaboration and support from families, communities, partner organizations and staff.

The TDSB has set a phased approach to developing the different two-year working plans identified in the Anti-Hate and Anti-Racism Strategy (2023) and the Combatting Hate and Racism: Student Learning Strategy Update (2024).

The following table represents the phased approach the TDSB has taken:

PHASE	2-YEAR WORKING PLAN
PHASE I (started in 2023/2024 school year)	Anti-Islamophobia Antisemitism
PHASE II (started in 2024/2025 school year)	Anti-Asian Racism Anti-Black Racism Homophobia & Transphobia
PHASE III (starts in 2025/2026 school year)	Ableism Anti-Palestinian Racism

The working plan for Anti-Indigenous Racism is being developed through the work of the Urban Indigenous Education Centre.

This report updates the Anti-Hate and Anti-Racism Strategy presented to the Board in March 2023. It also shares the draft recommendations for the two-year antisemitism working plan developed by the Addressing Antisemitism working group. Various TDSB Departments will review the recommendations to determine each action's feasibility and develop an actionable implementation framework.

Phase I Working Groups

All working groups in Phase I are formed and are in various stages of development. Below is a list of actions that have taken place to date and the next steps:

Anti-Islamophobia

- Initial updates were reported to the Planning and Priorities Committee on December 4, 2024
- The Working Group is conducting system-wide in-person and virtual community consultations in collaboration with community partners, families, caregivers and students

Next Steps:

- The Working Group will present the recommendations to the Board of Trustees in April 2025

Timeline:

- Spring 2025

Actions on Addressing Antisemitism

The Addressing Antisemitism working group was convened in January 2023 to support the development of recommendations and action and monitoring plans. Subsequent working group meetings focused on consulting with over 30 community partners throughout the City. Members included community groups, faith leaders, students and TDSB Jewish Heritage committee members.

The working group prioritized goals and actions aligned with the pillars of the Anti-Hate and Anti-Racism Strategy (2023). Their recommendations centred on identifying actionable, system-wide objectives for classroom implementation and broader District-wide initiatives. The working group's recommended actions requiring an implementation plan are outlined in Appendix A.

The Antisemitism Working Group's recommendations are organized within the six pillars of the Anti-Hate and Anti-Racism strategy. The recommendations outline specific support for students, the community, and families.

The consultation process included a robust representation of diverse Jewish community organizations across Toronto, providing space for diverse perspectives from within the

Jewish community to be meaningfully included. During each consultation session, participants were provided with a brief context of the Board's Combatting Hate & Racism (CHR) Strategy, an overview of the work of the Jewish Heritage Committee, the working group's purpose and the pillars identified within the strategy.

Following the context-building segment, community members were encouraged to share priorities and concerns for the communities and organizations they represent. This allowed key issues to surface and amplify the voices of those directly impacted by anti-Jewish hate and racism. Participants highlighted the challenges and feedback they consistently hear within their communities and contributed ideas about the focus and direction of the strategy to be considered by the TDSB.

Student voices were gathered through affinity group sessions at their respective schools, Jewish Student Association (JSA) meetings, and centralized gatherings. Students shared their experiences and provided strategic recommendations for the board. Their contributions emphasized the importance of addressing antisemitism within schools. They underscored the need for actionable strategies to foster an inclusive and supportive environment where they feel safe expressing their identities and views.

Below is a selection of key recommendations from the full set presented by community members to the Addressing Antisemitism Working Group.

1. Ensure anti-oppression and equity work includes Jewish voices and experiences, emphasizing the intersectionality of Jewish identities with other forms of discrimination.
2. Monitor and support schools in investigating, understanding and responding to antisemitic incidents, ensuring transparency, accountability, and appropriate follow-up (e.g., all incidents are entered into the portal, ensuring they are acknowledged and appropriately addressed). Reports of incidents must be entered into the Racism, Bias and Hate Portal.
3. Maintain a Jewish-identifying Equity Coach position and ensure that there is representation of Jewish-identifying staff at middle and senior management levels to support and address antisemitism and other forms of hate.
4. Develop resources to support curriculum expectations related to Jewish identities, ensuring content extends beyond the Holocaust.
5. Situate antisemitism within Human Rights including ethnic origin, place of origin, creed, ancestry and all intersections of these protected grounds.
6. Provide professional learning for staff to deepen understanding of antisemitism, including modern manifestations such as anti-Zionism, intersectionality, and Jewish identity diversity.
7. Support the Jewish Heritage Committee initiatives, including International Holocaust Remembrance Day, Jewish Heritage Month, and student leadership development.

For a comprehensive list and detailed context, please refer to Appendix A.

Phase II Working Groups

Staff are organizing consultation sessions that entail collaborating with diverse community groups (internally and externally). The timeline for completion of these working plans is Spring 2025. Some examples of work currently taking place include:

Anti-Asian Racism

- Ongoing in-person and virtual consultations with community agencies and partners, as well as families, caregivers and students. The focus is to ensure a broad representation of the Asian diaspora
- Based on feedback from Board deputations, one group that the working group will be connecting with is Asian identifying international students in TDSB schools. Focus group discussions will be held with the international students in collaboration with the International Students and Admissions Office.

Next Steps:

- Continue in-person and virtual consultations throughout the TDSB
- Submit draft recommendations to the Planning and Priorities Committee in May 2025

Timelines:

- Spring 2025

Addressing Homophobia, Biphobia and Transphobia

- Continue consultations with community partners and agencies, Community Advisory Committee members, families, staff and students to identify recommendations for key actions the District can make to address homophobia, biphobia and transphobia in schools
- Efforts continue to ensure that student voices are meaningfully integrated into the discussions of the working group
- Efforts continue to ensure that intersectional voices are integrated into the discussions of the working group

Next Steps:

- Continue consultations to identify actions aligned with the six pillars of the Anti-Hate and Anti-Racism Strategy
- Submit draft recommendations to the Planning and Priorities Committee in May 2025

Timelines:

- Spring 2025

Anti-Black Racism

- Staff are consulting with community members, other education partners (e.g., students, families, etc.) and council advisories (e.g., BSACAC, African Heritage Month, and Somali Heritage Group)

Next Steps:

- Staff will implement the recommendations described during previous consultations at the TDSB to broaden the discussion with the community and align with the six pillars identified under the Anti-Hate, Anti-Racism umbrella strategy.
- After further community engagement, staff will anticipate bringing forward actions that focus on the six pillars

Timelines:

- Spring 2025

Phase III Working Groups

The working groups for phase 3 have yet to start forming their work with community groups. They will begin their entry into the process shortly.

NEXT STEPS

Action	Timeline
Initiate Community Consultation throughout the District	Spring 2025
Meet with internal TDSB departments attached to the actions noted in the work plan to identify which are already being worked on and currently being considered.	Spring 2025
Develop accountability and implementation framework for 2025-2026.	Spring 2025
Publication of the final Addressing Antisemitism work plan.	Fall 2025

Resource Implications

Additional human and financial resources will be needed to bring these strategies to light. As each working group submits their recommendations, TDSB departments will

review the actions outlined in the work plan. They will assess the feasibility of the proposed actions, evaluate progress to date, and identify which actions are already underway or currently under consideration.

Continuous support and resources are based on the approval of the budget annually by the Board of Trustees.

Communications Considerations

As the work plan is finalized into concrete, phased actions and approved by the Board of Trustees, a communications plan will be created in collaboration with Communications and Public Affairs. The plan will include publishing and making the work plan publicly accessible to TDSB communities.

Board Policy and Procedure Reference(s)

P029 Employment Equity & Inclusive Employment

P031 Human Rights Policy

P034 Workplace Harassment Prevention for Non-Human-Rights-Code Harassment

P037 Equity Policy

P051 Caring and Safe Schools

P078 Community Engagement

PR515 Workplace Harassment Prevention and Human Rights

PR704 Community Engagement

PR728 Reporting and Responding to Racism and Hate Incidents Involving or Impacting Students in Schools

PR735 Social Media and Online Content

Appendices

- Appendix A: Affirming Jewish Identities & Addressing Antisemitism

References

Toronto District School Board. (2023, March 1). *Update on Toronto District School Board's Anti-Hate and Anti-Racism Strategy*.

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APPENDIX A:

Affirming Jewish Identities & Addressing Antisemitism

INTRODUCTION

Hate and racism are longstanding societal issues that impact not only schools, classrooms, and departments in the Toronto District School Board (TDSB) but also all institutions and communities across Canada. This is why it is critical that the TDSB continue to improve its efforts against all forms of racism and discrimination. The TDSB expects that all schools and workspaces be respectful and welcoming for all students, staff, and families and that all members of the TDSB prevent and respond to incidents of hate, discrimination, racism and bullying.

It is crucial to address discriminatory incidents based on race, religion, gender, sexuality, and other aspects of an individual's identity (i.e., all human rights code-protected grounds). Such incidents negatively impact students' achievement, mental health, staff engagement, and overall performance, underscoring the urgency of a prompt and effective response.

The Toronto District School Board's 2024-28 Multi-year Strategic Plan (MYSP) and Human Rights Policy provide foundational guidance. The MYSP encompasses five strategic directions built on the foundation of Equity and the TDSB's commitment to Truth and Reconciliation. The MYSP pillar of Belonging is an underlying principle of the umbrella strategy of the "Anti-Hate and Anti-Racism Strategy" (2023).

The aim of the MYSP is for all students to belong, achieve and thrive within classrooms and schools. This requires that actions begin at the place of Belonging and this is why the MYSP sets the direction for students and staff to see themselves represented within their school or work environments.

In March 2022, the *Combatting Hate and Racism – Student Learning Strategy* was introduced as a multifaceted approach to understanding and addressing the impact of reported cases of hate and racism by specifically focusing on educating students.

The Combatting Hate and Racism Student Learning Strategy aims to foster inclusive, safe, and respectful environments in classrooms and schools. It aims to equip students and staff with the skills needed to honour the diverse identities and experiences within their school community and the broader TDSB. The strategy also encourages critical thinking and respectful engagement, especially when opinions differ. It emphasizes taking proactive steps to prevent discrimination, hate and racism in educational spaces.

In March 2023, the Anti-Hate and Anti-Racism umbrella strategy was developed. The TDSB's Anti-Hate and Anti-Racism Strategy is a TDSB staff-facilitated and community-led initiative that takes an intersectional and systemic approach to developing and implementing comprehensive two-year work and action plans to combat all forms of discrimination, hate and racism, with academic success as its primary focus. The way specific forms of hate, racism and discrimination are addressed requires coherency, community partnership and cross-collaboration within and amongst the diverse community groups impacted. This requires solidarity and a deep understanding that the work of the Anti-Hate and Anti-Racism Strategy is everyone's responsibility (TDSB, 2023).

The strategy encompasses six pillars whereby community groups, in collaboration with staff, are developing recommendations to support the Board with its actions:

The community recommendations outlined in this document will allow communities to see themselves in the actions. Ongoing collaboration and support from families, communities, and partner organizations, with staff, will be required as the actions identified are operationalized.

CONTEXT: RATIONALE FOR THE STRATEGY

In March 2023, the TDSB expanded its Anti-Hate and Anti-Racism Strategy. The Anti-Hate and Anti-Racism Strategy is a community-led, TDSB staff-facilitated initiative to establish a comprehensive two-year strategy and action plan tied to specific areas aligned to the Multi-year Strategic Plan (MYSP) 2024-28, Combatting Hate and Racism - Student Learning Strategy. Antisemitism was identified as one of the strategies for inclusion in the Anti-Hate and Anti-Racism Strategy in response to the data emanating from the Racism, Bias and Hate Portal.

This document was developed through consultation with Jewish community organizations/agencies. The consultations were focused under the umbrella of the following pillars of the Anti-Hate and Anti-Racism Strategy of the TDSB:

1. Affirmation of Identities
2. Student Learning Strategy
3. Professional Learning
4. School-Community Relationship
5. Employment Equity
6. School Culture and Climate

In June 1999, the Board of Trustees adopted P037, Equity. This policy was revised in April 2018 and includes the International Holocaust Remembrance Alliance (IHRA) working definition of antisemitism¹. Antisemitism has mutated historically and in the present, depending on the political and social realities of the time. Many harmful stereotypes about Jewish people continue to manifest. Antisemitism is a pervasive form of hate across many societies, serving as a reflection of broader social problems. It exists independent of the size of Jewish communities and manifests as harassment, violence, and discrimination against Jews and those perceived as Jewish, both in real life and online. Jewish institutions, such as synagogues, schools, and cemeteries, frequently face acts of vandalism and violence.

COURSE OF ACTION

Over several months, consultations were held with a full spectrum of Jewish organizations, agencies, and groups representing diverse beliefs, opinions, and political viewpoints. Throughout the consultations, many examples of how antisemitism is currently manifesting in schools and the city were shared. In addition, Jewish-identifying middle and secondary school students were consulted through Jewish Student Associations and affinity spaces to understand better their lived experiences in the Toronto District School Board. Key themes included:

¹ The [Canadian Handbook on the IHRA Working Definition of Antisemitism](#) was published by the Government of Canada, October 2024.

- Affirmation of Identity
- Classroom instruction
- Bias in classrooms
- Hate graffiti
- Engaging with Jewish agencies and community organizations
- School climate and culture
- Professional learning needs
- Reporting of antisemitic incidents
- Over-reliance on Holocaust Education over contributions and impacts of Jewish Canadians

Key documents were shared in the consultations with community groups, agencies and organizations (Multi-year Strategic Plan 2024-28, Combating Hate and Racism (CHR) - Student Learning Strategy and the Anti-Hate and Anti-Racism Strategy). Additionally, an overview was provided of the historical work of the Jewish Heritage Committee, a group of volunteer staff who have, over the last ten years, brought a diversity of programs, learning experiences, and resources to support Holocaust Education, contributions of Jews to Canadian society, cross-cultural partnerships and social justice work. The consultations focused predominantly on the Six Areas of Focus for the CHR Strategy. Participants were asked for recommendations, priorities, and concerns to be included in the strategy.

At the end of each consultation, names of other agencies and organizations were solicited to have the broadest representation possible, recognizing the diversity of opinion, beliefs and identification within the Jewish community.

With student groups, questions about belonging, voice, and learning needed for students and staff were the focus. Consultations with students occurred across 20% of TDSB high schools within affinity spaces in each participating school. The conversations occurred with students from schools within seven general regions of the city: Northwest/east, Southwest/east, Central, Central-north and south. In total, four discussions occurred involving 125 students. The conversations were semi-structured and designed to respond to a pre-established set of questions on the following issues and themes:

- Teaching and Learning Opportunities
- Identity and Expression
- Reflections and Personal Impact
- Key Messages and Insights

WHAT WE HEARD

The consultations with the majority of community groups expressed that anti-Zionism has recently re-emerged as a contemporary form of antisemitism; criticism of Israel in schools can sometimes be rooted in antisemitic beliefs, particularly when it involves blaming Jewish individuals collectively for the circumstances in the Middle East or when it is accompanied by antisemitic slogans, images, physical intimidation and comparisons to the Holocaust. Jewish community members, students and staff revealed concerns about the impact on individuals or groups which are often held accountable as proxies for the State of Israel and its policies.

A recurring theme in the consultations was the demonization of Israel, Israelis and Zionists, which has been normalised in many spaces. Students and staff also spoke about social media platforms which exacerbate this issue, providing a breeding ground for harassment and the spread of conspiracy theories typical of older forms of antisemitism, undermining efforts to promote human rights and democratic principles. Participants in the

consultations shared their concerns that the use of Settler-Colonial narratives about the State of Israel and the Jewish people as colonisers leads to significant harm and contributes to the systemic erasure of Jewish history and identity.

Several participants pointed to the statistic that 91% of Jewish people² identify with the State of Israel and/or *Eretz Israel* (the Land of Israel) as the ancestral homeland of the Jewish people and Israel's right to exist. Participants pointed to the fact that Jews are not a monolith; Jews are a people, a nation, and a cultural group, though commonly defined singularly as a faith group. While some may not practise the faith, they still identify as Jewish. It was stated as important to understand and recognize that Jewish people, as a global community, have intersecting identities including diverse racial identities, political views and religious practices.

Consultations alleged that reported hate crimes rooted in antisemitism were not taken seriously nor addressed. Hate crimes against Jewish people not only harm immediate victims but also disrupt the daily lives and rights of Jewish individuals, creating a climate of fear that hinders the ability to openly express cultural/faith identity or speak freely to express views.

Participants shared their discomfort and concerns about student walkouts and protests related to circumstances in the Middle East on or around TDSB schools and offices. Participants said that they felt that they were being held responsible for Israeli policies. Additionally, they had to walk through protests that promoted the erasure of the State of Israel. It was acknowledged by some participants that it is imperative to uphold the right to peaceful assembly and freedom of expression while still remaining vigilant against the manifestations of antisemitism that may arise under the guise of political critique.

Although the majority of organizations (i.e., 88%) consulted expressed the above views, some of the voices shared concerns about the complexity of antisemitism, emphasizing the need for nuanced approaches that acknowledge diverse perspectives within the Jewish community. They critiqued mainstream Jewish organizations for conflating antisemitism with anti-Israel sentiment, which they feel silences alternative voices. These individuals called for equity in representation and educational practices, urging the inclusion of marginalized narratives and an emphasis on coalition-building to address interconnected oppressions.

In the affinity spaces, students reported a loss of friendships, feeling unsafe, afraid to share their Jewish identity, and that class discussions about the conflict in the Middle East are facilitated in a way that is biased and intimidating. Jewish-identifying students reported feeling excluded from student equity meetings at their schools. Some students who had not previously sought affinity spaces shared that they now felt the need to do so. Some students have reported a stronger connection to their Jewish identity through affinity spaces while being silenced in other school spaces and classrooms. Students also reported an increase in stress and worry and the prevalence of antisemitic statements that go unchecked and dismissed when reported.

Jewish students also carry intersectional identities and have felt excluded from other affinity student associations where their intersectional identities should be represented but are now excluded. This is similar in affinity spaces where they had previously been welcomed as allies. Jewish students have expressed a strong need to form alliances with non-Jewish students and student groups in order to build bridges. Jewish students identify under a broad range of political beliefs and some have reported finding that isolating as well. They feel their Jewish identities are conflated with the current geopolitical conflict, rather than their personal worth as individuals. Many reported hiding their identities, beliefs and opinions for fear of the impact on them should their identity become known.

² <https://cjs.journals.yorku.ca/index.php/cjs/jewsandisrael2024>

In our consultations, participants shared the following examples and experiences of antisemitism in our system.

- Criticized for wearing a Magen David or Jewish symbols
- Being labelled racist for being a Zionist
- Removal of Israeli flags from a Jewish Heritage Month Display and a refusal to honour Jewish Heritage Month
- Denial of Jewish people's claims of antisemitism
- Refusal to engage in mandated curriculum linked to Jewish identity or the Jewish experience (i.e., Grade 6 Social Studies, Grade 10 Canadian History)
- Holocaust denial, comparisons, or minimizing the Holocaust
- Public criticism of participation in the annual United Jewish Appeal (UJA) walkathon
- Chants which include calls for the death of Jews
- Direction of anti-Zionist speech or conduct toward Jewish or Israeli people
- Use of tropes, stereotypes or conspiracies about Jewish people
- Demanding a person who is perceived to be Jewish or Israeli to state a position on Israel or Zionism
- Jewish students and staff being excluded, shut out of social groups, alienated, labelled online and in-person

Due to the nature of the consultations, further investigation did not ensue; however, there are records of such events reported through the Racism, Bias and Hate Portal. Consultation facilitators advised participants who shared these examples were encouraged to report these incidents through the appropriate channels and procedures (e.g., Operational Procedure 728: Reporting and Responding to Racism and Hate Incidents Involving or Impacting Students in Schools and/or Operational Procedure PR515: Workplace Harassment Prevention and Human Rights).

ACTION ITEMS AND PRIORITIES

The following actions and priorities were consolidated from recommendations made throughout the consultation process.

Affirmation of Identities

Actions:

1. Ensure anti-oppression and equity work includes Jewish voices and experiences, emphasizing the intersectionality of Jewish identities with other forms of discrimination.
2. Develop and recommend resources that highlight Jewish joy, history, contributions, and diversity including Holocaust education.
3. Establish identity-affirming spaces for Jewish students and staff, including Jewish affinity spaces and involvement in broader affinity spaces like GSAs and BSAs. Connect JSAs throughout the system.
4. Build culturally responsive classrooms that include resources reflective of Jewish identities, lived experiences, and diverse contributions.
5. Engage families to ensure they feel valued, welcomed, and supported in schools, fostering a strong sense of belonging.

School Climate & Culture

Actions:

1. Monitor and support schools in investigating, understanding and responding to antisemitic incidents, ensuring transparency, accountability, and appropriate follow-up (e.g., all incidents are entered into the portal, ensuring they are acknowledged and appropriately addressed). Reports of incidents must be entered into the Racism, Bias and Hate Portal.
2. Address the impact of geopolitical protests (e.g., walkouts, flags, symbols) on the school environment to ensure Jewish/Israeli students and staff feel safe and supported. Interrupt claims that all Jewish/Israeli students/staff are colonizers and complicit in a Settler-Colonial narrative. Adhere to protest guidelines.
3. Ensure schools identify caring adults for Jewish students to confide in, building trust and providing a safe space for reporting incidents.
4. Recognize the presence of Jewish organizations and topics as affirming for Jewish students and staff.
5. Jewish-identifying staff should not be solely responsible for teaching and learning, including professional learning, that is related to Jewish content/history.

Employment Equity

Actions:

1. Maintain a Jewish-identifying Equity Coach position and ensure that there is representation of Jewish-identifying staff at middle and senior management levels to support and address antisemitism and other forms of hate.
2. Hiring and promotion practices are anti-oppressive, bias-free, consistent with the Ontario Human Rights Code and promote equitable representation of diversity at all levels of the school system. (see Employment Equity Policy (P029).
3. Provide monitoring and support for Jewish-identifying staff, particularly those impacted by antisemitism.
4. Engage unions and professional organizations to support Jewish staff, including staff who believe they are not supported due to their Jewish identities and/or Zionist ideologies.

5. Establish an affinity space for aspiring Jewish leaders, fostering leadership development and career progression.

Student Learning Strategy

Actions:

1. Deliver mandated curriculum related to Jewish identities in grade 6 and grade 10 Social Studies and Canadian/World Studies courses.
2. Develop resources to support curriculum expectations related to Jewish identities, ensuring content extends beyond the Holocaust.
3. Provide access to resources in classrooms and school libraries that are reflective of intersecting Jewish identities.
4. Provide critical literacy education for students, addressing media/social media representations and antisemitic tropes.
5. Provide professional development to train teachers in delivering content related to or about genocide (e.g., Grade 11 Genocide and Crimes Against Humanity course) to avoid harmful comparisons.
6. Include learning opportunities that emphasize shared values among diverse identities to foster bridge-building.

Professional Learning

Actions:

1. Provide system-wide professional learning on legal roles, including duty of care, statutory duties, negligence, liability, and human rights.
2. Provide professional learning to all senior team members to recognize and address antisemitic tropes to ensure incidents are understood and appropriately addressed.
3. Equity work must examine the exclusion of Jewish experience from anti-oppression discourses. (“Nothing about us without us” needs to apply to all identities, including Jews.)
4. Situate antisemitism within Human Rights including ethnic origin, place of origin, creed, ancestry and all intersections of these protected grounds.
5. Offer professional learning for grade 6 and 10 teachers on delivering curriculum related to Jewish identities and Holocaust education.
6. Provide professional learning for staff and Trustees to deepen understanding of antisemitism, including modern manifestations such as anti-Zionism, intersectionality, and Jewish identity diversity.

School-Community Relationships

Actions:

1. Partner with diverse Jewish organizations to support Jewish identities and lived experiences, including those addressing Holocaust education and antisemitism.
2. Support the Jewish Heritage Committee initiatives, including International Holocaust Remembrance Day, Jewish Heritage Month, and student leadership development.
3. Engage families in partnerships with local Jewish organizations to support identity affirmation and belonging.
4. Work across identities and with agencies, including agencies that have received funding from the Ministry of Education (e.g. Friends of Simon Wiesenthal Center and CIJA) and those in partnership with

the TDSB (e.g., No Silence on Race) adhering to Operational Procedure 589: Vetting External Presentations.

5. Provide consistent and transparent responses to incidents of antisemitism to build trust with the Jewish community.

ACKNOWLEDGEMENT

The working group would like to acknowledge the participation of over 35 community organizations as part of the consultation process.

In addition, we consulted with the Office of the Special Envoy on Preserving Holocaust Remembrance and Combating Antisemitism.

And finally, we are indebted to the ongoing advocacy of the Jewish Heritage Committee that has been focused on teaching and learning in classrooms to celebrate Jewish heritage and culture in impactful, innovative and inspirational ways - with the fight against antisemitism and all forms of hate, providing the core goal of this work.



Community Use of Schools: Permit Fees and Cost Recovery

To: Planning and Priorities Committee

Date: 12 February 2025

Report No.: 02-25-4809

Strategic Directions

- **Belong** - All students belong, are engaged, and valued in an inclusive environment.
- **Thrive** - All students graduate with the confidence, skills, and knowledge to thrive.
- **Revitalize** - All students and staff learn and work in inclusive, safe, and modern environments.
- **Commit to the implementation of the Truth and Reconciliation Commission of Canada: Calls to Action**

Equity as a guiding principle: Equity is foundational to all TDSB work and will be embedded throughout the strategic directions.

Recommendation

That implementation of the following key recommendations, with details as presented in the report, be approved as follows:

1. Fiscal Review and Validation of Cost Recovery
2. Pool Fees
3. Facility Permit Fee Increase
4. Local Neighbourhood Support Program (LNSP)

Executive Summary:

This report aims to address questions and provide significant details that help Trustees to see the impact of the recommendations.

The final recommendations assist in reducing the budget pressure associated with permit fees while recognizing the importance of using schools as community hubs. The recommendations are intended to minimize impacts on permit holders, to spread the increases out over a period of time and to continue subsidizing not for profit organizations that support students.

Schools in Ontario play a key role in their local communities. Schools provide a place to come together, volunteer, build skills, access community programs, become physically active and build strong and healthy communities. The idea of 'schools as hubs' continues to be a strong guiding principle for Community Use of Schools.

Supporting the community use of TDSB schools is crucial for fostering a sense of connection within local neighborhoods. Opening our schools to these groups ensures that people of all ages can access affordable spaces for personal development, social engagement, and community building. It also strengthens the bond between the school and its surrounding community and makes the most of these valuable shared resources. Policy P011 "Community Use of Board Facilities" governs the use of schools in TDSB.

There are costs associated with making schools available for community use including utilities, supplies, caretaking, maintenance, and administration. Permit fees are charged to recover these costs and the non-subsidized (base) permit fee rate should achieve full cost recovery. In addition to these costs, there are ancillary costs including staffing of non-scheduled custodian services, media and technology specialists, stage crews, security officers and parking attendants, as required, and are to be added to the permit cost in accordance with Policy P011.

In 2010, a third-party consultant indicated that a 47% increase in permit fees was required in order for the base fee to achieve full cost recovery. The Board did not approve this increase but rather, approved a 7% increase in 2014. Since this time, fees have increased annually by Consumer Price Index (CPI). Staff have not engaged another consultant to recalculate cost recovery, but it is not without reason to assume that today's cost recovery rate should reflect the rate that was identified 14 years ago as costs have not decreased over the passage of time.

In addition, the most significant ancillary cost, which relates to weekend caretaking continues to be a pressure point for cost recovery. Weekend caretaking costs are

only incurred by the Board because of permits. Therefore, the permit holders should be covering 100% of these ancillary costs. The current weekend blended rates were originally intended to incorporate caretaking costs however, as the rate was not revised in 2014, there has been and continues to be a shortfall of approximately \$2.6 million annually.

The Ministry of Education (EDU) provides funding to “make school space affordable for use outside school hours.” TDSB, like all school boards, uses this funding to subsidize the permit fee rate for certain user groups. Unfortunately, the funding provided by the EDU has decreased by \$200,000 from \$3.8 million to \$3.6 million over the last 5 years. In addition, Priority School Initiative (PSI) funding of \$2.6 million was eliminated in 2018. At the same time, the number of permit holders eligible for TDSB subsidy has increased. Currently, TDSB is providing approximately \$1.2 million more in subsidy than it receives in funding.

Community Use of Schools is currently creating a budget pressure for these two main reasons and in total, community use of schools is creating a budget pressure of at least \$3.8 million.

In order to be compliant with P011 and as expected by the EDU, as indicated in their letter to staff in June 2024 regarding the TDSB budget deficit recovery plan, staff has undertaken a process to work towards full cost recovery for permit fees.

In order to assist in providing recommendations to Trustees, significant consultation was undertaken with the following:

- Community Use of School Community Advisory Committee (CUSCAC), monthly meetings since May 2024;
- Permit Fees Working Group, since July 2024
- Local Neighbourhood Support Program (LNSP) Focus Group and Survey, November 2024

Feedback from Trustees, as well as other members of the public were also considered and a comprehensive survey was sent to LNSP permit holders, followed by a virtual meeting.

The final recommendations aim to ease budget pressures related to permit fees while acknowledging the vital role of schools as community hubs. They are designed to minimize the impact on permit holders, implement gradual fee increases over time, and maintain subsidies for non-profit organizations that support students.

Summary of Recommendations

The following chart provides a summary of the four permit fee recommendations which will be described in greater detail within this report.

Recommendation	Details
<p>1 Fiscal Review and Validation of Cost Recovery</p>	<p>Staff will conduct an updated cost recovery analysis, comparing projected and actual cost recovery at the conclusion of the 2024-25 and 2025-26 fiscal years. This will help ensure that the fee adjustments have effectively achieved cost recovery benefits without resulting in net revenue.</p> <p>In January 2026, staff will share preliminary findings with the Community Use of Schools Community Advisory Committee (CUSCAC) and present a report to the Planning and Priorities Committee in the early spring of 2026.</p> <p>Additionally, in January 2027, staff will share preliminary findings with the CUSCAC and then present a second report to the Planning and Priorities Committee in the early spring of 2027.</p> <p>These follow-up reports will outline financial details and may result in additional recommendations to adjust the fee structure for future fiscal years (e.g., 2026-27 and beyond). The goal is to ensure that the Board's fee strategy aligns with its financial objectives and cost recovery targets.</p>
<p>2 Pool Fees</p>	<p>The current Toronto Lands Corporation (TLC) pool hourly rate fee will increase from \$65.95 to approximately \$109.05 over four quarterly increases. This method will allow pool permit holders time to adjust to fee increases and align the increases within fall, winter and spring sessions.</p> <ul style="list-style-type: none"> ● March 2025 - 13.5% (~\$74.85/hour) ● September 2025 - 10% + CPI (~3.0%) (~\$84.80/hour) ● March 2026 - 13.5% (~\$96.25/hour) ● September 2026 - 10% + CPI (~3.0%) (~\$109.05/hour) <p>Anticipated Annual Revenue/Cost Recovery: \$1.5 million (at full implementation Sept 2026)</p>

<p>3</p>	<p>Facility Permit Fees and Weekend Caretaking Cost Recovery</p>	<p>It is recommended that the current permit fee schedule (excluding pools) be increased by either 7.5% or 10% as shown below:</p> <p><u>Option A</u></p> <ul style="list-style-type: none"> • A 10% increase starting March 2025 with anticipated cost recovery of \$750K in 2025-26 <p><u>Option B</u></p> <ul style="list-style-type: none"> • A 7.5% increase starting March 2025 with anticipated cost recovery of \$562K in 2025-26 <p>Current modelling shows that an increase greater than 10% is needed to achieve cost recovery, Option A is recommended as a first step. Option B would require a larger increase in future years.</p> <p>Effective September 1, 2025, the weekend facility permit fees will be shown in its two parts. The facility permit fee and caretaking cost recovery will be separated to better evaluate cost recovery for each component moving forward. <u>No further increases are proposed in September other than the annual CPI increase.</u></p> <p>Anticipated Annual Revenue/Cost Recovery:</p> <ul style="list-style-type: none"> • \$750K (Option A) • \$562K (Option B) <p>Note: Neither option will impact pool fees, see Recommendation 2 above for details on pool fees.</p>
<p>4</p>	<p>Local Neighborhood Support Program (LNSP)</p>	<p>This program will maintain support at 45 schools and continue to operate during the same hours, from 6:00PM to 10:00PM Monday to Friday. A new permit category offering a higher subsidy than the A1 category subsidy rate will be introduced. This new category “A” (LNSP) reflects the feedback and advocacy staff have received and recognizes the value of the program and its importance to the community.</p> <ul style="list-style-type: none"> • All existing LNSP permits will continue to be free until the end of August 2025. • In September 2025, all eligible LNSP groups will be placed under the Category “A” (LNSP) with 80% subsidy. • Additionally, in March 2025, any new LNSP requests would be placed under the new subsidy Category “A” (LNSP) with 80% subsidy. <p>Anticipated Annual Revenue/Cost Recovery: \$200K</p> <p>Note: Future expansion of LNSP to other schools would increase the deficit and should be deferred until such time as there is a new,</p>

	stable source of funding made available.
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Context

Section 6.18 of Policy P011 “Community Use of Board Facilities” states “Fees will be applied in accordance with the Fee Schedule approved by the Board, and subsequently adjusted annually by the Consumer Price Index. The fee schedule including pool fees will be posted on the Board public website and will be included in the Community Use of Board Facilities Procedure (PR666).”

While the original permit fee structure was to be designed with the goal of achieving cost recovery, the Board is currently incurring significant costs for permit use. There are currently two areas identified where permit fees are not in accordance with the policy resulting in a deficit to the Board of \$3.8 million annually:

- a. Section 6.16 of the policy states that “Permit holders will be charged for ancillary costs including staffing of non-scheduled custodian services, media and technology specialists, stage crews, security officers and parking attendants, as required.”

- ☐ ***Non-scheduled custodian services for permits on weekends creates a \$2.6 million deficit annually.***

- b. Appendix A within Policy P011, states that “User fees in Category A1 and A2 are subsidized through the EDU Community Use of Schools grant and are subject to the limit in funding.”

- ☐ ***Subsidies for all use of space for A1, A2 and LNSP exceeded the available funding by \$1.2 million in 2023-24.***

In addition, in a letter to staff from the EDU regarding the Multi-Year Deficit Recovery Plan, the EDU stated their expectation that the Board achieve full cost recovery on non-Kindergarten to grade 12 programs. This would include permit fees.

TDSB’s 2024-25 approved Operating Budget included an assumption that changes to permit fees would generate \$2.0 million in revenue to begin to address the deficit. To fully address the CUS deficit in future years, permit fee increases will be necessary unless there is an increase in the Community Use of Schools grant or there is a reinstatement of the Priority Schools Initiative funding. Additionally, a cost recovery model for ancillary costs, specifically non-scheduled caretaking costs incurred on weekends, will need to be addressed.

Funding

The Ministry of Education provides funding to school boards so they can make school space affordable for use outside school hours.

The EDU has provided the following guiding principles to govern the use of the funding provided:

School activities take priority

- School activities, extra-curricular activities and parent involvement activities organized or administered by the school or school board have priority use of school space during and after regular school hours.

Schools as hubs of communities

- Schools are the hubs of their communities and offer an effective use of space by providing citizens with a place to come together, volunteer, build skills, access community programs, become physically active and build strong and healthy communities.

Support for a positive climate for youth

- The Community Use of Schools Program supports and promotes healthy, active lifestyles for community youth.

Fair and equitable access

- Schools are welcoming and inclusive environments and offer parent groups and community organizations fair and equitable access to use school space at affordable rates for community purposes, outside of regular school hours.

Respect for roles and responsibilities

- Community Use of Schools Program partners and stakeholders respect each other's roles, responsibilities and obligations to the community and education system.

Community Use of Schools Funding

The Community Use of Schools (CUS) funding allows school boards to reduce the rates for school space used by the community by helping with the costs involved with keeping schools open after hours such as heating, lighting, and cleaning. The TDSB currently receives \$3.6 million in CUS funding annually. This has decreased by approximately \$200,000 over the last 5 years.

Over the last 5 years, the grants provided by the EDU to support Community Use of Schools has decreased from \$3.8 million to \$3.6 million, a further reduction of 5.5%.

Elimination of Priority Schools Initiative (PSI) Funding

A further impact to permit related funding was created when the EDU's Priority Schools Initiative (PSI) funding of \$2.6 million was eliminated in 2018-19. PSI was a EDU funded program that provided free space (no cost permits) in 77 schools to community groups in priority neighbourhoods for eligible free or low-cost programs. This funding was also utilized to subsidize weekend caretaking costs for permit holders between 8:00AM- 6:00PM Saturday and 8:00AM- 3:00PM on Sunday.

Permit Categories and Impact on Subsidy

At TDSB, school facilities are frequently used outside of regular day school hours for a range of activities that are community use related. In 2023-24, there were 11,912 permits issued for TDSB Schools representing 1.56 million hours. The primary spaces permitted were gyms and classrooms.

Current Local Neighbourhood Support Program

After the PSI funding was eliminated, TDSB put in place an initiative, entitled Local Neighbourhood Support Program (LNSP), in 45 schools. There are 132 groups, offering various programs at these schools. A list of LNSP schools and the eligibility criteria for LNSP funding is provided in Appendix A. Programs operated in these schools are provided with "no cost" permits on weekday evenings. The subsidy provided by TDSB for these hours was \$1.0 million in 2023-24.

Other Categories

In addition, Appendix B provides the other permit categories and definitions including the age range served by those programs. Appendix C provides a breakdown of the type of permit groups per category.

Funding Subsidy Shortfall

Over the past five years, reductions in Ministry's Community Use of Schools funding (\$200,000), combined with the elimination of PSI funding and the introduction of the LNSP (\$1.0 million), have resulted in an annual permit funding

shortfall of \$1.2 million. Additionally, the cost of using space in schools has increased due to inflation without a corresponding funding increase and there has been increasing demand for permits at the highest subsidy levels (A1 and A2). Since the number of subsidized permits has not been limited to match available funding (as expected in Policy P011), this trend has led to both reduced permit revenue and a growing subsidy deficit.

The cumulative effect of these changes is an annual funding subsidy shortfall of \$1.2 million.

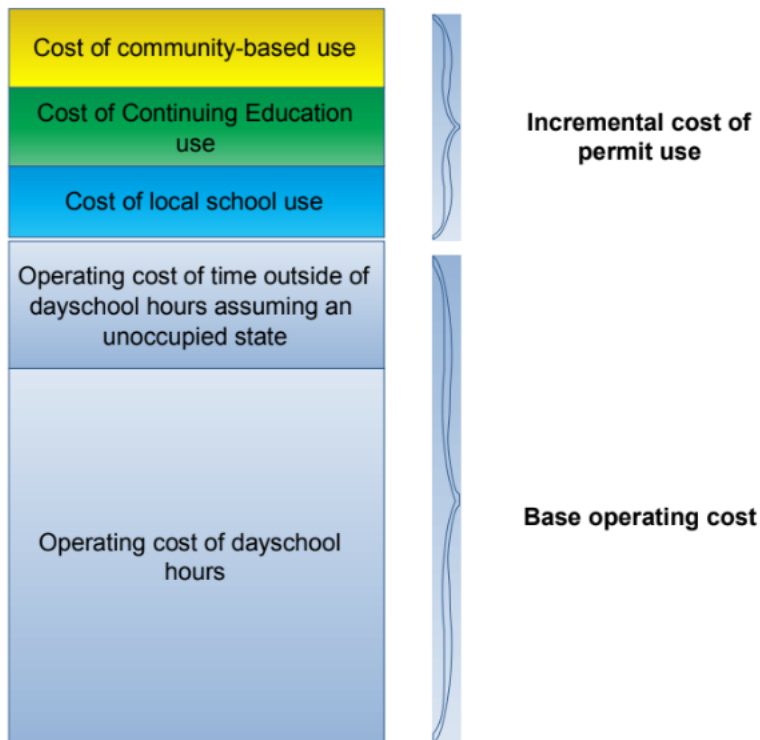
Cost of Community Use of School

Operating schools beyond the regular school hours results in incremental costs to TDSB for caretaking, utilities, facility maintenance and administrative expenses.

In 2010, TDSB engaged consultant RMI Group to review the permit fee structure. RMI Group issued a report to TDSB quantifying a significant deficit associated with community use of schools. The full report can be found in Appendix D. The following is an excerpt from the RMI report (refer to page 4 to 6) regarding incremental costs incurred from permit use:

“The focus of this study is the incremental cost of permit use over the base operating costs associated with day school use. In addition to the cost of operating school facilities during core hours, base operating costs also include the cost associated with maintaining a school in an unoccupied state outside of core hours. Permit use results in facilities being occupied when they otherwise would be unoccupied. This additional occupancy means TDSB incurs costs that are incremental to its base operating costs, as illustrated in Figure 3-1.”

Figure 3-1



The following provides more information from the RMI report on incremental cost of permit use:

- *Caretaking Services* - Permit use results in an incremental caretaking labour cost under the following situations, such as use at times when the school would otherwise be closed:
 - on a Saturday or Sunday;
 - Monday to Friday during the school year and school breaks, if the school would otherwise be closed, e.g., use during the summer break;
 - when the caretaker devotes time during the school year weeknights responding to the needs of permit users that subsequently results in additional effort to complete normal caretaking activities; and
 - when the facilities are used for non-day school purposes during day school hours, e.g., childcare.

Permit use also increases the expenses for caretaking supplies, e.g., cleaners, and consumable items, e.g., paper towels.

- *Utilities* - Utilities consist of electricity, natural gas and water. As described below, there are incremental utility costs resulting from permit use.
 - *Electricity* - Permit use requires the use of lighting and electrically powered heating, ventilation and cooling equipment. Except for the summer period, permit use will only impact the energy component of the bill. In summer, permit use may also increase the capacity component of electricity costs.

- *Natural Gas* - Permit use during the heating season results in building temperatures being maintained at a higher level than would otherwise be required without permit use of the school facilities. Additional fuel is required to maintain these higher temperatures while the building is occupied. Schools without permit use can lower temperatures after day school has ended. Only the heating fuel charges that vary with energy usage are an incremental cost.
- *Water* - Permit use results in incremental water usage for washroom use. There is also additional irrigation of some sports fields.

Weekend Caretaking Costs

Currently, Community Use of Schools is available during the following hours: Saturdays from 8:00AM to 6:00PM, and Sundays from 8:00AM to 3:00PM. During these times, permit holders in categories A1, A2, and B only pay for the permitted space and are not charged any caretaking overtime costs. As Saturday and Sunday are not regular scheduled workdays for caretakers, all custodian time associated with weekend permits results in overtime and incremental cost to the Board. Caretakers must be on site in order to open and close schools for permit holders and their shift must be for a minimum number of hours due to collective agreement language.

In rare cases involving special events, such as large events with over 200 attendees, the use of multiple spaces, or event types like tournaments or concerts, additional caretaking charges may apply and would be charged to the permit.

Current Average Caretaking Cost to TDSB	
Saturday	\$51.61/hr
Sunday	\$69.69/hr

A portion of these caretaking related costs have been integrated into the existing 'blended' weekend permit fee rates. Before its elimination, the annual EDU PSI funding of \$2.6M was used by TDSB to offset the caretaking costs during these weekend hours. When the funding was eliminated in 2018-19, the permit fees were not adjusted resulting in a cost pressure.

Refer to Appendix E to review caretaking fees by other Boards.

Challenges Related to Current Permit Fees

Base Permit Fee

Access to TDSB spaces is intended to be provided on a cost recovery basis. The intention is that the incremental cost described above would be recovered by permit fees. As also indicated above, the CUS grant of \$3.6 million is used to subsidize the permit fees based on the permit classification. While the original permit fee structure was designed with the goal of achieving cost recovery, current budget review and analysis has found the Board is incurring significant costs for permit use.

The RMI Group report noted and further quantified a significant deficit associated with community use of schools. To eliminate the deficit, RMI recommended a fee increase of 47% for permits in the highest subsidy, partial subsidy, and cost recovery categories. Following almost 3 years of discussion, new fees were adopted on September 1, 2014 with a 7% increase, which was much less than the 47% recommended by the RMI report. Since 2014, permit rates have only increased by Consumer Price Index (CPI) meaning the deficits and failure to reach cost recovery noted by RMI are still inherent in the current permit rate structure.

Although staff have not recalculated, or engaged a third party to recalculate, the deficit associated with the current permit fees versus incremental costs, it is assumed that there have not been significant changes in the deficit since 2010.

Weekend Permit Fees/Charging of Ancillary Costs

The current weekend permit fees are blended with the intention of being able to recover the ancillary caretaking costs. The increased cost of weekend permits is due to the expenses associated with keeping a school open on weekends which includes heating, electricity, and other utilities. In addition, a dedicated caretaker must be present and is paid overtime wages on Saturdays and Sundays, as these are not regular operational school days. Due to bargaining and collective agreements, custodian wages have increased, alongside rising utility costs.

Except for an annual CPI increase, weekend permit fees have remained unchanged since 2013. The elimination of PSI funding, which covered caretaking costs for 77 schools on weekends was also an added factor. All these have resulted in the challenge to continue to keep our school open on weekends for community use.

The fact that the blended rates and the elimination of PSI funding do not cover the caretaking costs has created a deficit of \$2.6 million.

Consultation

During the 2024-25 budget development, the deficit related to permit fees was identified. On April 4, 2024, the Board approved a motion that stated that staff should “review and consult with partner organizations on the TDSB’s permit fee structure and subsidies and present a report to the Planning and Priorities Committee on recommended changes.”

In addition, on June 19, 2024, the Board approved a recommendation from CUSCAC that detailed data be presented to CUSCAC demonstrating how costs incurred by the Board for permits correlate to the Community Use of Schools Grant and current fee revenues, with the purpose of better understanding:

- a) where and how the fee structure and subsidy structure are working, including a monthly estimate of current A1 and A2 fee revenues;
- b) how any changes in fees would be applied both in the budget and to community groups;
- c) how different costs are incurred based on type of permit use.

And

That prior to a report being presented to the Planning and Priorities Committee on recommended permitting changes, CUSCAC have the opportunity to review and comment on this data as part of consultations on the TDSB’s permit fee structure and subsidies.

In response to the above motions, staff facilitated several meetings to share information with permit holders and CUSCAC and seek feedback on proposed permit fee changes. A Permit Fees Working Group, consisting of representatives from CUSCAC along with TDSB staff met a total of 7 times (July 9, August 20, September 5, October 1, November 20, 2024, January 7 and 30, 2025) to review the information.

The Working Group grounded their discussions using the following *Guiding Principles for Decision Making*:

1. Address the permit structure costs equitably to ensure that no group is disproportionately impacted and that any fee changes do not result in a reduction in permit fees for any permit holder.
2. Frame the permit cost structure to ensure true cost recovery, without generating additional revenue for TDSB.
3. Work within the grant provided by the Ministry of Education.
4. To be able to meet the budget shortfall.

