



Proposal for a Modified Pupil Accommodation Review for York Memorial Collegiate Institute and George Harvey Collegiate Institute

To: Committee of the Whole

Date: 13 November, 2019

Report No.: 11-19-3767

Strategic Directions

- Transform Student Learning
- Provide Equity of Access to Learning Opportunities for All Students

Recommendation

It is recommended that the proposal for a Modified Pupil Accommodation Review for York Memorial Collegiate Institute and George Harvey Collegiate Institute contained in Appendix A be approved and submitted to the Ministry of Education.

Context

On May 6 and 7, 2019, the York Memorial CI building located at 2690 Eglinton Avenue West was significantly damaged by fire rendering it unusable. York Memorial CI was immediately relocated to the nearby George Harvey CI building located at 1700 Keele Street to complete the school year.

For September 2019, York Memorial CI was relocated to the vacant Scarlett Heights building located at 15 Trehorne Drive where it will remain until a long-term solution has been established for the school.

On May 22, 2019, the Board of Trustees approved that the Chair of the Board write to the Minister of Education requesting approval to commence a pupil accommodation review of York Memorial CI and George Harvey CI based on the urgent situation resulting from the fire.

Seeking the Minister's approval to conduct a pupil accommodation review is not a normal requirement of the pupil accommodation review process but it is required at this time because there is currently a provincial moratorium on school closures. As indicated in the TDSB's Long-Term Program and Accommodation Strategy (LTPAS), prior to the current moratorium on school closures, it was the TDSB's intention to conduct a pupil accommodation review involving York Memorial CI and George Harvey CI to address under-utilization and identify the best location for the schools. George Harvey CI is 37% utilized; the York Memorial site and the George Harvey site are in close proximity (700 metres apart).

On June 8, 2019, the Chair of the Board sent a letter to the Minister of Education requesting permission to start the pupil accommodation review. In response, staff of the Ministry of Education requested a written proposal from the TDSB outlining how the pupil accommodation review for York Memorial CI and George Harvey CI will be conducted.

Appendix A contains the proposal for conducting the pupil accommodation review that staff is recommending be sent to the Ministry of Education. Staff is recommending that the modified process be implemented. The Ministry's Pupil Accommodation Review Guideline and the TDSB's Accommodation and Program Review Policy P068 allow for a modified process when the review is less complex in its scope and certain criteria are met by the affected schools such as having very small enrolments, having low utilization rates, or being located in close proximity to each other. Staff is recommending the modified process for York Memorial CI and George Harvey CI because the review will only involve these two schools, the two buildings are very close together (700 metres apart), and George Harvey CI has a low utilization rate of 37%.

A modified pupil accommodation review differs from the standard pupil accommodation review in that it takes less time, requires fewer public meetings, and does not require a committee of school representatives to be composed. For York Memorial CI and George Harvey CI, the modified process would allow the review to be completed within the 2019-20 school year with a decision made by the Board of Trustees in June 2020. A decision on the future of the York Memorial site is required as quickly as possible to:

- provide certainty for the students, parents and staff of York Memorial CI about the future of their school; and
- ensure that the York Memorial site does not sit dormant for a prolonged period in its current state.

Action Plan and Associated Timeline

The proposal in Appendix A contains the anticipated timeline for conducting the modified pupil accommodation review (see Appendix 5 of the proposal).

Resource Implications

As mentioned in the proposal in Appendix A, costs associated with conducting the pupil accommodation review will be supported by the existing budget of the TDSB Strategy and Planning Department.

Communications Considerations

During the modified pupil accommodation review process, notice will be provided to the affected students, parents and staff. There will be several opportunities for students, parents and staff to receive information and provide feedback. The timeline in Appendix A outlines the major tasks involved in the review (see Appendix 5 of the proposal).

Board Policy and Procedure Reference(s)

Policy P068 Accommodation and Program Review

Procedure PR598 Pupil Accommodation Review

Ministry of Education's Pupil Accommodation Review Guideline

Appendices

- Appendix A: Proposal for a Modified Pupil Accommodation Review for York Memorial Collegiate Institute and George Harvey Collegiate Institute

From

Steve Shaw, Executive Officer, Facilities and Planning at steve.shaw@tdsb.on.ca or at 416-393-8780.

