

The Upper Canada District School Board

Building for the Future

Pupil Accommodation Review

Final Staff Report to the Board of Trustees

February 15, 2017



Upper Canada District School Board
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TABLE OF CONTENTS

1. INTRODUCTION AND PURPOSE	1
2. OVERVIEW	1
3. BACKGROUND	2
4. FEEDBACK THEMES	7
5. MOVING FROM DRAFT TO FINAL RECOMMENDATIONS	8
6. FORMAT OF FINAL RECOMMENDATIONS PRESENTED.....	11
7. FINAL RECOMMENDATIONS AND REVIEW OUTCOMES	11
8. IMPLEMENTATION	14
9. FINANCIAL IMPACT.....	15
10. CONCLUSION	17
11. RECOMMENDATIONS	18

APPENDICES:

<u>Appendices A1 to A16</u>	21 – 121
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Brockville Family

Brockville Feeder	Appendix A1 Page 21
-------------------	---------------------

Cornwall Family

Cornwall Feeder	Appendix A2 Page 30
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Dundas Family

North Dundas Feeder	
(North Dundas Feeder impact referenced in Seaway Recommendations)	
Seaway Feeder	Appendix A3 Page 36

Grenville Family

North Grenville Feeder	Appendix A4 Page 40
South Grenville Feeder	Appendix A5 Page 50

Highland Family

Tagwi Feeder	Appendix A6 Page 57
Rothwell-Osnabruck	Appendix A7 Page 64
Glengarry Feeder	Appendix A8 Page 72
Char Lan Feeder	Appendix A9 Page 77

Building for the Future Pupil Accommodation Review
Final Staff Report to Board of Trustees
February 15, 2017

Lanark North Family

Almonte Feeder	Appendix A10 Page 85
Carleton Place Feeder	Appendix A11 Page 88

Lanark South Family

Perth Feeder	Appendix A12 Page 94
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Prescott Russell Family

Russell Feeder	
<i>(Russell Feeder no recommendations)</i>	
Rockland Feeder	Appendix A13 Page 98
Vankleek Hill Feeder	
<i>(Vankleek Hill Feeder- information on impact see Glengarry Feeder).</i>	

Rideau Family

Rideau Feeder	Appendix A14 Page 104
Smiths Falls Feeder	Appendix A15 Page 111

River Family

Athens Feeder	Appendix A16 Page 119
Gananoque Feeder	
<i>(Gananoque Feeder no recommendations)</i>	

Appendix B: UCDSB Historical Housing Impact Pages 122

Appendix C: Capital Priorities List Page 129

Appendix D: Community Consultation

D:1 Accommodation Review Committee Reports

1.	ARC 1: Prescott/Russell Family of Schools	TAB 1
2.	ARC 2A: Dundas Family of Schools	TAB 2
3.	ARC 2B: Cornwall and Highland Family of Schools	TAB 3
4.	ARC 3: Brockville, Grenville and River Family of Schools	TAB 4
5.	ARC 4: Rideau, Lanark North and Lanark South Family of Schools	TAB 5

D:2 Submissions from Municipalities and other Community Partners
Available at BoardDocs agenda item (Feb.15.2017)

1. Augusta Township
2. City of Brockville
3. Corporation of the Town of Carleton Place
4. United of Leeds and Grenville Community and Social Services
5. Leeds, Grenville & Lanark District Health Unit
6. Corporation of the Municipality of Mississippi Mills
7. Municipality of South Dundas
8. Tay Valley Township
9. Township of Athens
10. Township of Drummond/North Elmsley
11. Township of Edwardsburgh Cardinal
12. Township of Lanark Highlands
13. Township of Montague
14. Township of North Glengarry
15. Township of North Stormont
16. Township of Rideau Lakes
17. Township of South Glengarry
18. Township of South Stormont
19. United Counties of Stormont, Dundas and Glengarry
20. Village of Merrickville -Wolford

The Upper Canada District School Board Building for the Future Pupil Accommodation Review Final Staff Report

1.0 Introduction and Purpose

This “Final Staff Report” is provided to the Upper Canada District School Board and in accordance with UCDSB School Closure Policy 413. The purpose of this report is to provide Trustees with final recommendations for their review and consideration about school accommodations as it relates to school closures, consolidations, and capital improvements.

2.0 Overview

On September 28, 2016 Trustees of the Upper Canada District School Board passed the following motion:

Resolution # 2016Sep28-007

That the Upper Canada District School Board approve the draft recommendations presented in the Building for the Future Initial Staff Report and initiate the Building for the Future Pupil Accommodation Review.