Staff understand that the success of the recommendations relies heavily on both the staff analysis as well as the input and perspectives from the communities we serve. Recognizing the importance of collaboration, staff have invested considerable time and effort engaging with community members through CUSCAC. This feedback process has allowed staff to gather diverse insights and suggestions, ensuring that recommendations are not only informed by budget analysis but also considered and addressed with the needs and concerns of those directly impacted. For more details on stakeholder communication refer to Appendix F.

In addition, Appendix G provides responses to Trustee questions asked during the October 30, 2024 Planning and Priorities Committee meeting.

Recommendations for Permit Fee Increases

In order to address:

- permit fees not at full cost recovery of incremental costs
- deficit as a result of the subsidies provided being higher than the CUS grant
- deficit as a result of weekend caretaking costs not being recovered

This report details four recommendations in total, described below:

Recommendation 1: Fiscal Review and Validation of Cost Recovery

Staff will conduct an updated analysis, comparing projected and actual cost recovery at the conclusion of the 2024-25 and 2025-26 fiscal years. This will help ensure that the fee adjustments have effectively achieved cost recovery without resulting in net revenue.

In January of 2026, staff will present the preliminary findings to CUSCAC and then present an updated report to the Planning and Priorities Committee in the early spring of 2026 and 2027. The following outlines the main components and actions of the report:

1. Review of Cost Recovery

The goal is to achieve full recovery of costs (break-even), without generating a profit (net revenue). The analysis will gather all relevant financial data for each fiscal year in question (2024-25 and 2025-26). This will include a summary of costs incurred by TDSB to offer permits.

2. Compare Projections vs. Actual Cost Recovery

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This will include a comparison of projections, actual cost recovery percentage and identify any discrepancies or variances between projected and actual recovery.

3. *Assess the Effectiveness of Fee Adjustments*

Once the data is gathered and analyzed, determine whether the fee adjustments made were effective in meeting the intended goal of cost recovery.

Key Actions:

- As fee adjustments are implemented, ensure there is continuous monitoring and transparency.
- Identify trends and patterns:
 - Were there any areas of CUS and incremental costs to TDSB that exceeded or fell short of cost recovery?
 - Were the fee adjustments made in prior years aligned with actual needs?

4. *Provide Recommendations for Future Fee Adjustments*

Based on the findings of the analysis, develop recommendations to adjust the fee structure for future fiscal years (e.g., 2026-27 and beyond). The goal is to ensure that the Board's fee strategy aligns with its financial objectives and cost recovery targets.

Key Actions:

- Propose adjustments to fees to correct any imbalance in cost recovery.
- Suggest cost-saving measures or efficiency improvements.

5. *Report to Stakeholders*

At the conclusion of the fiscal review process, summarize the findings and recommendations in a formal report to the Board and present to relevant stakeholders (CUSCAC).

Key Actions:

- Prepare a detailed report that includes:
 - Overview of projected vs. actual cost recovery.
 - Analysis of variances and their potential causes.
 - Recommendations for fee adjustments and financial strategies.

- If necessary, provide additional recommendations regarding the Board’s budgeting and financial planning processes to better reflect the goals of cost recovery.

Review of Community Subsidy Application

In addition to the cost recovery review, starting in early 2025-26 staff will improve upon processes to review and determine eligibility/validity of permits to receive subsidy and ensure permits are correctly categorized in each category A, A1 and A2. Currently, there are 640 A1 permits (Excluding Summer and Outdoor Permits) and 388 A2 permits. This will bring further assurance that subsidy is being provided to eligible groups.

To protect the integrity of the LNSP program, staff will monitor and support LNSP permit holders to ensure that the space is effectively utilized and that the community benefits from these free programs.

Recommendation 2: Pool Fees

The TDSB incurs approximately \$640K in caretaking overtime costs to operate pools and support pool permits annually. There is a further incremental cost of approximately \$520K for pool cleaning and other associated supplies.

From 2015 to 2022-23, TDSB pool fees remained unchanged at \$60.00/hour and were not subject to CPI increases. In 2023-24 and 2024-25, CPI adjustments brought the fee to \$65.95/hour and two pools have a \$120.00/hour rate. For comparison, the Toronto Catholic District School Board charges \$96.21/hour (with subsidy) for their pool permit fee.

Summary of Current Pool Fees:

TDSB (former TLC) Pools permitted at \$65.95/hour	34 pools
TDSB Pools permitted at \$120.00/hour	2 pools
Pools leased to City of Toronto	27 pools
Other – privately leased	2 pools
Total	65 pools

The current pool hourly rate fee will increase from \$65.95 to approximately \$109.05

over four (4) quarterly increases excluding CPI. This method will allow pool permit holders time to adjust to fee increases and align the increases within their fall, winter and spring sessions. While fees may have already been collected for January programs, organizations will have the opportunity to plan to adjust fees accordingly. The long-term goal is to eliminate the two-tier rate for pool permit fees and work towards achieving a single pool permit fee rate for all TDSB pools and in addition, recover/charge caretaking costs during the weekends.

Current Rate		\$65.95/hour
March 2025	Increase #1 - 13.5%	~\$74.85/hour
September 2025	Increase #2 – 10% + CPI (~3.0%)	~\$84.80/hour
March 2026	Increase #3 – 13.5%	~\$96.25/hour
September 2026	Increase #4 – 10% + CPI (~3.0%)	~\$109.05/hour

For additional context and comparison, the TCDSB currently permits their pools at \$96.21 to \$106.90/hr. The TCDSB recently increased their permit fees by 6.9% effective January 1,2025. The City of Toronto pool rates are valued based on quality (A, B and P which is premium). Adult non-profit resident rate is between \$75.14 to \$177.44 per hour. Child and Youth non-profit resident rate is \$54.35 to \$161.46.

Recommendation 3: Facility Permit Fees and Weekend Caretaking Cost Recovery

Facility Permit Fees Increases

It is recommended that the current permit fee schedule (excluding pools) be increased by either 7.5% or 10% as shown below. Given current modelling shows an increase exceeding 10% is needed, Option A is recommended.

Option A (Recommended)

- A 10% increase starting March 2025 with anticipated cost recovery of \$750K in 2025-26

Option B

- A 7.5% increase starting March 2025 with anticipated cost recovery of \$562K in 2025-26

Current modelling shows that an increase *greater than* 10% is needed to achieve cost recovery, Option A is recommended as a first step. Option B would require a larger increase in future years.

These increases would encompass all indoor and outdoor facility permit fees; however, pool fees are excluded from this adjustment as changes are described in Recommendation 2. No further increases are proposed in September 2025 other than the annual CPI increase.

Additionally, effective September 1, 2025, the weekend facility permit fees will be shown in the Facility Permit Fee Schedule and on the website and to all permit holders, in its two parts. The facility permit fee and caretaking cost recovery will be separated to better evaluate cost recovery for each component moving forward. The current Permit Fee structure for the weekend is a blended rate that includes a portion for caretaking and the incremental cost related to weekend permits. This has added complexity to addressing the ancillary costs related to weekend permit use. This change is intended as a first step that will separate the caretaking costs. By showing a uniform Facility Permit Fee for each day of the week, it will simplify the fee structure and make rates more transparent and reflective of incremental costs.

Refer to Appendix H for the current Facility Permit Fees structure compared to the recommended new Facility Permit Fee structure.

Recommendation 4: Local Neighbourhood Support Program (LNSP) Changes

The LNSP program is currently fully subsidized and these community groups do not pay any permit fees. This is despite the fact that TDSB does not receive any funding for the LNSP program.

In 2023-24, the cost to subsidize the LNSP program was \$1,024,725.

It is recommended that the Board maintain the LNSP at 45 schools and continue to operate during the same hours, from 6:00PM to 10:00PM Monday to Friday. It is recommended that a new permit category, "A" be introduced with an 80% subsidy to support the LNSP. The recommendation for this new permit category is a direct result of the feedback and advocacy staff have received from stakeholders. It recognizes the value of the program and its importance to the community.

Staff is recommending the following phased approach:

- All existing LNSP permits will continue to be free until the end of August 2025.
- In September 2025, all eligible LNSP groups will be placed under the Category "A" (LNSP) with 80% subsidy.

- Starting in March 2025, any **new** LNSP requests would be placed under the new subsidy Category “A” (LNSP) with 80% subsidy.

The following table shows examples of estimated annual costs to LNSP permit holders:

School	Program	Total Permit Hours	Space Used	Current LNSP Rate (M-F only)	Proposed Category “A” (LNSP) Hourly Rate with 80% Subsidy (M-F only)	Estimated Rental fee per Permit Holder per year (Sept - Jun)
1	Children/Youth (Basketball/Soccer) (Mon,Th)	256	D-Gym	\$0.00	\$5.57/hour	\$1,425.92
2	Children/Youth Soccer Development (Fri)	132	D-Gym	\$0.00	\$5.57/hour	\$735.24
3	Youth Basketball Program (Mon/Tue)	245	S-Gym	\$0.00	\$2.79/hour	\$683.55
4	Seniors Dancing (Tue)	70	S-Gym	\$0.00	\$2.79/hour	\$195.30
5	Children free basketball, hoops, dodgeball, skipping (Fri)	116	GPR	\$0.00	\$2.79/hour	\$323.64

Additional Measures

In addition to the recommended permit fee increases, staff will undertake an annual review, starting in the fall of 2025, as detailed below:

Review of Community Use of Schools Funding (Subsidy)

Staff, with CUSCAC input, will review the allocation of subsidy and the percentage applied to each permit category. This will provide an opportunity to review the application of funding and how it is structured into the Facility Permit Fee categories. As per the Policy, Trustee approval of any permit fee changes is required (other than for annual CPI-related changes).

Action Plan and Associated Timeline

This report recognizes the impact that changes would have on many permit groups and as such, presents information to support a gradual, phased approach for change, beginning in March 2025. To provide advance notification to permit groups, staff did communicate with all existing permit holders in June 2024, advising of potential fee increases starting in March 2025.

Resource Implications

Based on current cost modelling, Community Use of Schools is resulting in a deficit to the Board of \$3.8 million annually. Implementation of the recommendations in this report will reduce this structural deficit by \$2.5 million at full implementation. Increases beyond CPI will be required in future years to close the remaining gap.

It is important to acknowledge these changes will require significant time and effort from staff as they support permit holders and implement the changes within the eBase permit system. Permit unit staff will receive the necessary training to provide guidance to permit holders. While these changes may impact some permit groups, the cost of permitting spaces within TDSB facilities continues to be one of the most affordable options in comparison to other rentable spaces within the city.

Communication Plan

The Permit unit will work with Communications staff to develop a communications plan, and to provide updates to all permit holders, continuing the outreach and communication that was initiated in 2024, as per the schedule outlined below:

Timeline	Activity	Medium
April 2024	TDSB Budget Town Hall invitation sent to all permit holders	eBase

June 2024	Potential fees increase notification sent to all permit holders	eBase
July 2024	Message of Day regarding potential fee increase sent to permit holders	eBase
July to December 2024	Online meetings with representatives of CUSCAC and permit holders to share information	Online – Teams Meetings, with emails sharing information
February 2025	Communicate approved permit fees to permit holders	eBase
	Share information on TDSB webpage and TDSB social media sites	X, CP24, Instagram
	Update Permit Unit webpage and all relevant documents/materials	TDSB Website
	Communicate to TDSB Trustees and Management	System Leaders' Bulletin & Trustees' Weekly
March 2025	Share approved recommendations at CUSCAC meeting	TDSB CUSCAC meeting

Board Policy and Procedure Reference(s)

- [Policy P.011 - Community Use of Board Facilities \(Permits\)](#)
- [PR666 - Community Use of Board Facilities \(Permits\).](#)
- [PR741 - Community Advisory Committees \(CAC\) and the Board of Trustees](#)
- [P012 BUS - Budget Approval](#)

Appendices

- Appendix A - List of LNSP Schools and Program Eligibility
- Appendix B - Permit Categories Definitions

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- Appendix C - Permit Groups by Category
- Appendix D - RMI Report 2010
- Appendix E - Caretaking Fees By Other Boards
- Appendix F - Stakeholder Communication Summary
- Appendix G - Summary Frequently Asked Questions
- Appendix H - Facility Permit Fees 2024-25 (A1-A2-B) and Comparison

From

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TDSB's Local Neighbourhood Support Program (LNSP) Facilities

	School Name	Address	Ward
1	Alexander Stirling Public School	70 Fawcett Trail, M1B 3A9	22
2	Amesbury Middle School	201 Gracefield Avenue, M6L 1L7	6
3	Beverley Heights Middle School	26 Troutbrooke Drive, M3M 1S5	5
4	Brookview Middle School	4505 Jane Street, M3N 2K7	4
5	C.W. Jefferys Collegiate Institute	340 Sentinel Road, M3J 1T9	4
6	Carleton Village J&S Sports & Wellness Academy	315 Osler Street, M6N 2Z4	9
7	Cedar Drive Jr. Public School	21 Gatesview Avenue, M1J 3G4	19
8	Cedarbrae Collegiate Institute	550 Markham Road, M1H 2A2	19
9	Central Etobicoke High School	10 Denfield St Etobicoke ON M9R 3H1	2
10	Charles Gordon Sr. Public School	25 Marcos Boulevard, M1K 5A7	17
11	Chester Le Junior Public School	201 Chester Le Boulevard, M1W 2K7	20
12	D.A. Morrison Middle School	271 Gledhill Avenue, M4C 4L2	16
13	David and Mary Thomson Collegiate Institute	125 BrockelyDr, Scarborough M1P 0E1	17
14	Downsview Secondary School	7 Hawksdale Rd, M3K 1W3	5
15	Eastview Public School	20 Waldock Street, M1E 2E5	19
16	Dr. Rita Cox - Kina Minogok Public School	100 Close Avenue, M6K 2V3	7
17	Elmbank Junior Middle Academy	10 Pittsboro Drive, M9V 3R4	1
18	George Syme Community School	69 Pritchard Avenue, M6N 1T6	6
19	Glamorgan Junior Public School	51 Antrim Crescent, M1P 4N4	17
20	Grenoble Public School1	9 Grenoble Drive, M3C 1C3	14
21	John McCrae Public School	431 McCowan Road Scarborough M1J 1J1	17
22	John Polanyi CI / Bathurst Heights CI	640 Lawrence Ave W, M6A 1B1	8
23	Joseph Brant Public School	270 Manse Road, M1E 3V4	22
24	Kipling Collegiate Institute	380 The Westway, M9R 1H4	2
25	Lester B. Pearson Collegiate Institute	150 Tapscott Road, M1B 2L2	21
26	Lord Dufferin Junior & Senior Public School	350 Parliament Street, M5A 2Z7	10
27	Monarch Park Collegiate Institute	1 Hanson Street, M4J 1G6	16
28	Nelson Mandela Park Public School	440 Shuter Street, Toronto M5A 1X6	10
29	North Kipling Junior Middle School	2 Rowntree Road, M9V 5C7	1
30	Northview Heights Secondary School	550 Finch Avenue West, M2R 1N6	5
31	Oakdale Park Middle School	315 Grandravine Drive, M3N 1J5	4
32	Oakridge Junior Public School	110 Byng Avenue, M1 L3P1	18
33	Pauline Johnson Junior Public School	35 Dunmurray Boulevard, M1T 2K2	20
34	Portage Trail Community School	100 Sidney Belsey Crescent, M6M 5H6	6
45	Queen Alexandra Middle School	181 Broadview Avenue, M4M 2G3	15
46	Rose Avenue Junior Public School	675 Ontario Street, M4X 1N4	10
37	Ryerson Community School	96 Denison Avenue, M5T 1E4	9
38	Thornccliffe Park Public School	80 Thornccliffe Park Drive, M4H 1K3	11
39	Valley Park Middle School	130 Overlea Boulevard, M3C 1B2	14
40	Victoria Park Collegiate Institute	15 Wallingford Road, M3A 2V1	14
41	West Hill Collegiate Institute	350 Morningside Avenue, M1E 3G3	19
42	West Humber Collegiate Institute	1675 Martingrove Road M9V 3S3	1
43	Westview Centennial Secondary School	755 Oakdale Road, M3N 1W7	4
44	Winston Churchill Collegiate Institute	2239 Lawrence Avenue E M1P 2P7	17
45	York Memorial Collegiate Institute	1700 Keele Street M6M 3W5	6

Eligibility Criteria:

- Not for profit community organizations offering recreational programs in priority neighbourhoods
- Programs will serve children, youth, and seniors
- Program meets specific community need
- Priority will be given to groups who provide free or subsidized low-cost programming
- Over 75% of the participants are from the school ward or neighbourhood improvement area

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**COMMUNITY USE OF SCHOOLS
Definition of community permit categories**

Hours for community use during which the fee structure is applicable:

INDOOR FACILITIES

- School Day Monday to Friday excluding holidays, 6 p.m. to 10 p.m.
(also 7:30 a.m. to 6:00 p.m. if approved by the school principal)
- Summer Break Monday to Friday excluding holidays, 8 a.m. to 5 p.m.
- Saturday 8 a.m. to 6 p.m.
- Sunday & Holiday 8 a.m. to 3 p.m.

OUTDOOR SPORTS FIELDS

- Weekday 6 p.m. to 9 p.m.
- Weekend & Holiday 10 a.m. to 9 p.m.

Category	Activity Type	Description	Examples of Use	Pricing Strategy
(A)	Not-for-profit groups as defined below, based in Toronto, organizing activities that fit these criteria:			
	<ul style="list-style-type: none"> • Providing programs/services broadly to the local neighbourhood/ community • Open to the general public • 75% of participants in the permit activity reside in the City of Toronto. • Fees are only charged to cover permit-related costs and materials. 			
(A1)	Youth and Seniors and Marginalized Groups	Participants in the activity are either: - children/youth under 18 years of age; or - persons with a disability under the age of 28; or - seniors (age 65 and above); or - entities whose primary purpose is to serve marginalized, as listed	<ul style="list-style-type: none"> ▪ Scouts Canada ▪ Girl Guides of Canada ▪ Cadets ▪ Boys and Girls Clubs ▪ Children/youth/seniors sport, recreation, arts and leisure providers ▪ Marginalized groups are: persons with disabilities, -indigenous people , recent immigrants, low-income status 	<i>Highest subsidy</i>
(A2)	Others	Participants other than those in (A1) above	<ul style="list-style-type: none"> ▪ Faith-based services operated by registered charities ▪ Theatrical, entertainment, music groups ▪ Historical Society ▪ Ratepayer Associations ▪ Adult sport/recreation/sport training 	<i>Partial subsidy</i>
(B)	Other not-for-profit groups that do not meet criteria (A1) or (A2)	Other non-profit entities /individuals who are using the facility for community activities; non-City of Toronto residents; other groups where less than 75% of the participants are from the City of Toronto; may be charging fees that are beyond permit-related costs and materials	<ul style="list-style-type: none"> ▪ Political parties ▪ Federations and unions, excluding TDSB employee groups ▪ Fundraising events ▪ Tournaments/coaching clinics charging registration fees ▪ Provincial sport associations ▪ Business Improvement Associations ▪ Other Faith-based services ▪ Activities run by paid staff 	<i>Cost Recovery</i>
(C)	Private / Commercial	For profit entities/individuals who are using the facility for business/private purposes.	<ul style="list-style-type: none"> ▪ Sport and social clubs owned by an individual(s) ▪ Private summer camps operating as business ventures ▪ Schools and classes such as dancing, music, driving schools operated for private gain ▪ Commercial groups ▪ Trade Shows ▪ Functions of a commercial nature, whether sponsored by a local or non-local organization for which admission fees are charged, or which are operated for private or corporate gain. 	<i>Commercial Rates</i>
(D)	Special	Film and TV productions	<ul style="list-style-type: none"> ▪ Film and TV productions are subject to other considerations 	

NOTE:

User fees in Categories (A1) and (A2) are subsidized through the Ministry of Education Community Use of Schools grant and are subject to the limit of funding.

Not-for-Profit entities:

A not-for-profit organization provides services, programmes and opportunities to residents which support the principle of community building. Volunteer trustees or a board of directors govern the organization and there is no personal financial gain for members/trustees/directors. Any excess revenues are turned back to the organization and funds can only be used for promoting the organization purpose.

In order to claim Not-for-Profit status you must submit either:

- *If incorporated, a copy of "Letters Patent", or*
- *If not incorporated, a fiscal financial statement and an affidavit from the Executive Director (or equivalent) confirming status as a not-for-profit organization*

Caretaking fees:

For Groups (A1), (A2) and (B), basic caretaking service to open and close the facility is included in the permit fee if the permit falls within the stated hours for community use, provided that there are caretaking staff scheduled. Usage outside the stated hours will incur additional caretaking fees. Any additional service required to support the permit activity, e.g. AV technician, moving furniture, extra cleaning due to large attendance, is also charged back to the permit.

For Groups (C) and (D), a caretaking fee is charged on all weekends and holidays, and any other time outside the regular caretaking shift hours.

Booking Breakdown by Booking Type/Category

Appendix C

Generated on June 28, 2024
 Generated for Toronto District School Board
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Date range Sep 1, 2023 to Aug 31, 2024
 Time range - All -
 Facilities - All -
 Organizations - All -
 Permit Types (A1) Highest Subsidy, (A2) Partial Subsidy, TDSB Local Neighborhood Support Program (LNSP)
 Booking Statuses Approved, Expired
 Permit Statuses - All -
 Scholastic Years - All -
 Space Types - All -
 Permit Ref # None
 Weekdays Sunday, Monday, Tuesday, Wednesday, Thursday, Friday, Saturday

Facility	Permit Type	Total Hours
(A1) Highest Subsidy Count	28277	28277
(A2) Partial Subsidy Count	10809	10809
TDSB Local Neighborhood Support Program (LNSP) Count	8954	8954
Grand Count	48040	48040

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Appendix D

Final Report

TDSB Cost of Permit Use

December 2010



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1 Summary

At the Toronto District School Board (TDSB), school facilities are frequently used outside of regular day school hours for a range of activities that can broadly be categorized as: school-related, TDSB administrative or business-related, or community-related. In this document, this use of schools will be referred to as “permit use”.

In 2009-10 TDSB schools were permitted for 336,000¹ hours and the individual facilities within schools, for example, classrooms and gyms, were permitted for 1.56 million hours. Almost 90% of these hours are to meet the needs of non-TDSB users.

Permit use increases TDSB’s caretaking, utility, facility maintenance expenses and administrative expenses. For 2009-10 the additional expense is estimated at \$27.8 million. Additional caretaking requirements account for the bulk of the expenses, with some 435,000 hours of caretaking effort provided at a cost of almost \$20 million.

The costs incurred by the Facility Services Department in supporting the permit use of schools can be offset by external revenue sources that are assigned to the department, by the transfer of funds from internal TDSB users and by providing funds through the budget process. For community users, the \$21.6 million cost of permit use is partially offset by \$15.8 million of revenue from external sources. This leaves TDSB with a \$5.9 million funding shortfall from permit use by or for external users.

Internal users contributed \$0.8 million in fees to the \$6.2 million cost of their permit use, leaving a \$5.4 million deficit.

The total difference between the cost of permit use and the fee and grant revenue is a deficit of \$11.2 million. The Facility Services Department receives \$7 million of funding in its budget earmarked for permit use activities. The net result is a \$4.2 million deficit that the Facility Services Department covers with funds that would otherwise be used for its core business of supporting day school programming.

2 Reason for Report

At the Toronto District School Board, school facilities are frequently used outside of regular day school hours for a range of activities that can broadly be categorized as: school-related, TDSB administrative or business-related or community-related. In this document, this use of schools will be referred to as “permit use”. A 2004 study on this matter showed that permit use results in significant additional costs for the TDSB Facility Services Department. However given the changes of the intervening years, the assumptions around usage patterns in the 2004 study may no longer be valid and the 2004 study results may be outdated.

¹ Excludes pools leased to the City of Toronto



In order to better support communication around the cost of permit use and discussion and decision making on cost recovery options, TDSB Facility Services Department requires reliable information on the cost of permit use of individual school facilities in specified time periods, and on the total costs of this use. Specific questions that are to be addressed include:

1. What is the value and composition of the incremental costs incurred due to permit use of schools?
2. What are the incremental costs by key dimensions, for example: facility type, space type and time-of-use?
3. What are funding sources that cover the cost of permit use and how much is each source contributing?

This report addresses these three questions and highlights any significant changes from the 2004 cost study.

3 Magnitude and Nature of Incremental Facility Costs Incurred Due to Permit Use

3.1 Definitions and Terminology

Concurrent Use

Concurrent use is the term to describe when two different users are using a school at the same time.

Incremental Cost

In this review, the *incremental cost* of permit use means “*the increase in facility operation and maintenance costs resulting from use that is not related to day school programs.*” These incremental costs include the expenditures made in a cost period plus a provision for costs attributable to that cost period, but the expenditure will not occur until a future cost period. For example, if, as a result of permit use, the District incurs an expenditure every second year, the annual cost provision is half the biennial expenditure. In determining the incremental cost of facility usage it has been assumed that TDSB requires the facility for the ongoing day school programs. For most facility types this assumption is unlikely to change. However this may not be the case for the TDSB swimming pools managed by the Toronto Lands Corporation. A change in the role of these pools in TDSB’s programming would change the incremental cost of operation.

Individual Facility

Individual facility is the term for the different types of rooms within a school building or on school property. Classrooms, gyms, and fields are examples of some of the individual facilities within schools.

Overhead Costs

Overhead costs are the costs of support activities that cannot be directly attributed to a primary activity, usually because they are incurred for a variety of primary activities.

Permit Use

Permit use is the term used by the Toronto District School Board to describe “*any use of school facilities for non-day program purposes that requires a permit*”. Permit use includes: after-hours use by the local school, District activities such as Parent Council meetings, Continuing Education Programming and community-based recreational, cultural and religious activities.

Stage I Use or Cost

Stage I is the term for activities undertaken and costs incurred to make a school available for permit use. Stage I activities and costs benefit all permit users. Stage I use and costs are applicable to schools but not the individual facilities in a school.

Stage II Use or Cost

Stage II is the term for activities undertaken and costs incurred when individual permit users use specific facilities in a school. Stage II use and costs are applicable to the individual facilities in a school. Each facility type has its own Stage II cost.

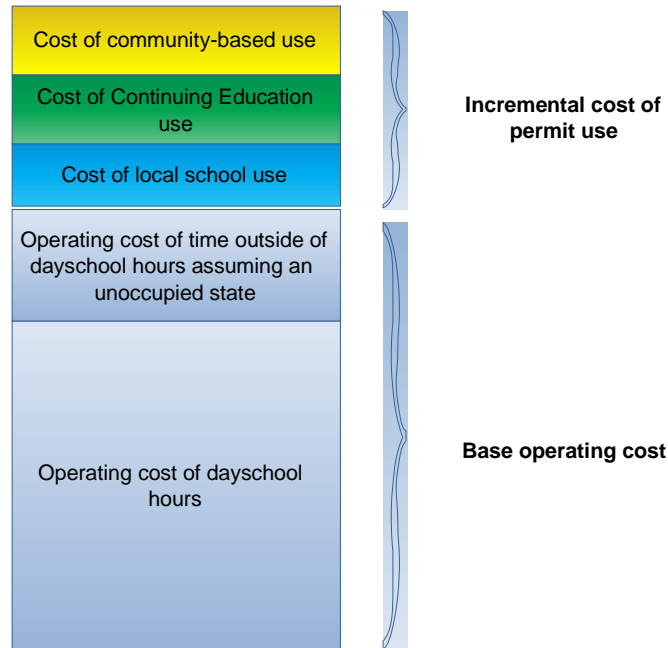
3.2 Background

The amount of use of individual school facilities is measured in “permit hours”. Each hour that an individual facility in an individual school is used is one permit hour.

In 2009-10, there were some 1.48 million permit hours of use of individual inside facilities such as classrooms, cafeterias, gyms and auditoriums. There were also some 84,200 permit hours of use of sports fields, ball diamonds and courts in 2009-10.

The focus of this study is the incremental cost of permit use over the base operating costs associated with day school use. In addition to the cost of operating school facilities during core hours, base operating costs also include the cost associated with maintaining a school in an unoccupied state outside of core hours. Permit use results in facilities being occupied when they otherwise would be unoccupied. This additional occupancy means TDSB incurs costs that are incremental to its base operating costs, as illustrated in Figure 3-1.

Figure 3-1



Accounting systems do not provide the incremental cost to operate facilities outside of the core hours; consequently, these costs must be determined through a separate estimating process. The basis for the incremental cost estimates developed from this review is described in the remainder of this section.

3.3 Cost Elements Impacted by Permit Use

This section describes how facility use that is not related to day school impacts TDSB's facility costs.

3.3.1 Caretaking Services

Permit use results in an incremental caretaking labour cost under the following situations:

- use at times when the school would otherwise be closed, i.e.,:
 - on a Saturday or Sunday; and
 - Monday to Friday during the school year and school breaks, if the school would otherwise be closed, e.g., use during the summer break.
- when the caretaker devotes time during the school year weeknights responding to the needs of permit users that subsequently results in additional effort to complete normal custodial activities; and
- when the facilities are used for non-day school purposes during day school hours, e.g., childcare.

Permit use also increases the expenses for caretaking supplies, e.g., cleaners, and consumable items, e.g., paper towels.

3.3.2 Utilities

Utilities are comprised of electricity, natural gas and water. As described below, there are incremental utility costs resulting from permit use.

3.3.2.1 Electricity

Permit use requires the use of lighting and electrically powered heating, ventilation and cooling equipment.

TDSB's electricity bill is comprised of charges that vary directly with energy and capacity usage and some that are independent of the amount of energy or capacity consumed. Except for the summer period, permit use will only impact the energy component of the bill. In summer, permit use may also increase the capacity component of electricity costs.

3.3.2.2 Natural Gas

Permit use during the heating season results in building temperatures being maintained at a higher level than would otherwise be required without permit use of the school facilities. Additional fuel is required to maintain these higher temperatures while the building is occupied. Schools without permit use can lower temperatures after day school has ended. Only the heating fuel charges that vary with energy usage are an incremental cost.

3.3.2.3 Water

Permit use results in incremental water usage for washroom use. There is also additional irrigation of some sports fields.

3.3.3 Maintenance

Maintenance activities are typically of either a preventative nature, e.g., cleaning a boiler or inspecting gymnasium equipment, or in response to a breakdown, e.g., replacing burned out light bulbs, refinishing a gymnasium floor or repairing HVAC equipment. In some cases, linking the maintenance activity to the additional hours of occupancy resulting from permit use is straightforward. However, in many cases the linkage between the level of incremental maintenance and permit use is subjective. In subsequent sections of the report, we put forward recommendations concerning attribution of maintenance costs between day school use and permit use.

3.4 How are Incremental Costs Incurred?

Permit use increases TDSB's facility operating costs in two stages.

At Stage I, the school must be ready for permit use. This means the temperature must be comfortable, corridors and washrooms must be lit and a custodian must open the building, perform mandatory health- and safety-related checks and remain on site. Stage I costs are independent of the number of groups using the school, i.e., it costs the same to prepare the school for a group using one classroom as it does for five groups using one classroom each. Examples of the costs incurred at Stage I are: any additional cost for staffing a school during permit use, the cost of heating the school, and the cost of lighting the common areas, such as corridors and washrooms.

At Stage II, users come into the school and use specific facilities. Unlike Stage I costs which are incurred on behalf of all users, Stage II costs are incurred solely to meet the needs of a specific user. For example, when a gymnasium is used, the lights must be on, the ventilating system will operate and washrooms will be used. With regular use, the floor and gym facilities will eventually require maintenance. The hourly Stage II cost of each type of facility, i.e., gym, classroom, cafeteria or auditorium, is different, reflecting the differences in factors such as capacity, cleaning effort and the type of equipment in the facility.

3.5 Assumptions for Stage I Cost Elements

The following sections describe the assumptions used to derive estimates of the various elements that make up the total incremental Stage I costs, i.e., the incremental cost of making a school available for permit use.

3.5.1 Caretaking Services

3.5.1.1 Labour

TDSB will incur incremental labour costs to make a school available for permit use when it must provide a caretaking presence that would otherwise not be there and when the building’s heating system is a guarded steam plant (GSP) that requires a licensed operator be present during building occupancy. Currently, most weeknight permit hours during the school year are taking place in schools where caretakers are already on the job to meet TDSB needs. Hence, we have assumed that there is no additional caretaking effort required to make a school available for permit use on weekday evenings during the school year. This is not the situation on weekends or after 5:00 p.m. during school breaks. Table 3-1 shows the average caretaking hours required at a primary or secondary school during different time periods, when that type of school is used. (It does not include schools with no permit use.) These values are based on data for the year ending August 2010.

The 2004 cost study differentiated primary and secondary schools on the basis of whether or not the school was air-conditioned. The 2010 study identified that a more significant differentiating factor is whether a school has a guarded steam plant.

Table 3-1

Average Stage I Caretaking/Steam Plant Operator Hours Per Period By School Type *						
	Primary School no GSP			Primary School with GSP		
	Mon to Fri	Saturday	Sunday	Mon to Fri	Saturday	Sunday
School Year	0.5	6.3	5.5	0.5	18.4	14.4
Summer Break	2.0	5.3	4.5	1.0	7.0	4.3
	Secondary School no GSP			Secondary School with GSP		
School Year	0.5	10.8	7.4	0.5	20.4	16.6
Summer Break	3.5	9.8	6.4	1.0	8.2	5.8
* Based on 2009-10 data						

TDSB’s collective agreements provide for premium rates for hours worked on weekends and for time in excess of the normal workday. Table 3-2 shows the base labour rate multiplier that is applicable to the time periods included in this study.

Table 3-2

Base Labour Rate Multiplier			
	Mon to Fri	Saturday	Sunday and Statutory Holidays
School Year	1	1.5	2
Summer Break	1 before 5:00 p.m. and 1.5 after 5:00 p.m.	1.5	2

The incremental caretaking and steam plant operator labour costs per time period to have a school open for permit use is based on the following relationship:

$$\text{(Stage I hours per period)} \times \text{(base labour rate multiplier applicable for the period)} \times \text{(labour rate)}$$

3.5.2 Utilities

3.5.2.1 Electricity

The incremental electricity costs that TDSB incurs for permit use are associated with the lighting of the common areas (corridors, washrooms) for the portion of the school available for permit use, and the operation of the electrical components of the heating, ventilation and air-conditioning equipment.

3.5.2.1.1 Lighting

Incremental costs for interior lighting are applicable to all time periods. The incremental electricity cost is based on the following relationship:

$$\text{(school size)} \times \text{(\% of school area available for permit use)} \times \text{(\% of available area associated with common areas)} \times \text{(lighting watts/ft}^2 \text{ for common areas)} \times \text{(hours per period)} \times \text{(electricity cost)}$$

3.5.2.1.2 Air Conditioning

Incremental electricity costs to operate air conditioning are only applicable to air-conditioned schools and have only been attributed to the summer break. About 25% of school space is assumed to have air conditioning. The incremental cost for air conditioning is based on the following relationship:

$$\text{(school size)} \times \text{(\% of school area available for permit use)} \times \text{(cooling energy per ft}^2 \text{ per hr.)} \times \text{(hours per period)} \times \text{(electricity cost)}$$

3.5.2.2 Heating

Incremental heating costs are applicable to the school year but not the summer break. This cost was estimated by considering the energy savings expected to be realized when operating in a full setback mode (14 hours on weekdays and 24 hours on weekends and holidays) and then reducing the expected savings to take into account the reduced setback hours because of permit use in each period.

3.5.3 Maintenance

3.5.3.1 Lamp Replacement

TDSB will incur incremental costs to replace light bulbs in the common areas of schools used for permit use. The portion of the bulb replacement cost considered to be incremental is the share of the cost of the bulb and labour to replace it, attributable to permit use. The incremental cost of lamp replacement is based on the following relationship:

$$\frac{((\text{school size}) \times (\% \text{ of school area available for permit use}) \times (\% \text{ of available area associated with common areas}) \times (\text{lighting watts/ft}^2 \text{ for common areas}) \times (\text{hours per period}) \times (\text{cost per bulb} + (\text{replacement time (minutes)} \times \text{custodian labour rate per chargeable hour})))}{(\text{watts per bulb} \times \text{bulb life in hours})}$$

3.5.3.2 Heating and Cooling Systems

When there is permit use, heating and cooling systems will operate for additional time periods. TDSB does not maintain its heating or cooling systems based on the number of operating hours; consequently, its planned/preventative maintenance expenditures will not be impacted by permit use.

There will be failures in heating and cooling system components that are related to the number of operating hours. However, there is no reliable way of isolating this type of failure from those failures that are independent of operating hours.

Heating and cooling systems may reach the end of their useful life due to a number of factors such as spare parts unavailability, unreliability, or economical obsolescence. As with breakdown maintenance, there is no reliable way of knowing the contribution of permit use operating hours to an advancement in the replacement of these systems.

While there is no reliable way of isolating the impact of the additional equipment operating time on breakdown maintenance costs and the timing of equipment replacement, we believe that these additional operating hours do result in an incremental cost to TDSB. We are recommending that the incremental impact of permit use on both maintenance costs and equipment replacement be determined based on the following relationship:

$$\frac{(\text{total cost of breakdown maintenance for heating systems per ft}^2) \times (\text{school size}) \times (\text{Stage I hours per period})}{(\text{total heating season hours for all schools})}$$

$$\frac{(\text{total cost of breakdown maintenance for air conditioning systems per ft}^2) \times (\text{school size}) \times (\text{Stage I hours per period})}{(\text{total air conditioning season hours for all schools})}$$

In 2009-10, TDSB’s total maintenance expenditures on heating, ventilation and air conditioning were \$15.6 million, with approximately \$12 million associated with breakdown maintenance.

3.6 Stage I Costs Per Period

Tables 3-3 to 3-6, respectively, show the incremental Stage I cost per hour of making a representative elementary school, without and with a guarded steam plant, and a representative secondary school, without and with a guarded steam plant, available for permit use. It is important to note that these costs do not include any incremental costs that are associated with the use of the facilities within the school. The costs of using individual facilities, i.e., Stage II costs, are identified in Section 3.7. The basis for the total cost per hour for a period and the inter-period differences may not always appear directionally consistent. This may be due to the fact each period includes some fixed activities, for example, 0.5 hour to close the school after permit use, or in the case of schools with GSPs, a minimum of eight hours of steam plant operator time, and the fact that all fixed costs are distributed over the actual number of Stage I permit hours for that type of school. This leads to a situation where different hourly rates are required to recover the identical cost. For example, if it costs \$20 to close a school after it has been occupied for four hours, then the closing cost is \$5 per hour. However if the school has been occupied for eight hours then the closing cost is \$2.50 per hour of Stage I use.

Table 3-3 - Stage I Cost per Hour of Use at a Primary School no GSP

	Mon to Fri	Saturday	Sunday
School Year Day	\$0.00	\$60.50	\$80.00
School Year Evening	\$13.25		
Summer Break Day	\$11.50	\$51.00	\$69.00
Summer Break Evening	\$75.00		

Table 3-4 - Stage I Cost per Hour of Use at a Primary School with GSP

	Mon to Fri	Saturday	Sunday
School Year Day	\$0.00	\$124.50	\$207.00
School Year Evening	\$12.25		
Summer Break Day	See No GSP Values		
Summer Break Evening			

Table 3-5 - Stage I Cost per Hour of Use at a Secondary School no GSP

	Mon to Fri	Saturday	Sunday
School Year Day	\$0.00	\$65.50	\$85.00
School Year Evening	\$19.25		
Summer Break Day	\$21.00	\$79.25	\$87.50
Summer Break Evening	\$72.00		

Table 3-6 - Stage I Cost per Hour of Use at a Secondary School with GSP

	Mon to Fri	Saturday	Sunday
School Year Day	\$0.00	\$127.50	\$187.00
School Year Evening	\$20.00		
Summer Break Day	See No GSP Values		
Summer Break Evening			

3.7 Assumptions for Stage II Cost Elements for Inside Facilities

This section deals with the incremental cost per hour of using specific facilities inside a school. Sections 3.9 and 3.10 respectively look at the Stage II costs of pool and sports fields.

The important factors determining the hourly incremental Stage II costs are: the type of facility and its size, together with the number of people using the facility. Table 3-7 shows the specific inside facilities that incremental usage costs have been developed for, the facility size and the usage levels selected as being representative of the range of facilities in TDSB schools.

Table 3-7 – Specific Facility Assumptions

Facility	Size - sq. ft.	Typical Usage - People
Typical Classroom	750	20
Typical Elementary School Gym	2,000	40
Typical High School Gym	4,300	150
Typical Small Cafeteria	4,000	75
Typical Large Cafeteria	8,000	150
Typical Small Auditorium	4,000	250
Typical Large Auditorium	8,000	500
Pool (<6k) sq. ft.	5,000	50
Pool (6k-10k) sq. ft.	8,000	100
Pool (10k-14k) sq. ft.	12,000	150
Pool (>14k) sq. ft.	16,000	200

3.7.1 Caretaking Services

3.7.1.1 Labour

Incremental caretaking labour to meet the demands from permit use takes place under one of two situations. One situation is where a caretaker is already in the school to meet TDSB ongoing requirements, for example, weekday evenings during the school year. The other is where a caretaker has been brought in specifically to meet permit demands, for example, on a weekend.

When a caretaker is already in the school, we have assumed that there is work to do and any effort that the custodian spends on client support such as responding to enquiries or the set up and take down of equipment results in an incremental cost, if not that night, then at a future time.

There is no quantitative data available on the client support time resulting from Stage II permit use. The anecdotal information suggests that the time a custodian spends on a specific permit has a high degree of variability. Consequently, the reasonableness of any allowance for the incremental demands on custodian time to provide client support should be considered in the context of the overall system and not limited to a few examples. Our recommendation is that an allowance for client support, excluding incremental cleaning of specific facilities, be based on the size of facility being used.

We recommend that for all facilities, except auditoriums, the hourly allowance for client support, including washroom maintenance but excluding cleaning of specific facilities, be set initially at 1 minute per hour of permit use per thousand square feet. For example, for a school with five classrooms and a single gym being utilized, this translates into an incremental custodial effort of about six minutes per hour.

Regarding the incremental cleaning effort attributable to facility usage, TDSB's practice is that facilities such as cafeterias, auditoriums, gymnasiums and washrooms must be clean before permit use. They will also be cleaned after permit usage, thus there is an incremental cleaning effort for these facilities. On the other hand, classrooms would typically be cleaned only once per day and permit use on school days would not generally result in an incremental cleaning effort. A cleaning efficiency of 4,100 ft² per hour has been used to determine the required effort for classrooms and gyms and 2,150 ft² per hour has been used for cafeterias and auditoriums. The caretaking effort for swimming pools is discussed in Section 3.9. The incremental custodial cost for cleaning is based on the following relationship:

$$(facility\ size) \times (applicable\ cleaning\ rate - hrs/ft^2) \times (custodial\ labour\ rate\ applicable\ to\ time\ period)$$

Note: There are incremental cleaning costs for all facilities on weekends and school breaks, but only for auditoriums cafeterias and gymnasiums Monday to Friday evenings during the school year.

3.7.1.2 Custodial Supplies

Custodial supplies include cleaning and washroom supplies. All washroom supplies used as a result of permit use are an incremental cost and cleaning supplies used on weekends and during school breaks are incremental. The estimate of the cost of custodial supplies per person per hour is based on the actual usage during a large event from another study that was deemed as representative.

3.7.2 Utilities

3.7.2.1 Electricity – Lighting

There are incremental electricity costs associated with lighting the specific facilities used for permit use. The incremental costs are applicable to all time periods, but vary by type of facility. The incremental electricity cost for lighting is based on the following relationship:

$$(facility\ size) \times (lighting\ watts/ft^2\ for\ the\ type\ of\ facility) \times (electricity\ cost)$$

3.7.2.2 Electricity – Air Conditioning and Ventilation

The incremental cooling costs associated with making a school available for permit use have been attributed to Stage I costs (Section 3.5). Consequently, with the exception of gymnasiums, there are no additional incremental cooling costs to be attributed to the use of specific facilities.

Large gymnasiums have ventilation systems that require significant amounts of electricity to operate. These systems operate when the facility is being used; hence, permit use leads to incremental electricity costs. The incremental electricity cost for ventilation and cooling of make-up air is based on the following relationship:

(facility size) X ((ventilation + cooling) watts/ft² for the type of facility) X (electricity cost)
The cooling component is only applicable to the summer.

3.7.2.3 Heat (Space)

The incremental heating costs associated with making a school available for permit use have been attributed to Stage I costs (Section 3.5). Consequently, with the exception of gymnasiums, there are no additional incremental heating costs to be attributed to the use of specific facilities. As noted above, the gymnasiums have ventilation systems and during the heating season the make-up air must be heated. The incremental cost for heating make-up air is based on the following relationship:

(facility size) X (makeup air heating ft³/hour/ft² for the type of facility) X (gas cost)

3.7.2.4 Water

Permit use of facilities increases water use to meet washroom needs. The incremental cost of water is based on the following relationship:

(water use per person per hour for each facility type) X (cost of water)

3.7.3 Maintenance

3.7.3.1 Lamp Replacement

TDSB will incur incremental costs to replace light bulbs in the specific facilities used for permit use. The portion of the bulb replacement cost considered to be incremental is the share of the cost of the bulb attributable to permit use and of the cost of the labour to replace the bulb. In gymnasiums, specialized equipment is needed because of the high ceilings. We have assumed the maintenance staff replace these lamps during a regular visit. The incremental cost of lamp replacement is based on the following relationship:

((facility size) X (lighting watts/ft²) / (watts per bulb X bulb life in hours) X (cost per bulb)) + (labour cost to replace lamp)

3.7.3.2 Gymnasium Floor Refinishing and Refurbishment

The need for refinishing and refurbishment of gymnasium floors is a function of the amount and nature of usage. Activities that result in people wearing street shoes and boots in the gym, and in having tables, chairs and other equipment in the gym (for example, fun fairs, school concerts and meetings), are more detrimental to the surface than an activity where the participants all have soft-soled, non-marking shoes.

There are three types of flooring material used in TDSB gyms: vinyl composition tile (VCT), PVC sports floor, and hardwood.

During its life, a gym floor typically receives periodic maintenance and eventually must be replaced. VCT and PVC floors are typically maintained annually and last approximately 18 to 20 years. Hardwood floors are maintained annually and last approximately 50 years. The incremental cost of gym floor refinishing is based on the following relationship, which is applied to each floor type and averaged based on the area of each floor type.

$$\frac{(\text{maintenance frequency per year}) \times (\text{maintenance cost}) \times (\% \text{ wear attributable to permit use})}{(\text{annual permit hours})}$$

$$\frac{(\text{replacement frequency per year}) \times (\text{replacement cost}) \times (\% \text{ wear attributable to permit use})}{(\text{annual permit hours})}$$

3.7.3.3 Auditorium Seating and Carpeting

TDSB has not attributed any costs associated with the wear and tear on auditorium seat surfaces or carpeting that may result for permit use.