Andrew Gowdy, System Planning Officer, Strategy and Planning at andrew.gowdy@tdsb.on.ca or at 416-394-3917.

Proposal for a Modified Pupil Accommodation Review for York Memorial Collegiate Institute and George Harvey Collegiate Institute

Background

On May 6 and 7, 2019, the York Memorial CI building located at 2690 Eglinton Avenue West was significantly damaged by fire. The devastation rendered the building unusable and forced the relocation of the York Memorial students and staff.

By May 13, 2019, the York Memorial students and staff were relocated to the nearby George Harvey CI building located at 1700 Keele Street for the remainder of the 2018-19 school year.

On May 22, 2019, the Board of Trustees approved that the Director consult with students, parents, and staff of York Memorial CI on plans for the location of the school for the 2019-20 school year. The Board also approved that the Chair of the Board write to the Minister of Education requesting approval to commence a pupil accommodation review of York Memorial CI and George Harvey CI based on the urgent situation resulting from the fire.

Seeking the Minister's approval to conduct a pupil accommodation review is not a normal requirement of the pupil accommodation review process but it is required at this time because there is currently a provincial moratorium on school closures. As indicated in the TDSB's Long-Term Program and Accommodation Strategy (LTPAS), prior to the current moratorium on school closures, it was the TDSB's intention to conduct a pupil accommodation review involving York Memorial CI and George Harvey CI to address under-utilization and identify the best location for the schools. George Harvey CI is 37% utilized; the York Memorial site and the George Harvey site are in close proximity (700 metres apart).

On June 8, 2019, the Chair of the Board sent a letter to the Minister of Education requesting permission to start a pupil accommodation review involving York Memorial CI and George Harvey CI. The letter is attached as Appendix 1.

On June 19, 2019, following consultation with students, parents and staff of York Memorial CI and George Harvey CI, the Board of Trustees approved the relocation of York Memorial CI to the vacant Scarlett Heights Entrepreneurial Academy building located at 15 Trehorne Drive for September 2019 until a long-term solution has been established for the school.

Since the fire, the York Memorial building has been undergoing assessment to determine the extent of the damage as well as significant remediation to make the site safe. The damage has

been extensive. The auditorium and front section of the building are a total loss and will have to be rebuilt. The wings on either side of the auditorium are being assessed to determine if it is best to rehabilitate or completely rebuild. As required by the City of Toronto, the heritage features of the building (front wall, tower and front doorway) are being preserved. The upper floor is being carefully disassembled and stored off site for later use in any rebuild. A temporary roof has been installed to keep the elements out of the remaining structure. Once the building is structurally safe, work will stop until a decision is made on the future of the site.

In response to the letter from the Chair of the Board, staff of the Ministry of Education has requested a written proposal from the TDSB outlining how the pupil accommodation review for York Memorial CI and George Harvey CI will be conducted.

Proposal

Modified pupil accommodation review following the April 2018 Revised Ministry Guideline

TDSB staff is proposing that a modified pupil accommodation review be conducted for York Memorial CI and George Harvey CI to determine the best long-term accommodation solution for students who reside in the York Memorial area.

A modified review is recommended for the following reasons:

- The scope of the review will be minimal – it will focus on two schools, York Memorial CI and George Harvey CI.
- A decision on the future of the York Memorial site is required as quickly as possible to:
 - provide certainty for the students, parents and staff of York Memorial CI about the future of their school;
 - ensure that the York Memorial site does not sit dormant for a prolonged period in its current state.

As per the Ministry of Education’s Pupil Accommodation Review Guideline and the TDSB’s Accommodation and Program Review Policy P068, a modified review can be approved by the Board of Trustees when the affected schools satisfy at least one of four criteria specified in the policy. In this situation, the following criteria are met:

- The utilization rate of George Harvey CI is currently 37%, well below the threshold of 65% identified in the policy, and is projected to remain at this level for the next five years.
- The distance between the York Memorial site at 2690 Eglinton Avenue West and the George Harvey site at 1700 Keele Street is approximately 700 metres. All of the residential

addresses in the York Memorial CI attendance area are within walking distance of the York Memorial site and the George Harvey site as defined by the distance for secondary students specified in the TDSB's Transportation of Students Policy P020 (4.8 kilometres).