Following the release of the Initial Staff Report on September 28, 2016, board administrative staff have engaged in community-based discussions with local Accommodation Review Committees as part of the Pupil Accommodation Review process and initiated consultation sessions with Municipal representatives, highlighting avenues for their feedback and participation in conjunction with Board policy and Ministry of Education directives. As such, the feedback received and applied for this Final Staff Report is an authentic reflection of the different perspectives that participants have brought to a wide range of topics associated with school closures, including program delivery, student transportation, attendance boundaries, school transition processes and the importance of our schools to the local community. The essential question for our school district throughout this process, as introduced in the Initial Staff Report, remains: **“Given the resources available to our school district, do we have the right number of schools in the right places to support our vision for educational programming?”**

Through the Building for the Future Pupil Accommodation Review, a number of significant developments were noted:

- The draft Initial Staff Report brought forward in September 2016, initiated a system-wide discussion which allowed staff to receive additional information from the public to inform the final recommendations provided in this report;
- a high rate of participation witnessed throughout this process speaks to the value that our communities place on our current approach to serving students in the Upper Canada District School Board, often highlighting the contribution of our staff (past and present) and that our schools are regarded as special places where our students feel welcomed, connected, and cared for;

- Our school communities heard that the Board and its staff are fully committed to engaging the Accommodation Review process in a thorough, thoughtful, and diligent manner, so that all of us can better understand how the Upper Canada District School Board can serve our present and future students in light of changing demographics in Eastern Ontario, and to adjust to changes in funding to support student programming (e.g. Special Education) and the operation of school facilities;
- through this process, parents, students, and the community at large have a greater awareness about the UCDSB School Closure Policy 413 and the Board’s obligation to align its Accommodation Review process with the Ministry of Education’s Pupil Accommodation Review Guidelines (2015);
- in order to maintain a focus on sustaining our program priorities for our students and for maintaining a presence of public education in as many communities as possible in our school district, our Accommodation Review process highlighted a need for the reduction of costs and the reduction of vacant student spaces, as part of an approach for ensuring the long term viability of programs and services for students in any of the schools that are operated by the Board; and
- parents, students, and members of the general public heard how, with the consolidation of school space, there is also an opportunity for the Board to proceed with a capital upgrade proposal with the Ministry of Education that can be aligned with a larger program vision for serving our students and schools into the future.

3.0 Background

3.1 Leading up to the Release of the Initial Staff Report

The Upper Canada District School Board is a collection of small but vibrant schools, with welcoming environments that support learning, in support of its mission ***“We Prepare All Students for a Successful Life.”***

However, the impact of enrolment decline due to an aging population and the funding that school boards receive from the Ontario Ministry of Education to operate and maintain schools has necessitated consideration by the Board of the amount of physical school space it can continue to maintain.

For the Board to address its primary purpose of the education and care of our students in a sustainable manner now, and into the future, there is a need to closely examine how and where we offer school programs. Reports to the Board of Trustees in April 2016 (Long Term Accommodation Projections) and in May 2016 (the 2016 system-wide Program Review) provided an initial understanding about needs and trends. Together, the information from these reports provided a foundation for the Building for the Future Pupil Accommodation Review, grounded in the reality that:

- The Board has significantly more instructional space than it receives funding to operate and to maintain our schools,
- The Board has significantly more space than it can generally use to demonstrate business cases to the Ministry for capital upgrades to schools,
- The Board’s excess inventory of school buildings continues to age which, in turn, is expanding its need for capital upgrades, and
- The provincial funding the Board receives for all aspects of schools favors the consolidation of schools to demonstrate optimal levels of enrolment and efficient use of school space.

Board approval of the September 28, 2016 Initial Staff Report also initiated the Building for the Future Pupil Accommodation Review which, as illustrated below, is now proceeding with this Final Staff Report into its final decision making stage.



September 2016 - October 2016
Introduction of the Initial Staff Report
& the Organization of the ARCs

Stage 1 of the Review involved Board approval of the Initial Staff Report with draft recommendations for school closures and consolidation, and the organization of the five Regional Accommodation Review (ARC) Committees.



October 2016 - January 2017
Review of All Feedback Received From
Parents, Students, the General Public and
Municipal Representatives.

Stage 2 of the Review involved the receipt of feedback to the draft recommendations presented in the Initial Staff Report through an online survey, email address, meetings with municipal representatives, and ten (10) public meetings.