3.8 Stage II Costs for Specific Facilities

Table 3-8 shows the incremental hourly Stage II costs for specific facilities at different time periods in the year.

It is important to note that these hourly costs are in addition to the Stage I cost for making a school available for permit use.

Table 3-8: Stage II Costs for Specific Facilities

	Classroom per Hour			Single Gym (ES) Per Hour			Double Gym Per Hour		
School Year	Mon to Fri	Saturday	Sunday	Mon to Fri	Saturday	Sunday	Mon to Fri	Saturday	Sunday
Daytime	\$3.17	\$3.03	\$4.14	\$15.18	\$12.58	\$14.93	\$37.22	\$29.50	\$36.26
Evening	\$3.17	\$3.03	\$4.14	\$15.18	\$12.58	\$14.93	\$37.22	\$29.50	\$36.26
Summer Break	Mon to Fri	Saturday	Sunday	Mon to Fri	Saturday	Sunday	Mon to Fri	Saturday	Sunday
Daytime	\$1.99	\$2.15	\$4.07	\$6.16	\$7.86	\$11.05	\$20.05	\$21.65	\$ 29.46
Evening	\$2.05	\$2.15	\$4.07	\$6.34	\$7.86	\$11.05	\$20.44	\$21.65	\$ 29.46
	Small Cafeteria Per Hour			Large Cafeteria Per Hour			Small Auditorium Per Hour		
School Year	Mon to Fri	Saturday	Sunday	Mon to Fri	Saturday	Sunday	Mon to Fri	Saturday	Sunday
Daytime	\$33.53	\$24.03	\$38.48	\$66.93	\$51.07	\$63.24	\$37.83	\$28.88	\$44.24
Evening	\$33.53	\$24.03	\$38.48	\$66.93	\$51.07	\$63.24	\$37.83	\$28.88	\$44.24
Summer Break	Mon to Fri	Saturday	Sunday	Mon to Fri	Saturday	Sunday	Mon to Fri	Saturday	Sunday
Daytime	\$14.48	\$20.39	\$37.14	\$27.71	\$37.02	\$77.48	\$17.16	\$34.43	\$ 49.82
Evening	\$15.02	\$20.39	\$37.14	\$28.74	\$37.02	\$77.48	\$17.73	\$34.43	\$ 49.82
	Large Auditorium Per Hour								
School Year	Mon to Fri	Saturday	Sunday						
Daytime	\$74.94	\$63.35	\$66.05						
Evening	\$74.94	\$63.35	\$66.05						
Summer Break	Mon to Fri	Saturday	Sunday						
Daytime	\$33.43	\$28.13	\$67.68						
Evening	\$25.53	\$28.13	\$67.68						

3.9 Stage II Costs for Swimming Pools

This study does not include the use of pools by the City of Toronto under a lease agreement. The incremental cost from permit use of a facility is affected by what is included in the base cost. In this study it has been assumed that all facility types are needed for day school programs and, hence, the base cost is comprised of all costs that are independent of volume of usage. This is a reasonable assumption for pools, 2009-10, however going forward, should TDSB decide that the role of pools in day school programming will change then the starting point for determining incremental costs will need updating.

Table 3-9 shows the activities associated with pool operations that can vary with the amount of time a pool is used and indicates which activities are affected by permit use. There are four activities that are independent of use in all time periods and which do not contribute to the incremental cost of use: HVAC operations, circulating pumps running, planned maintenance and breakdown maintenance. There are five activities that vary with use in all time periods. Typically these are regulatory requirements – periodic testing of water quality, use of pool chemicals and loss make-up of the pool water that must be removed from the pool daily.

Table 3-9: Pool Operating Activities Impacted by Permit Use

Activity	School Year Weekdays	School Year Weekends	Summer Weekdays and Weekends
Initial checking of pool equipment and water tests before use	N	Y	Y
Periodic water tests during use	Y	Y	Y
Clean pool deck	N	Y	Y
Clean washrooms and showers	N	Y	Y
Lights on	Y	Y	Y
HVAC on	N	N	N
Pool Chemicals	Y	Y	Y
Loss make-up	Y	Y	Y
Circulating pumps on	N	N	N
Hot water for showers	Y	Y	Y
Planned maintenance	N	N	N
Breakdown maintenance	N	N	N
Stage I caretaking	N	Y	Y

Legend: Y – activity is impacted by permit use, N – activity is independent of permit use

TDSB provided estimates of the time required to carry out the incremental caretaking activities based on best practice values (ISSA 447) for a 10,000 ft². pool. TDSB also noted that pool caretaking is not staffed at best practice levels. The Consultant used the best practice formulae to determine the caretaking effort for other pool sizes. The time to clean the pool area accounts for most of the incremental effort due to permit use on weekends and in the summer. Based on best practices, the time to clean the pool area ranges from slightly more than two hours for a pool up to 6,000 ft² to over eight hours for a large pool. To recognize the gap between the best practice effort and TDSB’s available resources, the best practice cleaning times were reduced by one third. The effort to monitor the pool as per regulations is 10 minutes per hour and this figure was not reduced. Given the dominance of caretaking costs and the coarseness of the one-third reduction, estimates of the cost of pool chemicals, loss make-up and hot water were not developed.

In 2009-10 pools were permitted for 15,500 hours and produced \$776k of fees. Almost 10,000 hours, or two-thirds of permit use, took place on weekdays in the school year. The estimate of the Stage II costs of swimming pool permit use under the assumptions discussed above is approximately \$200k. In addition to the Stage II costs, there are Stage I costs attributable to the one third of permit use of pools on weekends and summer weekdays. However allocating Stage I costs to individual facilities is outside of the scope of this study, so the magnitude of these costs is not known.

Table 3-10 shows the Stage II hourly costs used in this study for the time periods when pool had permit use.

Table 3-10: Pool Stage II Costs \$ per hour

School Year	Pool - S1 - \$/hour			Pool - S2 - \$/hour		
	Mon to Fri	Saturday	Sunday	Mon to Fri	Saturday	Sunday
Daytime	\$8.00	\$28.00	\$26.25	\$8.50	\$105.50	\$87.00
Evening	\$8.00	\$28.00	\$26.25	\$8.50	\$105.50	\$87.00
Summer Break						
	Mon to Fri	Mon to Fri	Mon to Fri	Mon to Fri	Saturday	Sunday
Daytime	\$15.75	-	-	\$29.25	\$129.50	-
Evening	\$11.25	-	-	\$20.75	\$129.50	-

School Year	Pool - S3 - \$/hour			Pool - S4 - \$/hour		
	Mon to Fri	Saturday	Sunday	Mon to Fri	Saturday	Sunday
Daytime	\$9.00	\$105.50	\$87.00	\$9.75	\$83.00	\$180.00
Evening	\$9.00	\$105.50	\$87.00	\$9.75	\$83.00	\$180.00
Summer Break						
	Mon to Fri	Saturday	Sunday	Mon to Fri	Saturday	Sunday
Daytime	\$57.50	\$129.50	-	\$48.25	\$103.25	\$112.75
Evening	\$40.50	\$129.50	-	\$34.25	\$103.25	-

3.10 Stage II Cost Elements for Sports Fields

The use of sports fields results in additional garbage that must be collected by caretaking staff. TDSB staff has indicated that there are no grass cutting costs associated with permit use of sports fields. However there are programs in place for field aeration, over-seeding and topdressing, and field renovation. Over the past three years the average budget for these programs was \$350k. When permit users require lined fields the costs amount to approximately \$2k per field over the season. Table 3-11 shows the average hourly cost for the 72,000 hours of permit use of fields in 2009-10.

Table 3-11: Stage II Costs for Sports Fields

Field Type	\$/Hour
Fields	\$10.60
Lined Fields	\$16.45

In addition to sports fields, there is also some permit use of baseball diamonds and tennis courts. However, the incremental cost of the use of these two facilities was not calculated on a first principles basis and they were assigned the same cost as a sports field. Given the low usage levels, this simplification is reasonable when the objective is to establish the total cost of permit use. However more accurate estimates should be prepared if the intent is to have cost- based permit fees for each facility type.

3.11 Administrative Costs

3.11.1 Permit Office

TDSB has a Permit Office that is responsible for the administration of TDSB's permit use of schools. At a minimum, processing a permit application involves entering the required information into the booking system, but it may also require arranging for additional services such as security or A/V technician, or explaining the fees and rental policy to applicants. Permit staff also handles permit cancellations and amendments, invoicing and payment receipt, and follow-ups regarding unpaid accounts.

Local school use must be entered into the permit system to identify when a school's facilities are available for Continuing Education (Con Ed) or community-based use. Consequently, the effort to input a school's use of its facilities is associated with Con Ed and community-based permit use, and not local school use. Hence, the net cost of should be allocated between Con Ed and community-based users.

The gross cost of the Permit Office in 2009-10 was \$1,158k. However approximately \$200k in permit administration fees were collected from users, leaving a net cost of \$958k.

There is a considerable variation in the number of facilities and the number of usage dates in permits. Hence, using an average cost per permit for assigning the costs of the Permit Office to different user categories would not track the actual cost that well. Consequently, we have assumed that 50% of the cost is associated with the effort that is required to create a permit regardless of the number of facilities being permitted and 50% is associated with entering the individual facilities and time. Using this allocation, the cost of creating a permit is \$68 plus \$1.50 for each date that facility is permitted.

3.12 Overhead Costs

Overhead Costs are the costs of support activities that cannot be directly attributed to a primary activity, usually because they are incurred for a variety of primary activities. The capability of organizations to attribute costs to activities varies and is typically influenced by the type of business they are engaged in. Thus, while there are similarities in the type of costs that organizations classify as overhead, there is no universal definition of overhead costs. Each organization must review its accounts and identify which accounts to include in overhead cost calculations. The bottom-up approach that we have taken to estimate the cost of permit use already includes, as direct costs, many of the cost items that other organizations treat as overhead, e.g., utilities and maintenance. This section identifies the remaining cost items associated with permit use and discusses their likely magnitude.

3.12.1 Management and Supervision of Custodial and Maintenance Staff

The incremental cost of facility usage identified in previous Sections 3.6, 3.8 and 3.9 do not include any allowance for the time that managers and supervisors in the custodial and maintenance functions spend on permit-related activities such as: scheduling custodial services coverage, responding to permit-related issues and managing the impact of facility upgrades on the time available for permit use. These management and supervisory costs are some 4% of the custodial and maintenance direct labour costs.

3.12.2 Corporate Administrative Overhead

TDSB indicated that, other than in the Permit Office, there are no staff that work solely on activities related to permit use. The complement of caretakers is some 28 FTEs higher as a result of permit use, however the majority of additional permit-related custodial requirements are met through overtime. While this will result in some additional human resource and payroll-related costs, no allowance for any additional cost has been included in this study.

As discussed in Section 3.3, CUS permit use increases utility costs, but it does not increase the number of utility bills that TDSB must process. It may also increase the size of purchase orders for supplies but, for the most part, there does not appear to be any material increase in the number of purchase orders issued or contracts to be managed. This suggests there is no material impact on TDSB's procurement activities due to permit use.

The amount of time spent by the TDSB Executive and the Board of Trustees on permit matters is also small and there is no incremental cost incurred that is attributable to the CUS Program.

4 Cost of Permit Use

This section discusses the gross cost of permit use, in total and by user category and the net cost to the Facility Services Department after fees and other funding sources are recognized.

The gross costs of permit use are a function of:

1. the timing and duration of permit use and the mix of the facilities used; and
2. TDSB's costs for caretaking, utilities and facility maintenance.

4.1 Total Permit Hours and Costs

4.1.1 Permit Use Hours – 2009-10

In 2009-10 TDSB schools were used for almost 336,000 hours and the individual facilities in schools, including fields, were used for almost 1.6 million hours. Table 4-1 shows the hours of use of schools and school facilities by time period.

Table 4-1: Stage I and Stage II Hours – 2009-10

	School Yr				Summer				Total
	Wkday Day	Wkday Eve	Sat	Sun	Wkday Day	Wkday Eve	Sat	Sun	
School Use (Stage I Hours)		183,107	43,812	20,495	76,635	6,845	2,166	2,904	335,964
Facility Use (Stage II hours)	172,395	572,099	189,781	65,724	501,026	41,627	9,255	9,896	1,561,803

4.1.2 Permit Use Gross Costs – 2009-10

Based on the permit hours and the cost analysis described in Section 3, we estimate that the total cost of permit-use is almost \$28 million. This is comprised of \$26.9 million of facility costs as shown in Table 4-2 and \$1.16 million for the Permit Office.

Table 4-2: Stage I and Stage II Costs \$k – 2009-10

	School Yr				Summer				Total
	Wkday Day	Wkday Eve	Sat	Sun	Wkday Day	Wkday Eve	Sat	Sun	
Stage I Costs \$k	\$0	\$2,816	\$3,433	\$2,302	\$1,050	\$452	\$137	\$206	\$10,396
Stage II Costs \$k	\$1,318	\$8,400	\$2,344	\$1,121	\$2,565	\$447	\$112	\$156	\$16,510
Total Facility Costs \$k	\$1,318	\$11,216	\$5,776	\$3,424	\$3,619	\$899	\$249	\$362	\$26,859

4.2 Permit Costs By User Category

4.2.1 Stage I Costs

As noted in Section 4.1 above, in 2009-10 it cost \$10,396k to open schools approximately 336,000 hours for permit use. If each user category used schools on an exclusive basis then the Stage I cost attributable to each user category would be a function of that user’s Stage I hours by time period and the hourly cost per time period discussed previously in Section 3.6. However there are occasions when different user categories are using the same school concurrently. Concurrent Use is the term for describing when two different users are using a school at the same time. For 2009-10 there were 70,000 hours of concurrent use.

To achieve a fair allocation of the total Stage I costs, Concurrent Use Factors (CUF) were calculated for each time period and applied to the Stage I hours for each user category to reduce the total for all user categories to 364,000 - the actual number of Stage I hours. When a non-TDSB user and a TDSB user are using a school concurrently, there is no incremental Stage I cost for a non-TDSB user to use the school. To ensure that non-TDSB users were only attributed the incremental cost associated with their use of schools, the CUF was set at 1 for each time period for TDSB users.

4.2.2 Stage II Costs

At Stage II, users come into the school and use specific facilities. The hourly Stage II cost of each type of facility, i.e., gym, classroom, cafeteria or auditorium, is different reflecting the differences in factors such as size, cleaning effort and the type of equipment in the facility.

We determined the Stage II costs for each user category by applying the appropriate Stage II cost per hour for each facility to the total usage by each user category in the various time periods.

4.2.3 Facility Usage and Costs by User

TDSB has a modern facility booking system that can associate many data fields with each permit use. For this report two fields are of particular interest: user category and fee category.

User categories provide the means to collect statistics on the basis of similar types of users. For example, the many individual Scout/Guide/Cadet organizations are grouped under a single user category "Community Scouts/Guides/Cadets". Fee categories contain the permit fees that apply to a user category. The same fee category may apply to more than one user category, but a particular user category can only be associated with one fee category.

4.2.3.1 Fee Categories and Designations

The majority of non-TDSB permit users qualify for one of five fee categories. The name of each category, its designation and a description of the groups within the category are described below. The details for the primary fee schedules are shown in Appendix 2.

Community Not-for-Profit: Youth & Seniors (Category C)

This category includes groups providing leadership/citizenship activities and recreation/leisure programs for youth and seniors in the community, operated by volunteers and charging fees to cover the cost of permitting school facilities and incidental costs.

Community Not-for-Profit: Adults (Category D)

This category includes groups providing recreation/leisure programs for adults in the community, operated by volunteers and only charging fees to cover the cost of permitting school facilities and incidental costs.

Registered Non-Profit Groups/Organizations (Category E)

This category includes registered non-profit groups/organizations whereby there is no personal financial gain for members, trustees or directors; however, they are charging fees and/or collecting donations and/or compensating persons for their services.

Profit/Commercial Groups (Category F)

This category includes incorporated and unincorporated businesses and partnerships where the organization's net income is taxable by the Canada Revenue Agency.

Parks, Forestry & Recreation (Category PFR)

The category is exclusive to the City of Toronto Parks, Forestry & Recreation Department.

Table 4-3 lists the different user categories and shows the designation for the fee schedule applicable to each category.

Table 4-3: Listing of User Categories and Fee Category Designations

User Category	Fee Category Designation
TDSB Business Svs - Contracted Svs	B
TDSB Con Ed - ILE/Adult ESL	B
Child Care Tenant	C
Community Scouts/Guides/Cadets	C
Community Youth and Seniors	C
Model Inner-City School	C
TDSB Con Ed - Community	C
Community Groups - Adults	D
City of Toronto/Gov. of Ontario	E
Private Registered Non-Profit	E
Profit/Commercial Groups	F
Parks, Forestry & Recreation	PFR
Focus on Youth Toronto Program	PSI
Priority Schools Initiative	PSI
Free Use of School	Not Applicable
TDSB Con Ed - Credit	Not Applicable
TDSB Department	Not Applicable
TDSB School	Not Applicable

For some user categories, such as community-based programs serving youth and seniors, the Government of Ontario provides funds to TDSB to cover part of the cost of permit use and to keep the fee schedule low. TDSB currently receives \$3.8 million annually for this purpose. Fee schedules C, D, E and PSI are partially subsidized by these funds.



Table 4-5 shows the Stage I and Stage II costs and the respective and total cost by user category for 2009-10. Sub-totals are provided for: the user categories receiving the government subsidy, the non-subsidized user categories and TDSB internal users.

Table 4-5: Stage I and II Hours and Costs by User Category – 2009-10

User Category	Stage I Hours	Stage II Hours	Stage I Cost \$k	Stage II Cost \$k	Total Facility Cost \$k
Ministry-Subsidized					
Community Youth and Seniors Community Scouts/Guides/Cadets	45,026	133,771	\$1,650	\$2,248	\$3,898
TDSB Con Ed - Community	2,578	28,269	\$54	\$168	\$222
Community Groups - Adults	23,761	46,784	\$798	\$1,257	\$2,056
Child Care Tenant (excludes lease)	7,606	11,838	\$103	\$77	\$180
City of Toronto/Gov. of Ontario	920	31,279	\$32	\$227	\$259
Private Registered Non-Profit	46,087	195,876	\$2,238	\$2,038	\$4,276
Model Inner City School Free Use of School	5,994	15,216	\$157	\$274	\$431
Priority Schools Initiative	31,278	99,992	\$967	\$1,078	\$2,045
Total Ministry-Subsidized	163,250	563,024	\$5,998	\$7,415	\$13,367
Unsubsidized Community Users					
TDSB Con Ed - Credit TDSB Con Ed - ILE/Adult ESL	31,208	426,893	\$614	\$1,437	\$2,051
Parks, Forestry & Recreation	62,014	275,912	\$1,657	\$2,838	\$4,495
Profit/Commercial Groups	9,427	22,584	\$316	\$455	\$772
Total Unsubsidized Community Users	102,649	725,389	\$2,587	\$4,730	\$7,318
Total Community-Subsidized and Unsubsidized	265,899	1,288,413	\$8,586	\$12,145	\$20,684
TDSB Department TDSB School TDSB Business & Contracted Svs TDSB Trustee/School Svs (Community)	53,060	183,974	\$1,394	\$3,714	\$5,108
Focus on Youth Toronto Program	17,005	89,319	\$416	\$651	\$1,067
Total TDSB Internal Use	70,065	273,292	\$1,810	\$4,365	\$6,175
All Users	335,964	1,561,803	\$10,396	\$16,510	\$26,859
Note: Columns and rows may not add due to rounding					

4.2.4 Permit Administration Costs

Permit administration fees recoup \$200k of the \$1,158k cost of permit administration, leaving a shortfall of \$956k. Table 4-6 shows the allocation of this shortfall to user categories based on the relative volume of booking activity.

Table 4-6: Allocation of Net Permit Costs

User Category	Permit Administration Cost \$
Community Youth and Seniors Community Scouts/Guides/Cadets	\$158,471
TDSB Con Ed - Community	\$25,658
Community Groups - Adults	\$78,835
Child Care Tenant (excludes lease)	\$14,492
City of Toronto/Gov. of Ontario	\$12,212
Private Registered Non-Profit	\$214,859
Model Inner City School Free Use of School	\$11,380
Priority Schools Initiative	\$65,470
Total Ministry-Subsidized	\$581,376
TDSB Con Ed - Credit	\$168,781
TDSB Con Ed - ILE/Adult ESL	\$157,912
Parks, Forestry & Recreation	\$47,989
Profit/Commercial Groups	\$47,989
Total Community-Subsidized and Unsubsidized	\$956,057

5 Cost Recovery

As shown in the last column in Table 5-2, fees from permits issued to community users combined with a \$3.8 million community-use of schools grant and a \$1.1 million payment from Parks, Forestry & Recreation generates total revenue of \$15.8 million leaving a deficit of \$5.9 million that must be covered from other funding sources. TDSB internal permit use produces fee revenues in the form of internal cost transfers of \$0.8 million leaving a deficit of \$5.4 million. Combined, the revenues from permit use fall short of the cost of permit use by \$11.2 million.

Facility Services has identified that TDSB’s internal budget process provided funds to cover almost \$7 million permit-related costs. As shown in Table 5-1, this amount is comprised of \$4.5 million for caretaking overtime related to permit use, \$1.6 million to increase the caretaking complement by almost 26 FTEs and \$1.16 million to operate the Permit Office. These amounts are partially offset by a \$200k transfer to schools to cover wear and tear of school equipment.

Table 5-1: Permit Use Funding in Facility Services Department Budget Allocation

Permit Use Costs in FSD Budget	
Permit Use Caretaking O/T	\$4.500
Caretaking Allowance	\$1.588
Permit Office	\$1.156
Wear and Tear Transfer	-\$0.200
Total Budget Allocation	\$7.044

After accounting for the all revenue sources, the net result is a \$4.2 million deficit that the Facility Services Department must cover with funds that would otherwise be used for its core business of supporting day school programming.

Appendix 1 provides supporting information by time period and for individual user categories.

Table 5-2: Permit Use Income Statements 2009-10

Community Users										
	Ministry Subsidized ¹ \$ Million		Continuing Education ² \$ Million		Parks, Forestry & Recreation \$ Million		Profit/Commercial Groups \$ Million		Total Community Use \$ Million	
Revenue	Facility Fees	\$6.768	Facility Fees	\$1.569	Facility Fees	\$1.719	Facility Fees	\$0.811	Facility Fees	\$10.867
	CUS Grant	\$3.800			PFR Stage I Payment	\$1.100			CUS Grant	\$3.800
									PFR Stage I Payment	\$1.100
	Total Revenue	\$10.568	Total Revenue	\$1.569	Total Revenue	\$2.819	Total Revenue	\$0.811	Total Revenue	\$15.767
Expenses	Facility Costs	\$13.367	Facility Costs	\$2.051	Facility Costs	\$4.495	Facility Costs	\$0.772	Facility Costs	\$20.685
	Permit Office	\$0.581	Permit Office	\$0.169	Permit Office	\$0.158	Permit Office	\$0.048	Permit Office	\$0.956
	Total Expenses	\$13.948	Total Expenses	\$2.220	Total Expenses	\$4.653	Total Expenses	\$0.820	Total Expenses	\$21.641
	Surplus/(-Deficit)	-\$3.380	Surplus/(-Deficit)	-\$0.651	Surplus/(-Deficit)	-\$1.834	Surplus/(-Deficit)	-\$0.009	Surplus/(-Deficit)	-\$5.874
									TDSB Internal Use³ \$ Million	
¹ includes the following user categories: Child Care Tenant (excludes lease) City of Toronto/Gov. of Ontario Community Groups - Adults Community Scouts/Guides/Cadets Community Youth and Seniors Free Use of School Model Inner-City School Priority Schools Initiative Private Registered Non-Profit TDSB Con Ed - Community									Facility Fees \$0.806	
² includes the following user categories: TDSB Con Ed - Credit TDSB Con Ed - ILE/Adult ESL									Total Revenue \$0.806	
³ includes the following user categories: Focus on Youth Toronto Program TDSB Business Svcs - Contracted Svcs TDSB Department TDSB School TDSB Trustee/School Svcs (Community)									Facility Costs \$6.175	
									Total Expenses \$6.175	
Notes										
1. City of Toronto's use of leased pools is excluded.									Surplus/(-Deficit) -\$5.369	
									Total Surplus/(-Deficit) before budget funding -\$11.243	

6 Impact of Costing Methodology Changes

This section discusses the refinements incorporated into the 2004 cost model and the implications for the model results.

6.1 Conversion of One-Time Costs to an Hourly Rate

The effort to clean a facility after it has been used is a one-time cost. This cost is allocated based on the hours that a facility is used. In the 2004 model, the assumption was that a facility would be used for the entire period that it was available, for example on school year weeknights the normal period for permit use is from 6:00 p.m. to 10:00 p.m., so the one time costs for a facility in this time period were spread across four hours. For this study it was possible to determine the average number of hours that the particular facility type was used in the applicable time period and allocate the one-time costs to these hours. Under the initial approach there were situations where the actual cost was higher than the model's estimate. The new methodology remedies this.

This new methodology can result in some hourly cost differentials that are counterintuitive. For example, if a gym is used on a weeknight for three hours and the cleaning cost is x then the hourly cost of cleaning is $x/3$. Given that caretaking support on Saturdays is at "time plus a half", the cost for cleaning a gym on Saturday will be higher than on a weeknight. However if the percentage increase in Saturday's use is larger than the percentage increase in the labour rate, then the hourly cost on Saturday is less than on a weeknight. For example, if the gym is used for six hours on Saturday then the hourly cleaning cost is $x/4$, or 25% less than the cost on a weeknight.

6.2 Guarded Steam Plants

A licensed operator must be present when schools with certain types of heating systems are occupied. These schools are referred to as having a guarded steam plant. The 2004 model did not differentiate the permit hours at schools with guarded steam plants and did not include the additional cost of the steam plant operator. In this study the use of guarded steam plants is tracked separately and the additional costs are attributed to the appropriate time period. This refinement increases the estimate of Stage I costs in the school year.

6.3 Concurrent Use

In the 2004 study, the estimates of the level of concurrent use were based on sampling and approximations. In this study the level of concurrent use is based on analysis of all 434,000 bookings. This increases the accuracy of the Concurrent Use Factors for each time period.

6.4 Changes in Usage Patterns

The 2004 study estimated the Stage I and Stage II hours by user category and time period. In the subsequent years the annual cost of permit use was estimated based on the actual Stage II hours for that year and the Stage I hours were estimated based on the ratio of Stage II to Stage I hours determined in the 2004 study. This meant that the impact of any changes to usage patterns over the intervening years were not being fully reflected in the estimates of the annual cost of permit use. This study uses the actual usage patterns in 2009-10 to determine the cost of permit use for 2010.



Appendix 1: Permit Use Details by User Category and Time Period

Note: All surplus/deficit values for Ministry of Education subsidized users are before the application of the Community Use of Schools Grant.

Ministry Subsidized	School Year				Summer				Grand Total
	WkDay	WkDay Eve.	Saturday	Sunday	WkDay	WkDay Eve.	Saturday	Sunday	
<i>Community Youth and Seniors</i>									
<i>Community Scouts/Guides/Cadets</i>									
Total Hours	4,139	72,745	22,028	10,467	7,355	13,294	2,389	1,354	133,771
Total Facility Fees \$	29,399	516,705	169,176	166,236	27,589	49,865	11,256	5,821	976,047
Total Facility Cost \$	48,844	1,805,020	1,239,265	501,847	81,616	170,607	32,933	18,232	3,898,364
Permit Office Cost \$	4,903	86,177	26,095	12,400	8,713	15,748	2,830	1,604	158,471
Surplus/Deficit - \$	-24,348	-1,374,492	-1,096,185	-348,010	-62,740	-136,491	-24,507	-14,015	-3,080,787
<i>TDSB Con Ed - Community</i>									
Total Hours	449	24,793	1,589	0	1,173	265	0	0	28,269
Total Facility Fees \$	883	105,771	7,709	0	3,307	746	0	0	118,415
Total Facility Cost \$	1,541	199,486	8,360	0	6,090	6,784	0	0	222,262
Permit Office Cost \$	407	22,503	1,442	0	1,065	240	0	0	25,658
Surplus/Deficit - \$	-1,065	-116,218	-2,094	0	-3,848	-6,279	0	0	-129,504
<i>Community Groups - Adults</i>									
Total Hours	33	33,303	7,856	3,095	65	1,714	249	470	46,784
Total Facility Fees \$	383	383,639	120,533	53,955	628	16,550	2,091	4,260	582,040
Total Facility Cost \$	829	1,137,324	585,758	294,644	915	25,830	3,613	6,603	2,055,515
Permit Office Cost \$	56	56,117	13,237	5,215	110	2,889	419	792	78,835
Surplus/Deficit - \$	-502	-809,801	-478,462	-245,903	-397	-12,168	-1,940	-3,135	-1,552,310
<i>Child Care Tenant (excludes lease)</i>									
Total Hours	1,782	3,144	55	0	6,440	417	0	0	11,838
Total Facility Fees \$	6,928	12,220	1,099	0	39,600	1,773	0	0	61,620
Total Facility Cost \$	16,352	55,004	298	0	94,064	13,919	0	0	179,637
Permit Office Cost \$	2,182	3,848	67	0	7,884	511	0	0	14,492
Surplus/Deficit - \$	-11,606	-46,632	733	0	-62,348	-12,656	0	0	-132,509
<i>City of Toronto/Gov of Ontario</i>									
Total Hours	13,151	10,253	4,127	3,668	3	10	13	54	31,279
Total Facility Fees \$	100,436	78,304	28,164	22,194	219	731	643	486	231,176
Total Facility Cost \$	100,882	89,745	27,855	37,858	49	153	460	1,866	258,868
Permit Office Cost \$	5,134	4,003	1,611	1,432	1	4	5	21	12,212
Surplus/Deficit - \$	-5,581	-15,444	-1,303	-17,096	169	574	178	-1,401	-39,904
<i>Private Registered Non-Profit</i>									
Total Hours	19,997	57,595	61,404	29,999	16,806	3,392	1,911	4,773	195,876
Total Facility Fees \$	176,030	506,998	811,737	755,389	207,462	41,873	41,827	133,749	2,675,064
Total Facility Cost \$	137,042	1,019,122	1,189,556	1,435,736	181,559	57,234	43,378	212,173	4,275,799
Permit Office Cost \$	21,935	63,177	67,355	32,906	18,435	3,721	2,096	5,235	214,859
Surplus/Deficit - \$	17,053	-575,300	-445,175	-713,253	7,469	-19,081	-3,647	-83,660	-1,815,594
<i>Model Inner City School</i>									
<i>Free Use of School</i>									
Total Hours	1,889	8,357	1,372	796	2,682	120	0	0	15,216
Total Facility Fees \$	4,574	20,234	15,671	28,290	4,489	201	0	0	73,459
Total Facility Cost \$	49,160	206,785	91,727	66,855	13,033	2,329	0	1,215	431,104
Permit Office Cost \$	1,413	6,251	1,026	595	2,006	90	0	0	11,380
Surplus/Deficit - \$	-45,999	-192,802	-77,082	-39,160	-10,550	-2,218	0	-1,215	-369,025
<i>Priority Schools Initiative</i>									
Total Hours	918	17,817	9,352	2,895	57,085	8,193	2,517	1,215	99,992
Total Facility Fees \$	13,565	263,167	461,424	217,248	828,148	118,861	90,422	57,634	2,050,470
Total Facility Cost \$	14,022	469,523	467,644	219,143	538,730	210,660	78,270	47,475	2,045,467
Permit Office Cost \$	601	11,666	6,123	1,896	37,376	5,365	1,648	795	65,470
Surplus/Deficit - \$	-1,058	-218,022	-12,344	-3,790	252,042	-97,163	10,505	9,364	-60,467
Ministry Subsidized Accounts									
Total Hours	42,359	228,008	107,782	50,919	91,609	27,405	7,078	7,865	563,024
Total Facility Fees \$	332,198	1,887,038	1,615,511	1,243,312	1,111,443	230,600	146,239	201,950	6,768,291
Total Facility Cost \$	368,671	4,982,008	3,610,465	2,556,081	916,057	487,517	158,653	287,563	13,367,015
Permit Office Cost \$	36,632	253,742	116,957	54,443	75,589	28,566	6,998	8,448	581,376
Surplus/Deficit - \$	-73,105	-3,348,713	-2,111,911	-1,367,212	119,797	-285,483	-19,411	-94,061	-7,180,100

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	School Year				Summer				Grand Total
	WkDay	WkDay Eve.	Saturday	Sunday	WkDay	WkDay Eve.	Saturday	Sunday	
Other Community Users									
TDSB Con Ed - Credit									
TDSB Con Ed - ILE/Adult ESL									
Total Hours	78,251	148,804	41,164	4	158,201	470	0	0	426,893
Total Facility Fees \$	203,790	495,241	684,949	770	184,158	532	0	0	1,569,441
Total Facility Cost \$	282,290	931,855	341,730	306	491,953	2,843	0	0	2,050,976
Permit Office Cost \$	30,938	58,833	16,275	1	62,548	186	0	0	168,781
Surplus/Deficit - \$	-109,438	-495,446	326,945	463	-370,343	-2,497	0	0	-650,316
Parks, Forestry & Recreation									
Total Hours	42,737	80,266	22,415	8,710	115,426	4,767	634	957	275,912
Total Facility Fees \$	116,987	524,496	844,117	503,012	731,015	30,190	28,498	40,744	2,819,060
Total Facility Cost \$	503,688	1,447,762	874,522	460,977	1,044,552	115,740	21,986	25,428	4,494,656
Permit Office Cost \$	24,460	45,938	12,829	4,985	66,062	2,728	363	548	157,912
Surplus/Deficit - \$	-411,160	-969,204	-43,234	37,050	-379,599	-88,278	6,149	14,769	-1,833,508
Profit/Commercial Groups									
Total Hours	1,185	11,147	4,508	1,266	2,771	1,214	215	278	22,584
Total Facility Fees \$	31,384	295,218	176,986	63,468	154,447	67,664	11,452	10,002	810,621
Total Facility Cost \$	15,181	299,847	174,829	116,075	78,942	47,775	15,835	23,121	771,605
Permit Office Cost \$	2,518	23,686	9,579	2,690	5,888	2,580	457	591	47,989
Surplus/Deficit - \$	16,203	-4,629	2,156	-52,607	75,505	19,890	-4,384	-13,119	-8,973
Overall Community Use									
Total Hours	164,531	468,225	175,869	60,899	368,007	33,856	7,927	9,100	1,288,413
Total Facility Fees \$	684,359	3,201,994	3,321,563	1,810,563	2,181,062	328,987	186,189	252,696	11,967,412
Total Stage I and II Cost \$	1,169,829	7,661,472	5,001,546	3,133,440	2,531,503	653,875	196,475	336,112	20,684,252
Permit Office Cost \$	94,547	382,200	155,640	62,120	210,087	34,060	7,817	9,586	956,058
Total Surplus/Deficit - \$	-577,500	-4,817,992	-1,826,044	-1,382,306	-554,640	-356,369	-17,646	-92,411	-9,672,897
TDSB Internal Use									
TDSB Department									
TDSB School									
TDSB Business Svcs - Contracted Svcs									
TDSB Trustee/School Svcs (Community)									
Total Hours	7,328	103,783	13,912	4,825	52,422	870	431	402	183,974
Total Facility Fees \$	7,930	22,497	76,394	8,444	156,461	14,218	3,805	3,471	293,220
Total Facility Cost \$	143,845	3,552,675	774,859	289,830	305,170	25,839	8,504	7,219	5,107,940
Permit Office Cost \$	0	0	0	0	0	0	0	0	0
Surplus/Deficit - \$	-135,916	-3,530,178	-698,465	-281,386	-148,709	-11,621	-4,699	-3,747	-4,814,720
Focus on Youth Toronto Program									
Total Hours	535	91	0	0	80,500	6,901	897	394	89,319
Total Facility Fees \$	9	132	0	0	490,723	8,141	10,150	3,869	513,025
Total Facility Cost \$	4,125	1,715	0	0	778,807	219,111	44,262	18,896	1,066,916
Permit Office Cost \$	0	0	0	0	0	0	0	0	0
Surplus/Deficit - \$	-4,115	-1,583	0	0	-288,084	-210,971	-34,112	-15,026	-553,892
Overall Use									
Total Hours	172,395	572,099	189,781	65,724	500,929	41,627	9,255	9,896	1,561,706
Total Facility Fees \$	692,297	3,224,623	3,397,958	1,819,007	2,828,246	351,345	200,144	260,037	12,773,657
Total Stage I and II Cost \$	1,317,799	11,215,862	5,776,406	3,423,269	3,615,480	898,825	249,241	362,226	26,859,108
Permit Office Cost \$	94,547	382,200	155,640	62,120	210,087	34,060	7,817	9,586	956,058
Total Surplus/Deficit - \$	-717,531	-8,349,753	-2,524,509	-1,663,692	-991,433	-578,960	-56,458	-111,185	-15,041,509
Notes:									
1. PRF's \$1.1 million contribution for Stage I costs has been allocated to each time period based on the PRF's Stage I costs on that period.									
2. The \$3.8 million CUS grant is not reflected in the above figures as there is no reliable way to assign the credit to the various user categories and time periods.									

Appendix 2: Fee Schedules C, D, E, F

Permit Fee Schedules (revised June 25, 2008) – Implementation date September 1, 2008

Table 1: Fees for Facilities

Facility	M to F 6pm to 10pm School Year (Excluding Holidays)				M-F 8am to 5pm Summer (Excluding Holidays)			
	“ C ” Community: Youth & Seniors \$/hr	“ D ” Community: Adult \$/hr	“ E ” Registered Non-Profit \$/hr	“ F ” Profit- based \$/hr	“ C ” Community: Youth & Seniors \$/hr	“ D ” Community: Adult \$/hr	“ E ” Registered Non-Profit \$/hr	“ F ” Profit- based \$/hr
Classroom	\$0.88	\$2.00	\$2.50	\$10.00	\$1.38	\$3.00	\$3.50	\$10.00
Speciality Room	\$1.75	\$4.00	\$5.00	\$20.00	\$2.75	\$6.00	\$7.00	\$20.00
Single Gym (ES)	\$1.75	\$4.50	\$5.50	\$11.00	\$2.25	\$5.50	\$6.50	\$13.00
Single Gym (SS)	\$2.88	\$7.75	\$9.75	\$19.50	\$3.13	\$8.25	\$10.25	\$20.50
Double Gym	\$5.75	\$15.50	\$19.50	\$39.00	\$6.25	\$16.50	\$20.50	\$41.00
Small Cafeteria	\$10.50	\$28.00	\$35.00	\$70.00	\$11.00	\$29.00	\$36.00	\$72.00
Large Cafeteria	\$20.21	\$48.62	\$56.84	\$113.68	\$20.21	\$48.62	\$56.84	\$113.68
Small Auditorium	\$17.50	\$47.00	\$59.00	\$118.00	\$18.00	\$48.00	\$60.00	\$120.00
Large Auditorium	\$34.00	\$93.00	\$118.00	\$236.00	\$34.50	\$94.00	\$119.00	\$238.00

Facility	Saturday 8am to 10pm all year				Sunday/Holidays 8am to 3pm all year			
	“ C ” Community: Youth & Seniors \$/hr	“ D ” Community: Adult \$/hr	“ E ” Registered Non-Profit \$/hr	“ F ” Profit- based \$/hr	“ C ” Community: Youth & Seniors \$/hr	“ D ” Community: Adult \$/hr	“ E ” Registered Non-Profit \$/hr	“ F ” Profit- based \$/hr
Classroom	\$3.25	\$7.00	\$7.50	\$15.00	\$8.00	\$8.50	\$9.00	\$18.00
Speciality Room	\$6.50	\$14.00	\$15.00	\$30.00	\$16.00	\$17.00	\$18.00	\$36.00
Single Gym (ES)	\$4.25	\$9.50	\$10.50	\$21.00	\$10.00	\$11.00	\$12.00	\$24.00
Single Gym (SS)	\$4.25	\$10.00	\$12.00	\$24.00	\$10.00	\$11.00	\$13.00	\$26.00
Double Gym	\$8.25	\$20.00	\$24.00	\$48.00	\$18.00	\$22.00	\$26.00	\$52.00
Small Cafeteria	\$13.00	\$33.00	\$40.00	\$80.00	\$28.00	\$35.00	\$42.00	\$84.00
Large Cafeteria	\$23.00	\$56.00	\$66.00	\$132.00	\$48.00	\$58.00	\$68.00	\$136.00
Small Auditorium	\$20.00	\$52.00	\$64.00	\$128.00	\$42.00	\$54.00	\$66.00	\$132.00
Large Auditorium	\$36.50	\$98.00	\$123.00	\$246.00	\$75.00	\$100.00	\$125.00	\$250.00

Note: Proposed fees for swimming pools and profit-based organizations are under development.

Table 2: Fees for Sports Fields for each of the three user categories.¹

Facility	All Time Periods			
	“C” Community: Youth & Seniors \$/hr	“D” Community: Adult \$/hr	“E” Registered Non-Profit \$/hr	“ F ” Profit-based \$/hr
Soccer Fields	\$4.13	\$16.75	\$25.00	\$35.00
Artificial Turf (new)**	\$10.00	\$30.00	\$40.00	\$50.00
Baseball Diamonds	\$1.00/per diamond	\$6.25/diamond	\$9.35/diamond	\$12.00/diamond

¹ Artificial turf – new for the 2008 outdoor season.

Comparison of Weekend Caretaking Fees By Other Boards – Community Use of Schools

Toronto Catholic District School Board (TCDSB)

Yes, custodial fees are charged in addition to facility fees – on an hourly basis. All groups are charged for custodial fees if using our schools on weekends.

Durham Catholic District School Board (DCDSB)

Saturday \$45.00 / hour

Sunday \$60.00 / hour

Peel District School Board

Hourly custodial rate * permit duration + open/close/cleanup

Saturdays- \$53.42

Sunday \$71.22

York Region District School Board

Fully Subsidized by CUS grant - custodial and facility (Heat and Hydro) fees for NFP sports and recreation/leisure activities

Nonsubsidised – Saturday \$47.00 and Sunday \$61.26

Hamilton Wentworth District School Board (HWDSB)

Saturday \$52.60 per hour

Sunday \$70.10 per hour

Ottawa Catholic School Board

Caretaker \$23.00 per hour Saturday

Caretaker \$38.00 per hour Sunday

Current rental rates on weekends across Greater Toronto Area:

TORONTO DISTRICT SCHOOL BOARD (TDSB)	Classroom	Single Gym	Double Gym
NFP - Community youth & Seniors (A1)	\$3.31	\$11.01	\$22.03
NFP- Community Adults (A2)	\$6.76	\$22.58	\$45.18
NFP - Registered Youth & organized sports(B)	\$8.26	\$27.54	\$55.07
Commercial (C)	\$24.13	\$47.06	\$94.15
Custodial fees are \$0.00 during CUS hours			
TORONTO CATHOLIC DISTRICT SCHOOL BOARD (TCDSB)	Classroom	Single Gym	Double Gym
Catholic religious services (A)	\$0	\$0	\$0
Registered Charitable organizations (B1)	\$2.50	\$7.50	\$15.00
Not for profit(NFP) organizations (B2)	\$5.00	\$15.00	\$30.00
Commercial (C)	\$30.00	\$30.00	\$60.00
Custodial fees are charged in addition to facility fees on an hourly basis. All groups are charged for custodial fees during the weekends			
TORONTO PARKS, FORESTRY & RECREATION (PFR)	Classroom	Single Gym	Double Gym
NFP resident children	\$17.56	\$21.98	\$43.94
NFP resident adult	\$17.56	\$67.94	\$89.95
NFP senior		\$33.98	
Commercial	\$35.17	\$167.86	\$223.81
Durham District School Board (DDSB)	Classroom	Single Gym	Double Gym
NFP groups - receiving grant	\$3.00	\$6.00	\$11.00
NFP groups – no grant received	\$6.00	\$12.00	\$22.00
Custodian charges apply to all weekend permits and charged hourly, min. 1 hour to a max. of 6 hours (\$21.00 to \$40.00)			

Durham Catholic District School Board (DCDSB)	Classroom	Single Gym	Double Gym
NFP - Children and Youth	\$6.50	\$11.85	\$23.70
NFP – Community and Adults	\$6.45	\$18.30	\$32.35
Recreational Sporting Groups	\$10.80	\$21.55	\$43.10
Custodian \$45.00 per hour Saturday Custodian \$60.00 per hour Sunday			
Peel District School Board (PDSB)	Classroom	Single Gym	Double Gym
NFP – Group B Youth and Seniors	\$2.85	\$4.27	\$8.54
NFP – Group C Registered worship groups	\$3.48	\$12.64	\$25.28
Group D – Recreational Youth and Adults	\$10.11	\$34.75	\$69.50
Custodian \$53.42 per hour Saturday Custodian \$71.22 per hour Sunday			


Appendix F


**Stakeholder Communication Summary
TDSB Budget and Permit Fees**

This chart outlines the various opportunities provided for consultation, discussion and feedback regarding TDSB budget and Permit Fees.