The modified pupil accommodation review will follow the Ministry's Guideline that was revised in April 2018.

While the Ministry has not yet released the new templates that school boards must use in conducting pupil accommodation reviews (Initial Staff Report template, Community Partner template), TDSB staff is offering to use draft versions of the templates as a pilot in the proposed review.

The TDSB procedure for conducting pupil accommodation reviews will be updated to comply with the revised guidelines and reference the mandatory templates.

Schools to be involved in the review

The review will focus on York Memorial CI and George Harvey CI. These two school sites are located in close proximity to each other – approximately 700 metres apart. York Memorial CI is a composite secondary school of over 800 students that has a local attendance area extending from the Humber River to Dufferin Street. George Harvey CI is physically located within the York Memorial CI attendance area. It was originally established by the former York Board of Education as a technical school to serve the entire jurisdiction of the former board. Over the past couple of decades, George Harvey CI has evolved into a composite school. While George Harvey CI does not have a local secondary attendance area like York Memorial CI, small pockets of residential addresses have been assigned to the school. The enrolment of George Harvey CI has decreased from 900 students in 2010 to 530 students in 2019.

A map showing the locations of the secondary schools is contained in Appendix 2.

A table showing the enrolments, capacities and utilization rates of the secondary schools is presented in Appendix 3.

Issues to be addressed in the review

The purpose of the pupil accommodation review will be to develop a plan for accommodating students that provides the best learning opportunities as described by the TDSB's guidelines for

long-term planning (contained in Appendix 4). The major issues to be addressed in the student accommodation plan are:

- Declining enrolment – both York Memorial CI and George Harvey CI have declined in enrolment from 2010. George Harvey CI has a small enrolment of 530 students, well below the preferred school size of 1,000 students.
- Geographic redundancy – The York Memorial CI and George Harvey CI sites are located close together within the same attendance area.
- Attendance area anomalies – George Harvey CI does not have a local secondary attendance area. Four small, disconnected pockets of residential addresses have been assigned to George Harvey CI.
- Future of the York Memorial site and how to use the proceeds from the insurance claim – The York Memorial site at 2690 Eglinton Avenue West has been fenced off and made safe, but is in a holding state awaiting a decision on its future. The site cannot remain in its current condition indefinitely. The TDSB will gain insurance funds that can be used to provide local accommodation for the affected students.

Timeline

The goal of the pupil accommodation review will be to receive a decision from the Board of Trustees on the future of York Memorial CI and George Harvey CI by the end of the 2019-20 school year. The anticipated timeline showing the major tasks in the review is presented in Appendix 5. The timelines may change depending on when key tasks are completed such as receiving approvals from the Ministry of Education and the Board of Trustees.

Costs

Costs associated with conducting the pupil accommodation review will be supported by the existing budget of the TDSB Strategy and Planning Department.

Communications

Notice to affected students, parents and staff will occur at the beginning of the pupil accommodation and throughout the review. As required by the pupil accommodation review procedure, notice will also be provided to the City of Toronto and coterminous school boards. A webpage will be set up on the TDSB public website for stakeholders to access all documentation associated with the review.

Appendices

Appendix 1 – Letter from the Chair of the Board to the Minister of Education

Appendix 2 – Map – Location of Secondary Schools in the Proposed Review

Appendix 3 – Table – Enrolment and Utilization Data for Secondary Schools in the Proposed Review

Appendix 4 – Guiding Principles for the Long-Term Program and Accommodation Strategy

Appendix 5 – Anticipated Timeline for the Proposed Review



Chair
Robin Pilkey

Trustee, Ward 7, Parkdale-High Park

June 8, 2019

Minister of Education
Honourable Lisa M Thompson
5th Flr, 438 University Ave.
Toronto, ON M7A 2A5

Dear Minister Thompson,

I am writing to request authorization from the Ministry of Education to start a Pupil Accommodation Review that would involve York Memorial Collegiate Institute and George Harvey Collegiate Institute (CI). The moratorium that is currently in place does not allow school boards to engage in this process.