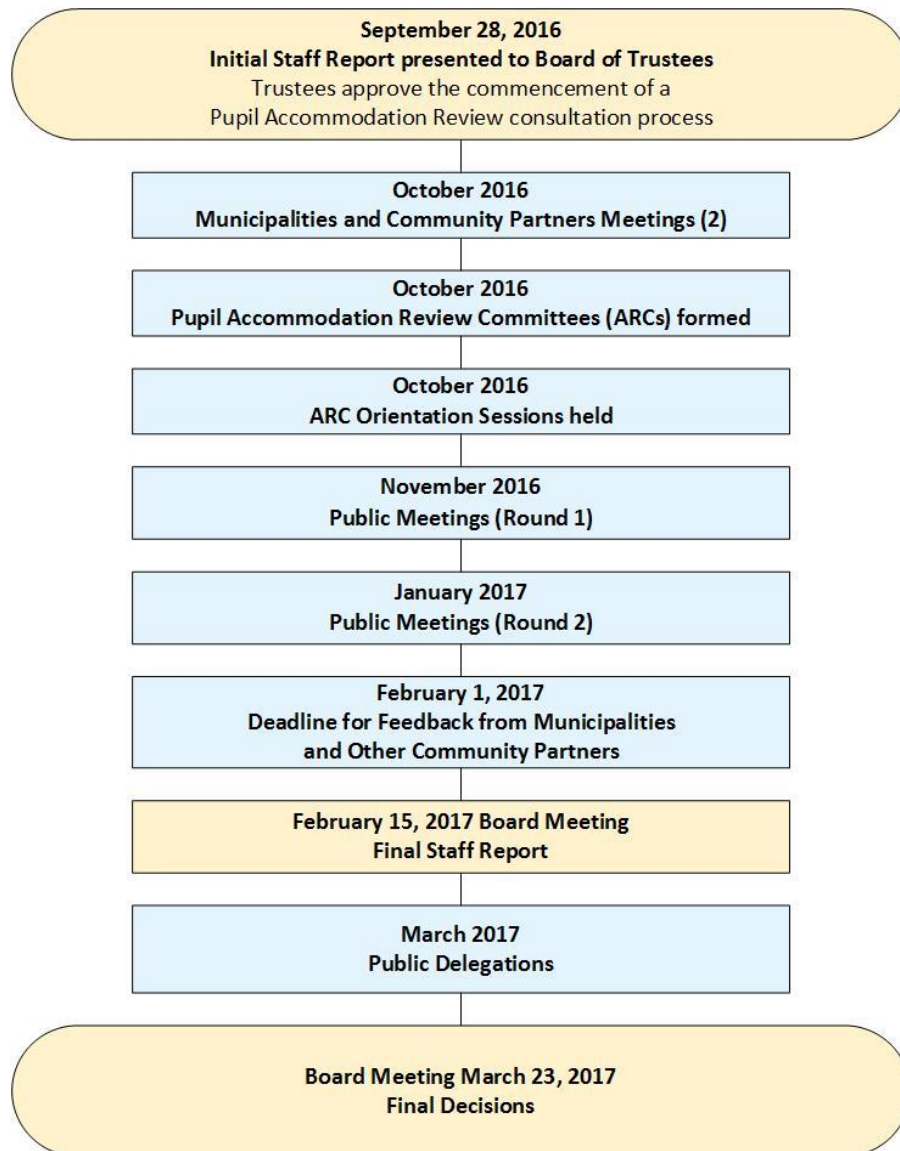
February 2017 - March 2017
Decision Making Stage of the Review

Stage 3 of the Review begins with this Final Staff Report being presented to the Board of Trustees, Special Board meetings to discuss the content of the report, and receiving delegations to the Board, with final delegations by the Board of Trustees on March 23, 2017.

3.2 The Accommodation Review Process

In keeping with Upper Canada District School Board's School Closure Policy 413 and the Ministry of Education's Pupil Accommodation Review Guidelines, the Building for the Future Pupil Accommodation Review has overseen one of the largest consultation processes in its history as demonstrated below.

Building for the Future Pupil Accommodation Review Process



As a result of this process, Trustees are receiving a compilation of feedback from a variety of sources and perspectives, all in response to the draft recommendations of the Initial Staff Report, which was approved by the Board on September 28, 2016. This material is found in Appendix B – UCDSB Historical Housing Impact, Appendix C – Capital Priorities List and Appendix D – Community Consultation. All of these interconnected events have led to the presentation of final recommendations in this report for consideration by the Board on March 23, 2017.

3.3 Communication and Feedback Mechanisms to Support the Accommodation Review Process

Throughout this Pupil Accommodation Review, a number of communication and feedback mechanisms have been utilized to engage and facilitate a well-rounded response to the draft recommendations offered with the September 28, 2016 Initial Staff Report. Feedback has been received and compiled in a number of ways.

3.3.1 The Accommodation Review Committees

In accordance with UCDSB October 7, 2016 Terms of Reference, five Accommodation Review Committees (ARCs) were organized to act as *Conduits of Information* that is shared between our school board and communities in response to the draft recommendations contained in the Initial Staff Report for the Review.

Each ARC was led by a Superintendent of Schools with a mandate to provide comment on the draft Initial Staff Report and to collect and summarize feedback and alternate options received through their work, for inclusion within the Final Staff Report. Accordingly, a report from the Chair of each ARC is provided in the Community Consultation section of this report as Appendix D1. ARC orientation meetings and public meetings were held as noted below.