Date	Activity	Description	Attachments
2024-25 Budget Consultations	Public Consultations	Public consultation dates (virtual ward forums, deputation opportunities, survey) posted to the website (internal and external) and shared on TDSB social media. There was a large promo for budget on the home page of the public website and all school websites.	
Board Landing Page through Budget Months	Budget Update Information	<p>The 2024-25 budget process continues. As always, please visit the budget website for the latest news and updates. Please also consider participating in a Budget Survey, which closes at noon on Friday, May 3.</p> <p>The budget process is underway at the TDSB and we want to hear from you! Please visit www.tdsb.on.ca/budget for all the latest information, including meeting schedules, TDSB Financial Facts, and recordings of the online Budget Town Halls that took place on February 20 and 21. There is also information available about how to register for a public delegation to address the Finance, Budget, and Enrolment Committee on March 26, 2024.</p>	

<p>February, 2024</p>	<p>Budget Information sharing</p>	<p>Information was shared in News You Can Use (for school newsletters), Trustee Newsletter Content, and TDSB Connects e-newsletter for families and staff (multiple months that followed)</p> <p>February: TDSB Budget Consultations - Over the next few months, Trustees and staff will be working together to establish a budget for 2024-25. Public consultations are an important part of this budget process and we want to hear from you! Visit the budget website to learn about opportunities to participate in the budget process in mid-February.</p> <p>March: TDSB Budget Update - To learn more about the ongoing TDSB budget process, and to watch recordings of the online Budget Town Halls, visit www.tdsb.on.ca/budget. Visit the web page regularly for ongoing updates.</p> <p>June: Budget Update - The TDSB budget process continues, with an upcoming Finance, Budget and Enrolment Committee meeting on Thursday, June 13 where Trustees will discuss options to balance the budget. Learn more and access meeting agendas and reports here.</p>	<p>TDSB Connects: February 2024, March 2024, May 2024 (see item below), and June 2024</p>
<p>February 6, 2024</p>	<p>CUSCAC Meeting</p>	<p>Under Trustee Report - Capital Revitalization Strategy Report and January 29 Special FBEC 2024-25 Financial position, cuts last year and deficit is cumulative (see page 13)</p>	<p>CUSCAC Minutes February 6, 2024</p>

<p>February 15, 2024</p>	<p>Announcement of Budget Town Halls dates and Budget Survey</p>	<p>Direct email sent to all TDSB Community Advisory Committees and School Councils announcing Budget Town Halls dates and sharing with everyone and providing Survey Link specifically for Budget</p>	<p>2024-04-JointWardForums Budget Town Hall meeting invite(005).pdf</p>
<p>February 20, 2024 and February 21, 2024</p>	<p>Virtual Budget Town Halls</p>	<p>Two virtual Budget Webinars were held to provide members of the community with an opportunity to obtain information about the 2024-25 budget, ask questions and provide input. There was one evening session (February 20, 2024 at 7:00 p.m.) and one afternoon session (February 21 at 1:30 p.m.) with approximately 40-50 attendees each.</p>	
<p>March 05, 2024</p>	<p>CUSCAC Meeting</p>	<p>Stacey Zucker Associate Director, Modernization and Strategic Resource Alignment presented to CUSCAC</p> <ul style="list-style-type: none"> - Explained Caretaking Costs, CPI and MOE Grant allocation 	<p>CUSCAC Minutes March 5, 2024</p>
<p>March 13, 2024</p>	<p>Public Web Message : Upcoming Budget</p>	<p>TDSB Communications sent a public message on upcoming budget consultations. Also posted it on the TDSB Public web page: www.tdsb.on.ca/home/ctl/Details/mid/43823/itemId/257/20240313123657</p>	<p>www.tdsb.on.ca/home/ctl/Details/mid/43823/itemId/257/20240313123657</p>
<p>March 19,2024</p>	<p>Finance Budget & Enrollment Committee (FBEC)</p>	<p>Staff permit fee increase recommendations were made to FBEC</p> <ul style="list-style-type: none"> -Presentation included comparison with TCDSB -Permit fees, proposed 10% increase to rental fees, swimming pools, LNSP and the recouping of caretaking fees 	<p> Proposed Options to Balance the 2024-25 I</p>

March 26, 2024	Special Finance Budget & Enrollment Committee (FBEC)	Delegations	
March 27, 2024	Special Finance Budget & Enrollment Committee (FBEC)	Delegations	
April 16, 2024	CUSCAC Meeting	Under Trustee Report - TDSB Budget Process continues, waiting for GSNs to be announced; asking for committee members to depute at next FBEC Meeting in June	2024.04.16 CUSCAC Minutes.
April 23, 2024	TDSB Direct Email Communication regarding Budget to all parents/caregivers/ Guardians	Direct Email sent to all TDSB parents/guardians/caregivers re: budget survey and consultations. The message was also posted to TDSB website – view here: https://www.tdsb.on.ca/home/ct/Details/mid/43823/itemId/286	https://www.tdsb.on.ca/home/ct/Details/mid/43823/itemId/286
April 23, 2024	Direct Email to all Permit Holders	Staff sent invitations to all Permit Holders to attend Budget Town Halls and messages sent to Permit holders informing them of a potential permit fee increase in January 2025	 Communication messages sent to Perr
May 14, 2024	CUSCAC Meeting	Staff presented Permit Fees draft recommendations to CUSCAC Question and Answer session with permit Holder Reps during the Meeting	CUSCAC Minutes May 14, 2024
June 11, 2024	CUSCAC Meeting	Formation of Permit Fees Working Group to further Consultations - volunteers from CUSCAC membership and staff	CUSCAC Minutes June 11, 2024
June 13, 2024	FBEC Meeting	Agenda item 5.1 CUSCAC Report, May 14, 2024: Permit Fees, Community Use of Schools Grant and Current Fee Revenues Correlation	FBEC June 13, 2024

		- Members of CUSCAC deputed	
Tuesday July 9, 2024	Permit Fees Working Group #1	Virtual Meeting	https://drive.google.com/drive/folders/1Mqc4S-6l6bw9p_ACH5Qu9FVDaCLRZm9m
Tuesday August 20, 2024	Permit Fees Working Group #2	Virtual Meeting	https://drive.google.com/drive/folders/1khRFHqsEPD2PYj_7Wv_VLacYFTPHIhCF
Thursday September 5, 2024	Permit Fees Working Group #3	Virtual Meeting	https://drive.google.com/drive/folders/1XqPDG1n3daMI2vGKyYAxZwKpngvWiFsf
Tuesday October 1, 2024	Permit Fees Working Group #4	Virtual Meeting	https://drive.google.com/drive/folders/1JNvoYmf0LL79zwtwM19_dYaNjCmkySw
Tuesday October 8, 2024	CUSCAC Meeting	Staff presented revised draft recommendations for consideration	
Wednesday October 30, 2024	Permit Fees Report sent to Trustees for Information at Planning & Priorities Committee	Report was not received by Trustees; Item: 7.3: Community Use of Schools: Permit Fees and Cost Recovery Report Update [4788]	Item 7.3
Monday November 4, 2024	Local Neighbourhood Support Program (LNSP) Survey	Survey due November 11, 2024	LNSP Permit Survey

Friday November 8, 2024	Local Neighbourhood Support Program (LNSP) Focus Group Meeting	Virtual Meeting	Notice sent to LNSP Permit Holders
Tuesday November 12, 2024	CUSCAC Meeting	Report was discussed with the CAC and a recommendation was put forward; staff to hold another Permit Fees Working Group for further discussion	
Wednesday November 20, 2024	Permit Fees Working Group #5	Virtual Meeting	https://drive.google.com/drive/folders/1E1y46pYrt6zM3ohn2FKgEAPkCR2ERguF
December 2024	Auditor General of Ontario Report	See Recommendation #9	https://www.auditor.on.ca/en/content/annualreports/arreports/en24/pa_TDSB_en24.pdf
Tuesday January 7, 2025	Permit Fees Working Group #6	Virtual Meeting	
Wednesday January 15, 2025	General Interest and Senior's Daytime Programming Report	Report 01-25-4822	https://www.tdsb.on.ca/Leadership/Boardroom/Agendas-Minutes/Type/A?Folder=Agenda%2f20250115&Filename=6.1.pdf
Thursday January 30, 2025	Permit Fees Working Group #7	Virtual Meeting	

Summary Frequently Asked Questions (FAQs)

Questions to Staff from Trustees at PPC 30 October 2024 and Questions resulting from Community Feedback.

Permit Process

1. How long before my event should I request a permit?

You need to request your permit a minimum of 3 weeks before you require confirmation of the requested space. The deadline dates that you can submit permit applications for bulk processing are June 1 for school year indoor permits; March 1 for summer indoor permits; January 31 for outdoor field permits. As new permit requests are on a first come first served basis the earlier you submit an application the better chance you have of securing your first choice. Returning permit groups may have priority for renewal.

2. What criteria do you use to identify which schools are available to book?

In TDSB, the majority of our schools are available for permitting and clients can book the schools via eBase, our permit booking software portal. eBase also offers a search availability option which allows a client to search for available spaces before they submit their request. There are a small number of schools that do not have evening caretaking shifts. These schools close at 7pm and as such are not suitable for evening or weekend permits. These are schools with multi-purpose rooms rather than larger gymnasium spaces. Although the school appears in eBase, the system will not accept an evening permit booking. If one of these schools are selected, an alternative nearby school(s) are offered for consideration during the booking process.

3. How does the TDSB optimize space usage for permits? Can we better schedule space?

Currently, TDSB Community Use of School permits run from 6pm to 10pm on weekdays and from 8am to 6pm on Saturday and from 8am to 3pm on Sundays. We are closed on Statutory Holidays. The most utilised space is the gym which accounts for 27% of all space usage. For the weekday permits, we encourage groups to request for the exact space as per their needs. We request groups to book in blocks of 2 hours whenever possible and we focus on grouping permits together to maximise the space in the gyms.

For weekends, we implement a minimum booking time of 4 hours and a minimum number of rooms. Groups that are not able to meet this minimum are consolidated in one school where they can share the time and spaces.

4. What is the rank order (i.e. priority demand) of space use at TDSB?

According to the Community Use of Schools procedure PR666:

In the event that several community applications are received at the same time, priority will be given to applicants in the following descending order of classification and to City of Toronto residents:

1. Approved community programs for children/youth (age 0 to 18 years) with at least 75% of membership residing within a school community;
2. Approved community programs for seniors (age 65 years +) with at least 75% of membership residing within a school community;
3. Approved community programs for adults (age 19 to 64 years) with at least 75% of membership residing within a school community;
4. Other approved non-profit groups with at least 90% of membership residing in the City of Toronto;
5. Other approved groups in the TDSB.

5. What is the “blended” rate?

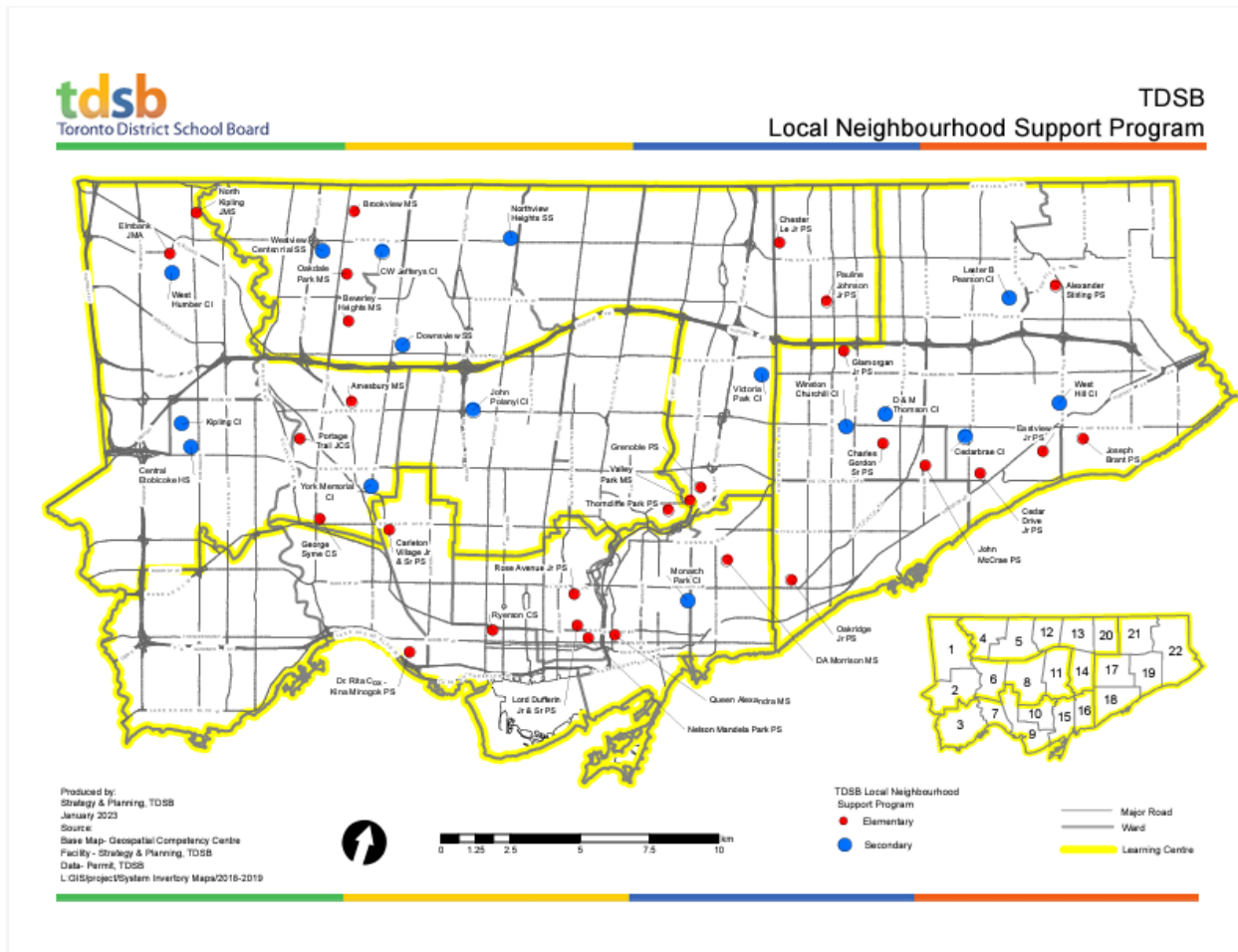
TDSB approved the current permit fee structure in 2014 and it was implemented in 2015. This new permit structure included a ‘blended rate’ which was to include all costs associated with opening the school for community use e.g. utilities, supplies, wear and tear and caretaking.

LNSP & Priority School Initiative (PSI)

6. Where are the Local Neighbourhood Support Program(LNSP) schools and how many?

The LNSP is modelled on the former PSI program and permits at LNSP locations are reserved for eligible groups, provided space is available. The program provides no cost

permits to eligible community groups providing free or low-cost programs in priority neighbourhoods. Currently, TDSB has 45 LNSP schools, locations across TDSB are shown on the map below:



7. How many current LNSP permit holders are in PSI?

Currently we have 132 organizations that have permits in LNSP schools. Of this number, 109 of them were past PSI permit holders while 23 of them are new organizations.

8. How many permit holders using the PSI stopped when PSI funding was discontinued?

The PSI funding ended in August 2018. In 2018/2019 the funding was reduced by 33% before being eliminated in 2019/2020. Because of the reduction in funding, some PSI clients did not continue programming in 2019. In 2017/2018, the last full year of PSI funding, TDSB had 294 organizations receiving zero dollar permit space under the PSI

funding. Of that number, 159 of them transitioned into the new TDSB Local Neighbourhood Support Program while 135 clients did not.

Shared Use Agreements

9. Can TDSB explore shared use with the City of Toronto(CoT) or TCDSB?

The TDSB already has several shared-use agreements with the City of Toronto for community centres and schools, as well as various partnerships with the TCDSB. We highly value our relationships with both the City and the TCDSB and are open to exploring additional shared-use opportunities that would benefit all parties. TDSB and Toronto Lands Corporation (TLC) will continue to work with the CoT to identify these opportunities.

10. What is the comparison cost (weekday) to rent a Double gym between CoT, TCDSB and TDSB?

TORONTO CATHOLIC DISTRICT SCHOOL BOARD (TCDSB)	Classroom	Single Gym	Double Gym
Catholic religious services (A)	\$0	\$0	\$0
Registered Charitable organizations (B1)	\$2.50	\$7.50	\$15.00
Not for profit(NFP) organizations (B2)	\$5.00	\$15.00	\$30.00
Commercial (C)	\$30.00	\$30.00	\$60.00
TORONTO PARKS, FORESTRY & RECREATION (PFR)	Classroom	Single Gym	Double Gym
NFP resident children	\$17.56	\$21.98	\$43.94
NFP resident adult	\$17.56	\$67.94	\$89.95
NFP senior		\$33.98	
Commercial	\$35.17	\$167.86	\$223.81
TORONTO DISTRICT SCHOOL BOARD (TDSB)	Classroom	Single Gym	Double Gym
NFP - Community youth & Seniors (A1)	\$3.31	\$11.01	\$22.03
NFP- Community Adults (A2)	\$6.76	\$22.58	\$45.18
NFP Registered Youth & organized sports(B)	\$8.26	\$27.54	\$55.07
Commercial (C)	\$24.13	\$47.06	\$94.15

11. What is MTCS and how has the CUS grant been applied?

MTCS is the Ministry of Tourism, Culture and Sports. From September 2017-May 2019, the MTCS funded after-school program was to continue to be given high priority for space in TDSB schools and PSI funding was also intact. After the removal of the PSI funding in 2018, TDSB started to transition the MTCS programs out of the CUS grant funding.

12. What is a TDSB Partnership?

The TDSB engages with organizations from many sectors to enhance student success, professional learning and the educational environment. Our partners include community organizations, post-secondary institutions, businesses, charitable foundations, health agencies, arts organizations and social service agencies. These working relationships with external agencies are considered either educational, business and/or facilities arrangements.

Organizations would provide educational programming, workshops, seminars, presentations, performances, or educational services during instructional time in schools.

After school programs and services delivered between 3:30 and 6:00 pm do not qualify as an educational partnership. Connect directly with the Principal of the school community in which you wish to work.

Operational Related Questions**13. Who determines the number of caretakers at a permit?**

For a TDSB school to be open, a caretaker has to be present at the school. The role of the caretaker is to open and close the building, perform safety related work such as snow removal, completing required checks for building life safety and clean up after the permit. The caretaker will be present at the site for the entire duration of the permit. For regular weekend programming, we schedule only one caretaker for the school. There are a number of factors that determine the number of caretaking staff required for example the type of space used(classroom vs auditorium), the number of participants(30 vs. 300), the length of the activity(2 hours vs. 10 hours) or type of event(recreation vs. tournament) and also if there are any special set up requirements needed by the permit holder(set up table and chairs and move them halfway through the event).

An additional caretaker can be added in the following circumstances:

- One day event permit with a huge attendance which requires additional cleaning.
- Permits that require special instructions e.g. set up and take down which cannot be handled by one person.
- Special permits such as concerts that need a dedicated caretaker to support them for the duration of the permit
- Schools with steam plants where the Engineer's role is not cleaning, and a caretaker is required
- If the pool is operated by an Engineer, a caretaker is required to do the cleaning.
- For pool permits where the safety regulation requires that 2 people should be available when cleaning the deck.

14. What do caretakers do during the permit?

The caretaker will be present at the site for the entire duration of the permit. The caretaker's primary role is to open and close the building, perform safety related work such as snow removal and complete required checks for building life safety. They are also available in case of an emergency or building related problems such as power failures, leaks, locked doors, or responding to a fire alarm.

During the permit, caretakers perform routine work within the school/building while the permit is in session. They also support permits by checking the washrooms, cleaning up spills, setting up tables etc.

Once the permit has concluded, the caretaking staff perform necessary cleaning. For example, tasks include cleaning washroom(s), clearing garbage/food waste, sweeping/mopping hallway areas and securing doors and windows etc. to ensure the school is ready for students or permits the following day.

15. Can Principals delegate supervision for permits during the school day?

Delegation can only be handed over to either the Vice-Principal or any staff with teaching authority. This is explained in the following excerpt from the Education Act provided below:

EDUCATION ACT

265 (1) It is the duty of a principal of a school, in addition to the principal's duties as a teacher, [...]

(j) to give assiduous attention to the health and comfort of the pupils, to the cleanliness, temperature and ventilation of the school, to the care of all teaching materials and other school property, and to the condition and appearance of the school buildings and grounds;

R.R.O. 1990, Reg. 298: OPERATION OF SCHOOLS - GENERAL

11. (1) The principal of a school, subject to the authority of the appropriate supervisory officer, is in charge of,

(a) the instruction and the discipline of pupils in the school; and

(b) the organization and management of the school.

[...]

(3) In addition to the duties under the Act and those assigned by the board, the principal of a school shall, except where the principal has arranged otherwise under subsection 26 (3),

(a) supervise the instruction in the school and advise and assist any teacher in co-operation with the teacher in charge of an organizational unit or program;

(e) provide for the supervision of pupils during the period of time during each school day when the school buildings and playgrounds are open to pupils;

(f) provide for the supervision of and the conducting of any school activity authorized by the board;

[Note that s. 26(3) is not applicable to sections 11(3)(e) and 11(3)(f) – meaning that these duties cannot be delegated]

Toronto District School Board, Facility Permit Fees

Effective September 1, 2024

Applicable within the stated time of use

All rates are hourly and subject to HST.

Time of Use	Facility	Category (A1)	Category (A2)	Category (B)
School Day Monday to Friday excluding holidays, 6 p.m. to 10 p.m.	Classroom	\$3.31	\$6.76	\$8.26
	Cafeteria (Small)	\$23.16	\$47.41	\$57.81
	Cafeteria (Large)	\$44.62	\$91.46	\$111.51
	Single Gym / Gen. Purpose Rm.	\$11.01	\$22.58	\$27.54
	Double Gym	\$22.03	\$45.18	\$55.07
	Auditorium (Small)	\$19.83	\$40.64	\$49.56
	Auditorium (Large)	\$37.45	\$76.75	\$93.62
	Specialty Room	\$6.62	\$13.58	\$16.51
	Pool (Beverley / Sunny View)	\$120.69	\$120.69	\$120.69
School Break Monday to Friday excluding holidays, 8 a.m. to 5 p.m.	Classroom	\$3.31	\$6.76	\$8.26
	Cafeteria (Small)	\$23.16	\$47.41	\$57.81
	Cafeteria (Large)	\$44.62	\$91.46	\$111.51
	Single Gym / Gen. Purpose Rm.	\$11.01	\$22.58	\$27.54
	Double Gym	\$22.03	\$45.18	\$55.07
	Auditorium (Small)	\$19.83	\$40.64	\$49.56
	Auditorium (Large)	\$37.45	\$76.75	\$93.62
	Specialty Room	\$6.62	\$13.58	\$16.51
	Pool (Beverley / Sunny View)	\$120.69	\$120.69	\$120.69
Saturday 8 a.m. to 6 p.m.	Classroom	\$9.38	\$19.20	\$23.40
	Cafeteria (Small)	\$37.45	\$76.75	\$93.62
	Cafeteria (Large)	\$53.95	\$110.65	\$134.91
	Single Gym / Gen. Purpose Rm.	\$16.51	\$33.85	\$41.31
	Double Gym	\$33.05	\$67.72	\$82.60
	Auditorium (Small)	\$30.29	\$62.10	\$75.71
	Auditorium (Large)	\$44.04	\$90.31	\$110.13
	Specialty Room	\$18.16	\$37.26	\$45.43
	Pool (Beverley / Sunny View)	\$120.69	\$120.69	\$120.69
Sunday & Holiday 8 a.m. to 3 p.m.	Classroom	\$12.67	\$25.95	\$31.65
	Cafeteria (Small)	\$47.93	\$98.21	\$119.79
	Cafeteria (Large)	\$64.43	\$132.09	\$161.09
	Single Gym / Gen. Purpose Rm.	\$38.00	\$77.88	\$94.98
	Double Gym	\$53.95	\$110.65	\$134.91
	Auditorium (Small)	\$41.86	\$85.80	\$104.63
	Auditorium (Large)	\$56.70	\$116.29	\$141.80
	Specialty Room	\$24.78	\$50.81	\$61.95
	Pool (Beverley / Sunny View)	\$120.69	\$120.69	\$120.69
Outdoor Fields Effective January 2025	Ball Diamond/Court	\$2.76	\$5.65	\$6.87
	Field	\$9.38	\$19.20	\$23.40
	Field - Artificial Turf (Small)	\$19.83	\$40.64	\$49.56
	Field - Artificial Turf (Medium)	\$39.65	\$81.27	\$99.13
	Field - Artificial Turf (Premium)	\$198.26	\$198.26	\$198.26

Toronto District School Board, Facility Permit Fees

<p>Fee Categories: (A1) = Highest subsidy (A2) = Partial subsidy (B) = Cost Recovery</p>	<p>Refer to details in the Permit Categories document.</p>
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<p>Caretaking Charges All groups are charged caretaking fees if booking extends beyond the stated timeframes.</p>	
<p>Rates:</p>	<p>\$69.69 per hour on Sundays and holidays \$51.61 per hour all other times</p>

<p>Processing Fees: All categories of permits are subject to the following fees.</p>	
Application Fee	\$35 + HST
Amendment / Cancellation Fee	\$25 + HST per occasion
Dishonoured Payment	\$50 + HST per occasion (plus recovery of financial institution charges)

Permits cancelled with less than 7 business days' notice will not be refunded.

All fees are subject to the appropriate taxes.

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Attendance Boundary Changes for Humberside Collegiate Institute, Runnymede Collegiate Institute and York Memorial Collegiate Institute

To: Planning and Priorities Committee

Date: 12 February, 2025

Report No.: 02-25-4838

Strategic Directions

- Commit to the implementation of the Truth and Reconciliation Commission of Canada: Calls to Action.
- Belong - All students belong, are engaged, and valued in an inclusive environment.
- Achieve - All students reach high levels of achievement, success, and personal development.
- Thrive - All students graduate with the confidence, skills, and knowledge to thrive.
- Revitalize - All students and staff learn and work in inclusive, safe, and modern environments.

Equity as a guiding principle: Equity is foundational to all TDSB work and will be embedded throughout the strategic directions.

Recommendation

It is recommended that:

- (a) The shared attendance area between Humberside Collegiate Institute and York Memorial Collegiate Institute be assigned entirely to York Memorial Collegiate Institute, effective September 1, 2026, be approved;
- (b) The portion of the Humberside Collegiate Institute attendance area that is north of the railway and west of Keele Street, be directed entirely to Runnymede Collegiate Institute, effective September 1, 2026, be approved;

- (c) All students who reside within the Humberside Collegiate Institute attendance areas described in Recommendations (a) and (b) above, and attend Humberside Collegiate Institute as of June 30, 2026, may choose to remain at Humberside Collegiate Institute until they graduate, be approved, and;
- (d) That siblings of students described in Recommendation (c) be allowed to attend Humberside Collegiate Institute provided their older sibling is attending Humberside Collegiate Institute at the time that they enter the school, and be allowed to remain until they graduate, be approved.

Context

The schools involved in this boundary review are Humberside Collegiate Institute and Runnymede Collegiate Institute in Ward 7 (Trustee King), and York Memorial Collegiate Institute in Ward 6 (Trustee Hassan). A map of the schools can be found in Appendix A.

The Long-Term Program and Accommodation Strategy (LTPAS) 2024-33, approved by Trustees in October 2024, outlines several goals aimed at supporting and improving the quality of student education. A key guiding principle is to establish consistent attendance boundaries across the system by ensuring alignment between junior, intermediate, and secondary boundaries. Aligning inconsistent attendance boundaries allows graduating cohorts an opportunity to stay together as they transition to secondary school.

The LTPAS 2024-2033 includes a study to review the shared attendance areas assigned to Humberside Collegiate Institute and York Memorial Collegiate Institute. The study was expanded to address the current split secondary school pathway for George Syme CS students, where half of graduating Grade 8 students are assigned by address to Humberside Collegiate Institute and the other half to Runnymede Collegiate Institute.

In October 2024, a Local Feasibility Team (LFT) was established with Trustees for Wards 6 and 7, Superintendents of Education for Family of Schools 7 and 8, Principals of the schools involved, and Planning Staff. The LFT met to discuss potential secondary attendance area changes to address Humberside Collegiate Institute's inconsistent intermediate pathways and shared attendance areas.

School Enrolments

Humberside Collegiate Institute is currently overutilized and continues to experience enrolment growth. As of October 31, 2024, the school had an enrolment of 1,461

students (137% utilization). The capacity of the school is 1,065 pupil places. Enrolment at the school is projected to increase to 1,526 students (141% utilization) by 2029. The school is able to accommodate all students by utilizing four portables on-site, recently renovated classrooms, and implementing an efficient timetable.

Runnymede Collegiate Institute has had a stable enrolment over the last ten years. As of October 31, 2024, the school had an enrolment of 496 students (66% utilization). Enrolment at the school is projected to increase to 581 students (77 utilization) by 2029.

York Memorial Collegiate Institute students have experienced several changes over the last few years. Following the 2019 fire, York Memorial Collegiate Institute students were relocated to Scarlett Heights Entrepreneurial Academy. In June 2022, George Harvey Collegiate Institute and York Memorial Collegiate Institute were consolidated to a single secondary school at the George Harvey Collegiate Institute building after a Pupil Accommodation Review was conducted.

As a result of these changes, enrolment at the school has fluctuated over the last few years. As of October 31, 2024, the school had an enrolment of 882 students (61% utilization). The capacity of the current York Memorial Collegiate Institute building (the former George Harvey Collegiate Institute I) is 1,452 pupil places. By September 2026, a renovated and expanded York Memorial Collegiate Institute building is anticipated to open with a capacity for 1,300 students. Enrolment at the school is projected to increase to 1,006 students (77% utilization) by 2029.

A table showing the current and projected enrolment at all schools involved in this review can be found in Appendix B.

Boundary Change

The LFT examined actual and projected enrolments, capacities, and utilization data for each school. Both receiving schools, Runnymede Collegiate Institute, and York Memorial Collegiate Institute, have sufficient capacity to accommodate additional students.

The LFT determined that reassigning the Humberside Collegiate Institute and York Memorial Collegiate Institute shared attendance area to York Memorial Collegiate Institute would be the most feasible option in terms of space, as York Memorial Collegiate Institute will have sufficient capacity to accommodate additional students. Approximately 8 -10 students from the shared attendance area could be directed from Humberside Collegiate Institute to York Memorial Collegiate Institute upon full implementation in 2029.

To address the split George Syme Community School intermediate attendance boundary, the LFT recommended assigning the entire intermediate boundary to Runnymede Collegiate Institute. As a result, approximately 8 -10 students from the split George Syme Community School intermediate attendance boundary could be assigned to Runnymede Collegiate Institute from Humberside Collegiate Institute. The boundary change would eliminate the split intermediate attendance boundary keeping graduating cohorts together.

These boundary changes would address the inconsistent secondary attendance boundaries at Humberside Collegiate Institute and align the George Syme Community School intermediate boundary to one secondary school.

There is no change being proposed to the secondary French Immersion pathway.

Appendix C and D includes maps of the current Ward 6 intermediate and secondary attendance boundaries. Appendix E contains a map of the proposed boundary changes for Humberside Collegiate Institute, Runnymede Collegiate Institute and York Memorial Collegiate Institute.

Impact of the Boundary Change

If the proposed boundary changes are approved, enrolment at Humberside Collegiate Institute will decrease slightly, while both Runnymede Collegiate Institute and York Memorial Collegiate Institute will experience minor increases.

If the proposed boundary changes are approved, enrolment at Humberside Collegiate Institute is projected to be 1,510 students (139% utilization) in 2029, a decline of approximately 16 students.

Over the long-term, enrolment at Humberside Collegiate Institute is projected to increase slightly and then stabilize. Enrolment at Runnymede Collegiate Institute is projected to increase to 589 students by 2029 (78% utilization), and enrolment at York Memorial Collegiate Institute is projected to increase to 1,014 students by 2029 (78% utilization). Both receiving schools have sufficient capacity to accommodate the slight increase of students generated by the proposed boundary changes.

The boundary changes would establish consistent attendance boundaries across junior, intermediate, and secondary boundaries. Aligning inconsistent attendance boundaries would allow in-district graduating cohorts an opportunity to stay together as they move on to secondary school.

Refer to Appendix B for tables that show the impact of the proposed boundary change on the school's enrolment.

Community Consultation and Feedback

A notice describing the proposed boundary change was sent to the impacted school communities through School Messenger on November 8, 2024. Canada Post also delivered notices to the addresses impacted by the proposed boundary change on November 11, 2024.

A virtual public meeting was held on November 25, 2024, to share information and gather community feedback. A total of 76 members of the public registered for the meeting. During the meeting, many attendees provided verbal comments and questions as well as written comments and questions through the Q&A feature. Most questions requested clarification about the grandparenting recommendations and the impact to students' access to the French Immersion program at Humberside Collegiate Institute.

An online survey was posted to the Board's website on November 25, 2024, to gather feedback from the impacted school communities. There were 6 responses at the time the survey closed. Comments were polarized with half expressing support for the proposed boundary change due to accommodation pressures at Humberside Collegiate Institute. The other half of respondents opposed the boundary change recommendations, believing they were not equitable and that the proposed changes would deny students from diverse communities' access to Humberside Collegiate Institute.

Action Plan and Associated Timeline

If approved, implementation of the recommendations will be effective for September 1, 2026.

Starting in the 2026-2027 school year, new secondary students residing in the shared attendance area (who do not have siblings currently attending Humberside Collegiate Institute) will be assigned to York Memorial Collegiate Institute for the Regular program. Similarly, new secondary students residing in the split attendance area (who do not have siblings at Humberside Collegiate Institute) will be assigned to Runnymede Collegiate Institute for the Regular program.

Older siblings must be attending Humberside Collegiate Institute as of June 30, 2026, and still be attending in Humberside Collegiate Institute at the time of the younger siblings entering, in order for the younger sibling to attend.

Resource Implications

There are no additional resources required due to the boundary change. Staffing requirements at Humberside Collegiate Institute, Runnymede Collegiate Institute, and

York Memorial Collegiate Institute are subject to annual enrolment projections and staffing cycles.

There are no capital improvement costs required, as both receiving schools have sufficient capacity to accommodate the projected enrolment increases.

Communications Considerations

Information about the attendance boundary review is posted on the TDSB's Accommodation Reviews website. Information about the Board of Trustee decision will be added there and posted on the impacted schools' websites and the schools' profile pages on the TDSB website.

Notice will be sent to the parents and staff of the impacted schools through School Messenger and will be emailed to all attendees of the public meeting who provided email addresses.

Notation will be added to the street guide notifying anyone using the 'Find Your School' search function of the Board-approved changes and directing them to the latest information about this review.

Board Policy and Procedure Reference(s)

P068 Accommodation and Program Review, Section 6E

Appendices

- Appendix A: Map of Ward 6
- Appendix B: Planning and Enrolment Data
- Appendix C: Map of the Current Intermediate Attendance Areas
- Appendix D: Map of the Current Secondary Attendance Areas
- Appendix E: Map of the Proposed Intermediate and Secondary Attendance Areas

From

Stacey Zucker, Associate Director, Modernization and Strategic Resource Alignment, at stacey.zucker@tdsb.on.ca or at 416-395-3903

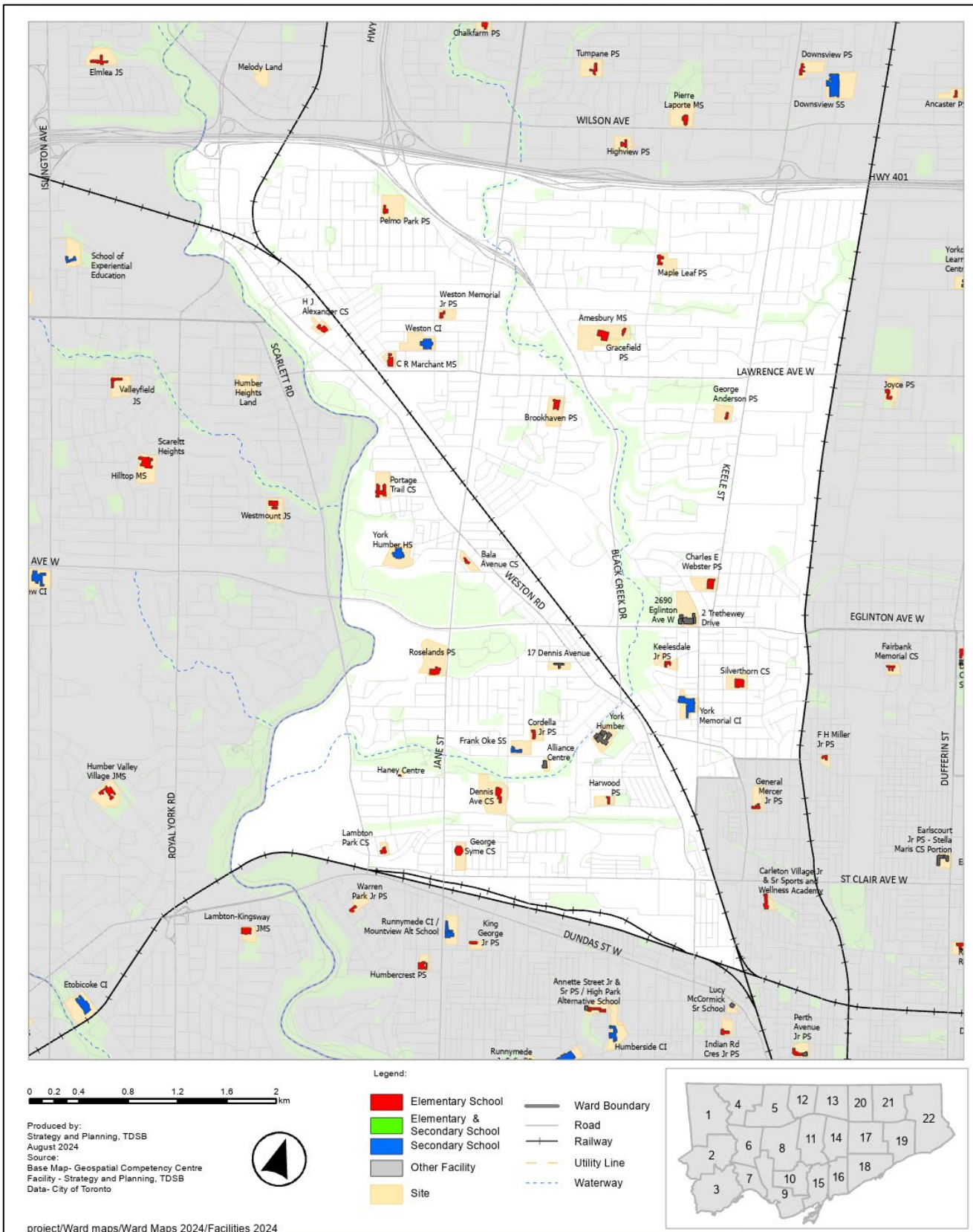
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Daniel Castaldo, System Planning Officer (Interim), Strategy and Planning, at daniel.castaldo@tdsb.on.ca or at 416-428-1857

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Ward 6 Facilities



Appendix B

Planning and Enrolment Data

Status Quo

No change to the Humberside Collegiate Institute, Runnymede Collegiate Institute, and York Memorial Collegiate Institute secondary attendance areas.

School Name	Capacity (2024)	Capacity (2029)	Capacity (2034)	Oct. 31, 2024		Oct. 31, 2029		Oct. 31, 2034	
				Enrolment	Utilization	Enrolment	Utilization	Enrolment	Utilization
Humberside CI	1,065	1,086	1,086	1,461	137%	1,526	141%	1,500	138%
Runnymede CI	756	756	756	496	66%	581	77%	665	88%
York Memorial CI	1,452	1,300	1,300	882	61%	1,006	77%	1,286	99%
Total	3,273	3,142	3,142	2,839	87%	3,113	99%	3,451	110%

Staff Recommendation

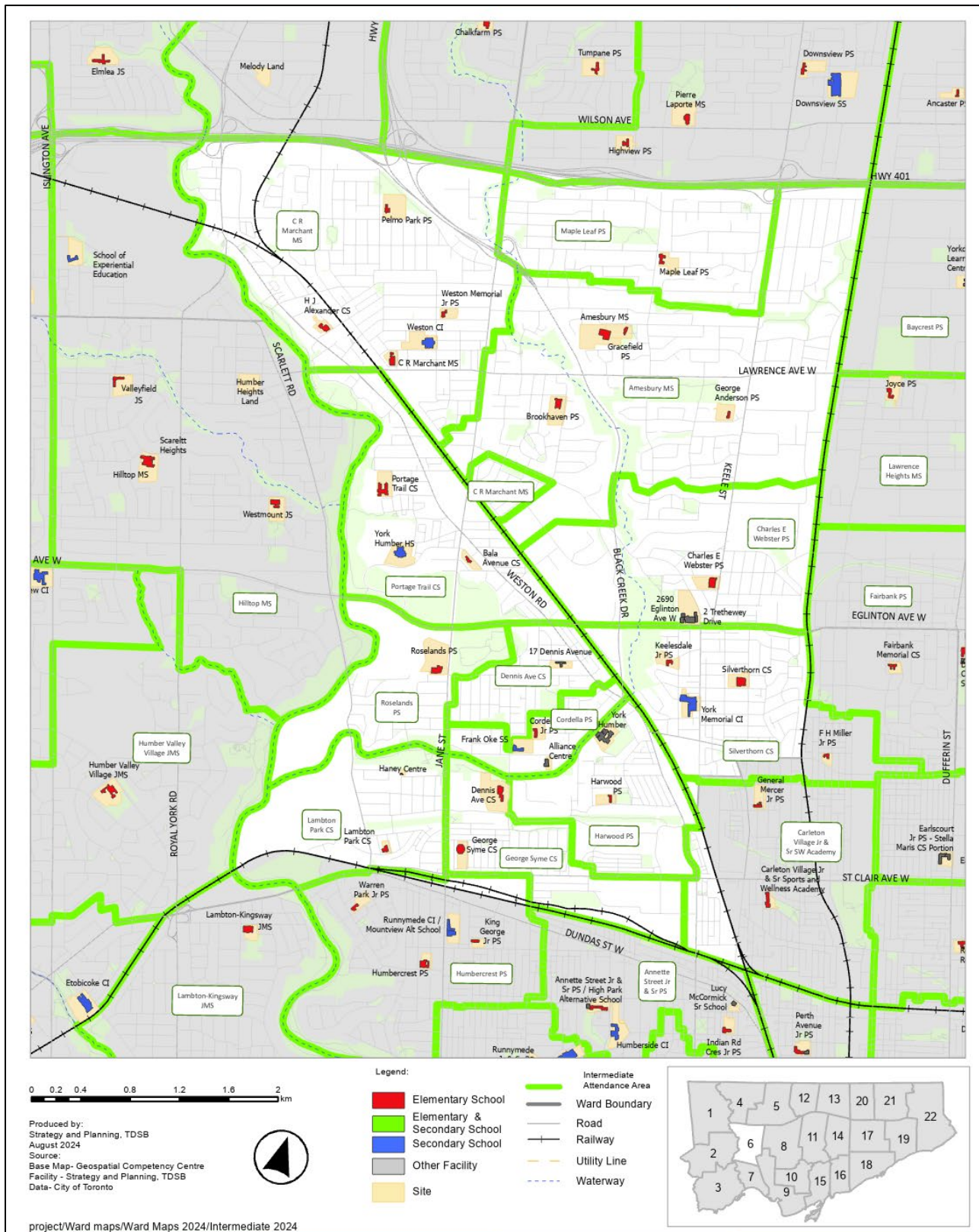
Proposed boundary change:

- a) That the shared secondary attendance area between Humberside Collegiate Institute and York Memorial Collegiate Institute be directed entirely to York Memorial Collegiate Institute, effective September 1, 2026 (Regular Program)
- b) That the portion of the Humberside Collegiate Institute boundary that is north of the railway, and west of Keele Street (aligns with the George Syme Community School attendance boundary) be directed entirely to Runnymede Collegiate Institute, effective September 1, 2026 (Regular Program)

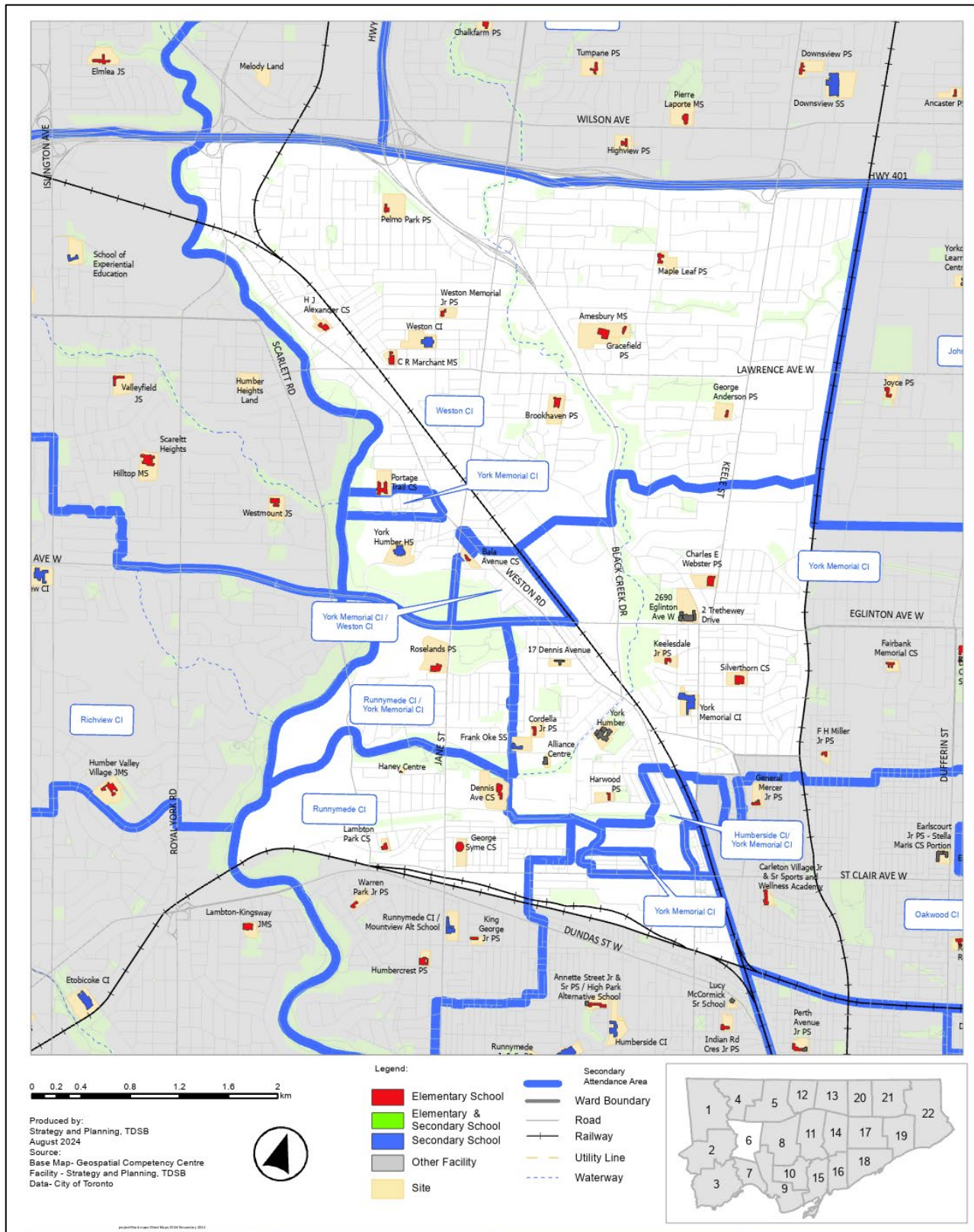
School Name	Capacity (2024)	Capacity (2029)	Capacity (2034)	Oct. 31, 2024		Oct. 31, 2029		Oct. 31, 2034	
				Enrolment	Utilization	Enrolment	Utilization	Enrolment	Utilization
Humberside CI	1,065	1,086	1,086	1,461	137%	1,510	139%	1,484	137%
Runnymede CI	756	756	756	496	66%	589	78%	673	89%
York Memorial CI	1,452	1,300	1,300	882	61%	1,014	78%	1,294	100%
Total	3,273	3,142	3,142	2,839	87%	3,113	99%	3,451	110%

Appendix C

Map of the Current Intermediate Attendance Areas
Ward 6 Facilities and Intermediate Attendance Areas

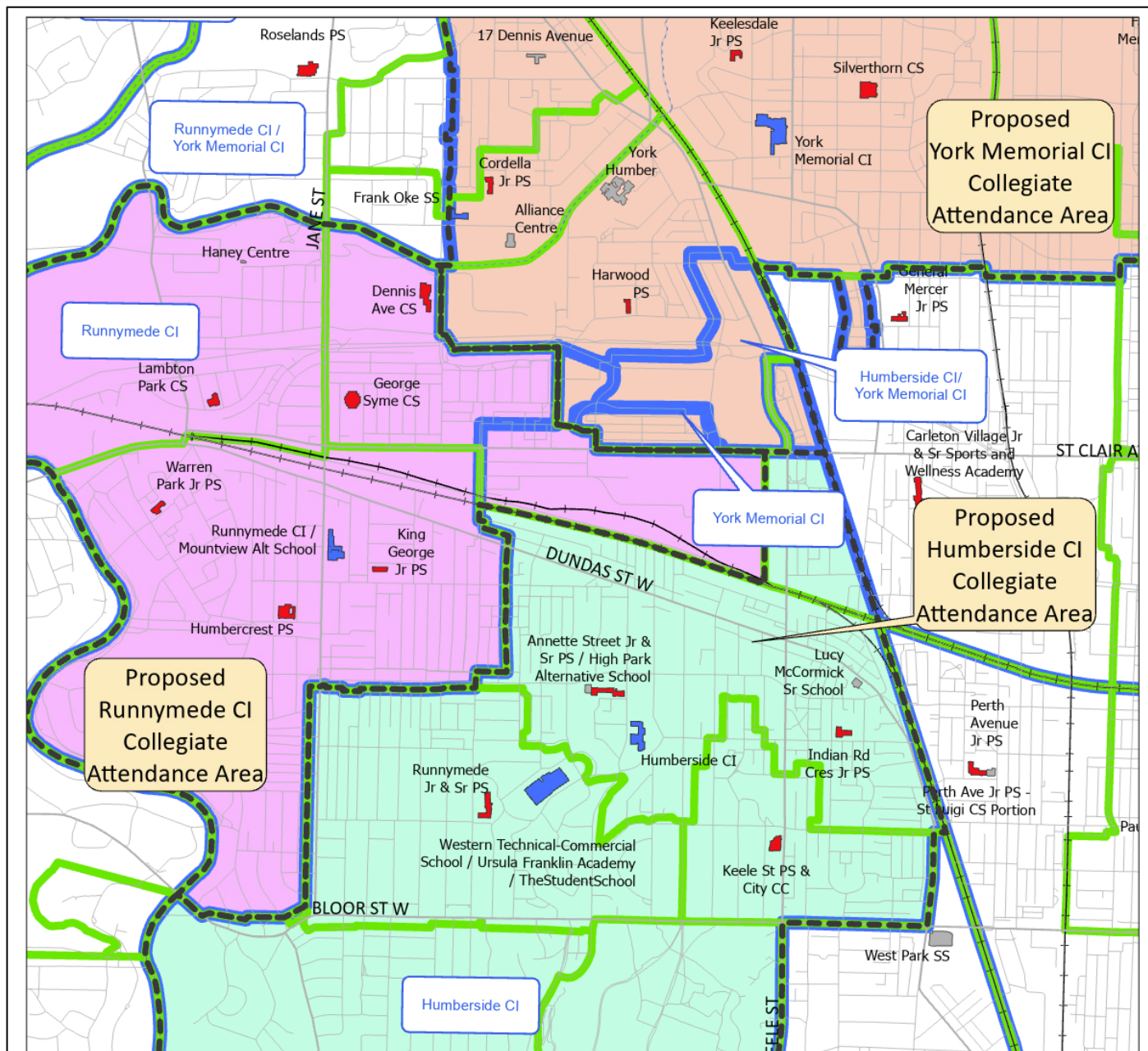


**Map of the Current Secondary Attendance Areas
Ward 6 Facilities and Secondary Attendance Areas**

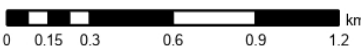


Appendix E

Map of the Proposed Intermediate and Secondary Attendance Areas Proposed HumberSide CI, Runnymede CI and York Memorial CI Attendance Boundary Change



Please note:
The lines on this map representing the Attendance Areas are approximate. For specific information on designated schools to serve individual addresses, please consult the TDSB Street Guide.