As you may know, on May 6, 2019, a fire broke out at the York Memorial CI building, followed by a second fire on May 7, which caused significant damage to the building. York Memorial CI students have been temporarily relocated to George Harvey CI where they will remain for the balance of the 2018-2019 school year.

The Toronto District School Board (TDSB) is assessing two viable options for operating York Memorial CI during the 2019-2020 school year:

- Maintaining the operation of both schools within the George Harvey CI building.
- Relocating York Memorial CI into the Scarlett Heights EA building, which is currently closed and non-operational.

Staff will inform the Board of its plan that will take into account feedback from students, parents and staff that was collected through a survey.

The unexpected events that took place last month have had significant impact on students and the local community. Through a Pupil Accommodation Review, the TDSB can consult and develop the best long-term accommodation solution for York Memorial CI.

As indicated in the TDSB's Long-Term Program and Accommodation Strategy (LTPAS), prior to the current moratorium on school closures, it was the TDSB's intention to conduct a Pupil Accommodation Review involving York Memorial CI, George Harvey CI and other adjacent secondary schools to address under-utilization and identify the best location for schools. The LTPAS can be found on the TDSB public website at <https://www.tdsb.on.ca/About-Us/Strategy-Planning/LongTermProgramandAccommodationStrategy>.

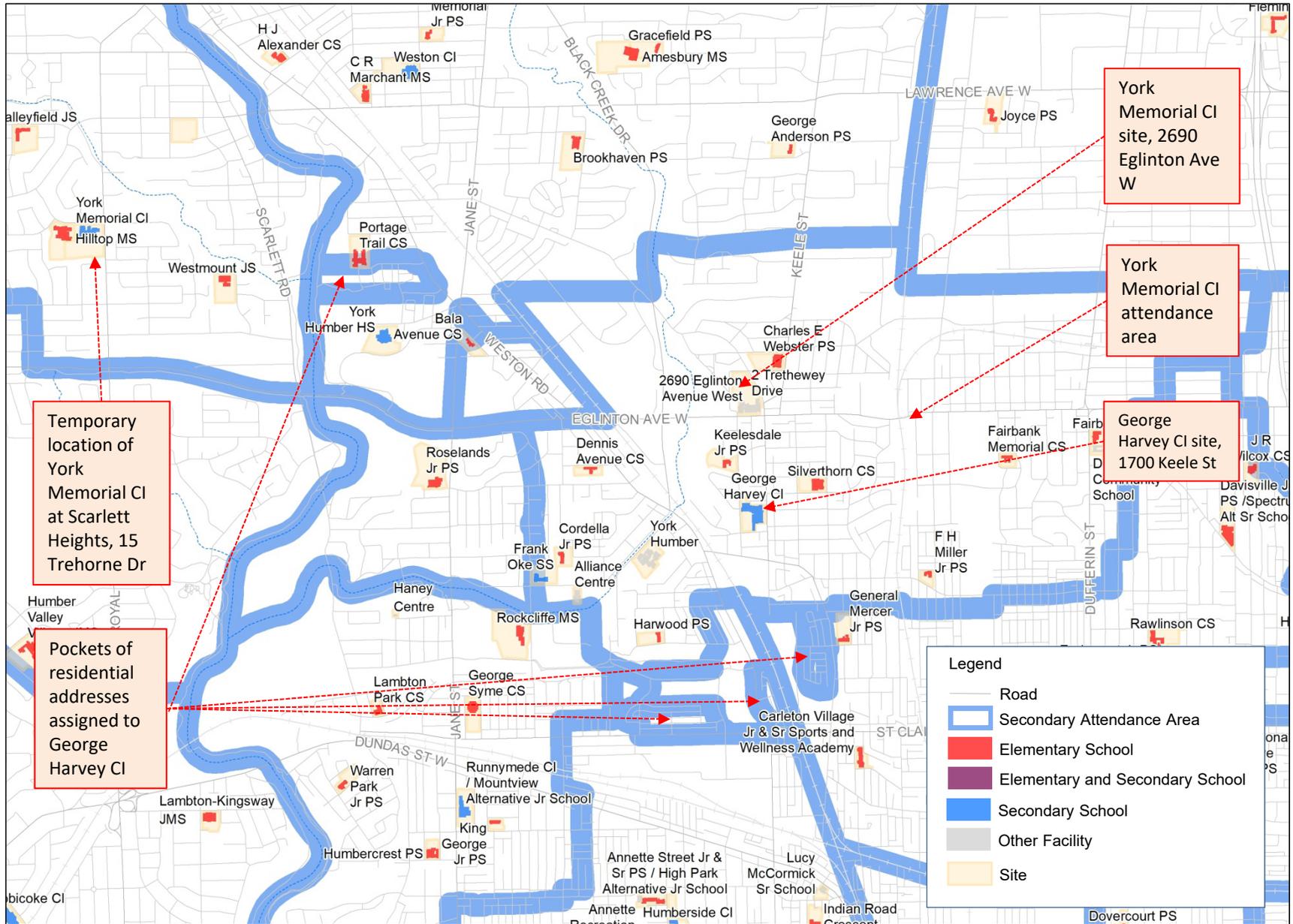
The devastation to York Memorial CI has created an urgency to determine the future of these schools.