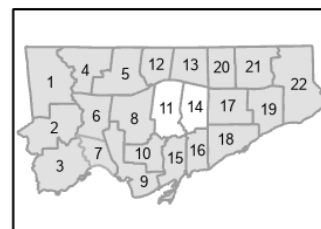


Produced by:
Strategy and Planning, TDSB
October 2024
Source:
Base Map- Geospatial Competency Centre
Facility - Strategy and Planning, TDSB
Data- City of Toronto



Legend:

- Elementary School
- Secondary School
- Other
- TDSB Facility
- Site
- Intermediate Attendance Area
- Collegiate Attendance Area
- Proposed Collegiate Attendance Area
- Proposed HumberSide CI
- Proposed Runnymede CI
- Proposed York Memorial CI
- Major Road
- Railway
- Utilityline
- Waterway



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Program Area Review for North Bendale Junior Public School and Tredway Woodsworth Public School

To: Planning and Priorities Committee

Date: 12 February, 2025

Report No.: 02-25-4841

Strategic Directions

- Commit to the implementation of the Truth and Reconciliation Commission of Canada: Calls to Action.
- Belong - All students belong, are engaged, and valued in an inclusive environment.
- Achieve - All students reach high levels of achievement, success, and personal development.
- Thrive - All students graduate with the confidence, skills, and knowledge to thrive.
- Revitalize - All students and staff learn and work in inclusive, safe, and modern environments.

Equity as a guiding principle: Equity is foundational to all TDSB work and will be embedded throughout the strategic directions.

Recommendation

It is recommended that the following be approved:

- (a) North Bendale Junior Public School be converted from a Junior Kindergarten to Grade 6 school to a Junior Kindergarten to Grade 8 school, effective 1 September 2025,
- (b) Current Grade 7 students attending Tredway Woodsworth Public School who graduated from North Bendale Junior Public School in June 2024 be redirected to North Bendale Junior Public School for Grade 8 as of 1 September, 2025, and;

- (c) North Bendale Junior Public School be renamed to North Bendale Public School as of 1 September, 2025.

Context

A grade change study involving North Bendale Junior Public School was included in the most recent version of the Long-Term Program and Accommodation Strategy (LTPAS) as a study to be undertaken during the 2024-25 school year. The study was added to the LTPAS as a way to utilize surplus capacity at North Bendale Junior Public School and to minimize transitions for students. Currently, students that graduate from North Bendale Junior Public School in Grade 6 feed into Tredway Woodsworth Public School for Grades 7 and 8.

North Bendale Junior Public School and Tredway Woodsworth Public School are both located in TDSB Ward 19 (Trustee Patel).

Undertaking this review aligns with the guiding principles in the LTPAS of minimizing transitions for students and achieving optimal utilization rates.

School Enrolments

North Bendale Junior Public School is a small elementary school. Enrolment as of 31 October 2024 was 123 students, resulting in a 60% utilization rate. The capacity of North Bendale Junior Public School is 205 pupil places. Over the past few years, enrolment at North Bendale Junior Public School has declined, making space available for the proposed grade range expansion.

Enrolment is expected to continue to decline slightly over the next few years. Long-term projections suggest the school's enrolment will be 108 students in 2029, and 111 in 2034. The school also accommodates two Special Education programs—a Diagnostic Kindergarten program and a Behavioural program. There are a total of 11 instructional classrooms within the school.

Tredway Woodsworth Public School is a large elementary school that is the current pathway for students graduating from North Bendale Junior Public School. Enrolment at Tredway Woodsworth Public School was 569 students as of 31 October 2024. The school has a capacity of 897 pupil places resulting in a utilization of 63%. Enrolment is expected to increase to 691 students by 2034, bringing the utilization to 77%.

Review Process

A Local Feasibility Team (LFT) comprised of the area Trustees, Superintendents, Principals and Planning staff, was established in September 2024. The objective of the

LFT was to investigate whether a grade range expansion at North Bendale Junior Public School to a JK to Grade 8 school was possible.

The LFT created a JK to Grade 8 scenario for the school showing it was possible to accommodate the increased enrolment associated with the two additional grades without the need for capital improvements. This enrolment scenario, along with status quo enrolments, can be found in Appendix A.

A Program Area Review Team (PART) was established in October 2024. The objective of the PART was to continue the work of the LFT in evaluating the feasibility of the grade range change by seeking feedback from parent/guardian/caregiver representatives from the impacted schools and the broader community. The PART held two working meetings on November 14, 2024 and December 10, 2024, as well as a public meeting on December 3, 2024.

Throughout the course of the PART process, participants at the PART working meetings and public meeting provided comments and asked questions regarding the proposal. A summary of these findings can be found within the PART report (see Appendix B).

Recommendations of the Program Area Review Team

The PART reviewed the option presented and supported the scenario developed by the LFT that included the grade range change.

The PART expressed an interest in having students who graduated North Bendale Junior Public School in June 2024 return to North Bendale Junior Public School for Grade 8 in September 2025. This would avoid a 'phasing in' of the grade range change, effectively making North Bendale Junior Public School a JK to Grade 8 school for the 2025-26 school year.

To determine interest in the expansion to Grade 8 for September 2025 the PART recommended that the parents/guardians/caregivers of Grade 7 students at Tredway Woodsworth Public School who graduated from North Bendale Junior Public School in June of 2024 be surveyed to determine the interest level in returning to North Bendale Junior Public School for Grade 8 in September 2025, or remaining at Tredway Woodsworth Public School.

The survey was emailed to parents/guardians/caregivers of current Grade 7 students at Tredway Woodsworth Public School who graduated from North Bendale Junior Public School in June 2024. A total of 10 families were surveyed, and eight total responses were received. Responses showed nearly unanimous support to return to North Bendale Junior Public School for Grade 8 in September 2025.

The PART considered whether students wishing to remain at Tredway Woodsworth Public School for Grade 8 could apply via Out-of-Area Admissions to remain at the school. Given that the elementary Out-of-Area Admissions process will be closed on January 31, 2025, affected students would not have the opportunity to do so this year.

As such, the PART is recommending that requests to stay at Tredway Woodsworth Public School in Grade 8 for the 2025-26 school year only be reviewed on a case-by-case basis at the discretion of the Principals and Superintendents of Education of both schools.

If the grade change is approved, students residing within the North Bendale Junior Public School attendance boundary area who wish to attend Tredway Woodsworth Public School in Grade 7 for September 2025 and beyond would need to apply via the Out-of-Area Admissions process.

Additionally, the PART also recommended that North Bendale Junior Public School be renamed to North Bendale Public School as the school would offer an intermediate program.

Staff have had an opportunity to review the PART report and are in support of the recommendations.

Impact of the PART Recommendations

As per the proposed grade expansion, enrolment at North Bendale Junior Public School would increase to 133 students by 2029 (65% utilization) and 133 by 2034 (65% utilization). Due to the small cohorts projected to graduate Grade 6, enrolment at Tredway Woodsworth Public School would only reduce slightly to 515 students by 2029 (57% utilization) and then increase to 669 by 2034 (75% utilization).

The PART carefully analyzed the detailed actual and projected enrolment data, as well as community feedback that included the survey responses related to the option. After thorough discussion and analysis, the PART reached consensus on the grade range expansion at North Bendale Junior Public School, including the proposed Grade 8 cohort for September 2025.

Community Consultation

A virtual public meeting was held on December 3, 2024. There were a total of 91 registrations for the meeting. Attendees provided verbal comments and questions at the meeting, as well as written comments and questions through the Q&A feature.

Feedback provided at the meeting was overwhelmingly positive of the proposed grade change. A common theme that was expressed was support for the implementation of both Grades 7 and 8 at North Bendale Junior Public School for September 2025. Concerns over the change or reduction in staffing at Tredway Woodsworth Public School as a result was also noted.

Following the public meeting, a survey was also conducted to gauge the public's support of the grade range expansion. A total of 20 responses were recorded. The survey indicated that all but one respondent was supportive of the change.

Action Plan and Associated Timeline

Subject to Board approval, the proposed grade range expansion at North Bendale Junior Public School would be implemented in September 2025.

Beginning in September 2025, Grade 6 students who graduated from North Bendale Junior Public School in June 2025 will remain at that school for Grade 7. Grade 7 students currently attending Tredway Woodsworth Public School who graduated from North Bendale Junior Public School in June 2024 would return to North Bendale Junior Public School for Grade 8 in September 2025. As discussed above, for this year only, requests to remain at Tredway Woodsworth Public School will be reviewed on a case-by-case basis.

Attendance boundaries would be revised as per the Attendance Boundary Maps provided in Appendix C.

A student accommodation and program plan has also been included in Appendix D.

Resource Implications

No capital improvements are being proposed with this grade range expansion. With the grade range expansion, these students would be within walking distance to North Bendale Junior Public School and would not require transportation.

Communications Considerations

Information about the Program Area Review is posted on the TDSB's Accommodation Reviews website. Information about the Board of Trustee's decision will be added there and on the impacted school's websites.

Notice will be sent to the parents/guardians/caregivers of students attending the impacted schools through School Messenger and will be emailed to all attendees of the public meeting who provided email addresses.

Notation will be added to the street guide notifying anyone using the 'Find Your School' function of the Board-approved changes, and to direct them to the latest information about the outcome of this review.

Board Policy and Procedure Reference(s)

P068 Accommodation and Program Review

PR715 Program Area Review

Policy P020 Transportation of Students

Appendices

- Appendix A: Planning and Enrolment Data
- Appendix B: Final Report of the Program Area Review Team for North Bendale Junior Public School and Tredway Woodsworth Public School
- Appendix C: Map of Current and Proposed Junior and Intermediate Attendances Areas
- Appendix D: Student Accommodation and Program Plan

From

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Joyce Kwong, Manager, Accommodation Planning, at joyce.kwong@tdsb.on.ca or at 416-394-3942

Planning and Enrolment Data

Table 1: Status Quo

No grade range expansion

		October 31, 2024 Actual			October 31, 2028 Projection			October 31, 2033 Projection		
Facility	Capacity	Enrolment	Utilization	Portables	Enrolment	Utilization	Portables	Enrolment	Utilization	Portables
North Bendale Jr PS	205	123	60%	0	109	53%	0	111	54%	0
Tredway Woodsworth PS	897	569	63%	0	538	60%	0	672	75%	0
Total	1,102	692	63%	0	647	59%	0	783	71%	0

Table 2: Staff Recommendation

Grade range change to JK-8 at North Bendale Jr PS

It is recommended:

- a) North Bendale Junior Public School be converted from a Junior Kindergarten to Grade 6 school to a Junior Kindergarten to Grade 8 school, effective 1 September, 2025;
- b) That current Grade 7 students at Tredway Woodsworth Public school who graduated from North Bendale Junior Public School in June 2024 be redirected to North Bendale Junior Public School for Grade 8 as of 1 September, 2025, and;
- c) That North Bendale Junior Public School be renamed North Bendale Public School as of 1 September, 2025.

		October 31, 2024 Actual			October 31, 2028 Projection			October 31, 2033 Projection		
Facility	Capacity	Enrolment	Utilization	Portables	Enrolment	Utilization	Portables	Enrolment	Utilization	Portables
North Bendale Jr PS	205	123	60%	0	139	68%	0	133	65%	0
Tredway Woodsworth PS	897	569	63%	0	508	57%	0	650	72%	0
Total	1,102	692	63%	0	647	59%	0	783	71%	0

**Final Report of the Program Area Review Team for
North Bendale Junior PS and Tredway Woodsworth PS
December 18th, 2024**

RECOMMENDATIONS

The Program Area Review Team recommends:

- 1. That the grades at North Bendale Junior Public School be expanded from Junior Kindergarten to Grade 6 to Junior Kindergarten to Grade 8 starting in September 2025.**
- 2. That current Regular track Grade 7 students at Tredway Woodsworth Public School who graduated from North Bendale Junior Public School in June 2024 be redirected to North Bendale Junior Public School for Grade 8 in September 2025.**
- 3. That Tredway Woodsworth Public School no longer become a pathway for North Bendale Junior Public School students.**
- 4. That North Bendale Junior Public School be renamed to North Bendale Public School as of September 2025.**

BACKGROUND

Members of the North Bendale Junior Public School (PS) community had expressed an interest to central staff in expanding the grade range to become a Junior Kindergarten (JK) to Grade 8 school. The school currently offers JK to Grade 6. Over the past several years, North Bendale Junior PS has remained at a utilization level that has allowed for the opportunity to consider the grade range expansion. As per the above, central staff added the review to the fall work 2024 plan as requested.

Enrolment at North Bendale Junior PS was 123 students as of October 31st 2024. The school has a rated capacity of 205. The utilization of the school is currently 60%, and expected to decrease slightly over the course of the next several years. North Bendale Junior PS students currently feed to Tredway Woodsworth PS for Grades 7 and 8.

A Local Feasibility Team (LFT) comprised of the area Trustees, Superintendents, Principals and central Planning staff, was established in September 2024. The objective of the LFT was to investigate whether a grade range expansion at North Bendale Junior PS to a JK to Grade 8 school was possible.

The LFT created a JK to Grade 8 model for the school showing it was possible to accommodate two additional grades at the school without the need for capital improvements. Data was also presented showing what future enrolment is projected at North Bendale Junior PS with the grade expansion, and what impact this has to Tredway

Woodsworth PS' enrolment as that school would no longer be the pathway for North Bendale Junior PS.

The transition of the LFT to a Program Area Review Team (PART) was approved by the Central Accommodation Team (CAT) on October 24th, 2024. The objective of the PART was to continue the work of the LFT in evaluating the feasibility of the grade range by seeking advice and feedback from parent representatives from the impacted schools throughout the course of two working meetings.

At the first PART meeting, an explanation of the role of the PART as an advisory committee was given. The group was shown the scenario that the LFT created. The data included actual 2024 student enrolments and projected 2028 and 2033 enrolments (see Appendix A) based on the grade range change being considered.

The comments and questions posed at the PART meeting informed the content of the presentation at the public meeting. A copy of the public meeting presentation can be found online at the North Bendale Junior PS review webpage.

The PART held a second working meeting to discuss the feedback received at the public meeting, and post-public meeting, and to recommend a proposed solution. A consensus was reached that North Bendale Junior PS should become a JK to Grade 8 school beginning in September 2025, offering both Grades 7 and 8.

It is being recommended that students who are currently in Grade 7 at Tredway Woodsworth PS who graduated from Grade 6 at North Bendale Junior PS in June 2024 return to North Bendale Junior PS for Grade 8 in September 2025.

The PART considered whether students wishing to remain at Tredway Woodsworth PS for Grade 8 could apply via Out-of-Area Admissions to remain at the school. Given that the elementary Out-of-Area Admissions process will be closed by January 31st, 2025 (this report will be presented to Board on February 19th, 2025), affected students would not have the opportunity to do so this year. As such, the PART is recommending that – for the remainder of this school year only - requests to remain at Tredway Woodsworth PS for Grade 8 be reviewed on a case-by-case basis at the discretion of the Principals and Superintendents of Education of both schools. Starting in September 2025, students residing within the North Bendale Junior PS attendance boundary area who wish to attend Tredway Woodsworth PS in Grade 7 will need to apply via the Out-of-Area Admissions process.

Additionally, recommendations also include that Tredway Woodsworth PS no longer be a pathway for North Bendale Junior PS students, thus reducing the intermediate attendance boundary at that school; and that North Bendale Junior PS be renamed to North Bendale PS as the school would offer an intermediate program.

STAKEHOLDER ENGAGEMENT

Program Area Review Team		
School/Organization	Name	Role
North Bendale Jr Public School	Athanasios Dimakas	Principal
North Bendale Jr Public School	Sarah Muir	Parent Representative
North Bendale Jr Public School	Olympia Grigg	Parent Representative
Tredway Woodsworth Public School	Simon Mgya	Principal
Tredway Woodsworth Public School	Rebecca Mosios	Parent Representative
Tredway Woodsworth Public School	Lindsay Short	Parent Representative
TDSB Trustee	Zakir Patel	Trustee, Ward 19
TDSB Superintendent	Marwa Hamid	Superintendent
TDSB Superintendent	Jason Kandankery	Superintendent

Staff Resources		
Organization	Name	Role
TDSB	Joyce Kwong	Planning Department
TDSB	David Suriano	Planning Department

Meeting Details		
Meeting Type	Date	Time
Committee	November 14 th , 2024	7:00-8:30 pm
Public Meeting	December 3 rd , 2024	6:30-8:00 pm
Committee	December 10 th , 2024	6:30-8:00 pm

ANALYSIS OF PROPOSED CHANGES

Grade Range Change

The proposed grade range change will:

- Eliminate a school transition for North Bendale Junior PS students.
- Not significantly impact enrolment at Tredway Woodsworth PS.
- Be accommodated within existing classroom space at North Bendale Junior PS without any retrofits requiring capital.

SUMMARY OF FINDINGS

There was a consensus to proceed with the grade range change as presented.

The PART had also supported the survey of the parents/guardians of the ten current Grade 7 students attending Tredway Woodsworth PS who had graduated from North Bendale Junior PS in June 2024 to determine interest in returning to North Bendale Junior PS for Grade 8. Eight responses were received, and seven stated their preference to return to North Bendale Junior PS.

The PART carefully considered these responses in order to ensure that Grade 8 enrolment at North Bendale Junior PS in September 2025 will be viable. As there was much support from the community, the PART determined that the full implementation of Grades 7 and 8 in September 2025 should be recommended. As discussed above, for this year only, requests to remain at Tredway Woodsworth PS will be reviewed on a case-by-case basis.

Throughout the course of our discussions, parents at the PART working meetings and public meeting made comments and asked questions regarding the proposed grade range expansion. These are summarized below.

Grade Range change:

Parents believed the JK to Grade 8 experience will provide a more nurturing and supportive environment while reducing the number of transitions for students. It will also help to increase the enrolment at the school and provide a greater sense of community with more opportunity for students.

There was much support for implementing the grade range expansion with both grades 7 and 8 in September 2025; while there was also some support for a phased-in approach (one grade per year).

Other Feedback:

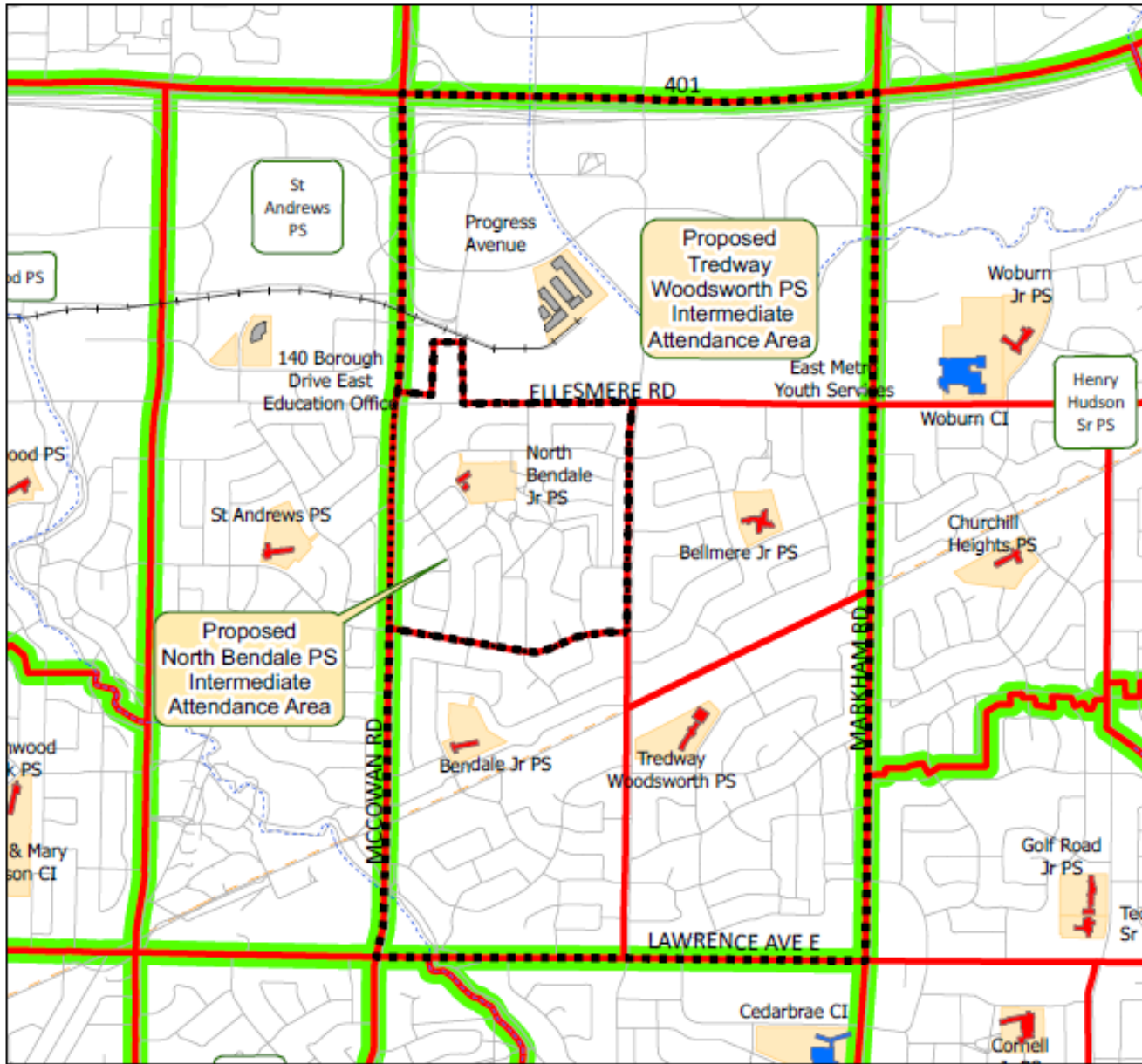
Concerns were raised about the impact to staffing at the intermediate level at Tredway Woodsworth PS, and if the reduction of students in Grades 7 and 8 would result in fewer and larger class sizes at that school.

Questions were raised about the potential to change the secondary boundaries. Staff responded describing that changes to the secondary boundaries are not being considered and would require a larger review involving multiple secondary schools.

Throughout the course of our discussions, parents at the PART working meetings and public meeting provided feedback, raised several questions, and described their support for the grade expansion. The PART carefully considered the option presented and critically reflected with thoughtful feedback and questions.

The PART recommends pursuing the recommendations contained within this report.

North Bendale Junior Public School LFT Existing Junior and Proposed Intermediate Attendance Areas



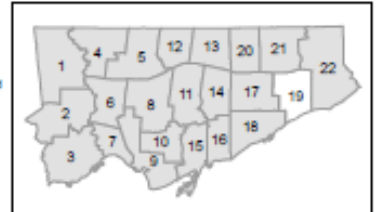
Please note:
The lines on this map representing the Attendance Areas are approximate. For specific information on designated schools to serve individual addresses, please consult the TDSD Street Guide.



Produced by:
Strategy and Planning, TDSD
September 2024
Source:
Base Map - Geospatial Competency Centre
Facility - Strategy and Planning, TDSD
Data - City of Toronto

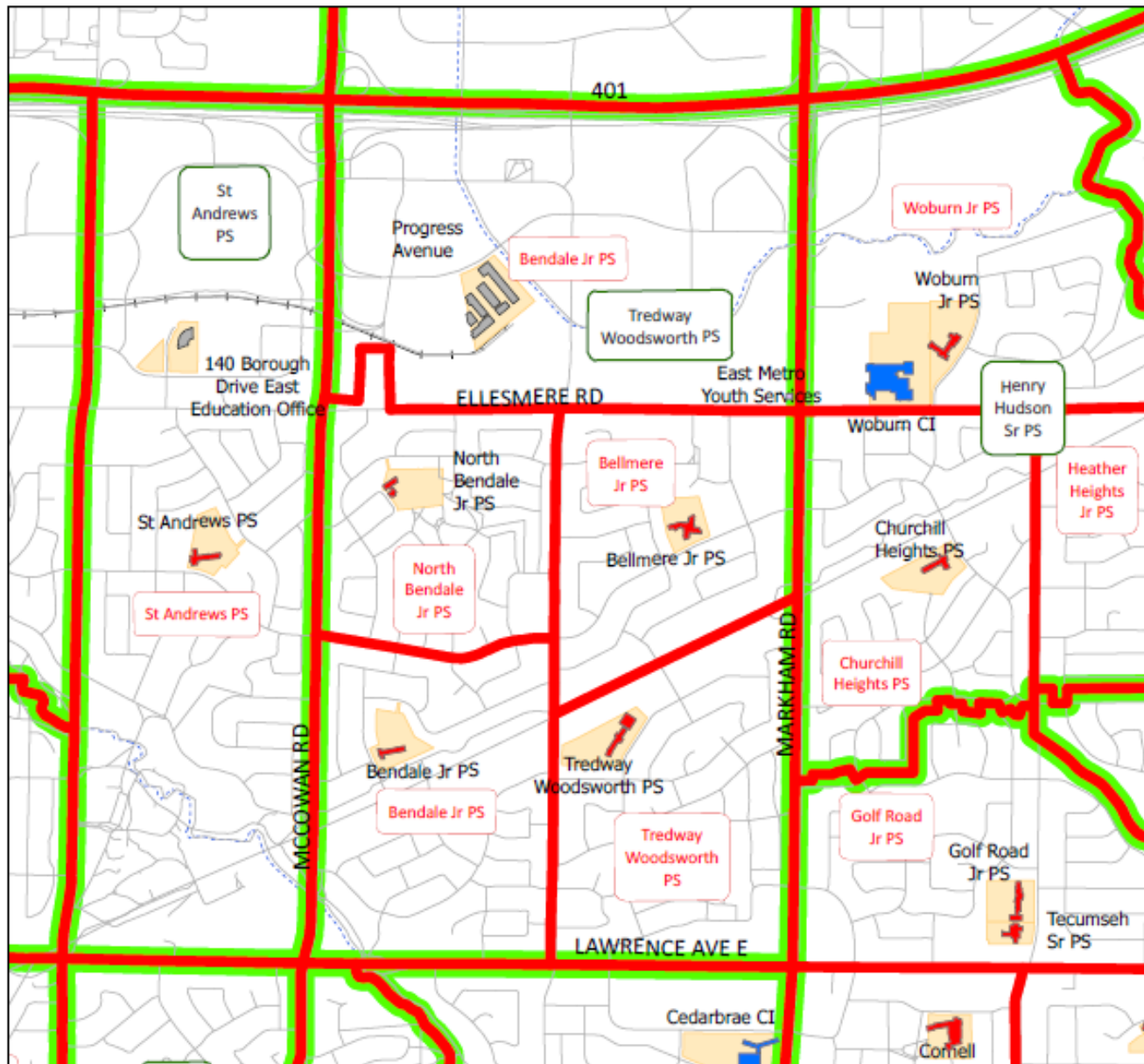


- Legend:**
- Elementary School
 - Secondary School
 - Other TDSD Facility
 - Site
 - Junior Attendance Area
 - Intermediate Attendance Area
 - Proposed Intermediate Attendance Area
 - Major Road
 - Railway
 - Utilityline
 - Waterway

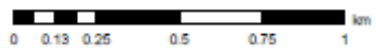




North Bendale Junior Public School LFT Existing Junior and Intermediate Attendance Areas



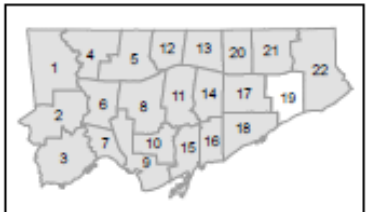
Please note:
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Base Map - Geospatial Competency Centre
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- Legend:**
- Elementary School
 - Secondary School
 - Other TDGB Facility
 - Site
 - Junior Attendance Area
 - Intermediate Attendance Area
 - Major Road
 - Railway
 - Utilityline
 - Waterway



Student Accommodation and Program Plan

Overview:
<ul style="list-style-type: none"> • Expand grades at North Bendale Junior PS from Junior Kindergarten to Grade 6 to Junior Kindergarten to Grade 8 in September 2025. • Redirect Grade 7 students currently attending Tredway Woodsworth PS who graduated from North Bendale Junior PS in June 2024 back to North Bendale Junior PS for Grade 8 in September 2025. • Tredway Woodsworth PS no longer become a receiving school for Grade 7 students from North Bendale Junior PS • Change the name of North Bendale Junior PS to North Bendale PS
Details for each school:
<p>North Bendale Junior PS</p> <p>2025-26:</p> <ul style="list-style-type: none"> • Expansion of Grades 7 and 8 • Remove Junior from title of school
<p>Tredway Woodsworth PS</p> <p>2025-26</p> <ul style="list-style-type: none"> • Redirect Grade 7 students who graduated from North Bendale Junior PS in June 2024 to North Bendale Junior PS • No longer a receiving school for North Bendale Junior PS



Secondary Alternative Schools Program Review Interim Report

To: Planning and Priorities Committee

Date: 12 February, 2025

Report No.: 02-25-4840

Strategic Directions

- Commit to the implementation of the Truth and Reconciliation Commission of Canada: Calls to Action.
- Belong - All students belong, are engaged, and valued in an inclusive environment.
- Achieve - All students reach high levels of achievement, success, and personal development.
- Thrive - All students graduate with the confidence, skills, and knowledge to thrive.
- Revitalize - All students and staff learn and work in inclusive, safe, and modern environments.

Equity as a guiding principle: Equity is foundational to all TDSB work and will be embedded throughout the strategic directions.

Recommendation

It is recommended that Secondary Alternative Schools Program Review Interim Report be received.

Context

This report provides an update to the Planning and Priorities Committee (PPC) and Board of Trustees on the status of the Secondary Alternative Schools Program Review, including a:

- Brief overview of the Secondary Program Review and its connection to the Secondary Alternative School Program Review

- Summary of secondary alternative schools
- Summary of consultation themes articulated by students, staff, and families
- Summary of student demographic information and achievement outcome
- Summary of supporting literature review
- Summary of next steps

Brief Overview of Secondary Program Review

To situate the Secondary Alternative Schools Program Review, a brief overview of the TDSB's Secondary Program Review is provided below.

As outlined in TDSB's initial staff report to Committee of the Whole on June 19, 2019, the existing structure of secondary schools across the TDSB is not consistent with the strategic and visionary documents approved by the Board of Trustees, and action is necessary to develop and implement a new vision for secondary school programming that:

- Aligns with the Board's commitment to Equity;
- Aligns with the Multi-Year Strategic Plan, its goals and action plans;
- Aligns with the Guiding Principles of the Long-Term Program and Accommodation Strategy; and
- Responds to student voice.

The Multi-Year Strategic Plan, 2024-2028, serves as a roadmap towards realizing the collective vision for the students and staff served by the TDSB and is a reflection of the rich perspectives, ideas, and goals of TDSB communities. Its focus is to provide an equitable, accessible, and inclusive education experience for all students according to their unique needs.

On May 20, 2020, the Board of Trustees received the [Secondary Program Review Interim Report](#) and [Board Report](#)) which highlighted the issues, gaps, and needs facing the TDSB system. The [Secondary Program Review Final Report](#) was approved by the Board of Trustees on November 4, 2022. This Final Report reaffirms our commitment to create a system that:

- Has fewer but stronger schools that provide greater access, better options, and rich pathways as close to home as possible;
- Strengthens the role of the neighbourhood secondary school;
- Continues to support specialized schools and programs and increase access for all students;
- Provides schools with the flexibility to respond to student needs and interests by creating the programs they desire, supported by strong enrolment;
- Provides school choice through the revised Out-of-Area Admissions policy and procedure;

- Continues to support some small secondary schools that offer different learning environments, programs or supports; and,
- Offers the support that students want such as caring adults, flexible learning environments, and general scheduling modifications.

In response to a recommendation from the Alternative Schools Community Advisory Committee, the Board of Trustees passed a resolution on May 26, 2021, that the Board conduct a review of secondary alternative schools. It is important to note that the review of secondary alternative schools does not include elementary alternative schools.

On June 9, 2021, the [Review of Secondary Alternative Schools Feasibility Report](#) was presented to the TDSB's Program and School Services Committee and subsequently the Board of Trustees on June 30, 2021. As part of this report, staff presented an [Update](#) to the Program and School Services Committee and subsequently the Board of Trustees on January 24, 2024, which provided an environmental scan, individual school profiles, and a timeline for Secondary Alternative Schools Program Review.

Summary of Secondary Alternative Schools

The TDSB currently has 21 secondary alternative schools. Enrolment at secondary alternative schools has declined from a peak of just over 2,300 in 2011 to approximately 1,300 as of October 31, 2024. Of the 21 secondary alternative schools, the average utilization rate is approximately 43%, based on the overall capacity of nearly 3,000 pupil places.

Secondary alternative schools are smaller school environments (small schools by design) supporting students seeking alternative methodologies, curriculum delivery, and non-mainstream approaches to learning the Ontario Curriculum. Secondary alternative schools provide students with an opportunity to succeed in a different educational setting that emphasizes student-centered and differentiated methods of teaching and learning. Most secondary alternative schools were established prior to amalgamation in 1998 and exist primarily in the former Toronto Board of Education.

Secondary alternative schools do not have attendance areas and are open to all students in the City of Toronto. Admission to secondary alternative schools can depend on the grades or course offerings available at the school.

Although there are a small number of exceptions, secondary alternative schools are generally accommodated within other buildings such as collegiates, former technical-commercial schools, and elementary schools. Most do not occupy standalone buildings.

There are five Secondary Alternative Schools that are quadmestered (Etobicoke Secondary Alternative School, Northwest Secondary Alternative School, Northeast Secondary Alternative School, Southeast Secondary Alternative School, and Parkview Secondary Alternative School).

Where a secondary alternative school is housed within an existing collegiate, the principal of the collegiate is responsible for both schools:

- THESTUDENTSCHOOL is in Western Technical & Commercial School
- SOLE is in Monarch Park Collegiate Institute
- ALPHA II is in Bloor Collegiate Institute

In terms of administrative oversight, most of the secondary alternative schools have been divided into two groupings: east and west. Each grouping has a Principal and two Vice-Principals who travel from site to site. Each site has a Curriculum Leader (teacher with a position of responsibility) to support the day-to-day operation of the site.

Each secondary alternative school offers different instruction at different grades due to the limited staffing and course offerings. Due to low enrolment these schools cannot generate the allocation to provide a Co-op program at each site. To better support students, Co-operative Education placement opportunities have been provided by a centrally assigned co-op teacher. This allocation is over and above what would typically be generated by the staffing process.

A map of secondary alternative schools (SAS) can be found in Appendix A.

Summary of Secondary Alternative Schools Research

A summary of research related to Alternative Education (AE) is included in Appendix B (Alternative Schools Literature Review). This research scan supports the TDSB Secondary Alternative Schools Program Review by providing a summary of research related to alternative education models and best practices.

This scan describes a number of core areas important to the success of AE and SAS and is intended to serve as foundation for ongoing collaborative conversation and planning within the TDSB's Secondary Alternative School Program Review.

Summary of Student Achievement and Demographic Summary

Reviewed in conjunction with the Consultation Summary is the Student Achievement and Demographic Summary, which highlighted the discrete student population that attends SAS and the inability to accurately showcase students' learning experiences at SAS with traditional student achievement markers. The summary can be found in Appendix C.

As articulated in the summary, SASs place a strong emphasis on social and emotional development alongside academics. While academics remain important, the flexibility of alternative education models often allows for a greater focus on emotional and social well-being. Additional information related to long term student well-being, preparation for the future, workplace, and apprenticeship data, as well as co-constructed indicators of student success would further help to clarify the narrative of what a successful SAS student experience is at the TDSB.

Consultation Process

The engagement component of the Secondary Alternative School Program Review (SASPR) gathered perspectives from multiple groups of individuals including current and former students, staff, parents/guardians/caregivers.

The consultation summary provides an in-depth, inclusive analysis of the current secondary alternative school learning experience at the TDSB, as well as how to reimagine it for future students.

The objectives of the consultation component of this review include the following:

- To examine the lived experiences of those involved in the TDSB's Secondary Alternative School Programs (SASP) (current and alumni students, staff, and families)
- To examine the relationships and support avenues for Secondary Alternative School (SAS) students (e.g., TDSB support staff, community agencies, etc.)
- To gather important considerations from staff, current students, and families as well as the wider community related to the current operations and a new vision for secondary alternative schools.

The engagement components of this review draw on the TDSB's Community Engagement Policy (P078), SAS literature and best practices, and TDSB SAS staff expertise.

All engagement activities were conducted in the winter and spring of 2024. Overall, **2,030** participants' contributions were captured in some capacity during the consultation period. Appendix D outlines the methods of engagement as well as the participation details. Appendix E contains a summary of Strengths, Weaknesses, Opportunities and Threats (SWOT).

What We Heard

Rooted at the heart of this review is a community of committed students, families, and staff. Students, families, and staff shared positive experiences about secondary alternative schools, many crediting these schools for students' academic success, well-being, and personal development.

Although each school is nuanced in their student learning experience, overall results have been summarised into broad large themes that encapsulate strengths, weaknesses, opportunities, and threats articulated by students, families, and staff.

- Supporting Student Success and the Impacts of SAS
- Challenges and Opportunities at SAS
- SAS Visioning for the Future

Strengths

Comments showcased the important role of SAS at the TDSB. As articulated in Appendix C and through consultation comments, SAS has a higher proportion of students with special education needs, 2SLGBTQIA+ students, students with mental health concerns, and students looking for a less traditional school to support their re-engagement into learning or graduation goals.

In many instances, students noted that SAS is a lifeline for them and is the main reason they have continued in school. Students, families, and staff articulated SAS's strengths as being a place that operates within a smaller learning setting, and facilitates strong and nurturing teacher-student relationships, increased connectivity, individualized student support, flexible and personalized learning environments, and alternative teaching and learning approaches among others.

- 89% of current SAS students agree that attending their current SAS has improved their learning experience; 98% of Alumni students agree; 89% of parents agree.
- 89% of current SAS students agree that they are more successful at their current SAS than their previous school; 97% alumni students agree; 89% of parents agree.

Challenges, Opportunities and Vision for the Future

We live in a highly dynamic and rapidly changing city, and through various initiatives aim to address the gaps and needs within our system to better support and serve our students. Meaningful change will take time but the opportunity to improve access, experiences and outcomes for students is both necessary and exciting.

Students, staff, families, and alumni shared important considerations for improvement within SAS schools that are situated mostly within administration and operations, resourcing and staffing, location and distribution, and system knowledge.

Through the consultation staff heard about challenges and threats facing secondary alternative schools. Many of the challenges and threats can be attributed to the small size of many of these schools, and relate to areas such as:

- Minimal course offerings and extracurricular opportunities
- Insufficient resourcing (staffing, funding)
- Inadequate facilities and technology
- Equitable distribution of secondary alternative schools
- Declining enrolment, and
- Perception

Opportunities were also captured in the consultation summary that would, over time, address some of the challenges that were identified. Opportunities included:

- Expanding Grade 9 opportunities (many alternative schools begin at a later grade)
- Expanding program and course offerings
- Increasing access to facilities (gymnasiums, shop spaces, etc.)
- Building larger enrolments of at least 50 students and up to 100 students
- Improving access to, and distribution of, secondary alternative schools
- Increasing system and public knowledge of secondary alternative schools
- Consideration of virtual learning opportunities, and
- Student-created measurements of success

Through the consultation summary students, families and staff provided thoughts on a vision for the future of secondary alternative schools. A summary of these ideas is provided below:

- Recognizing the important role of secondary alternative schools in the TDSB
- Maintaining a secondary alternative school option for students at the TDSB
- Increasing secondary alternative school access (locations and grade ranges)
- Recognizing the funding, resourcing, and staffing required by secondary alternative schools
- Maintaining small, flexible, and unique learning spaces at secondary alternative schools

- Maintaining welcoming and positive school spaces
- Continue to expand and apply the unique and creative approaches within alternative education to TDSB secondary alternative schools

A summary of all consultation findings of the Secondary Alternative Schools Program Review is included in Appendix D.

Next Steps and Trustee Engagement

This report has provided the Board with additional background information, context, and feedback from impacted communities on secondary alternative schools.

The next step is to develop a series of initiatives that strive to build on the strengths, leverage the opportunities, and address the threats that have been identified in this report. Developing a plan will take time and will require input from Trustees. Secondary alternative schools vary widely in their purpose and the type of student they serve. This means that a 'one size fits all' solution will not meet student needs.

Over the spring staff will continue to review and consider the information and research available to develop a series of guiding principles and concepts for discussion that involve secondary alternative schools.

The concepts for discussion may include but are not limited to:

- Consolidation of schools in some areas to improve enrolment and support a better distribution of schools,
- Relocating secondary alternative schools to leverage better facilities and/or improve distribution, and
- Exploring different models of school organization, including full-year programming and campus models

The high-level concepts will be shared with Trustees through the upcoming Long-Term Program and Accommodation Strategy (LTPAS) meetings to be held in the late Spring. These meetings are an opportunity for staff and Trustees to share information and work collaboratively on options. Where there is agreement, concepts for discussion will be refined into studies that will be reflected in the upcoming version of the Long-Term Program and Accommodation Strategy, to be presented to Trustees in the Fall of 2025. Outcomes of studies in the LTPAS require Board of Trustee approval and include opportunities for public engagement.

Staff will also develop and share a set of guiding principles for this work. These guiding principles will be used to inform the work of staff as these studies are undertaken. The guiding principles will be outlined in the final report, to be presented to Trustees for approval in June 2025.

This mirrors the approach that was taken in 2019-20 with the Secondary Program Review. In that process staff provided background information, data, and consultation feedback to Trustees, developed a vision/set of guiding principles that was approved. Staff then developed concepts for discussion that were shared through the Long-Term Program and Accommodation Strategy meetings and later reflected as studies in the document, which was also approved.

Action Plan and Associated Timeline

The upcoming Long-Term Program and Accommodation Strategy meetings, to be held in April and May 2025, will be used to share a set of draft guiding principles and concepts with Trustees for deeper discussion and refinement.

The final report of the Secondary Alternative Schools Program Review will be presented to Trustees in June 2025. This report will seek approval on a set of guiding principles and will include the high level concepts that have been discussed with all Trustees in advance.

The Long-Term Program and Accommodation Strategy will include a new section on the Secondary Alternative Schools Program Review that outlines the guiding principles and relevant background information. The document will also reflect studies that have been developed based on the high-level concepts discussed with Trustees.

Staff anticipate that the next version of the Long-Term Program and Accommodation Strategy will be presented for approval in October 2025.

Resource Implications

N/A.

Communications Considerations

N/A.

Board Policy and Procedure Reference(s)

- Alternative Schools Policy (P062)
- Alternative Schools Procedure (PR584)
- Out-of-Area Admissions Policy (P013)

- Out-of-Area Admissions Procedure (PR545)

Appendices

- Appendix A: Map of Secondary Alternative Schools
- Appendix B: Alternative Schools Literature Review
- Appendix C: Student Achievement and Demographic Summary
- Appendix D: SASPR Engagement Methods and Theme Summary
- Appendix E: Strengths, Weaknesses, Opportunities and Threats Summary

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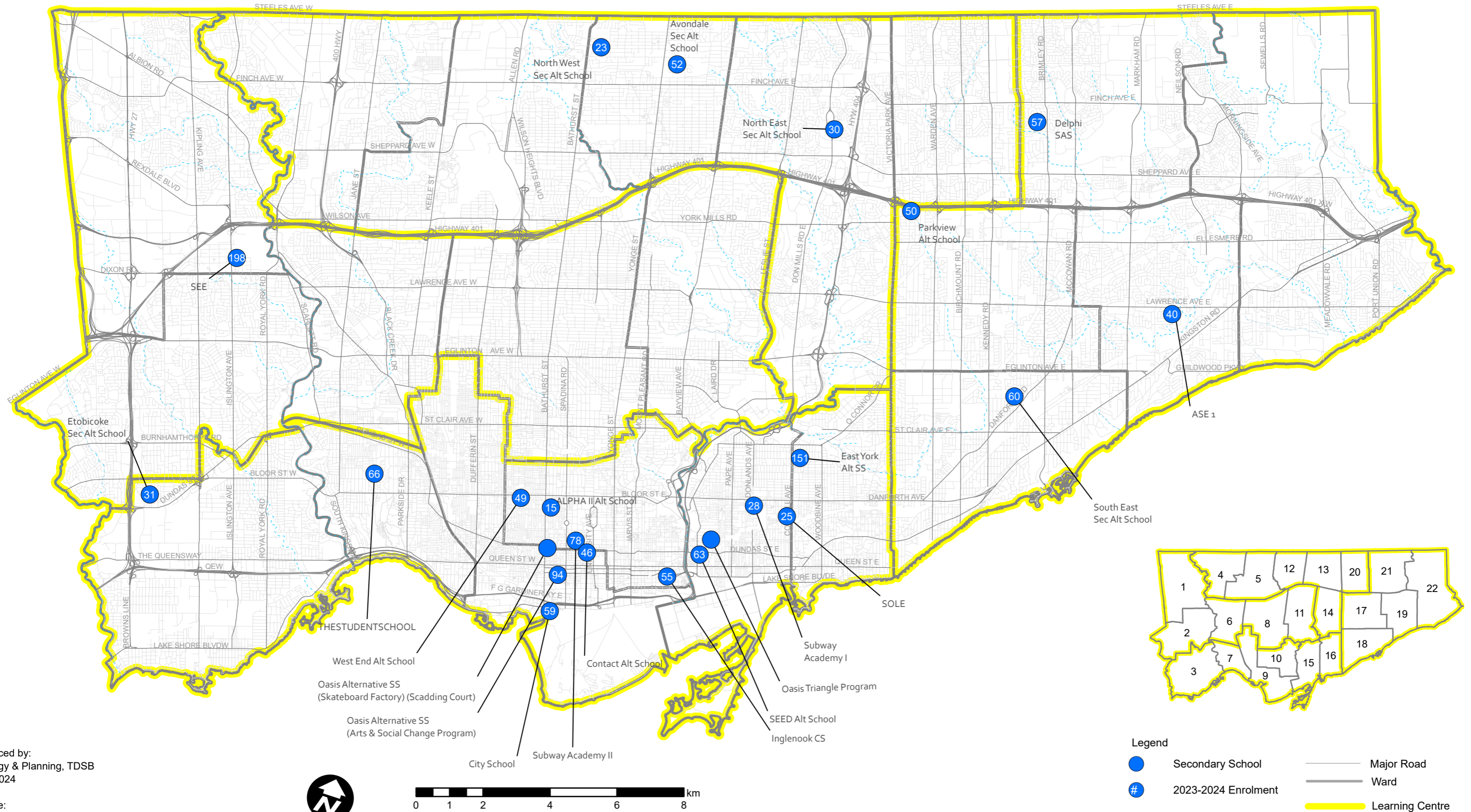
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Produced by:
Strategy & Planning, TDSB
May 2024

Source:
Base Map- Geospatial Competency Centre
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Secondary Alternative Schools (SAS) Program Review: Research Scan

TITLE: Secondary Alternative Schools Program Review: Research Scan

AUTHOR: Toronto District School Board, Research and Development

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Introduction

This research scan supports the TDSB Secondary Alternative Schools (SAS) Program Review by providing evaluation considerations for the larger SAS program review and serves as a background document for further policy and planning considerations. The intent of this research scan is to provide resources related to current research in the area of secondary alternative education (AE) and aims to address: examples for research in AE in the TDSB and in other provinces, best practices within AE, and examples of measurements of success within AE.

The key themes explored in this literature scan, are intended to serve as foundation for ongoing collaborative conversation and planning within the TDSB's Secondary Alternative School Program Review.

This review will describe a number of core areas important to the success of AE and SAS and are as follows:

- Historical TDSB research on Alternative Education
- Success stories within TDSB Secondary Alternative Schools and their relationships to best practice literature
- Core themes:
 - authentic relationships, connections, and an Alternative school community
 - school cultures based on ethos of care
 - engaged, flexible and responsive learning environments
 - student centredness
 - learning environments and size
 - supported educators
 - student choice and eligibility
 - complexities and nuances of accountability measures applied to AE

Overview of TDSB Alternative Schools

The TDSB describes alternative schools, both elementary and secondary as, [...] highly engaged, smaller school environments¹. These schools are characterized by community collaboration, choice, inclusivity, and flexibility. Alternative schools use flexible methods of teaching in distinct learning environments to meet the needs of learners. They use diverse hands-on approaches to learning the required Ontario Ministry of Education Curriculum (TDSB, 2023, online, para. 1).

Historically, Toronto public school boards embraced the establishment of alternative learning environments beginning in the late 1960s at a time when progressive/child-focused education emerged in the forms of free schools and alternative schools (Phillippi et al., 2020). Such schools aimed to target the individual needs and learning styles of students who did not cope as well within the mainstream or traditional school system, were 'at-risk' of dropping out, had been pushed out of mainstream schools, are attempting to re-engage with school, require Special Education services, may be struggling socially and/or emotionally, have experienced childhood trauma, among other reasons (Bascia & Maton, 2015; Brown, 2017; Parekh et al., 2016; Stewart, 2020).

The TDSB has 21 SAS; at the moment, the largest number of alternative schools in Canada. Outside of Ontario, there are more alternative programs, either within a school or grade range, than completely separate alternative schools. Please note, the TDSB uses the term *Alternative Programs* to define Caring and Safe School Programs. These are completely separate from *Alternative Schools*.

TDSB alternative schools are created via the guidance from [PR 584](#), which begins with "Individuals or groups interested in exploring the possibility of starting a new alternative school will contact the [System Superintendent of Education with central responsibility for Alternative Schools] or designate, for preliminary discussions. Interested trustees may also be approached" (2007, p. 2).

Further, it should be emphasized that the characteristics of AE are not limited to only TDSB alternative schools. Interpreting the definition in isolation could promote a misconception that students in regular mainstream schools do not emphasize high engagement, flexibility, diversity of learning approaches, etc.

¹ Please note SAS smaller class sizes are the bi-product of lower enrollment, but still must follow the staffing and enrollment structures within the TDSB.

Research Scan

Alternative Education Models and Typologies

Across the literature it is argued that educational institutions have notably different interpretations about Alternative Education (AE) and its respective schooling or program components and operations (McGee & Lin, 2017; Kumm et al., 2020; Thomson & Pennacchia, 2014). However, as noted by Lange & Sletten (2002), several characteristics are common among AE².

Within the literature, AE covers all educational activities that fall outside the traditional Kindergarten to Grade 12 school system (including home schooling, GED preparation programs, special education programs, charter schools, correspondence models, etc.) (Aron, 2003, p. 3) And, can vary significantly in their philosophical underpinnings (e.g., progressive school, constructivist models, whole child model, etc.) (L. Rodriguez, personal communication, August 20, 2023).

Alternative education provision continues to be a commonly recommended option for students identified as at-risk, marginalized, excluded individuals or groups, school leavers, those experiencing learning loss due to health issues, disrupted learning due to juvenile offending/recidivism and those requiring academic advancement/acceleration (Phillippi, 2021; Ross & Angelidis, 2020; Thomson & Pennacchia, 2014).

As alternative schools increasingly emerged from the broader ‘progressive’ education movement in the 1960s, as cited in Maton & Nichols (2020) note the pedagogical philosophy of the time centred on “humanizing, democratic and experiential education”(p. 163). In response, alternative schooling efforts have tended to “embrace humanizing ideals and sought to center self-expression, creativity, and non-hierarchical values in school governance models. While these alternative schools persist today many now embrace a range of historically situated values – often layering market-based ideals onto the language and structures of their humanizing commitments” (Maton & Nichols, p. 159, 2020).

While alternative programming tends to be centred in urban areas which have lower socioeconomic status and higher numbers of minority students, alternative schools have also increasingly emerged to meet the needs of students facing identity-based issues within the mainstream schooling environments (Stewart, 2020).

² One note of caution, the literature does not always differentiate between secondary and elementary Alternative Education programs.

Despite AE's popularity and growth, in some instances a negative undertone looms over AE. Kim and Taylor (2008) elaborate,

[...] public alternative schools presently run by school districts struggle with negative stigmas as dumping grounds or warehouses for at-risk students who are falling behind, have behavioral problems, or are juvenile delinquents. These stigmas are some of the biggest obstacles barring the success of alternative education (p. 207).

Contrasting negative undertones Mottaz (2002), "described the alternative school culture as being similar to that of a family—where education is not the only element but part of a larger culture. Mottaz (2002) added, Building self-esteem and recapturing these strengths can be achieved by teachers having high/appropriate expectations for their students and celebrating their achievements on a regular basis" (as cited in Duke & Tenuto, 2020, p. 28).

Historical Research on TDSB Secondary Alternative Schools

Past Reviews

In 2006, a study was conducted to investigate the feasibility of opening three new SAS. To support this investigation a comprehensive review was conducted and shared recommendations within the areas of: strategic direction for SAS, pathway enhancement and expansion, and staffing.

In 2017, SAS were included in a review of alternative schooling at the TDSB. This past review shared recommendations that included:

- strengthening existing professional development existing in alternative schools;
- recognizing that elementary and secondary alternative schools serve very different groups of students, even within panels—caution should be taken regarding any 'one size fits all' changes or approaches;
- considering continuity of progression across panels;
- reviewing locations of alternative schools; and
- emphasizing student-teacher relationships/support, and a shared mission/vision as conditions that allow school improvement.

These past reviews examined patterns in student data for elementary and secondary students. From this data, it is important to note that historically, SAS have emerged to serve students from more economically-disadvantaged backgrounds compared to Toronto's elementary schools (Brown, 2017), and that secondary students in alternative education settings were more likely to be at-risk academically and face more barriers to

post-secondary access compared to their counterparts in traditional schools (Parekh, 2013).

Secondary and Elementary Alternative Schools

Brown's (2017) analysis looked at elementary and secondary students attending Alternative schools. The characteristics of these two groups of students were quite different. "For example,[...] students attending elementary [alternative] schools were much more likely to come from two-parent families and have parents who attended university; slightly under three quarters self-identified as White. By the end of Year 4 of high school (Fall 2016), 77% of students attending elementary alternative schools had graduated from high school, and two thirds (68%) had applied to post-secondary over the 2016 post-secondary application cycle. In comparison, of students who had attended secondary alternative schools, only 16% had graduated, with 58% still present in the TDSB over the 2016-17 school year and hence had not had the opportunity to apply to post-secondary" (p. 12).

Further, in Brown's (2017) analysis, many elementary and secondary alternative school students live outside of their immediate neighbourhood. For example, "in Junior Kindergarten (JK), nearly two thirds (60%) of Alternative school students live outside the immediate neighbourhood of the school. After a slight decline in Grades 2 to 5, the proportion increases starting in Grade 6, until in the secondary school panel where over 90% of Alternative school students live outside the immediate neighbourhood of the school" (2017, p. 9).

In more recent years, when looking at SAS as a whole, graduation rates are lower than the TDSB overall. However, it is important to consider the nuances at individual schools, an extended timeline for graduation, and students' academic experiences prior to attending their SAS. This information is examined in the larger SASPR review report and in the Summary of Student Information.

Please see **Appendix A** for examples of schools and programs across Canada, United States, and Internationally.

Secondary Alternative Schools and Best Practices

SAS research literature on program design and best practices presents important findings that support the TDSB SAS program review. Many of these studies share similarities with the TDSB as they focus on supporting students by recognizing the uniqueness of students, and helping students build competence in the areas of their

social, academic, and personal growth³. Thomson & Pennachia (2014) notes, “there is remarkable congruence in the research on what are understood as the ‘best practices’ of alternative education” (p.20). Larger themes are described in the section below as well as highlighting areas where external research was conducted in the TDSB.

Relationships, Connections, and an Alternative School Community

The importance of authentic relationships, caring adults, regular positive connections, and community connections (e.g., access to youth care workers or health and welfare services support) are cited widely across the literature (Ross & Angelidis, 2020; Thomson & Pennachia, 2014; McGee & Lin, 2017; Kumm et al., 2020; Maillet, 2016; Denton et al, 2020). Scholars also describe the importance of specialized training for staff and staffing models that would support student-teacher relationships (Ross & Angelidis, 2020; Thomson & Pennachia, 2014).

Parents as part of the Alternative School Community is cited by many as important to the success and functioning of AE (Thomson & Pennacchia, 2014; McGee & Lin, 2017). More specifically, Kumm et al, suggest a process that revolves around a five-step proactive approach whereby students, parents and educators work collaboratively to support students including planning for transition at the point of entry to alternative education and continuing to monitor student progress post-transition (2020).

Relating to the TDSB, Stewart’s (2020) research on what works for underserved students in TDSB SAS highlights the importance of the “interpersonal efforts made by teachers and staff to resist the particularly alienating institutional norms in state schools that reproduce inequitable education outcomes” (p. 69). Further, this research outlines three ways in which such interpersonal efforts manifest including, “the deconstruction of bureaucracy, restorative and reconciliatory approaches to discipline, and cultivating community” (Stewart, 2020, p. 69). Stewart goes on to explain “Three noteworthy characteristics that constitute not just an alternative school, but an alternative community, according to participants, are small size, the normalization of students who do not traditionally fit the norm, and a culture of empathy and care” (p. 75). An alternative community was identified as being perhaps of most critical importance in that the cultivation of community is viewed to be “a powerful component of alternative schools, particularly in that such a characteristic is not measured by concrete practices, but rather is sustained by the longevity of atmospheric qualities, like small school sizes, the normalization of marginalized identities that are traditionally ostracized in state school environments, and ubiquitous empathy and care” (Stewart, 2020, p. 69).

³ Note that this is not only best practice areas for students in alternative education in secondary schools but essential in effective learning environments in Kindergarten to Grade 12 schooling in general (Ontario Ministry of Education, 2013).

On the topic of restorative and reconciliatory approaches used in TDSB SAS, Stewart's (2020) research also gleaned that the students recognized and appreciated the culture of empathy and care in contrast to the punitive forms of discipline in mainstream schools.

Engaging, Flexible, and Innovative Learning Environments

Across the literature, components that support engaged, responsive and flexible learning environments are articulated widely. Many of these impactful features or practices within AE, when employed together and multi-pronged, lead to improved student success (Ross and Angelidis, 2020).

Such practices include:

- Relevant and flexible curriculum, engaging learning opportunities, effective and innovative pedagogy, student voice, and agency (Ross & Angelidis, 2020; Thomson & Pennachia, 2014; Kumm et al., 2020; Maillet, 2016; Denton et al., 2020).
- A culture of high expectations for all students, inclusive and accessible learning environments (e.g., designed for students, removal of barriers and timely entrance) (Ross & Angelidis, 2020; Maillet, 2016; Duke & Tenuto, 2022).
- Clearly articulate program goals that translate to flexible, individual learner outcomes, tailored support (Ross & Angelidis, 2020, Reimer & Pangrozio, 2018).
- Adapting/responding to individual student learning needs in relation to scheduling, curriculum content and delivery (e.g., personalized learning, targeted supports, flexible learning options and schedules, work-based learning experiences or service learning) (Ross & Angelidis, 2020).

As highlighted above, much of the research literature speaks about adaptability and flexibility. Ross & Angelidis (2020) articulate a few examples of what this might look like:

- Curriculum connected to the students' experiences, needs, aspirations and interests
- Combines experiential learning with opportunities to "catch up" and accelerate learning
- Offers challenging tasks with real world applications
- Access to a range of health, social emotional and community supports.
- Personalized and flexible learning opportunities in combination with flexible scheduling and flexible course completion timelines
- Flexible curriculum structures that allow for the identification of individual learner needs and strengths, the personalization of learning, student access to additional support where required, and the ongoing adjustment of strategies to support student success
- Flexible attendance (*This is a vital component of Alternative Education Programs for students experiencing personal challenges; 30% of youth in*

some studies reported that flexibility was the factor that kept them attending.)

These ideas are woven across TDSB SAS. While the TDSB has many kinds of alternative schools, Bascia & Maton (2015) note in their study exploring the conditions of teaching in TDSB secondary alternative schools, that “a hallmark of many Toronto alternative schools is the extent to which staff (and students) experiment with different modes of organization and, in particular, encourage curricular innovation” (p. 3). In fact, these authors note that Toronto’s alternative schools are a “rich source of such teacher-driven innovation” (Bascia & Maton, p. 4).

As Bascia & Maton (2015) observe, within the TDSB SAS context, “student accessibility to diverse programming is a priority, as is a commitment to supporting students who ‘fall through the cracks’ of more mainstream schools” (p. 1). The authors found that “in most cases, students and/or their parents choose to attend an alternative school voluntarily, although a minority may be ‘steered’ to alternative schooling by mainstream teachers and educational staff” (Bascia & Maton, 2015, p. 9).

Maton & Nichols (2020) assert that historically Toronto has been able to successfully sustain momentum within the alternative school movement over time and note that this is in relation to its movement being

...largely designed and driven by bottom-up grassroots action from students, parents, community members, and educators – a configuration that proved to be less dependent on the sustaining efforts of district level administrators and initiatives that was in the case of Philadelphia (Maton & Nichols, p. 166).

Additionally, Bascia & Maton (2015) note that Toronto’s alternative education movement emphasized curriculum reforms towards the affirmation and support of student identities and social-justice oriented inquiry. “Many Toronto Alternative Schools take up democratic decision-making models that push-back against top-down authoritarian governance structures that emphasize neoliberalist goals of standardization and efficiency in governance” (Maton & Nichols, 2020, p. 167).

Speaking more broadly, increasingly over time the role of alternative schools has come to encompass both an instructional focus on content, as well as the development of personal and relational skills to better meet the varied needs of vulnerable students and prepare them for success in and out of school (Duffield, 2017). Additionally alternative school models have evolved beyond academic remediation efforts for students to catch up with peers, to embrace the importance of integrating socioemotional learning provided by social work and counselling professionals in order to meet students’ behavioural needs, increase student engagement and reduce conflict (Maillet, 2016).

Many alternative schools also have additional support and/or connection to outside services or other systems (Deeds & DePaoli, 2017).

Staffing Considerations, Student and Teacher Ratios

In contrast to some mainstream school settings, AE settings typically emphasize small class size (Goodall, 2019; Henderson et al., 2018; Maillet, 2016; McGee & Lin, 2017; Lange & Sletten, 2002). A key characteristic of best practice literature is low student to teacher ratios - although exact suggested numbers were not located (Ross & Angelidis, 2020; Thomson & Pennachia, 2014; Kumm et al., 2020).

Examining their research at the TDSB, Bascia & Maton (2015) also contend that with smaller enrolments teachers within alternative education settings can be more responsive and there are greater opportunities to flex both pedagogy and curriculum based on student needs and interests.

When considering research on class size, whether for alternative schools or traditional settings, evidence on the effects of reduced class size on student performance is weak (OECD, 2023) "There is no consensus on what the best ratio of students to teachers should be at different students' ages" (OECD, online, 2023). However, "There is also some evidence showing that smaller classes may benefit students from disadvantaged backgrounds. Research also indicates a positive association of smaller class size and higher teacher satisfaction" (OECD, online, 2023).

Student Choice and Eligibility Issues

The question as to who AE is intended for and who is accepted into programming presents as an ongoing debate in the literature. For example, it is debated "whether alternative education is intended only for students experiencing difficulties in their neighborhood schools or whether alternative education should be available to all students interested in alternative learning experiences" (Ross & Angelidis, 2020, p. 3). Further, there are varying perspectives about whether AE "is something other than a voluntary choice" (Thomson & Pennacchia, 2014, p. 14).

A particular area of challenge is consensus about eligibility criteria and the process used to select students. Policy texts and administrative guidelines vary according to their criteria for eligible students ranging from "school refusers and phobics, young parents, those with chronic illness as well as descriptors of those characterised variously as 'marginalised', 'vulnerable' 'at risk' or 'disengaged' and/or 'disruptive'" (Thomson & Pennacchia, 2014, p. 15). Thomson & Pennacchia (2014), point out various jurisdictional contexts around the specificity of eligibility criteria, when it is directly tied to funding such as: those who have dropped out or are otherwise alienated

from mainstream schooling or excluded; those who intend to withdraw before graduation; and, those exhibiting disruptive behaviours.

When considering literature related to best practices, successful SAS and programs support a thoughtful referral process that prepares students for the AE setting, and works through a transition plan for students (Ross & Angelidis, 2020; McGee & Lin, 2017; Wilkinson et al., 2020).

Educator Supports

Moving away from students, the literature describes the importance of supportive practices for adults at AE schools and programs. These components are crucial for educators to implement practices and considerations noted above for students.

- assuring staff needs like safety, supportive school culture, culturally competent/representative systems and positive working and learning environments are present
- educator recruitment and retention strategies to ensure relevant background/experience to implement effective practices
- staff professional development to better serve the needs of their students
- community of practice such as programme networks that offer opportunities for educational leaders to connect with one another, share resources, and offer encouragement (Denton et al., 2020).

Quality Issues, Indicators, and Measurement of Success

It is clear in the literature that students are placed in or enrol in AE programs for a variety of reasons, and that these EA settings try to provide students the opportunity to succeed in an environment more amenable to their learning needs. Given AE models as discussed previously are designed to be inclusive, flexible and responsive to students' individual needs, the question arises as to identifying what quality programming is and how to best measure it. This scan has found considerable overlap of best practices and features of quality program design, which when implemented in tandem foster better chances of student and program success.

Deeds and DePaoli (2017) note,

Alternative settings [...] vary greatly in how they operate, whom they aim to enroll, and the methods they use to educate students. The variation of approaches taken in alternative settings has led to significant differences in the quality of these settings and presents challenges in how to best hold alternative schools accountable (p. 3).

Further to that, Addis et al (2020), notes the “effectiveness of alternative units varies widely in terms of behavioral gains, academic achievement, graduation outcomes, and return on investment (Deeds & DePaoli, 2017)” (p. 3). Similarly, Smith et al. (2008) noted that “the opportunities and experiences available to youth in alternative education programs differed across settings” (p. 9). Specifically in British Columbia where the research was conducted, “youth in alternative programs attached to mainstream schools were exposed to more organized sporting opportunities than those in other locations, whereas youth attending programs located in community centres had easier access to specialist support services” (p. 9).

Although the literature calls for a larger body of work evaluating AE models, it is also clear that different school jurisdictions operate on the basis of their own locales where alternative education is concerned, and have different interpretations about what the components are to be mandated and how they should be mandated. For example, McGee & Lin (2017) assert in the case of the USA there is no national protocol for determining alternative programming success, which means that AE effectiveness varies depending on the school mission and the community it serves. Consequently, these authors note that with this lack of consistency, confusion results among all stakeholders.

Deeds & DePaoli (2017) suggest potential measures for accountability in their work in the United States. These measures include: academic achievement and graduation rates, English proficiency, engagement (via attendance measures), postsecondary/workforce readiness, school climate and safety, and educator engagement.

Addis et al. (2020) identify five Improvement Domains and thirty-two Focus Areas that can be considered by school leaders when reviewing alternative schools.

As cited in Denton et al. (2022),

While accountability for results is important, most states use the same measures for both traditional and alternative high schools. These measures do not adequately reflect student engagement, academic growth, or preparation for college and careers within alternative high schools (Kannam & Weiss, 2019). In many cases, alternative programs and groups of programs are often left to develop their own internal measures of effectiveness (p. 7).

Student feedback has increasingly become more prominent in efforts seeking to provide greater insights to school leaders about the role that AE can play in the student’s success beyond the classroom in addition to informing decision-making about how they may be improved (Duffield, 2017; Glavan et al., 2022; Reimer & Pangrazio, 2018; Thomas et al., 2016).

In their research about student insights into effective AE in the Australian context, Reimer & Pangrozio (2018), stress that, “it is crucial that indicators of success are co-constructed with the young people they serve, thus embracing the fact that unique models require unique indicators.” (p. 13); and, in doing so, conclude that student voice is key to conducting an authentic assessment of alternative education programs.

Specifically related to the unique review process of alternative education schools and programs, Denton et al. (2022) outline accountability measures for program leaders to consider.

Program leaders suggest policymakers would be better served using growth-oriented measures of student success and focusing on skills for future preparation (e.g., college and career success and skill development, social and emotional learning). Accountability measures vary nationally, but some states have successfully shifted accountability measures for alternative high schools. [...] In a 2019 analysis, the American Youth Policy Forum (AYPF) found 17 states that had modified their accountability system in some way to better address the nuance and complexity of alternative high school pathways (p. 7).

Concluding Remarks

Given that AE models, as discussed in this summary, are designed to be inclusive, flexible and responsive to students' individual needs, the question arises as to identifying what quality programming is and how to best measure it. Themes explored in this scan are intended to serve as foundation for ongoing collaborative conversation and planning within the TDSB's Secondary Alternative School Program Review.

The research scan presents important thematic areas when considering the SAS program review. These include:

- authentic relationships, connections, and an Alternative school community
- school cultures based on ethos of care
- engaged, flexible and responsive learning environments
- student centredness
- learning environments and size
- supported educators
- student choice and eligibility
- complexities and nuances of accountability measures applied to AE

When thinking about these themes, there are important considerations to recognise as the review moves forward. These include:

- Do the themes in this document relate to what students, staff, and families are experiencing at their current SAS?
- How can considerations surrounding the complexities of SAS accountability measures be applied to TDSB's student achievement indicators?
- How do SAS create spaces for students to thrive versus act as a form of streaming?

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Appendix A

Secondary Alternative Education Nationally and Internationally

Alternative school research in Western contexts requires deeper investigation. While alternative schools have been widely researched in the United States, Europe, and Asia, there is limited research in Canadian contexts. Below information is presented from other secondary alternative schools and program examples across Canada and Internationally.

Canada

British Columbia

British Columbia's (BC) Ministry of Education defines alternative education programs as, ... programs [that] focus on educational, social and emotional issues for students whose needs are not being met in a traditional school program. An alternate education program provides its support through differentiated instruction, specialized program delivery and enhanced counselling services based on students' needs (Government of British Columbia, 2009, online "Policy Statement" section).

Although BC's Ministry of Education defines alternative education, the same narrative is true in BC, "alternative education means different things in different places" (Ross & Angelidis, 2020, online). Ross & Angelidis describe,

Within BC School districts, alternative education schools strive to provide a safe, caring environment for our learners. Over the past several years in education, what we know about learning has changed significantly. The focus of education is no longer about completing work in return for a grade, but rather is driven by creating an engaging, meaningful learning experience for students (online, 2020).

Ross & Angelidis also indicate that the importance of the "purposeful inclusion of Aboriginal perspectives and knowledge within alternative education settings provides a foundation of equity, understanding and inclusion that will undoubtedly lead to greater learner success" (online, 2020).

Smith et al. (2007) provide a profile of AE programs in BC sharing that "although all alternative education programs in the province aim to address the challenges that students experience in their lives, programs are delivered in a variety of ways [...]. Alternative education programs are administered and structured differently in each school district" (p. 60).

An example of AE inside British Columbia is [Vancouver School Board \(VSB\) Alternate and Alternative Programs](#):

The Vancouver School Board has a total of 19 programs which are grounded in a culture of belonging. Both Alternate and Alternative programs help support the basic needs of young people (i.e., social-emotional learning, differentiated instruction, food security, housing, and community services). All VASS programs are created to help students achieve a Dogwood Diploma or Adult Graduation Diploma (online, 2024).

There are two streams of programming available, alternate and alternative:

- Alternate (Inter-agency programs that are co-facilitated by the VSB and various agencies such as MCFD, VCH, UNYA, PLEA, PCRS, MILIEU. These programs require a MCFD Social Worker or Youth Justice referral – school staff do not have direct access to refer students to these programs.
- Alternative (VSB programs are attached to a secondary school or to Vancouver Alternative Secondary School) (Vancouver Alternate and Alternative Programs, online, 2024)

Alberta

The Ministry of Education in Alberta defines Alternative Education as “An alternative education program emphasizes a particular language, culture, religion or subject matter or uses a particular teaching philosophy. Public, separate or francophone school boards can offer alternative programs to meet the specific educational interests of students and their parents. School boards are not required to offer alternative education programs” (online, 2023). Their handbook (2010) outlines a checklist for school boards and communities to consider when developing an Alternative School. In addition, this handbook also offers guidance on the development and implementation of new programs.

Does the program have the following elements?	
<input type="checkbox"/> Yes	The program is based on a particular language, culture, religion, subject matter or teaching philosophy.
<input type="checkbox"/> Yes	The program is <i>not</i> a Francophone program.
<input type="checkbox"/> Yes	The program is <i>not</i> a special needs program.
<input type="checkbox"/> Yes	The program is <i>not</i> a program of religious education offered by a separate school board.
<input type="checkbox"/> Yes	The program is a consistent set of unique features intended to be long-term and sustainable
<input type="checkbox"/> Yes	The program involves the entire elementary, junior high or senior high grades or a combination of these grades.

Ontario

The Ottawa Carleton District School Board does have a [Secondary Alternate Program](#). It offers five locations across the city. “This program is an excellent alternative for students who are seeking a different experience from the traditional high school setting. Flexible scheduling, workplace opportunities, smaller classes and self-paced learning are some of the reasons students may choose to attend one of our five schools” (online, 2023). Additionally, “The Alternate Program is primarily an independent learning environment. This means students and teachers work collaboratively in this unique educational setting in order to ensure student success. In addition, the program offers students the opportunity to have more input into their mode of learning through a combination of differentiated academic programs as well as Cooperative Education” (online, 2023).

United States

In the United States, alternative education has been an option for students for decades. Approximately forty-three different states and the District of Columbia have their own formal definition of alternative education (Barrington, 2023).

Across the United States, the secondary alternative education space has grown. As such, “[...] so has its complexity and diversity in terms of students served; mission, goals, and educational approaches as well as the funding sources and accountability strategies deployed by sponsors and regulating agencies” (Denton, Fujita-Conrads, McLennan, & Mazzeo, 2022, p. 1). Education Northwest conducted a systematic literature review to help clarify some of these complexities. The findings noted:

Narratives and mindsets: the ways in which people speak and think about students’ diverse interests, experiences, perspectives, learning needs, and assets directly influences student success and shapes the practice and policy environment high school alternatives are situated within. [...]; policies and budgets: high school alternatives sit within a complex policy and budget environment of district, state, and federal accountability rules and funding systems that shape the work of alternative schools and perceptions about their effectiveness. [...]; practice improvements: high school alternatives typically embed certain evidence-based effective practices related to student agency and interest, adult-student relationships, and educator support in their instructional and support model. [...]. (Denton, Fujita-Conrads, McLennan, & Mazzeo, 2022, p. 1).

Charter Schools and Alternative Schools

In the United States,

Charter schools are publicly funded, but they operate independently from the public school system that they are a part of. A charter school is usually privately managed by an organization or group of people that has a contract, or charter, with the school district. By definition, an alternative school is a school designed to address academic, behavioral or medical needs of students that perform less favorably in the public school setting. The term alternative school can be used to describe a wide range of schools. While charter schools, magnet schools and private schools all fall under the category of alternative school, the most common type of alternative school serves at-risk children who may have emotional or behavioral issues that make it difficult for them to function in a traditional public school. The structure and curriculum of alternative schools vary depending on the student population and educational or behavioral goals (Lawrence, 2021, online).

Charter schools are quite common in the United States However, the landscape in Canada is quite different.

Alberta is the only province in Canada to have charter schools and has had them for nearly 30 years. School choice already abounds in Ontario. No compelling evidence exists that adding choice in the form of charter schools will bolster student achievement. Adding charter schools would likely contribute both to segregating students by race and socio-economic status, and creating elite schools that cherry pick their students. (Robson & Wijesingha, 2023, online).

Internationally

In her Organization for Economic Co-operation and Development (OECD) contribution, Sliwka notes that “across the world there are a broad range of alternative forms of education rooted in different philosophies” (2008, p. 94). Moreover, “historically, alternative models of education have coexisted with the public education system ever since its inception in the first half of the 19th century” (as cited in Sliwka, 2008, p. 95).

During the 1960s and 1970s, alternative education grew into a widespread social movement. Writers like Ivan Illich, A.S. Neill and Hartmut von Hentig in Europe, John Holt, Jonathan Kozol and Herbert Kohl in the United States and Paulo Freire in Brazil questioned the values and methods of public schooling. The period between 1967 and 1972 in particular saw profound criticism of public education, resulting in student demonstrations and teacher strikes in many countries. As a result, the first magnet schools were introduced in the US public school system. By the 1990s, the transformation of the industrial to a knowledge economy had stimulated a debate about the future of the standard model of schooling (Bransford, Brown and Cocking, 2000; Bereiter, 2002; Hargreaves, 2003). In recent years, several OECD school systems have made provisions for the greater autonomy of state schools and some countries have made it possible for parents and innovative educators to receive public funding for the foundation of schools with special profiles, such as Charter schools in the United States and Alberta, Canada, Foundation schools in England or Designated Character schools in New Zealand. With the beginning of the 21st century, many teaching practices developed in alternative schools, such as student-centred and independent learning, project-based and cooperative learning, as well as authentic assessment seem to have gone mainstream by influencing the culture of public education (Sliwka, 2008, p. 95).

Secondary Alternative Schools (SAS) Program Review: Student Demographic and Achievement Summary

TITLE: Secondary Alternative Schools Program Review: Research Scan
AUTHOR: Toronto District School Board, Research and Development

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Cite as:

Toronto District School Board, Research and Development. (2024). Secondary alternative schools program review: student demographic and achievement summary.

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Introduction

The Toronto District School Board (TDSB) has 21 Secondary Alternative Schools (SAS). The TDSB describes alternative schools, both elementary and secondary as, “[...] highly engaged, smaller school environments¹. These schools are characterized by community collaboration, choice, inclusivity, and flexibility. Alternative schools use flexible methods of teaching in distinct learning environments to meet the needs of learners. They use diverse hands-on approaches to learning the required Ontario Ministry of Education Curriculum” (TDSB, 2023, online, para. 1).

Secondary and Elementary Alternative Schools

As noted in the SAS Program Review Research Scan, Brown’s (2017) analysis looked at elementary and secondary students attending Alternative schools. The characteristics of these two groups of students were quite different. “For example, [...] students attending elementary [alternative] schools were much more likely to come from two-parent families and have parents who attended university; slightly under three quarters self-identified as White. By the end of Year 4 of high school (Fall 2016), 77% of students attending elementary alternative schools had graduated from high school, and two thirds (68%) had applied to post-secondary over the 2016 post-secondary application cycle. In comparison, of students who had attended secondary alternative schools, only 16% had graduated, with 58% still present in the TDSB over the 2016-17 school year and hence had not had the opportunity to apply to post-secondary” (p. 12).

In more recent years, when looking at SAS as a whole, graduation rates continue to be lower than the TDSB overall. However, it is important to consider the nuances at individual SASs, an extended timeline for graduation, students’ academic experiences prior to attending their SAS, and additional non-academic student indicators (e.g., student engagement and mental health).

As such, this report examines SAS student enrollment data for the last three school years - where available. This report has three main sections:

- Student demographic summary
- Student achievement summary
- SAS impact analysis

¹ Please note SAS smaller class sizes are the bi-product of lower enrollment, but still must follow the staffing and enrollment structures within the TDSB.

Student Demographic Summary

There are approximately 1,200 students attending TDSB secondary alternative schools, out of 70,300 students in the Regular Day School, or 1.7% of all students. Table 1 shows their enrollment, as of June 30th, in the past three school years. Table 2 shows their grade distribution in these three school years.

Table 1: Enrolment Trend of the TDSB Secondary Alternative Schools

School Name	2021-22	2022-23	2023-24
ALPHA II Alternative School (Sec)	18	11	12
Alternative Scarborough Education 1	44	41	46
Avondale Secondary Alternative School	42	49	53
City School	36	54	38
Contact Alternative School	73	52	41
Delphi Secondary Alternative School	79	71	58
East York Alternative Secondary School	113	122	128
Etobicoke Secondary Alternative School	27	27	31
Inglenook Community School	50	49	66
North East Secondary Alternative School	33	39	41
North West Secondary Alternative School	18	28	30
Oasis Alternative Secondary School	106	99	90
Parkview Alternative School	32	40	47
School of Experiential Education	175	181	199
School of Life Experience	35	26	26
SEED Alternative School	47	66	55
South East Secondary Alternative School	47	50	56
Subway Academy I	25	24	25
Subway Academy II	74	70	81
THESTUDENTSCHOOL	36	52	66
West End Alternative School	34	55	45
Total Count	1,144	1,206	1,234
Proportion of All TDSB Secondary School Students	1.6%	1.7%	1.7%

Table 2: Grade Distribution of the 21 TDSB Secondary Alternative Schools

Grade	2021-22		2022-23		2023-24	
	Count	Percent	Count	Percent	Count	Percent
09	42	3.7%	60	5.0%	35	2.8%
10	126	11.0%	156	12.9%	133	10.8%
11	218	19.1%	330	27.4%	325	26.3%
12	758	66.3%	660	54.7%	741	60.0%
Total	1,144	100%	1,206	100%	1,234	100%

Student Demographics

In total there were 2,513 students who attended SAS in the past three school years from 2021-22 to 2023-24. Tables 3-11 show their demographics according to the TDSB student registration, TDSB Census (2011-12, 2016-17, and 2022-23), and external Environics family income data. For comparison purposes, all students enrolled in the TDSB secondary schools (regular and alternative) in these three school years were analyzed in the same manner.

Table 3: Gender Identity of Students Enrolled in the TDSB Secondary Alternative Schools between 2021-22 and 2023-24

Gender Identity	Sec. Alt. Schools		TDSB (Sec)
	Count	Percent	Percent
Boy	1,069	42.5%	51.6%
Girl	1,351	53.8%	47.8%
Please specify	93	3.7%	0.6%
Total	2,513	100%	100%

At SAS, there are slightly more students that identify as girl or who selected “please specify” when compared to the TDSB.

On the 2023 Student Census, 57% of SAS students indicated that they identify as a 2SLGBTQ+IA student², while at a system level, 14% of grade 7 to 12 students identify as part of the 2SLGBTQIA+ community. Staff and students at SAS have consistently shared that SAS schools engage students that identify as a 2SLGBTQ+IA student and students that do not identify with a boy / girl binary.

When looking at tables 5 through 11, the student population is somewhat discrete when compared to the overall TDSB student secondary school population. Students are less likely to be an English Language Learner (ELL), more likely to be born in Canada, more likely to live in a single parent/caregiver household, slightly more likely to live in a lower income household, slightly less likely to have parents/caregivers who attended University, and more likely to be White, Black or more than one racial group (mixed race).

Table 5: English Language Learners (ELL) of Students Enrolled in the TDSB Secondary Alternative Schools between 2021-22 and 2023-24

English Language Learners (ELL)	Sec. Alt. Schools		TDSB (Sec)
	Count	Percent	Percent
ELL	183	7.3%	15.9%
Non-ELL	2,330	92.7%	84.1%
Total	2,513	100%	100%

² Note, only 36% response rate on the 2023 Student Census across SASs.

Table 6: Birth Country of Students Enrolled in the TDSB Secondary Alternative Schools between 2021-22 and 2023-24

Birth Country	Sec. Alt. Schools		TDSB (Sec)
	Count	Percent	Percent
Canada	2,080	82.8%	67.3%
Other	433	17.2%	32.7%
Total	2,513	100%	100%

Table 7: Primary Language at Home of Students Enrolled in the TDSB Secondary Alternative Schools between 2021-22 and 2023-24

Primary Language Spoken at Home	Sec. Alt. Schools		TDSB (Sec)
	Count	Percent	Percent
English	1,695	67.6%	43.0%
Other	814	32.4%	57.0%
Total	2,509	100%	100%

Table 8: Parent Presence at Home of Students Enrolled in the TDSB Secondary Alternative Schools between 2021-22 and 2023-24

Parent Presence at Home	Sec. Alt. Schools		TDSB (Sec)
	Count	Percent	Percent
Both	1,104	46.5%	71.4%
Single	1,117	47.1%	25.9%
Other	153	6.4%	2.7%
Total	2,374	100%	100%

Table 9: Estimated Family Income Level of Students Enrolled in the TDSB Secondary Alternative Schools between 2021-22 and 2023-24

Estimated Family Income Level	Sec. Alt. Schools		TDSB (Sec)
	Count	Percent	Percent
Low	988	39.6%	32.8%
Medium	839	33.7%	33.5%
High	666	26.7%	33.7%
Total	2,493*	100%	100%

*Representing 99% of the students who had a match with the Environics family income data

Table 10: Parent Education of Students Enrolled in the TDSB Secondary Alternative Schools between 2021-22 and 2023-24

Parent Education	Sec. Alt. Schools		TDSB (Sec)
	Count	Percent	Percent
Secondary or Less	411	28.0%	18.8%
College/Apprenticeship/Skilled Trades	410	28.0%	21.9%
University	645	44.0%	59.3%
Total	1,466*	100%	100%

*Representing 58% of the students who had a match with the TDSB Census data

Table 11: Racial Background of Students Enrolled in the TDSB Secondary Alternative Schools between 2021-22 and 2023-24

Self-Identified Racial Background	Sec. Alt. Schools		TDSB (Sec)
	Count	Percent	Percent
Black	287	15.9%	12.0%
East Asian	49	2.7%	12.3%
Indigenous	17	0.9%	0.3%
Latino/a/x	59	3.3%	2.0%
Middle Eastern	74	4.1%	6.1%
More than one racial group	451	25.1%	13.9%
South Asian	153	8.5%	20.8%
Southeast Asian	41	2.3%	4.2%
White	669	37.2%	28.6%
Total	1,800*	100%	100%

*Representing 72% of the students who had a match with the TDSB Census data

Learning Opportunity Index (LOI)

The LOI ranks each school based on measures of external challenges affecting student success. The school with the greatest level of external challenges is ranked number one and is described as highest on the index. It is important to acknowledge that students in all schools have some external challenges, even those schools that are ranked very low on the LOI. The LOI measures relative need and compares all schools on exactly the same set of data collected in a consistent, reliable, and objective manner.

TDSB SAS are schools with greater levels of external challenges with LOI rankings between 7 and 72.

Student Learning Summary

As described in the introduction, when looking at the traditional student achievement indicators, SAS students are not graduating or applying to post-secondary at the same rate as students at ‘mainstream-traditional’ secondary schools. Students enrolled at SAS tend to have higher absenteeism rates, more likely to have an IEP, and be less likely to achieve good or excellent on Learning Skills. Looking towards preparing students for the future, after five years of SAS, the percentage of students applying to postsecondary does increase suggesting students at SAS schools require more time. See table 2.

Table 12: SAS and Overall TDSB Student Learning Characteristics (2022-23 or 2023-24 school year)

Achievement Characteristic (2022-23 or 2023-24)	SAS	TDSB
Adjusted Grade 9 Cohort Graduation Rate (5 years) 2022-23	45%	82%
Application to Post-secondary school 2022-23	After year 4 - 15% After year 5 - 20%	After year 4 - 73% After year 5 - 26%
Absenteeism 2023-24	46%	14.7%
Suspensions 2023-24	4%	2.9%
Learning Skills (% good or excellent) 2023-24	32%	75%

- The average of student absence (%) is defined as the number of days a student is absent from school during the school year divided by the student's total registration days.
- The suspension rate is defined as the number of students suspended per grade panel divided by the total number of students enrolled in the grade panel.
- The average overall learning skills: good or excellent is defined as the percentage of all students achieving “Good” or “Excellent” in learning skills on their report card
- The information in table 12 is the information available to schools inside the Demographic and Achievement reports used to support school improvement planning and may be slightly different from published central figures.
- Note, Alpha 2 does not offer an OSSD.

Table 13: Special Education Needs of Students Enrolled in the TDSB Secondary Alternative Schools between 2021-22 and 2023-24

Special Education Needs (SEN)	Sec. Alt. Schools		TDSB (Sec)
	Count	Percent	Percent
SEN (Excluding Gifted)	1,221	48.6%	20.6%
Gifted	72	2.9%	4.1%
No SEN	1,220	48.5%	75.3%
Total	2,513	100%	100%

In 2023-24, there were 687 SAS students with Special Education Needs (660 if you exclude Gifted). Most of these students (530) had non-identified Special Education Needs or an IEP only. The remaining 157 students (130 excluding Gifted) had the following exceptionalities (N=157):

- Learning Disability 62%
- Giftedness 17%
- Behavioural 10%
- Autism 5%
- Mild Intellectual Disability 5%
- Language Impairment 1%

SAS Impact Analysis

Research discussed within the Secondary Alternative Schools (SAS) Program Review: Research Scan notes the complexities of utilising traditional accountability achievement measures inside alternative schools. For example, McGee & Lin (2017) assert in the case of the USA there is no national protocol for determining alternative programming success, which means that alternative education effectiveness varies depending on the school mission and the community it serves.

As cited in Denton et al. (2022),

While accountability for results is important, most states use the same measures for both traditional and alternative high schools. These measures do not adequately reflect student engagement, academic growth, or preparation for college and careers within alternative high schools (Kannam & Weiss, 2019). In many cases, alternative programs and groups of programs are often left to develop their own internal measures of effectiveness (p. 7).