Sincerely,



Robin Pilkey, CPA, CA, ICD.D
Chair, Toronto District School Board

Location of Secondary Schools in the Proposed Review



Enrolment and Utilization Data for Secondary Schools in the Proposed Review

| School Name | Site Size (Acres) | Facility Size (Sq Ft) | Capacity | Enrolment | | | Utilization Rate | | | Comments |
|--|-------------------|-----------------------|----------|-------------|----------------|----------------|------------------|----------------|----------------|--|
| | | | | 2019 Actual | 2023 Projected | 2028 Projected | 2019 Actual | 2023 Projected | 2028 Projected | |
| George Harvey Collegiate Institute | 6.2 | 269,365 | 1,452 | 535 | 440 | 320 | 37% | 30% | 22% | |
| York Memorial Collegiate Institute at temporary site, Scarlett Heights | 18.6 | 124,087 | 840 | 807 | 970 | 795 | 96% | 115% | 95% | Temporarily accommodated in the Scarlett Heights building at 15 Trehorne Drive. Site is shared with Hilltop MS (grades 6-8, 561 students). |
| York Memorial Collegiate Institute site at 2690 Eglinton Ave W | 7.61 | 171,307 | 915 | NA | NA | NA | NA | NA | NA | Site has been fenced off and made safe. Temporary roof has been installed on the front portion to keep the elements out. |

Guiding Principles for the Long-Term Program and Accommodation Strategy

The guiding principles are intended to move the TDSB forward as a system to better meet the needs of students. They are not meant to represent the current reality for individual schools but rather broad goals to which we aspire over time. The degree to which they can be achieved will be influenced by local circumstances and availability of funding.

The principles have been grouped under two themes: “Equity of Access” and “Efficient and Flexible Learning Space”. The theme of equity of access makes a direct connection to the goals of the TDSB’s Multi-Year Strategic Plan and provides guidance on how this will be achieved.

The guiding principles are intended to provide supplemental guidance to the TDSB’s Mission, Values, Goals, policies and procedures.

Equity of Access

1. **Neighbourhood schools that meet the needs of all students** – Focus on building strong neighbourhood schools that offer a wide range of programs including specialty programs that meet the needs and interests of all students and support all post-secondary destinations.
2. **Optimal elementary school size of at least two classes per grade** – Aim for enrolments of no less than two classes per grade in elementary schools where possible to ensure that schools have a sufficient number of teaching staff to offer a range of educational opportunities.
3. **Optimal secondary school size of at least 1,000 students** – Aim for enrolments of no less than 1,000 students in secondary schools where possible to ensure that a variety of pathways, opportunities and programs can be offered to all students – review secondary schools with enrolments of less than 700 students to address diminishing opportunities to offer viable programs that meet the needs of all students.
4. **Consistent attendance boundaries** – Establish consistent attendance boundaries across the TDSB – review instances of shared attendance boundaries where multiple schools are

offered based on home address and split attendance boundaries where graduating cohorts are divided among two or more schools.