Finally, in their research about student insights into effective alternative education in the Australian context, Reimer & Pangrozio (2018), stress that, “it is crucial that indicators of success are co-constructed with the young people they serve, thus embracing the fact that unique models require unique indicators.” (p. 13); and, in doing so, conclude that student voice is key to conducting an authentic assessment of alternative education programs.

As such, in consultation with the SAS program review committee, additional achievement measures were discussed. These included a pre and post analysis of students' learning experience that includes identifying students' learning experiences prior to entering SAS and their learning experiences after one / two years at their SAS as well as student stories of their experiences at SAS. The latter is included in the summary of consultation findings.

Absenteeism Rates, Course Marks, Credits Earned, and Learning Skills of Grade 10-12 Students Who Had Been in the Alternative Schools for One Year

Among the 1,146 Grade 10 to 12 students in the 2022-23 school year, fewer than half, or 477 students, had been in these alternative schools only for one year (i.e., they had attended the regular TDSB secondary schools in the 2021-22 school year). Similarly, among the 1,199 Grade 10 to 12 students in the 2023-24 school year, only 447 students, or 37%, had been in the alternative schools for one year. They are referred as the 2022-23 Cohort and the 2023-24 Cohort in the following analyses - which compare their average absenteeism rates, average course marks, average number of credits earned in the school year, and average learning skill levels in the regular schools (pre) and in the alternative schools (post). Grade 9 students were excluded in these analyses as they had attended elementary schools in their previous school year.

For comparison purposes, results for all TDSB secondary school students in the last three school years (2021-22, 2022-23, and 2023-24) were also calculated and listed in tables 13 to 15.

When comparing students' first year at a SAS and their last year at a mainstream school, there are little improvements. SAS students did not see a decline in absenteeism rates, average course marks increased slightly but still remained below passing, the number of credits earned increased slightly, and learning skills increased minimally. See tables 13 to 15.

Table 14: Average Days Absent and Absenteeism Rates of Grade 10-12 Students Who Had Been in the Alternative Schools for One Year

Gr. 10-12 Cohort	Count	Average Days Absent		Average Absenteeism Rate	
		Pre (Reg. Sch.)	Post (Alt. Sch.)	Pre (Reg. Sch.)	Post (Alt. Sch.)
2022-23	477	60.3	79.7	35.9%	48.1%
2023-24	447	65.7	73.9	38.5%	44.3%
Total	924	62.9	76.9	37.2%	46.2%
TDSB (Sec): 2021-22		20.5		12.1%	
TDSB (Sec): 2022-23		24.8		14.4%	
TDSB (Sec): 2023-24		25.7		14.7%	

Table 15: Average Course Marks of Grade 10-12 Students Who Had Been in the Alternative Schools for One Year

Gr. 10-12 Cohort	Count	Average Course Mark	
		Pre (Reg. Sch.)	Post (Alt. Sch.)
2022-23	477	46.3	47.0
2023-24	447	44.4	49.3
Total	924	45.4	48.1
TDSB (Sec): 2021-22		75.3	
TDSB (Sec): 2022-23		73.7	
TDSB (Sec): 2023-24		73.8	

Table 16: Average Number of Earned Credits of Grade 10-12 Students Who Had Been in the Alternative Schools for One Year

Gr. 10-12 Cohort	Count	Average Number of Credits Earned in the School Year	
		Pre (Reg. Sch.)	Post (Alt. Sch.)
2022-23	477	4.7	4.6
2023-24	447	4.7	5.3
Total	924	4.7	4.9
TDSB (Sec): 2021-22		7.4	
TDSB (Sec): 2022-23		7.5	
TDSB (Sec): 2023-24		7.7	

Table 17: Average Learning Skill Levels of Grade 10-12 Students Who Had Been in the Alternative Schools for One Year

Gr. 10-12 Cohort	Count	Average Learning Skill Level	
		Pre (Reg. Sch.)	Post (Alt. Sch.)
2022-23	477	1.9	2.0
2023-24	447	1.8	2.1
Total	924	1.9	2.0
TDSB (Sec): 2021-22		3.1	
TDSB (Sec): 2022-23		3.1	
TDSB (Sec): 2023-24		3.1	

*Learning Skill Level: Needs Improvement (1), Satisfactory (2), Good (3), Excellent (4)

Summary

The information presented in this document further strengthens comments from the literature arguing that traditional student achievement markers do not adequately reflect student engagement, academic growth, or preparation for college and careers within SAS. The information presented in this summary highlighted the discrete student population that attend SAS and the inability to accurately showcase students' learning experiences at SAS. Secondary alternative education often places a strong emphasis on social and emotional development alongside academics, but

whether it is prioritized before academics is difficult to confirm. SAS are designed to meet the needs of students who may not thrive in traditional educational settings due to personal, social, emotional, or behavioral challenges. As such, many alternative education models focus on creating a supportive and inclusive environment where students can develop critical life skills, build self-esteem, and address emotional or social issues that might hinder their academic success. While academics remain important, the flexibility of alternative education models often allows for a greater focus on emotional and social well-being, as educators understand that addressing these needs can pave the way for better academic outcomes in the long term.

Student stories from the 2023-24 SAS consultation highlight the important role of SAS at the TDSB. SAS tends to have a higher proportion of students with Special Education Needs, 2SLGBTQ+IA students, students with mental health concerns, and students looking for a less traditional school to support their graduation goals. In many instances, students noted that SAS is a lifeline for them and is the main reason they have continued in school learning.

Additional information related to long term student well-being, preparation for the future, workplace and apprenticeship data, as well as co-constructed indicators of student success would further help to clarify the narrative of what a successful SAS student experience is at the TDSB.

Secondary Alternative Schools Program Review: Consultation Summary

TITLE: Secondary Alternative Schools Program Review: Consultation Summary

AUTHOR: Toronto District School Board, Research and Development Department

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Cite as:

Research and Development. (2024). Secondary Alternative Schools Program Review: Consultation Summary. Toronto, Ontario, Canada: Toronto District School Board.

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Consultation Summary Introduction

The engagement component of the Secondary Alternative School Program Review (SASPR) gathered perspectives from multiple groups of individuals to provide an in-depth, inclusive analysis of the current secondary alternative school learning experience at the TDSB as well as how to reimagine it for future students.

The objectives of the consultation component of this review include the following:

- To examine the lived experiences of those involved in the TDSB's Secondary Alternative School Programs (SASP) (current and alumni students, staff, and families)
- To examine the relationships and support avenues for Secondary Alternative School (SAS) students (e.g., TDSB support staff, community agencies, etc.)
- To gather important considerations from staff, current students, and families as well as the wider community related to the current operations and a new vision for secondary alternative schools.

This report summarises the findings from the engagement efforts and focused conversations of the SASPR.

Engagement Population and Methods

The engagement components of this review draws on the TDSB's Community Engagement Policy (P078) as well as secondary alternative education literature, and TDSB SAS staff expertise.

This review endeavours to be inclusive and respectful of all community partners, TDSB staff, and students. Consultation efforts were conducted in collaboration with senior leadership and the SASPR working committee which is made up of Administrators from SAS, the Planning Department, Policy Department, Research Department, and Centrally Assigned Principals from key TDSB program areas, and representation from individual school Curriculum Leaders (CLs).

All engagement activities were conducted in the winter and spring of 2024. Overall, **2,030** participants' contributions were heard from in some capacity during this engagement period. Table 1 outlines the multiple methods of engagement as well as participation details.

Table 1: Engagement Summary

Who we talked to	Engagement Method	Participation Details
SASPR Students	<p>Schools could choose what engagement method fit their school the best:</p> <ul style="list-style-type: none"> School Town Hall, Focused Conversations, Online Survey, or hybrid approach led by school staff 	<p>310 - online survey</p> <p>101 - School-based conversations</p> <p>59% of student respondents are in their first year at SAS (30% second year, 3% third year, 3% four or more years)</p>
SASPR Staff	Online Survey Opportunity	<p>127</p> <p>Response rate of 88%</p> <p>5% Principals/ Vice-Principals, 42% Teachers, 24% Support Staff, 20% CLs, 9% Other.</p> <p>86% of staff applied to be at a SAS school</p>
SASPR Families	2 Question and Answer Webinars, Online Survey	<p>113</p> <p>Respondents are from all SASs except for one. The majority of respondents are first and second year families.</p>
SASPR Alumni and Community Agencies	Online Survey Opportunity	<p>101</p> <p>62% past students, 23% past staff, 12%, past families, 0 community agencies.</p>
TDSB Students	<p>Online Survey Opportunity for Randomised sample of gr 9-12 secondary students</p> <p>Online Survey Opportunity, Public Website</p> <p>Student Senate Opportunity</p>	<p>874</p> <p>30% in grade 9, 32% in grade 10, 24% in grade 11, and 14% in grade 12.</p>
Non-SAS TDSB Larger Community	Online Survey Opportunity	<p>404</p>

(staff, parents, community)		10% non-SAS families, 5% future families, 4% non-SAS staff, 6% community members, Trustee, Other.
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Please note, TDSB Community Advisory Committees, CUPE and OSSTF were provided an opportunity to comment on the review in the form of personal communication, focussed conversation, online surveys and email.

Limitations to Engagement Approaches

The SASPR endeavoured to engage a diverse group of partners from across TDSB communities. That being said, there are important methodological limitations that should be noted as they provide context for the results. Given the timeframe imposed on this review, the majority of public consultation efforts were virtual. There may have been accessibility concerns from communities that cannot access virtual opportunities. This is noted as a limitation to this review.

Engagement from groups that are not connected to SAS was difficult. There is a lack of understanding of SAS at the TDSB. This was evident in the attendance to the public webinar sessions and other public responses. There was also some confusion among the public about elementary alternative schools and secondary alternative schools. This was evident from comments about the lottery and admission processes in the online survey.

Methodology and Analysis Approach

The consultation component of the review draws on processes within developmental evaluation design, which in short, is an opportunity to share and generate learning as part of a team while engaging in a program (Gamble, 2008¹), specifically working through rapid responses and adapting with real time feedback (Patton et. al, 2016²). Additionally, the research process draws on principles within anti-oppression research (Brown, & Strega, 2015³) recognizing the complexities and relationships of power and privilege within the research design, results, and reporting.

The data sources that make up the SASPR engagement results are both quantitative and qualitative in nature. All research questions and methods were developed in collaboration with the SASPR working committee and SAS school champions.

As outlined in Table 1 above, all consultation efforts were conducted in the winter and spring of 2024.

¹Gamble, J. (2008). A Developmental Evaluation Primer. The J.W. McConnell Family Foundation.

² Patton M., Q., McKegg, K., Wehipeihana, N. (2016). Development Evaluation Exemplars: principles in practice. The Guilford Press. New York.

³Brown, L. A., & Strega, S. (2015). *Research as resistance: Revisiting critical, Indigenous, and Anti-Oppressive approaches* (2nd). Canadian Scholars' Press.

To ground the consultation findings foremost in student voice, analysis began with the student comments. A thematic coding framework was collectively developed based on the students' consultation sessions. Following that, all other consultation opportunities (e.g., staff, family, alumni, etc.) were reviewed. As thematic analysis continued, themes that were not exposed during the development of the initial coding framework emerged. All comments were read.

Key quantitative questions from all the surveys have been integrated below where applicable. Please see Appendix A for a list of all the engagement questions.

Overall Engagement Highlights: What We Heard

Rooted at the heart of this review is a community of committed students, families, and staff. Overall, students, families, and staff shared positive experiences about SAS, many crediting these schools for students' secondary academic success, well-being, and personal development.

- *"I'm not sure I'd be able to survive if it wasn't an option. I don't think I'd be able to follow along." (Student)*
- *"It means in my head it's better for me mentally and academically. I know I have a better chance of graduating and doing better and having opportunities than in a normal school. I know physically I'm going to get my stuff done." (Student)*

Although each school is nuanced in the student learning experience they provide, results have been summarised into three large themes:

- Supporting Student Success and the Impacts of SAS
- Challenges and Opportunities at SAS
- SAS Visioning for the Future

SUPPORTING STUDENT SUCCESS AND THE IMPACTS OF SAS

The Role of SAS at the TDSB is Why the Schools are Important

SAS staff and non-SAS staff articulated why SAS differ from mainstream schools. Many indicated the overarching reason being the organisational structure that allows for smaller class sizes and/or learning settings. It was shared that the smaller settings bring forth their own benefits that support SAS students such as: strong teacher-student relationships, enabling students to feel seen and heard, increased connectivity and social skills, and individualised student support. In addition to smaller settings, SAS schools provide a nurturing school culture, flexible learning environments, alternative teaching and learning approaches (e.g., experiential learning, project based learning, etc.), an emphasis on student empowerment and

supporting the whole student, and staff specialized experiences and skill sets within alternative education.

- *“It’s all about relationships and flexibility, which of course are also present to a degree in mainstream, but effective alternative schools set themselves apart by the degree to which they are capable of pushing these things further because of their smaller size.” (Staff)*
- *“...many of our students have trouble attending school daily, and we approach this issue from a place of understanding and flexibility.” (Staff)*
- *“A main feature of alt schools to me is being able to provide individualized learning support for students who otherwise would not succeed at or drop out of school.” (Staff)*
- *“We work to understand the whole youth and use that to be equitable in how we progress on the academics.” (Staff)*
- *“It allows for the acceptance of other learning and teaching models that are not the majority embraced by Ontario and TDSB schools and is the embodiment of accommodations, modifications, student choice and student-centred education.” (Staff)*

Similar responses were shared by non-SAS staff as to why they refer students to SAS. Non-SAS staff also shared the importance of continuous intake for students.

Comments from SAS staff indicated that the students that SAS engage tend to be students who were not successful at their mainstream-traditional schools or had a negative experience (e.g., struggling to cope, would not have graduated, need additional services to succeed). In many instances, these students faced challenges at their previous school such as: academic issues and/or were students with Special Education Needs or learning differences (e.g., ADHD, Autism Spectrum Disorder; Neurodivergent; gifted; students with IEPs); disengagement, harassment, discrimination (e.g., racism, transphobia, poverty), bullying, complex mental health concerns, students with complex living situations; safe and caring program placements or youth in treatment programs, among others; and may require additional academic and non-academic support (e.g., supporting basic life needs, personal development, etc.).

SAS students, alumni, and SAS staff see SAS schools as being quite different from mainstream-traditional schools and engage a specific student - hence, their role was deemed important. Staff indicated that SAS schools provide a safe and inclusive school space - meaning, a space where students with challenges (e.g., bullying, mental health issues, marginalised communities, etc.) get cared for and supported on an individual level. Staff felt that SAS “catch” students who may have “fallen through the cracks” and give students a chance to succeed by providing a different high school experience.

- *“Mainstream schools reach out to Alt schools to seek opportunities for students who are not thriving socially, academically and or emotionally in their home school.” (Staff)*
- *“We are the “net” that catches youth that cannot navigate their home schools. We work and succeed with the youth that would not normally “pass” in their home school.” (Staff)*

Students, staff, and families shared that SAS should be available to any student, as the environment is highly flexible and accommodating of students' needs.

What Works Well at SAS is Why Students Enrol

SAS support students' mental health, well-being, and academic achievement through smaller, flexible, supportive, individualised and connected learning environments, and pathway support, particularly serving students with Special Education Needs, LGBTQ students, students with mental health concerns, and students looking for a less traditional school to support their graduation goals. This was consistently heard through current students, families, and past staff and students.

Students enrol in SAS for many reasons, but overall, students indicated that they were not managing well in a larger mainstream-traditional school setting. In many instances, students noted that SAS is a lifeline for them and is the main reason they have continued in school learning.

- *“This school has offered amazing care. They have made me feel loved, more comfortable, confident, smarter and so much more. They have offered the exact help I needed and I’m so thankful and grateful for that. They explain things in such amazing ways that actually alter my brain.” (Student)*
- *“Everybody thinks about everyone’s learning/needs individually. The staff treats us like friends and care [sic] for every student. They bring so much joy to students and can tell they love doing what they do. It’s such a comfortable environment. I’ve been so much happier and in a better mental/physical health state overall. [...]” (Student)*
- *“Schools that provide a safer space for everyone is essential; How can we learn if we don’t feel relaxed?” (Student)*

Parents enrol their youth at SAS for many similar reasons expressed by students, noting additional reasons that include:

- the student faced chronic illness
- the belief that teachers in alternative schools are more compassionate, caring and loving towards students
- the student transitioned from homeschooling
- the student attended school for another year to mature before moving onto post-secondary school

- COVID-19 interrupted students' learning which made it harder for them to progress in school.
 - *"Needed an different option, with a different style of teaching & learning. [School ABC] is perfect for my kid, who is finally thriving and enjoying school after a long difficult educational path" (Family Member)*
 - *"My child has an IEP for motor functions and also ADHD. They are very intelligent but require an extremely supportive and attentive environment that takes the time to explain the why to them, and gives them options to learn at a different pace, in a different way, and still fulfil their potential." (Family Member)*
 - *"LGBTQ+ positive" (Family Member)*
 - *"My eldest child was enrolled as they were home-schooled from birth to grade 9 and they were looking for more structure in their education, however, we were concerned that a large high school would be overwhelming and my child would be bullied for being different." (Family Member)*

According to SAS staff, students enrol in secondary alternative schools to pursue their academic goals and interests (e.g., getting a fresh start, wanting to graduate, re-engaging with school), seek a different environment (e.g., safe and supportive environment), and have alternative approaches to learning (e.g., flexibility, self-directed learning).

- *"...some students...just need a fresh start after having made a mistake in their mainstream school." (Staff)*
- *"Students...just need a space where they can feel safe and seen by caring adults." (Staff)*
- *"We support a wide variety of students. Some attend because they are working through anxiety, depression, illness or trauma, and are looking for...flexibility." (Staff)*

Positive Impacts of Secondary Alternative Schools

The unique environment of SAS is why many current students attend their school and what makes SAS different from mainstream-traditional schools. These same characteristics are consistent with what current SAS students consider to be working well.

When asked directly about the impact of SAS, many students, families and alumni shared how SAS improved their schooling or their child's schooling experience. Please see below:

- **89%** of current SAS students agree that attending their current SAS has improved their learning experience. 98% of Alumni students agree. 89% of parents agree.
- **89%** of current SAS students agree that they are more successful at their current SAS than their previous school. 97% alumni students agree. 89% of parents agree.
- **64%** of current students said they feel their SAS is preparing them for life beyond high school (29% “somewhat”, 4% “no”). 78% of alumni students responded “yes”.
- **65%** of students said there are no obstacles they experience in being successful at SAS. (21% “maybe”, 14% “yes”).
- **77%** of students feel other students would benefit from a SAS option
- **81%** of parents indicated “yes”, their child’s SAS meets their expectations. (13% indicated “somewhat”, and 6% indicated “no”).

Many current students indicated that by attending their SAS, challenges that they experienced at their previous school were alleviated and replaced with positive experiences. A large number of students cited improved mental health and overall well-being and safety; increased individualised support and connections with teachers; and increased individualised support for academic success.

Reasons for students’ success are articulated by current SAS students, alumni students, parents, and staffs’ experiences relating to the following:

- **Personalised academic resources:** one-on-one support, smaller class sizes, extra time as needed (especially for those who have Individual Education Plans), quieter environment compared to mainstream-traditional secondary schools, regular check-ins, flexibility with curriculum and assessment, online class options, and post-secondary supports such as pathway planning, specialized/unique courses, dual credit/merit programs, and scholarships, all with a consideration of the unique needs of alternative school students. Staff indicated that experiential learning, and open and mixed courses are the most beneficial for SAS students (applied and university courses were also noted by half of staff that responded).
- **Positive environment:** The combination of a caring, non-judgmental, welcoming, safer, more positive environment than past schools, with more inclusion and a sense of belonging, as well as alternative non-academic spaces for student well-being (e.g., student lounge, wellness room, support hub), and a better response to individual needs, particularly for students experiencing personal issues.
- **Supportive social connections:** More opportunities for one-on-one support and relationships building between students and teachers (e.g., teachers

described as being supportive, nice, friendly, understanding, encouraging, and with openness to individual paths and interests) and other support staff (e.g., Social Workers, Child and Youth Workers, Guidance Counsellors), and more ease to engage with peers in a welcoming environment or a “fresh start”, particularly for those coming from negative school interactions/experiences or homeschooling.

- **Available resources:** Access to food (e.g., meals or snacks, food bank for at-home supports), general supplies (e.g., toothpaste, clothes, books, bus tickets, menstrual hygiene products), mental health support, and increased access to technology.

CHALLENGES AT SECONDARY ALTERNATIVE SCHOOLS

Many alumni students stated that there was little they could think of to improve their learning experience at their SAS, with the general sentiment of responses positively stating that the SAS environment was great to meet each student’s personal needs and learning styles.

Challenges When Choosing a Secondary Alternative School

Of the current students and families,

- 86% of student respondents were able to visit the school before attending.
- 85% of student respondents indicated that there were no obstacles in applying to a SAS. (10% indicated “maybe”, 4% indicated “yes”).
- 84% of family respondents said there were no obstacles or barriers faced when applying to SAS.

Below are the few challenges experienced by some during the admission process:

- **Administrative challenges:** long waitlist or no spots available, inadequate process to transfer student records, difficulties communicating with staff, long or difficult application process, intake process mismanaged, students with complex learning needs who have not been assessed, and lack of staff to support the application period.
- **Inadequate promotion of Alternative Schools:** parents expressed that TDSB does not share or promote information about SAS enough. Throughout the application process, many parents faced challenges finding schools that were close by or found out about alternative schools when it was too late.
- **Location:** the school locations were not considered ideal for a transfer to an alternative school for some families.
- **Perception of Alternative Schools:** staff at mainstream-traditional secondary schools questioned families’ decision to send their child to a SAS because of problematic stigma of SAS.

Challenges in Current Secondary Alternative Schools

Current and alumni students, staff, and families shared various challenges they experienced or are experiencing at their SAS. These include:

- **Academic options:** course scheduling, course load or course offerings; poor student-teacher relationships, in some cases. Comments from non-SAS staff indicated that there is a perceived view of fewer course options and extra-curricular options at SAS.
- **Inadequate facilities and technology:** inability to accommodate more students, resulting in limited opportunities for student interaction / smaller student body; limited food options for students with dietary restrictions; lack of classroom technology, lab facilities, and assistive equipment; and some buildings require air conditioning.
- **Insufficient staffing:** too few staff members to support all the varied needs SAS students require (e.g., academic, behavioural, mental health, Special Education Needs, safety, etc.); lack of full-time social workers and Child and Youth Workers; staff taking on multiple roles; lack of administrator presence at some sites.
- **Student support and engagement:** student attendance and engagement (e.g., difficulties completing work on time or at all, lack of organizational skills, challenges in working independently); inability to adapt to a new environment (e.g., sensory processing, larger environment for those who were homeschooled); supporting students' diverse learning needs and academic concerns; challenging student behaviour, in some instances; additional support needed for students with Special Education Needs at SAS.
- **Insufficient funding:** lack of available school resources to support students' basic needs related to housing, food insecurity, and socio-economic challenges.
- **Insufficient time:** not enough time to work with students in crisis or support students who are transitioning back to mainstream-traditional schools; lack of time for program planning; insufficient time to collaborate with students and families on strategies to support pathway goals and individual well-being.
- **System operations:** decisions being made about SAS are done by people with little experience working with alternative schools; Board's attempt to mainstream alternative schools; the placement of staff within Secondary Alternative Schools that were not a correct fit for the environment.
- **System awareness:** the lack of awareness of SAS across the system. Sixty-one percent of public respondents said they had not heard about or were not sure about TDSB's SAS. For those who did, most heard through their family, friends, or the TDSB website. Of non-SAS secondary student respondents, 8% considered attending a SAS. Most frequently noted was that students did not apply because the option was not clearly made available to them. Lastly, some parents indicated that they were not made aware of the

SAS culture and enrolled their student(s) without all the necessary information.

Challenges Families Experience Supporting their Youth at SAS

Many families did not experience any obstacles or barriers in supporting their youth at their SAS. Of the family respondents that indicated challenges, these included:

- **Attendance:** families expressed that their youth had issues attending school. They found it difficult to help them attend consistently when they faced various barriers that prohibited them from coming to school on time.
- **Disciplinary Actions:** a small number of families found that there was a lack of disciplinary actions taken to reduce and stop bullying and harassment towards their children. They expressed that the bullying and forms of violence their children faced made it difficult for them to enjoy school and learn.
- **Lack of Funding:** the lack of funding at SAS makes it difficult for their youth to experience the complete benefits of SAS. Due to the lack of funding, there are not enough teachers, classroom resources, or food for their children.

OPPORTUNITIES AT SECONDARY ALTERNATIVE SCHOOLS

Current and alumni students, families, and staff shared opportunities for improvement at SAS. Many of these include reviewing and responding to the current challenges noted above. Opportunities articulated with more details and potential solutions for consideration are noted below:

- **Increase Grade Range at SAS:**
 - 53% of current student responses indicated that they would have liked a SAS opportunity in grade 9. 58% of alumni responded that they would have liked this opportunity and 68% of families said the same.
 - 49% of staff said “yes” to expanding grade 9 options. However, there were mixed views from SAS staff stating that students should experience a mainstream-traditional high school first versus the view that SAS could help struggling students sooner if courses began in grade 9.
 - SAS staff considerations for increasing grade and/or course options at SAS included specialized programs and mixed grade levels; selective implementation; and admitting students on a case-by-case basis.
- **Increase Learning Opportunities:**
 - Increase course options such as art, music, drama, sewing, and non-academic learning opportunities to build life skills, such as CPR, budgeting, resume workshops, and work/volunteer options);

collaborative learning opportunities that would complement the individual learning styles at SAS; increase inclusive programming reflective of the entire TDSB (e.g., cultural or gender-based, trans-positive spaces); preparation for post-secondary education or academic planning; and increased student agency in assignment choice or subject options.

- Increase and provide consistent, innovative, cross-curricular programming that incorporates students' needs; have more courses available for students in Grades 9 and 10.
 - Improve experiences for students (e.g., guest speakers, school events, independent learning spaces, experiential learning opportunities).
 - Have flexible timetables to better support the learning and success of students with complex needs; offer credit recovery all the time; and have earlier start times or better scheduling options.
 - Increase extra-curricular opportunities.
 - Consider incentives for school engagement and achievement.
 - Consider a “campus model” whereby students can access courses in different alternative schools, and where alternative schools can better collaborate.
 - Make connections with non-TDSB communities to support students.
- **Increase Full-Time Staffing Numbers:**
 - Increase the number of teachers at SAS and increase and provide consistent student access to non-academic staff (e.g., Social Workers, Child and Youth Workers); and increase administrator presence on site.
 - Staff indicated what they believe to be the ideal number of staff and students at a SAS school. See Figures 1 and 2.
 - Alumni staff were more likely to indicate the ideal number of students being 101 to 150 students.

Figure 1: Ideal Number of Students

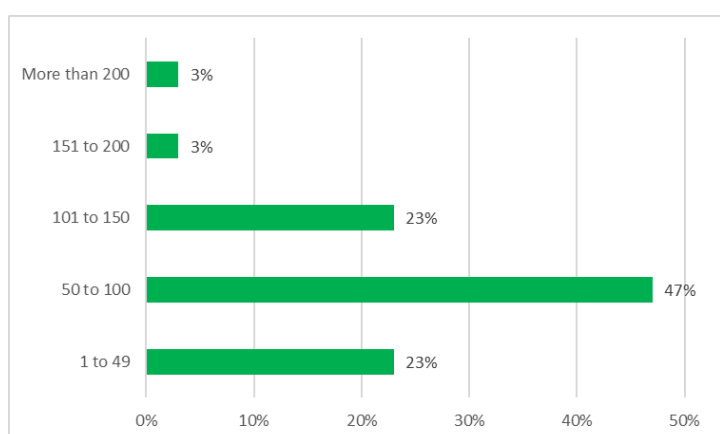
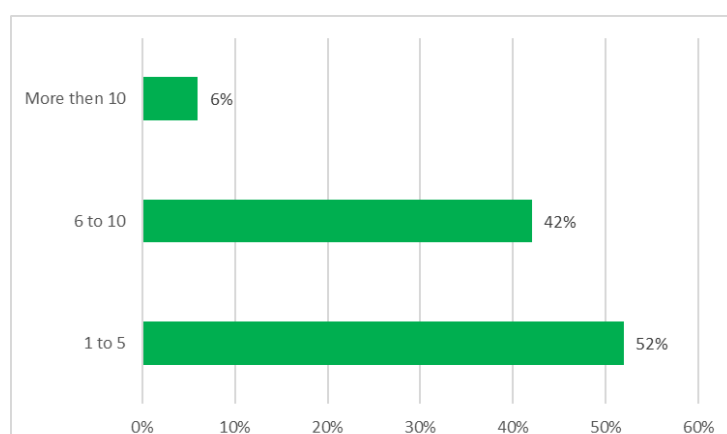


Figure 2: Ideal Number of Staff



- **Recognise the Importance of Staff Qualifications and Support Staff’s Continued Learning:**

- SAS staff shared that staff and administration need to be committed to working in alternative schools, understanding strengths-based education strategies, trauma-informed practice, and being flexible when supporting students.
- Do not place staff at SAS. Only staff who want to be at SAS should be at SAS.
- Increase professional learning for staff (e.g., gaps in teacher expertise where teachers cannot support student interests, not enough training in harm reduction, classroom management).
- Have an annual PD day where staff can discuss alternative pedagogy, share approaches, and improve practices, etc.

- **Complete Necessary Facilities and Equipment Repairs and Renewals:**

- Repair and improve schools’ outdoor space, basketball half court and parking lot layout, tennis courts, etc.; consider portable classrooms where necessary; create new facilities (e.g., gym, etc.).

- **Review the Distribution of SAS:**

- Staff shared that SAS should be evenly distributed throughout the city to ensure equitable access. In some instances, travel time is a challenge for students; however, respondents shared that moving schools or combining schools might be problematic as SAS have their own unique identity and culture, serve a unique population, and are implemented according to community and students’ needs.
- Quantitative results noted: 46% of SAS staff indicated “yes”, the TDSB’s Secondary Alternative Schools distribution across the city should be re-examined (37% of staff indicated “not sure”). However, of

the current families, 70% of parents said their child's SAS is in a convenient location to their home; and, 53% of parents said that TDSB's SAS are located conveniently across the city. Lastly, 44% of families noted they did not enrol their student in SAS because of distance from their house. Some comments specifically indicated that Scarborough is underserved with SAS schools.

- Staff proposed considerations for addressing low enrollment include: consider reviewing schools with low enrollment, combining schools with low enrollment or combining schools with similar programming; and consider removing or revising time limit restrictions for attending an alternative school or aging out.
- In some instances, the proximity to safe and caring schools is problematic as it creates conflicts with students.

- **Increase System Awareness:**

- When asked if other students could benefit from SAS, students answered with an overwhelming "yes". However, students noted that perceptions need to change. The stigma of attending an SAS still exists, and as such, that perception needs to shift from negative to positive, with the understanding that SAS are simply a better option for some individual student needs.
- 30% of staff and students' responses said they would like to know more about SAS.
- To increase awareness, respondents suggested reminding students, families, and staff where information about SAS is located; increase information sharing sessions; increase Guidance Counsellor visits to SAS; and use student panels to spread the work about SAS.
- Increase the promotion and visibility of SAS / increase the profile of SAS.
- Families shared that the system should encourage the Administration to move past the idea of secondary alternative schools as rehabilitation schools. Families see this as a place where students can join, not because of mental health issues, learning disabilities or any other challenges, but to be a better person, build confidence, and work on their goals.

VISION FOR THE FUTURE

Comments from the consultation surrounding the vision for the future of SAS reiterate many points relating to the opportunities for improvement. Realising these improvements becomes the vision for TDSB's SAS.

- Recognise the important role SAS hold in supporting youth at the TDSB
- Maintain a SAS option for students at the TDSB
- Increase SAS program access (location and grade ranges)
- Recognise the funding, resourcing, and staffing required by SAS
- Maintain small, flexible, and unique learning spaces at SAS
- Maintain welcoming and positive school spaces
- Continue to expand and apply the unique and creative approaches within alternative education to TDSB SAS

“I see a great future for alternative schools because it has more opportunities for students compared to other public high schools. I see alternative schools growing and making sure kids know that it is a safe space and one huge family” (SAS student).

“I think alternative schools deserve more credit and recognition for being places for students to turn to if they're struggling in the typical public school environment. I had a preconceived notion about alt schools that they were for "bad kids" who were failing in regular school, or expelled. I didn't know it was a voluntary option for school until I came to my English teacher at my old school. That was at a breaking point where my mental health and academic success were at an all time low, and I believed I'd be a dropout. I hope other kids can learn about their options before reaching that point. It'll be a benefit to youth mental health AND could encourage more "troubled" teens to graduate and make it” (SAS student).

“That alternative schools continue in the TDSB, and that Toronto continues to be the beacon for the world regarding alternative schools, is how I envision them” (SAS parent).

“I hope that they will continue to be an option in the future for those kids who don't do well in the large high schools with over 1,000 kids (SAS parent)”.

SAS Consultation Summary Concluding Remarks

The previous discussion highlighted the breadth of comments from current staff, students, and families at SAS as well as alumni staff and students and the general public about SAS programming at the TDSB. Comments showcased the important role of SAS at the TDSB. SAS tends to engage a higher proportion of students with Special Education Needs, 2SLGBTQ+IA students, students with mental health concerns, and students looking for a less traditional school to support their graduation goals. In many instances, students noted that SAS is a lifeline for them and is the main reason they have continued in school learning. Comments further articulated SAS being a place that operates within a smaller learning setting which allows for strong and nurturing teacher-student relationships, increased connectivity, individualised student support, flexible and personalised learning environments, and alternative teaching and learning approaches.

Students, staff, families and alumni also shared important considerations for improvement within SAS schools that are situated mostly within administration and operations, resourcing and staffing, location and distribution, and system knowledge

To advance SAS programming at the TDSB, this consultation summary is examined in conjunction with school enrollment information, student learning information, Alternative Education research literature, previous program reviews, and key TDSB policies and procedures - all outlined and discussed further within the larger SAS Program Review Mid-Year Report.

The Student Achievement Summary, highlighted the discrete student population that attends SAS and the inability to accurately showcase students' learning experiences at SAS with traditional student achievement markers. As articulated in this summary, SAS places a strong emphasis on social and emotional development alongside academics. While academics remain important, the flexibility of alternative education models often allows for a greater focus on emotional and social well-being. Additional information related to long term student well-being, preparation for the future, workplace and apprenticeship data, as well as co-constructed indicators of student success would further help to clarify the narrative of what a successful SAS student experience is at the TDSB. As such, it is important to continue to engage with evidence and staff, student, and family partners while considering and implementing review recommendations.

Appendix A: Consultation Questions by Group

SAS Student Survey

What school do you currently attend?

How many years have you attended your current Secondary Alternative School?

Why did you choose your current Secondary Alternative School?

Did you consider other Secondary Alternative Schools before coming to the school you are attending now?

Were you able to visit your current Secondary Alternative School before you applied (e.g., open houses, school visits, meet and greet, etc.)?

Were there obstacles or barriers that you faced in applying to your current Secondary Alternative School?

Have you attended multiple Secondary Alternative Schools?

As you know, most Secondary Alternative Schools do not start in grade 9. If you had the opportunity to attend a Secondary Alternative School in grade 9, would you?

Please indicate if you agree or disagree with the statements below:

- Attending my current Secondary Alternative School has improved my learning experience.
- I am more successful at my current Secondary Alternative School than my previous school.

What supports does your current Secondary Alternative School offer that are important to you? Think about your academic progress, day to day life, mental health and wellbeing, staff supports / caring adult, etc.?

Does your current Secondary Alternative School have opportunities or supports that you wish it had (e.g., classes, clubs, groups, activities, co-op, pathway supports, etc.)?

What could be done to improve your learning experience at your current Secondary Alternative School?

Are there obstacles or barriers that you face in being successful at your current Secondary Alternative School?

Why is your current Secondary Alternative School important to you? What does having an Alternative School option mean to you?

How do you envision the future of Secondary Alternative Schools at the TDSB?

Do you think other students would benefit from a Secondary Alternative School option?

I feel my Secondary Alternative School is preparing me for life beyond high school.

We are at the beginning of this program review, do you have any advice to consider for this review?

SAS Families

What school does your child currently attend?

How many years has your child attended their current Secondary Alternative School?

How did you learn about TDSB's Secondary Alternative Schools?

Why did you enrol your child at their current Secondary Alternative School? What makes this school the right place for your child?

My child's Secondary Alternative School is located in a convenient location to my home.

What supports does your child's current Secondary Alternative School offer that are important to you? Think about their academic progress, day to day life, mental health and wellbeing, staff supports / caring adult, etc.?

Were there obstacles or barriers that you or your child faced in applying to their current Secondary Alternative School?

As you know, most Secondary Alternative Schools do not start in grade 9. If you had the opportunity to send your child to a Secondary Alternative School in grade 9, would you?

Please indicate if you agree or disagree with the statements below:

- Attending their current Secondary Alternative School has improved my child's learning experience.
- My child is more successful at their current Secondary Alternative School than their previous school.

Does your child's Secondary Alternative School meet your expectations?

What could be done to improve your child's learning experience at their current Secondary Alternative School? What can the school do differently to better meet the needs of your child?

Are there obstacles or barriers that you face in supporting your child at their Secondary Alternative School?

TDSB's Secondary Alternative Schools are located conveniently across the city.

Do you think other students would benefit from a Secondary Alternative School option?

How do you envision the future of Secondary Alternative Schools at the TDSB?

Do you have any other input for consideration in this review (e.g., program suggestions, locations, staff considerations, etc?).

SAS Staff

What is your current role at the TDSB?

Did you apply to be a teacher at your current Secondary Alternative School? Or were you placed through the placement process?

What is working well in your school? What are the important aspects about your school that support student success?

What do you think distinguishes Secondary Alternative Schools from the larger “Mainstream” Secondary Schools?

In your opinion what roles do Secondary Alternative Schools play within the TDSB?

What are the characteristics of the students that might do well at a Secondary Alternative School?

In your role, what are the challenges you experience in supporting your current students?

Are there any student needs that are not being met in your Secondary Alternative School?

What could be improved at your school? How can the TDSB better support Secondary Alternative Schools?

As you know, most Secondary Alternative Schools do not start in grade 9. Do you think Secondary Alternative Schools should be available in grade 9?

What types of courses or areas of focus are most meaningful for your students?

Thinking about the students, staff, and classes offered at your Secondary Alternative School, what is the ideal staffing model?

Please indicate the ideal number of students at your school.

Please indicate the ideal number of teachers at your school.

TDSB's Secondary Alternative Schools distribution across the city should be re-examined.

How do you envision the future of Secondary Alternative Schools at the TDSB?

We are at the beginning of this program review, do you have any advice to consider for this review?

SAS Alumni and Community Agencies

What is your relationship to TDSB's Secondary Alternative Schools?

Community Agency

Please tell us a little about how your community agency supported or supports students at Secondary Alternative Schools.

What agency are you representing?

What worked well in terms of how your agency supported students at Secondary Alternative School? Are there important considerations for future community agency partnerships we should consider for this review?

What did not work well? Are there important lessons learned for future community agency partnerships we should consider for this review?

Are there changes that TDSB can make to better facilitate how your agency supports Secondary Alternative Schools students?

Staff

What was your role at the TDSB?

In your past experience, what do you think distinguishes Secondary Alternative Schools from the larger "Mainstream" Secondary Schools?

As you know, most Secondary Alternative Schools do not start in grade 9. Do you think Secondary Alternative Schools should be available in grade 9?

Thinking about the students, staff, and classes offered at your previous Secondary Alternative School, what is an ideal staffing model? Please indicate the ideal number of students at a Secondary Alternative School.

Please indicate the ideal number of teachers at a Secondary Alternative School.

Please indicate if you agree or disagree with the statements below:

- Attending my past Secondary Alternative School improved my learning experience.
- I was successful at my past Secondary Alternative School than my previous mainstream school.

I felt my Secondary Alternative School prepared me for life beyond high school.

My Secondary Alternative School was located in a convenient location to my home.

As you know, most Secondary Alternative Schools do not start in grade 9. If you had the opportunity to attend a Secondary Alternative School in grade 9, would you have?

What could have been done to improve your learning experience at your past Secondary Alternative School?

Why was your Secondary Alternative School important to you? What did having an Alternative School option mean to you?

Family

Please indicate if you agree or disagree with the statements below:

- Attending a Secondary Alternative School improved my child's learning experience.
- My child was more successful at their Secondary Alternative School than their previous mainstream school.

Did your child's Secondary Alternative School meet your expectations?

My child's Secondary Alternative School was located in a convenient location to my home.

As you know, most Secondary Alternative Schools do not start in grade 9. If you had the opportunity to send your child to a Secondary Alternative School in grade 9, would you?

Non-SAS Population

I will be completing this survey as:

Have you heard about Secondary Alternative Schools?

If you have, how did you hear about Secondary Alternative Schools? Select all that apply.

If you haven't heard about Secondary Alternative Schools, what would help you learn about Secondary Alternative Schools?

Students

What grade are you in:

Did you consider attending a Secondary Alternative School?

If applicable, why did you decide not to attend a Secondary Alternative School?

What information did you use to make decisions about what high school you would attend?

Would you like to learn more about Secondary Alternative Schools?

Public

What are some of the characteristics of Secondary Alternative Schools that you like?

What are some of the characteristics of Secondary Alternative School that don't you like?

Feel free to share any comments you would like included in the Secondary Alternative Schools Program review.

Staff

Have you ever referred a student to a Secondary Alternative School?

Why might you refer a student to a Secondary Alternative School?

What would help you learn about Secondary Alternative Schools?

Feel free to share any comments you would like included in the Secondary Alternative Schools Program review.

Parent

Would you / or have you considered enrolling your child at a Secondary Alternative School if the option was discussed with you?

Why might you not enroll your child at a Secondary Alternative School?

What are some of the characteristics of Secondary Alternative School that you like?

Feel free to share any comments you would like included in the Secondary Alternative Schools Program review.

Community Advisory Committees

What Advisory Committee are you a member of:

What is your understanding of TDSB's SAS?

In your opinion what role do Secondary Alternative Schools play with the TDSB?

Considering the mandate of your CAC, is there any information that you would like to share relevant to the Secondary Alternative School Program Review?

Considering the mandate of your CAC, what might be relevant when considering a vision for future SAS?

Appendix E

Strength, Weakness, Opportunities and Threats (SWOT) Analysis

Strengths	Weaknesses	Opportunities	Threats
<p>Dedicated community of students, staff, and families</p> <p>Student centered, flexible, smaller learning environments</p> <p>Individualized social emotional support</p> <p>Supportive social connections</p> <p>Re-engagement opportunity</p> <p>Safe and caring spaces</p> <p>Personalised academic and non-academic support and resources (e.g., access to food, supplies, mental health support, etc.)</p> <p>Strong alignment with Alternative Education best practices</p>	<p>Minimal course offerings</p> <p>Minimal extracurricular offerings</p> <p>Inadequate facilities and technology</p> <p>Insufficient resourcing (e.g., staffing, available funding, etc.)</p> <p>Limited system knowledge of SAS</p> <p>Distribution of SAS across the TDSB / inequitable access to SAS</p>	<p>Expand grade 9 course offerings</p> <p>Program enhancements / increase overall course offerings</p> <p>Increase access to facility space (e.g., gymnasium, etc.) at additional school sites</p> <p>Increase system knowledge of SAS</p> <p>Examine SAS individual locations and programming and consider LTPAS opportunities</p> <p>Examine secondary virtual learning opportunities</p> <p>Larger enrollments of 50 to 100 students</p> <p>Alternative Education modelled into 'regular secondary schools' and leverage local school programs</p> <p>Further recognize the important role SAS holds in</p>	<p>Declining enrollment</p> <p>School closures</p> <p>Perception of SAS schools by some</p>

		<p>providing a non-traditional learning opportunity to support and re-engage secondary students</p> <p>Student-created measurements of success</p>	
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TDSB Internal Review of Special Education Programs and Placements

To: Planning and Priorities Committee

Date: February 12, 2025

Report No.: 02-25-4842

Strategic Directions

- Commit to the implementation of the Truth and Reconciliation Commission of Canada: Calls to Action.
- Belong - All students belong, are engaged, and valued in an inclusive environment.
- Achieve - All students reach high levels of achievement, success, and personal development.
- Thrive - All students graduate with the confidence, skills, and knowledge to thrive.
- Revitalize - All students and staff learn and work in inclusive, safe, and modern environments.

Equity as a guiding principle: Equity is foundational to all TDSB work and will be embedded throughout the strategic directions.

Recommendation

It is recommended that the report on Phase One of the TDSB Internal Review of Special Education Programs and Placements be received for information.

Context

In response to the new TDSB Multi-Year Strategic Plan, as well as in alignment with recommendations within the Special Education and Inclusion Plan (2024-25)¹, the Special Education Department will embark on an ongoing and iterative 3-year cycle of

¹ [https://www.tdsb.on.ca/Portals/0/docs/Special_Education/Special%20Education%20Plan%202024-2025\(1\).pdf](https://www.tdsb.on.ca/Portals/0/docs/Special_Education/Special%20Education%20Plan%202024-2025(1).pdf)

review and evaluation of programs and placements for internal improvement purposes. The review cycles are not intended to identify and/or recommend fiscal savings or efficiencies. Rather, the review is part of the ongoing work of the department and the district to better understand students', families' and educators' experiences of special education and ensure services are best supporting students.

The Review is guided by the principles of Transformative Program Evaluation (Mertens & Wilson, 2019) and upholds principles consistent with the TDSB's Human Rights Policy P031, the Canadian Charter of Rights and Freedoms, and the Ontario Human Rights Code. The Review will focus on exploring the contextual factors which shape students', families' and educators' expectations and experiences of special education.

Exploratory questions will include:

- What conditions enable or negatively effect student success?
- What conditions enable or disable educator practice?
- What impacts do existing special education structures have on student pathways and outcomes?

In order to ensure the work is guided by community voices, a Special Education Review Consultation Team will be formed. The Special Education Review Consultation Team will include Executive Superintendent Nandy Palmer, two members of the TDSB Research Department, Dr. Gillian Parekh from York University, two members of the Special Education Advisory Committee (SEAC), one member of the Parent Involvement Advisory Committee (PIAC), one current and one former TDSB secondary student with experience in special education in the TDSB, one school-based staff member supporting special education, and one central staff member from each of the Equity Department, Human Rights Department, and Urban Indigenous Education Centre. This team will review sets data, consult on data collection tools like surveys and focus group guides, and provide input on reporting strategies.

The first year of the Review will focus on three points of data collection and analysis:

- 1) quantitative data review,
- 2) surveys for educators, students and families, and
- 3) focus groups.

An important first step in the Review will be to examine sets of quantitative data. The quantitative data analyses aim to explore the impact of special education structures, such as the type of special education placement (fully self-contained vs. partially integrated vs. regular classroom receiving modifications and/or accommodations), on students' pathways and outcomes. Centering the data review around potential differences in outcomes related to differences in special education programs and placements places the focus of the Review on structures which can be altered and improved to better align with student needs. Additionally, in order to ensure the data review captures different groups of students within special education, three separate but concurrent analyses will be conducted.

The first analysis will involve all students in special education, with the exception of students with a gifted exceptionality or students with a developmental disability in a fully self-contained setting (ISPs). To examine what impact different special education programs and placements may have on student pathways and outcomes, it is important

to compare like-achieving students from within and outside of special education. As the only standardized measure of student achievement available across the system, students' Grade 6 EQAO scores will be used to place students into groups. While there are valid criticisms of and limitations to the EQAO as an evaluative measure of student performance, this analysis is not utilizing it to evaluate students, but rather as a tool to match students with similar performance on the test to then examine their secondary school pathways and outcomes. Within each EQAO score band (Level 1 or below, Level 2, Level 3 to 3.5 and Level 3.6 and above), students will be subdivided into five groups: fully self-contained classes, partially-integrated, students learning in the regular class with IEPs receiving modifications and/or accommodations, and students not receiving any special education supports or programs. The analysis will then look at outcome measures across these five groups including Grade 9 credit course average, proportion of Grade 9 academic courses, proportion of university-level courses in Grades 11 and 12, graduation within 5-years, and confirmation of post-secondary education.

The second analysis will look at the same outcome measures as the first analysis, but will only compare students with a gifted exceptionality to students outside of special education. These students will be analyzed separately due to historical differences in their academic achievement and outcomes relative to many other students within special education.

The third analysis will look at outcomes for students with a developmental disability in ISPs. As these students tend to be working towards different academic expectations and historically follow different trajectories from other students in special education, the outcome measures to be used in this analysis will be different from the previous two and will be determined in conjunction with staff from the Special Education Department who support these students.

Following the initial exploration of quantitative data, the Review will also delve more deeply into understanding who is most impacted by program structures by looking at demographic representation using TDSB Student Census data.

Results of these data analyses will be brought to the first Review Consultation Team for discussion. System results and feedback from the Review Consultation Team will inform the development of survey and focus group data collection tools. In order to better understand differences in experiences within special education, surveys for educators, families and students in special education will be co-designed to focus on approaches to placement and program delivery and experiences in the classroom/school. We will invite survey participation from across all areas of the system. Survey findings will be brought back to the Review Consultation Team to support the co-development of focus group items and protocols for implementation with survey participants interested in a more comprehensive opportunity to share their experiences and further inform our findings.

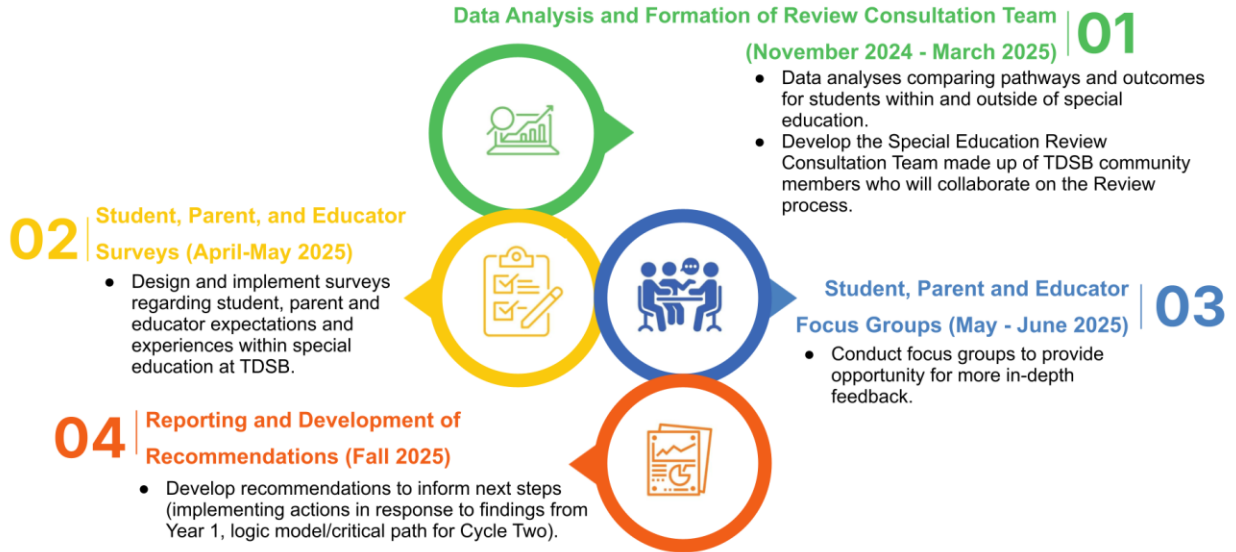
The TDSB Special Education Advisory Committee (SEAC) received information from staff and provided initial feedback at the January 2025 SEAC meeting. SEAC will be consulted throughout the review process via its representatives on the Review Consultation Team as well as by staff.

Action Plan and Associated Timeline

The aim is to complete the quantitative data analyses by March 2025, survey implementation in April-May 2025, with focus groups in May-June 2025. Reporting on Year One is slated for Fall 2025.



Timelines and Critical Path for 2024-2025



Resource Implications

N/A

Communications Considerations

N/A

Board Policy and Procedure Reference(s)

[TDSB Multi-Year Strategic Plan](#)

[TDSB Special Education Plan 2024-2025](#)

[P031 Human Rights Policy](#)

[P037 Equity Policy](#)

Appendices

- Appendix A: [TDSB Special Education Review Overview](#)
- Appendix B: [TDSB Special Education Review of Placements and Programs PPT](#)

From

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TDSB Special Education Review – Overview

Purpose: In 2023-24, the TDSB introduced a revised Multi-Year Strategic Plan (2024-28)¹ that emphasized four key strategic directions through which all system work should flow: Achieve, Belong, Thrive and Revitalize, with Equity and Truth and Reconciliation as foundational guiding principles throughout. In response to understanding the role Special Education service plays within these core areas, as well as linking to critical recommendations within the Special Education and Inclusion Plan (2024-25)², Special Education will embark on an ongoing 3-year cycle of review and evaluation for internal improvement purposes. The review cycles are not intended to identify and/or recommend fiscal efficiencies, but rather is part of the ongoing work to draw on students', families' and educators' knowledge to deepen understanding and improve experiences of special education across the TDSB.

Given the diversity and breadth of special education programs, placements and services at the TDSB, the review cycles will explore smaller areas within the entire Special Education service. This will allow for manageable and specific actions to be developed in response. Broadly, each review cycle will focus on students' program and pathway outcomes throughout elementary and secondary school, as well as the student and family experiences in special education, the conditions required for student success, and the conditions that enable or inhibit educators' practice. Outcomes of the review cycles will inform the implementation of actions addressing disparities in access, improving student and family experiences of special education as well as student outcomes, increasing opportunities for success in later life (e.g., health and financial security), and creating conditions in which educators are enabled to engage in effective practice.

Framework and Guiding Principles: The TDSB adopts principles of equity, accessibility and inclusion in education³. The Review adheres to principles of Transformative Program Evaluation (Mertens & Wilson, 2019) and upholds principles consistent with the TDSB's Human Rights Policy P031, the Canadian Charter of Rights and Freedoms, the Ontario Human Rights Code, and the Ontario Human Rights Commission Policy on Accessible Education for Students with Disabilities including Article 13.1 Principles of Accommodation. Guiding principles of Transformative Program Evaluation include: “[The] importance of being culturally respectful; The promotion of social justice; The furtherance of human rights; Addressing inequities; Reciprocity; and Recognition of community strengths and resilience” (Mertens & Wilson, 2019, 160). The following principles will also guide the Review:

1. The Special Education Review will utilize a broad definition of disability to include all physical, mental, developmental, and learning impairments that may prevent a student from being able to fully access education.
2. Recognizing the key role educators and educator leaders play in providing generative opportunities for student learning, the Review will examine key conditions that can enable educators' capacity and agency in the classroom and school.
3. As per the UN Convention on the Rights of Persons with Disabilities General Comment No. 4 (2016), “Inclusive education is to be understood as [a] fundamental human right of all learners. Notably,

¹ https://www.tdsb.on.ca/Portals/0/Leadership/board_room/MYSP/MYSPReport2024-FINAL.pdf

² [https://www.tdsb.on.ca/Portals/0/docs/Special_Education/Special%20Education%20Plan%202024-2025\(1\).pdf](https://www.tdsb.on.ca/Portals/0/docs/Special_Education/Special%20Education%20Plan%202024-2025(1).pdf)

³ [https://www.tdsb.on.ca/Leadership/Boardroom/Multi-Year-Strategic-Plan/Equity#:~:text=Equity%20as%20a%20Guiding%20Principle&text=The%20TDSB's%20goal%20is%20to,Charter%20of%20Rights%20and%20Freedoms\).](https://www.tdsb.on.ca/Leadership/Boardroom/Multi-Year-Strategic-Plan/Equity#:~:text=Equity%20as%20a%20Guiding%20Principle&text=The%20TDSB's%20goal%20is%20to,Charter%20of%20Rights%20and%20Freedoms).)

education is the right of the individual learner, and not, in the case of children, the right of a parent or caregiver” (p. 3). The Review will therefore strive to amplify the voices and experiences of TDSB students to learn how the system can best support their needs.

4. The Review adheres to the “social model” of disability which states that “what is truly the disadvantage is not the physical or mental condition, but rather society’s response, which characterizes the condition as an impairment, and society’s failure to accommodate the difference. [...] disabled people are not intrinsically disadvantaged because of their condition, but rather they experience discrimination in the way we organize society” (Hinze v. Great Blue Heron Casino, Human Rights Tribunal of Ontario 93, 2011, paragraph 19). Engaging the social model of disability encourages paying greater attention to systemic responses that create the conditions in which students learn, rather than to individual differences. The Review draws on the notion that students’ learning can be enabled or disabled depending on the conditions they encounter in school. As such, contextual factors that shape students’ and families’ expectations and experiences in special education will be explored.
5. The Review will ensure transparency and communication with the TDSB and wider community input through the formation of and ongoing collaboration with the Special Education Review Consultation Team.

Review Consultation Team: A team of TDSB community members will be formed in the Winter of 2025 to provide expertise, review findings, provide feedback on the evaluation process and advise on knowledge mobilization. The Review Consultation Team will be approximately 13 members including:

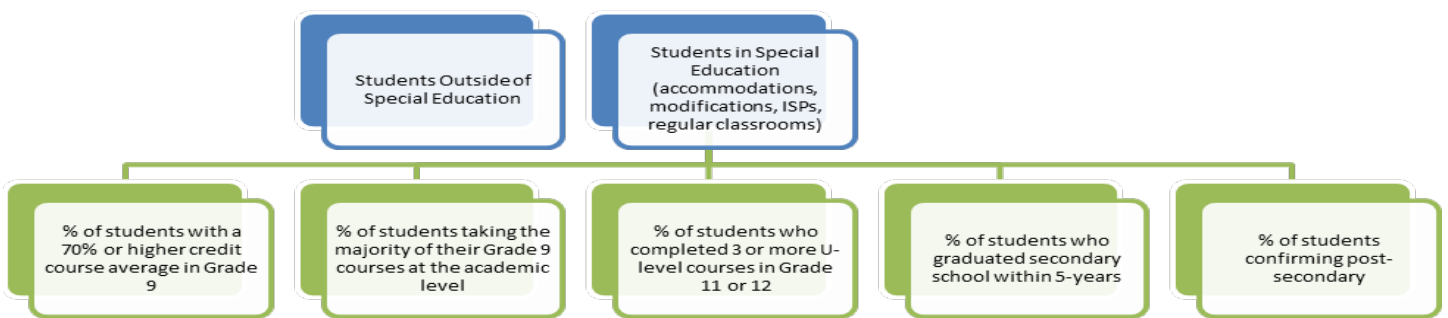
- The Special Education Review research team (two staff members from TDSB’s Research and Development Department and Dr. Gillian Parekh from York University)
- Nandy Palmer, Executive Superintendent of Special Education Programs and Equitable Outcomes
- Representatives from each of:
 - Special Education Advisory Council (2 people)
 - Parent Involvement Advisory Committee (1 person)
 - Karen Murray or a representative from the Equity Department (1 person)
 - Tanya Senk or a representative from the UIEC (1 person)
 - Mahejabeen Ebrahim or a representative from the TDSB’s Human Rights Office (1 person)
 - A former TDSB secondary student with a history of involvement in special education (1 person)
 - A school-based TDSB staff member currently supporting special education (1 person)
 - A current TDSB secondary student with a history of involvement in special education (1 person)

Cycle One (2024-2027): The first review cycle will identify key areas for improvement between Kindergarten and Grade 8 including:

- student, family and educator expectations and experiences of special education
- access to supports, programs, services
- the impact of fully self-contained, partially-integrated or fully-integrated programs and IEP modifications vs. accommodations will also be explored in relation to student pathways, outcomes, and post-secondary opportunities

Research shows a clear link to greater life chances when students access education beyond secondary school (e.g., post-secondary, vocational)⁴. While access to special education programs and supports are critical throughout a student’s time at school, most students begin accessing special education in the elementary panel, hence the initial focus on this area. The second year of this review cycle will focus on implementation of strategies in response to the identified areas for improvement, followed by evaluation of the success of the implementation strategies and ongoing monitoring and optimization in year 3 and beyond.

Year One of this cycle (2024-25) will start with an analysis of administrative and program data to better understand student pathways and outcomes in secondary as they relate to special education placement and program participation during their elementary years. The analysis will use three Grade 9 cohorts (students who have been tracked from Grade 6 through to post-secondary). The Grade 9 cohorts will use student data from 2013-14, 2016-17 and 2018-19. Grade 6 EQAO scores will be used to create matched groups of students between those outside of special education and those in special education who are taught in the regular class with accommodations and/or modifications through an IEP, as well as students in partially integrated and fully self-contained special education classes. EQAO scores will serve as a proxy for achievement and allow for an examination of the impact that special education program or placement may have on students’ pathways and outcomes. The analysis will look at Grade 9 credit course average, proportion of Grade 9 academic courses, proportion of university-level courses in Grades 11 and 12, graduation within 5-years, and confirmation of post-secondary. To establish a baseline, students identified as gifted or as having a developmental disability (and in an ISP) will be excluded, as these two groups have, historically, distinct trajectories from the majority of students within special education and are typically working towards different expectations. However, an additional analysis will be run for each of these groups to ensure their trajectories and experiences are captured. They, their families and their educators will also be involved in surveys and focus groups to enable a deeper understanding of their school experiences.

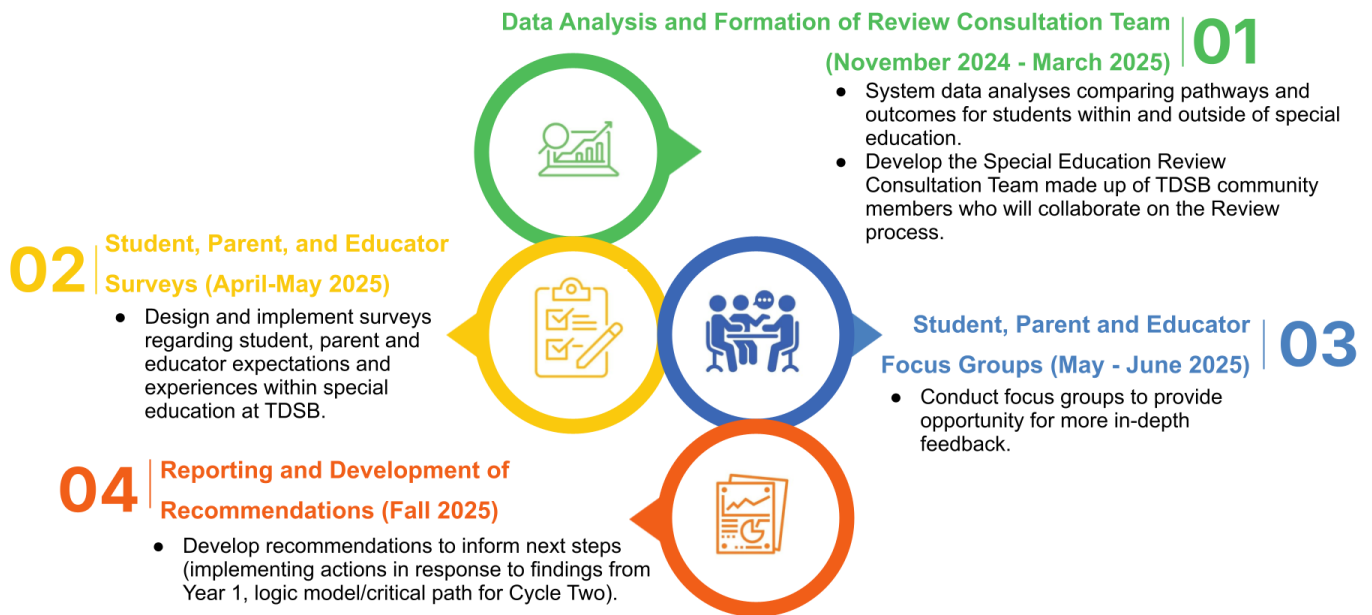


⁴ Parekh, G., Brown, R. S., Walters, D., Collis, R., & Jacob, N. (2024). Embedded Barriers and Impending Costs: The Relationship between Disability, Public Schooling, Post-Secondary Education, and Future Income Earnings. *Canadian Journal of Higher Education*, 1(1). <https://doi.org/10.47678/cjhe.v1i1.189987>

The data analysis will be followed by a survey of educators/administrators, families and students around their 250212 Special Ed Review 4842 expectations and experiences in special education. From the survey, interested educators/administrators, families and students will also be invited to participate in an interview or focus group. Consultation with the Review Consultation Team, which includes representation from PIAC and SEAC, will occur throughout this process.



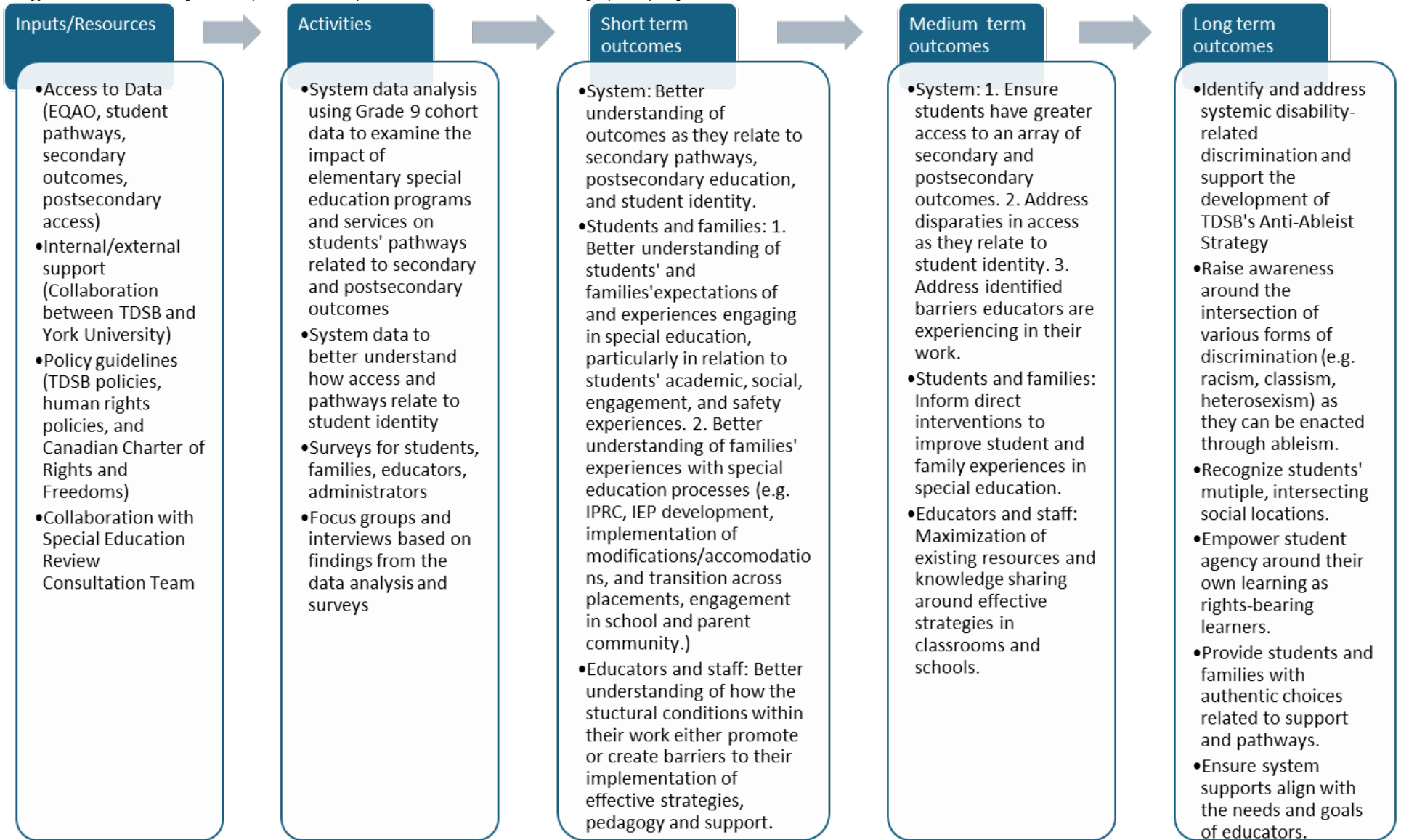
Timelines and Critical Path for 2024-2025



Cycle Two (2025-2028) and Cycle Three (2026-2029): In consultation with the Special Education Review Consultation Team and based on the findings from the first year of Cycle One of the Review, we will develop Logic Models for Cycle Two and Cycle Three. Cycle Two will focus on secondary school experiences of special education, as well as students on alternative pathways, and Cycle Three will explore the experiences of students self-identifying as disabled outside of special education.

Appendix A: TDSB Special Education Review Overview

Logic Model for Cycle 1 (2024-2027) – Focus on Elementary (K-8) Special Education



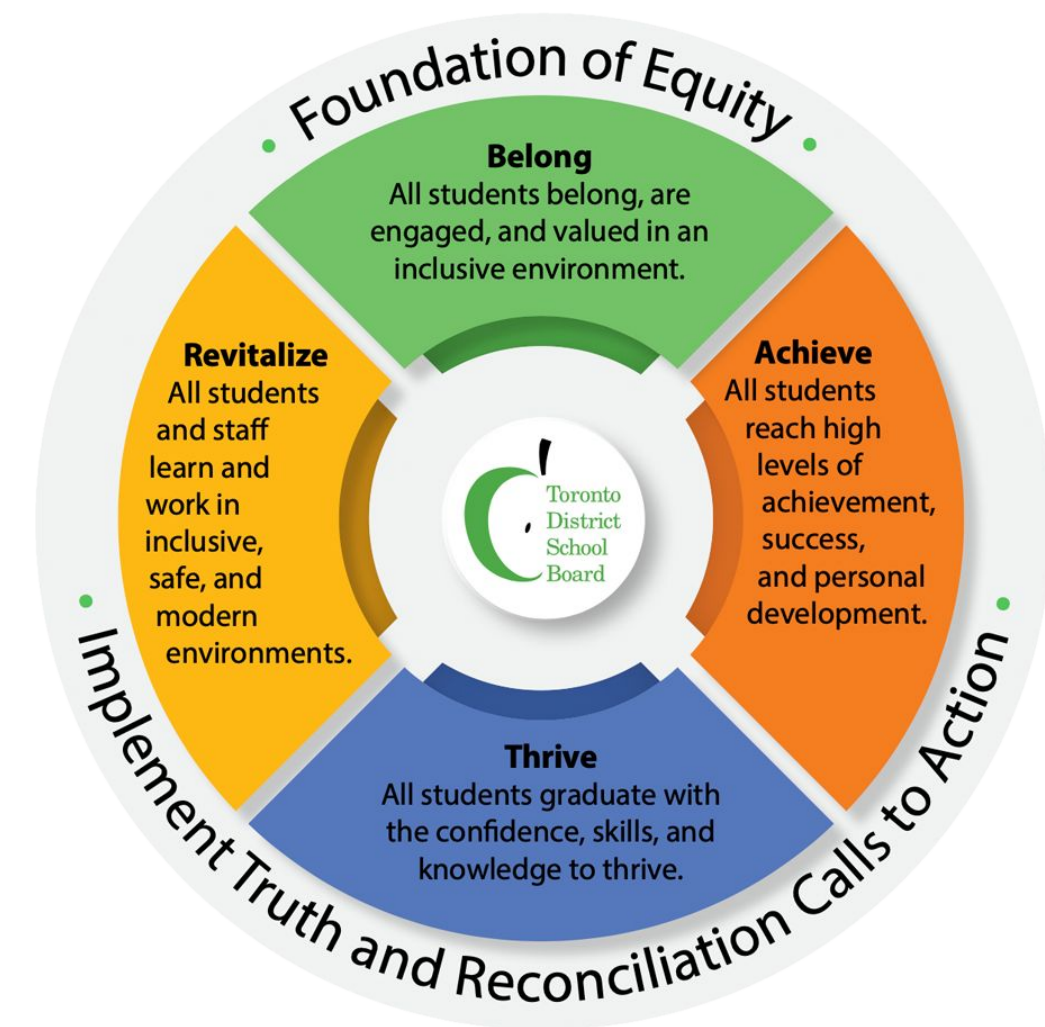
TDSB Review of Special Education Programs and Placements

tdsb | Special Education
and Inclusion

**Supporting Students
with Special Education Needs
and/or Disabilities**

Purpose

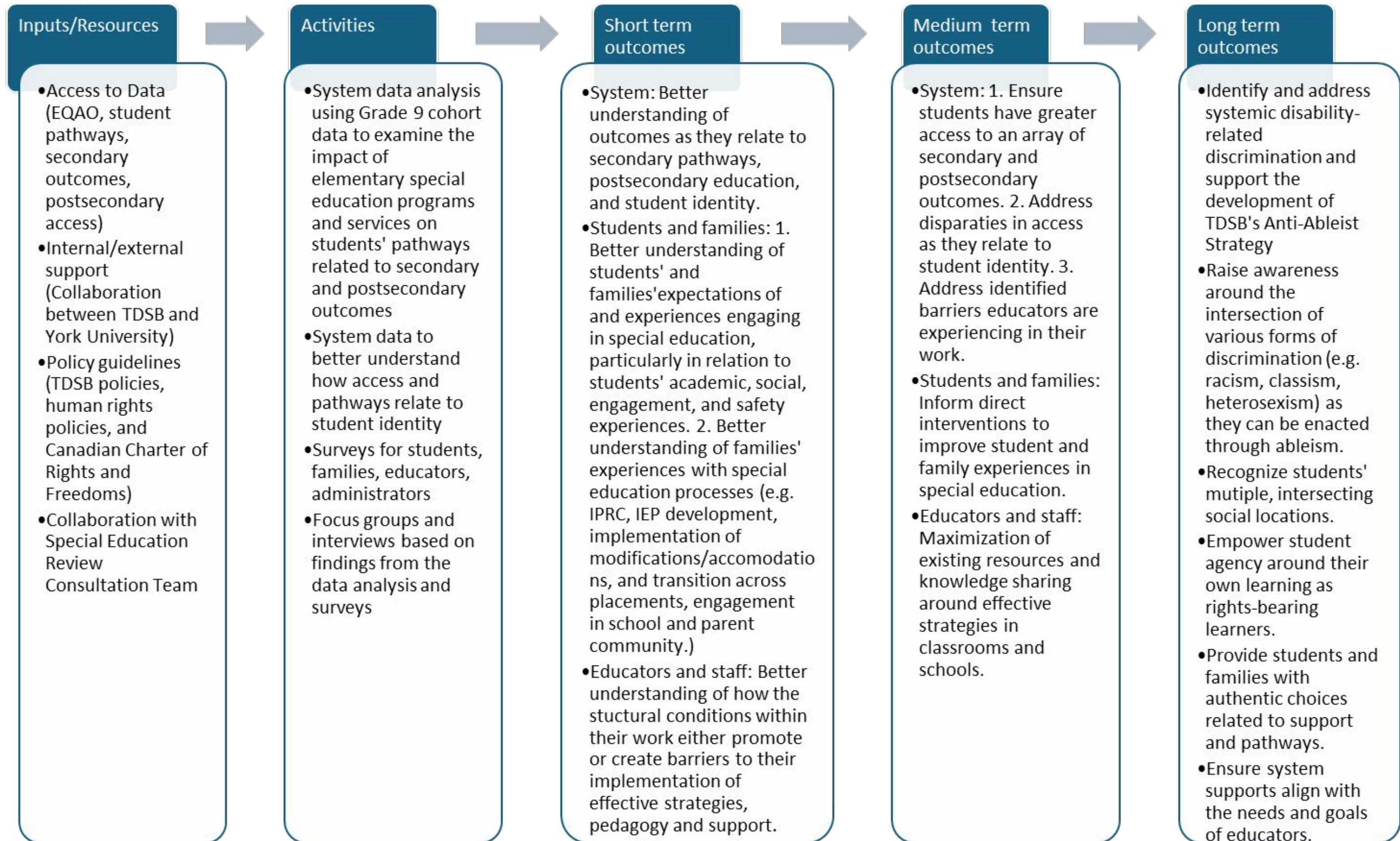
- The Special Education Review Cycles are part of the ongoing work of the special education department for internal improvement purposes. These cycles will occur every few years in order to examine different aspects of special education within the TDSB to ensure alignment between student/family needs and programs and placements.
- The revised TDSB Multi-Year Strategic Plan (2024-28) emphasizes five key strategic directions through which all system work should flow: Achieve, Belong, Thrive, Revitalize, and Truth and Reconciliation. The review cycles are in response to understanding the role Special Education service plays within these core areas, as well as linking to critical recommendations within the Special Education and Inclusion Plan (2024-25).
- The review cycles are not intended to identify and/or recommend fiscal efficiencies, but rather to draw on students', families' and educators' knowledge and experiences to deepen understanding and continuously improve the delivery of special education programs and services across the TDSB.
- Broadly, each review cycle will focus on students' program and pathway outcomes throughout elementary and secondary school, as well as student and family experiences in special education, and the conditions that enable or inhibit educators' practice.
- Findings from these review cycles will be used as one key source of information in the development of TDSB's Anti-Ableism Strategy, and the data collection process will be intentionally developed with questions embedded to support the development of this strategy.



Framework and Guiding Principles

- The TDSB adopts principles of equity, accessibility and inclusion in education.
- The Review adheres to principles of Transformative Program Evaluation (Mertens & Wilson, 2019). Guiding principles of Transformative Program Evaluation include: “[The] importance of being culturally respectful; The promotion of social justice; The furtherance of human rights; Addressing inequities; Reciprocity; and Recognition of community strengths and resilience” (Mertens & Wilson, 2019, 160).
- The Review upholds principles consistent with the TDSB Human Rights Policy P031, the Canadian Charter of Rights and Freedoms, the Ontario Human Rights Code, and the Ontario Human Rights Commission Policy on Accessible Education for Students with Disabilities.
- The Review adheres to the “social model” of disability which states that “what is truly the disadvantage is not the physical or mental condition, but rather society’s response, which characterizes the condition as an impairment, and society’s failure to accommodate the difference. [...] disabled people are not intrinsically disadvantaged because of their condition, but rather they experience discrimination in the way we organize society” (Hinze v. Great Blue Heron Casino, Human Rights Tribunal of Ontario 93, 2011, paragraph 19). The Review is grounded in the idea that students’ learning can be enabled or disabled dependent on the conditions they encounter in school. As such, contextual factors that shape students’ and families’ expectations and experiences in special education will be explored.
- Recognizing the key role educators and educator leaders play in providing generative opportunities for student learning, the Review will examine key conditions that can enable educators’ capacity and agency in the classroom and school.

Logic Model for Cycle 1 (2024-2027) – Focus on Elementary (K-8) Special Education



Cycle One (2024-2027): Year One

- The first review cycle will identify key areas for improvement between Kindergarten and Grade 8 including:
 - student, family and educator expectations and experiences of special education
 - access to supports, programs, services
 - the impact of fully self-contained, partially-integrated or fully-integrated programs and IEP modifications vs. accommodations will also be explored in relation to student pathways, outcomes, and post-secondary opportunities
- Year One of this cycle (2024-25) will start with an analysis of administrative and program data to better understand student pathways and outcomes in secondary as they relate to special education programs and placements in their elementary years. The data analysis will be followed by a survey of educators/administrators, families and students around their expectations and experiences in special education. From the survey, interested educators/administrators, families and students will also be invited to participate in an interview or focus group. Consultation with the Review Consultation Team, which includes representation from PIAC and SEAC, will occur throughout this process.

Cycle Two (2025-2028) and Cycle Three (2026-2029)

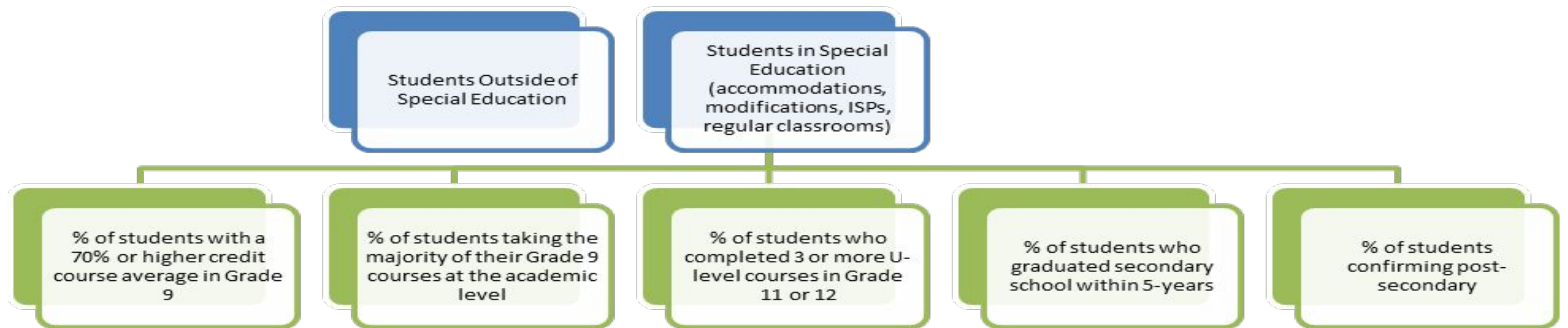
- Cycle Two (2025-2028): In consultation with the Special Education Review Consultation Team and based on the findings from the first year of Cycle One of the Review, we will develop a Logic Model for Cycle Two, which will focus on secondary school experiences of special education, as well as students on alternative pathways.
- Cycle Three (2026-2029) will explore the experiences of students self-identifying as disabled outside of special education.

Review Consultation Team

- A team of TDSB community members will be formed in early Winter 2025 to provide expertise, review findings, provide feedback on the evaluation process and advise on knowledge mobilization. The Review Consultation Team will be approximately 13 members including:
- The Special Education Review research team (two staff members from TDSB's Research and Development Department and Dr. Gillian Parekh from York University)
- Nandy Palmer, Executive Superintendent of Special Education Programs and Equitable Outcomes
- Representatives from each of:
 - Special Education Advisory Council (2 people)
 - Parent Involvement Advisory Committee (1 person)
 - Karen Murray or a representative from the Equity Department (1 person)
 - Tanya Senk or a representative from the UIEC (1 person)
 - Mahejabeen Ebrahim from TDSB's Human Rights Office (1 person)
 - A former TDSB secondary student with a history of involvement in special education (1 person)
 - A school-based TDSB staff member currently supporting special education (1 person)
 - A current TDSB secondary student with a history of involvement in special education (1 person)

Year One (2024-25) Data Analysis

- The Year One analysis will use data from three Grade 9 cohorts (students who have been tracked from Grade 9 through to post-secondary, using special education information from when they were in Grade 6). Grade 6 EQAO scores will be used to create matched groups of students between those outside of special education and those in special education who are taught in the regular class with accommodations and/or modifications through an IEP, as well as students in partially integrated and fully self-contained special education classes. EQAO scores will serve as a proxy for achievement and allow for an examination of the impact that special education program or placement may have on students' pathways and outcomes. The analysis will look at Grade 9 credit course average, proportion of Grade 9 academic courses, proportion of university-level courses in Grades 11 and 12, graduation by Year 5 of Secondary School, and confirmation of post-secondary.



Measures Used in the Year One Data Analysis

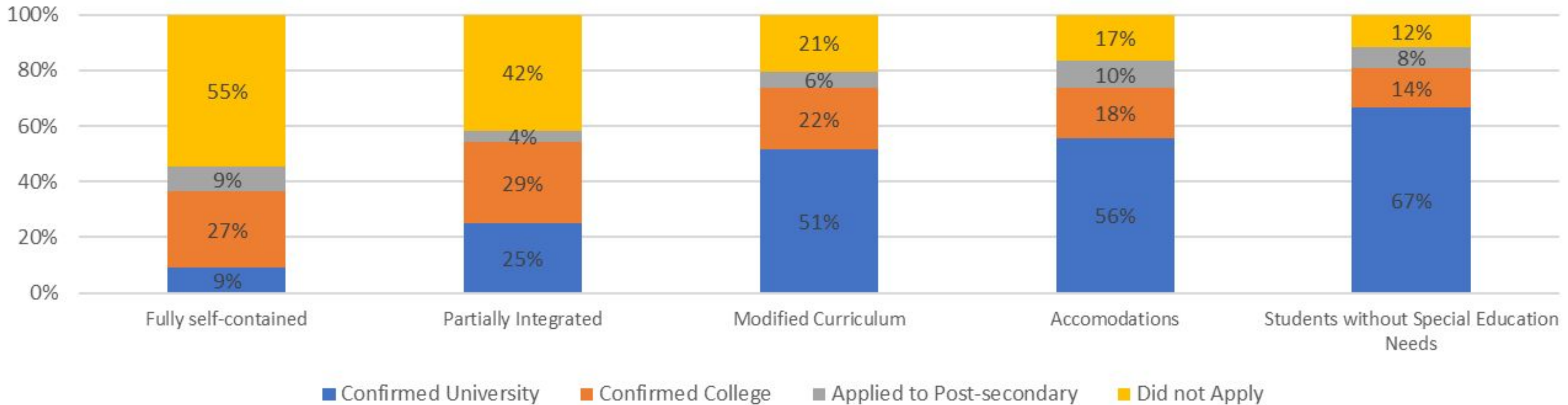
- **Grade 9 Cohort:** For our analyses, we are using Grade 9 cohort data for the cohorts from 2013-14, 2016-17, and 2018-19. Please note that the data associated to the cohort indicates when students were in Grade 9. To capture postsecondary access, we typically examine data up to 6 years following. The following slide provides a sample data analysis drawn from the Grade 9 Cohort for 2016-17, which means postsecondary information would be from up to 2021-22.
- **EQAO:** To hold achievement constant, we employ EQAO data as our achievement measure. “EQAO assessments are based on *The Ontario Curriculum* and are standardized across the province, offering a consistent measure of student achievement.” (EQAO, FAQ, <https://www.eqao.com/frequently-asked-questions/general/>). Note that assessment can be highly vulnerable to bias (Parekh, Brown, & Zheng, 2018). Employing an external standardized measure of achievement ensures that students’ relationships and experiences in school have not influenced assessment outcomes.
- **Postsecondary outcomes:** Currently, the available data for TDSB students only includes university and college information. However, if interested in examining the relationship between apprenticeship and student outcomes, please see:
https://oncat.ca/assets/oncat/documents/projects/research-project-attachments/DisabilityApprenticeshipAccess_Report1_ONCAT.pdf

Inclusion/Exclusion Criteria for the Year One Data Analysis

- Within each Grade 9 cohort, all students involved in special education will be included in the analysis with the exception of students identified as gifted and students who have been identified as having a developmental disability placed in a self-contained special education class.
- Students identified as gifted often have starkly different trajectories than other students involved in special education (see Brown & Parekh, 2010; Parekh, Brown and Robson, 2017; Brown, Parekh & Abdulkarim, 2021).
- Students identified with a developmental disability in self-contained special education classes (ISPs) are often working on an alternative report card and not the Ontario curriculum. Additionally, using EQAO as an achievement measure often results in the exclusion of students with developmental disability.
- Due to the differences with these groups of students, we will run separate but concurrent analyses employing the same focus on program and placement for both students identified as gifted and for those identified with a developmental disability to ensure their experiences are captured and shared. While they will be treated separately in the data analysis, both groups will be included in the survey and focus groups.

Sample Analysis: Access to Postsecondary Education Across Special Education Programs and Placements

Grade 9 Cohort 2016-17: Grade 6 EQAO Math Level 3 to 3.5

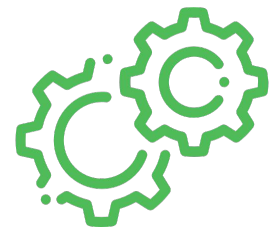


Survey

- Drawing on expertise and insights from the Review Consultation Team, we will distribute a survey that:
 1. ties students', families' and educators' experiences directly to special education program and placements.
 2. collects students', families' and educators' academic and social experiences in relation to their participation in special education.
 3. asks students, families and educators about their insights and experiences of ableism, as well as strategies that have been successful in challenging ableism.

Focus Groups

- Based on survey feedback and further review and input from the Review Consultation Team, we will interview interested students, families and educators to delve more deeply into emergent themes.



Timelines and Critical Path for 2024-2025

Data Analysis and Formation of Review Consultation Team | 01 (November 2024 - March 2025)

- Data analyses comparing pathways and outcomes for students within and outside of special education.
- Develop the Special Education Review Consultation Team made up of TDSB community members who will collaborate on the Review process.



02 | Student, Parent, and Educator Surveys (April-May 2025)

- Design and implement surveys regarding student, parent and educator expectations and experiences within special education at TDSB.



Student, Parent and Educator Focus Groups (May - June 2025) | 03

- Conduct focus groups to provide opportunity for more in-depth feedback.

04 | Reporting and Development of Recommendations (Fall 2025)

- Develop recommendations to inform next steps (implementing actions in response to findings from Year 1, logic model/critical path for Cycle Two).



References

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Written Notice of Motion for Consideration (Trustees Pei and Hastings)

From: Denise Joseph-Dowers, Senior Manager, Governance and Board Services

In accordance with Board Bylaws 5.15.45, notice of the following motion was provided at the January 16, 2025 meeting of the Planning and Priorities Committee and is therefore submitted for consideration at this time.

5.15.45 Motions must first be introduced as a Notice of Motion to provide advance notification of a matter, ...

5.15.51 A Notice of Motion submitted to a Committee, will be considered at a subsequent Committee meeting.

Education on International Holocaust Remembrance Day

Whereas, January 27, 2025 is, International Holocaust Remembrance Day being the 80th anniversary of the liberation of the Auschwitz-Birkenau extermination camp; and

Whereas, the exhibit Auschwitz: Not Long Ago, Not Far Away is open for public viewing at the Royal Ontario Museum through September 1, 2025; and

Whereas, the content of this exhibition is consistent with the Ontario Curriculum and the Ministry of Education mandate for Holocaust Education.

Therefore, be it resolved that the Board encourages its Trustees and all professional staff members to view this exhibition, and encourages professional staff members teaching courses whose content is relevant to this exhibition to arrange age-appropriate student excursions to view this exhibition, particularly on or around International Holocaust Remembrance Day.

Acknowledgement of Traditional Lands

We acknowledge we are hosted on the lands of the Mississaugas of the Anishinaabe (ANISH NA BEE), the Haudenosaunee (HOE DENA SHOW NEE) Confederacy and the Wendat. We also recognize the enduring presence of all First Nations, Métis and Inuit people.

Planning and Priorities Committee Mandate

The Planning and Priorities Committee shall make recommendations to the Board on:

- (a) the development and coordination of a strategic plan for the Board, in consultation with the Director and the standing Committees;
- (b) the Board's inter-governmental relations;
- (c) matters relating to meetings of the Board and the standing Committees;
- (d) the Board's Bylaws and procedures;
- (e) professional development for members of the Board;
- (f) planning and other related matters; and,
- (g) facility and property matters, including property disposition, major capital projects, boundary changes; and,
- (h) other issues referred time to time by the Board or the Chair of the Board or Committee.

Funding Information Requirement

At the special meeting held on March 7, 2007, the Board decided that to be in order any trustee motion or staff recommendation that would require the Board to expend funds for a new initiative include the following information: the projected cost of implementing the proposal; the recommended source of the required funds, including any required amendments to the Board's approved budget; an analysis of the financial implications prepared by staff; and a framework to explain the expected benefit and outcome as a result of the expenditure.

[1]Closing of certain committee meetings

(2) A meeting of a committee of a board, including a committee of the whole board, may be closed to the public when the subject-matter under consideration involves,

- (a) the security of the property of the board;
- (b) the disclosure of intimate, personal or financial information in respect of a member of the board or committee, an employee or prospective employee of the board or a pupil or his or her parent or guardian;
- (c) the acquisition or disposal of a school site;
- (d) decisions in respect of negotiations with employees of the board; or
- (e) litigation affecting the board. R.S.O. 1990, c. E.2, s. 207 (2).

(2.1) Closing of meetings re certain investigations – A meeting of a board or a committee of a board, including a committee of the whole board shall be closed to the public when the subject-matter under considerations involves an ongoing investigation under the Ombudsman Act respecting the board



Our Mission

To enable all students to reach high levels of achievement and well-being and to acquire the knowledge, skills and values they need to become responsible, contributing members of a democratic and sustainable society.

Strategic Directions

Equity: Equity is a principle that will continue to guide the TDSB in all that it does. Equity will be foundational to all TDSB work and will be embedded throughout the strategic directions.

Truth and Reconciliation: We commit to the implementation of the Truth and Reconciliation Commission of Canada Calls to Action.

Belong: All students belong, are engaged, and valued in an inclusive environment.

Achieve: All students reach high levels of achievement, success, and personal development.

Thrive: All students graduate with the confidence, skills, and knowledge to thrive.

Revitalize: All students and staff learn and work in inclusive, safe, and modern environments.

We Value

- Each and every student's interests, strengths, passions, identities and perspectives on their education
- Partnerships with students, parents/guardians/caregivers, staff, community partners, and education partners
- A strong public education system that promotes full participation by identifying, removing, and preventing accessibility barriers so that all students, including students with disabilities/special education needs and intersecting identities, are provided with opportunities to realize their full potential
- The diversity of students, parents/guardians/caregivers, staff, community partners, and education partners
- Shared leadership and respectful working relationships
- Accountability and innovation
- The contributions of a highly skilled and diverse staff
- Digital citizenship and environmental stewardship