5. **School locations that support active transportation** – Locate schools and plan attendance boundaries to support active, safe and sustainable transportation to and from school with consideration to the distances specified in the Transportation of Students Policy P020 – locate elementary schools within walking distance and secondary schools in close proximity to public transit.
6. **Minimal transitions** – Minimize school transitions for students as they move through their elementary and secondary school pathways.
7. **Balanced enrolment across tracks** – Aim for a balanced representation of students across programs in schools where French programs are offered.

Efficient and Flexible Learning Space

8. **Optimal utilization rate of 90%** – Ensure that school buildings are used efficiently by targeting utilization rates of 90% while recognizing the importance of child care – address issues of underutilization (schools operating at 65% utilization or less) and overutilization (schools operating at 110% utilization or greater) – use existing space in schools efficiently to balance enrolments.
9. **Minimal use of portables** – Use portables when the enrolment of a school exceeds the capacity of the building – review the use of portables on a site when the number of portables approaches the maximum number that can be accommodated on the site.
10. **Flexible buildings and sites** – Plan school sites, school buildings, and additions to be flexible and adaptive to a dynamic and changing city – design sites that can accommodate portables and future expansion as well as school spaces that are multi-functional.
11. **Different models of school organization** – Explore different models of school organization such as JK to Grade 12, Grade 7 to 12, specialty programs, campus models, multiple schools co-existing within the same building, full-year schools, and schools in mixed-use developments.

Anticipated Timeline for the Proposed Review

| # | Task | Timeline |
|----|---|--|
| 1 | submit the proposal for the Modified Pupil Accommodation Review to the Ministry of Education to support the TDSB's request to conduct a Pupil Accommodation Review for York Memorial CI and George Harvey CI | November 29, 2019 |
| 2 | receive approval from the Minister of Education to conduct a Modified Pupil Accommodation Review and follow the process approved by the Board of Trustees | 2nd week of December 2019 |
| 3 | update the TDSB Pupil Accommodation Review Procedure to reflect the Ministry Guideline on Pupil Accommodation Review from April 2018 (TDSB policy has already been updated) | November to 2nd week of December 2019 |
| 4 | submit the revised Pupil Accommodation Review Procedure to the Executive Council for approval | 3rd week of December 2019 |
| 5 | conduct a Local Feasibility Study to develop the options for York Memorial CI and George Harvey CI | 3rd week of December 2019 to 2nd week of January 2020 |
| 6 | submit the revised Pupil Accommodation Review Procedure to the Governance and Policy Committee for information | January 8, 2020 |
| 7 | submit the Initial Staff Report to the Committee of the Whole for approval | January 29, 2020 |
| 8 | submit the revised Pupil Accommodation Review Procedure to the Board of Trustees for information | February 5, 2020 |
| 9 | submit the Initial Staff Report to the Board of Trustees for approval | February 5, 2020 |
| 10 | send written notice to the City of Toronto, other community partners who have expressed interest, the Ministry of Education, and the coterminous school boards of the Modified Pupil Accommodation Review (within 5 business days) | February 12, 2020 |
| 11 | hold a meeting with representatives from the City of Toronto and other other community partners who have expressed interest to go over the options in the Initial Staff Report (before the first public meeting) | by first week of March 2020 |
| 12 | hold meetings with the various stakeholder groups (students, parents and staff of York Memorial CI and George Harvey CI; school council chairs of feeder elementary schools) to provide a range of opportunities for the different voices to be heard | from last week of February to first week of April 2020 |
| 13 | receive comments from the City of Toronto and other other community partners who have expressed interest on the options in the Initial Staff Report (before the final public meeting) | by first week of April 2020 |
| 14 | hold a public meeting (no fewer than 40 business days from the Board's approval to start the process beginning with date of the Board's approval) | April 15, 2020 |
| 15 | post the Final Staff Report on the public website (no fewer than 10 business days after the public meeting) | May 20, 2020 |
| 16 | submit the Final Staff Report to a Special Committee of the Whole for approval (no fewer than 10 business days after the posting of the Final Staff Report on the public website) | June 3, 2020 |
| 17 | submit the Final Staff Report to the Board of Trustees for approval (no fewer than 10 business days after the Special Committee of the Whole) | June 17, 2020 |

Note: The timelines may change depending on when key tasks are completed such as receiving approvals from the Ministry of Education and the Board of Trustees.

Blank Page