ARC	Superintendent	School Family	Feeder Group	Orientation Meetings for ARC Members		Public Meeting #1		Public Meeting #2	
				Date	Location	Date	Location	Date	Location
1	Val Allen	Prescott-Russell	Rockland Vankleek Hill	Oct 20/16	Tagwi SS	Nov 10/16	Rockland DHS	Jan 19/17	Rockland DHS
2A	Tim Mills	Dundas	North Dundas Seaway			Nov 17/16	Seaway	Jan 31/17	Seaway
2B	Tim Mills	Cornwall	Cornwall			Nov 14/16	General Vanier	Jan 23/17	General Vanier
		Highland	Glengarry						
			Char-Lan						
			Tagwi Rothwell-Osnabruck						
3	David Coombs	Grenville	South Grenville	Oct 24/16	Smiths Falls DCI	Nov 15/16	South Grenville	Jan 26/17 Date change due to weather	Brockville CI
			North Grenville						
		Brockville	Brockville						
		River	Athens						
4	Susan Edwards	Rideau	Rideau	Oct 24/16	Smiths Falls DCI	Nov 16/16	Perth DCI	Jan 30/17	Smiths Falls DCI
		Lanark South	Smiths Falls						
			Perth						
		Lanark North	Almonte Carleton Place						

3.3.2 Municipal and Service Provider Meetings and Submissions

The Initial Staff Report was presented to representatives from municipalities and service providers at two separate meetings that were held on October 17, 2016 at the North Grenville Municipal Centre in Kemptville and on October 21, 2016 at the UCDSB General Vanier site in Cornwall, in accordance with the Board's Policy 413. These sessions followed the first set of annual meetings, in June 2016, which will continue be held with municipal and service provider representatives in accordance with UCDSB Policy 4002 and the Ministry's Community Planning and Partnership Guidelines.

Municipalities and service providers were also invited to provide a formal submission in response to the draft recommendations of the Initial Staff Report. These submissions are provided in the Community Consultation section of this report as Appendix D2.

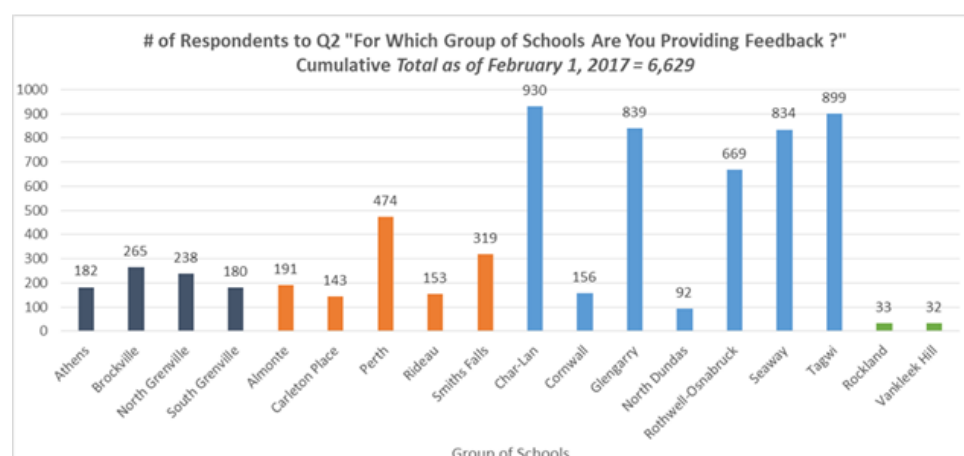
3.3.3 The Accommodation Review Survey Responses

Access to an online survey has been provided throughout the Review as a key means of receiving feedback from students, parents, staff and the general public in response to the draft recommendations of the Initial Staff Report.

The survey was specifically designed whereby participants could indicate, through radio button format specific to each feeder group of schools, whether they supported all, some, or none of the draft recommendations. An open comment area was also provided so that participants to the survey could clarify what elements of the recommendations were favourable or not favourable to them and why. Additionally, an opportunity to provide alternatives to the draft recommendations was also provided. Hard copies of the survey were also available for download and received throughout the review for those interested in an alternative to online access.

As a supplement to the survey, access to the buildingforthefuture@ucdsb.on.ca email was also provided throughout the Review to receive comments and provide a means to respond to questions and inquiries about the process and information contained in the Initial Staff Report. Frequently asked questions were compiled and organized for use by the ARCs and provided on the Accommodation Review landing page of the UCDSB website. Regular compilations of the survey results, including comments received through the email address, were provided to each ARC throughout the Review process. The following graph demonstrates the extent to which this particular communication and feedback mechanism for the Review was used.

Survey (and Email) Responses Received by Feeder Group



In all, greater than 6,000 survey and email responses were received in connection with the draft recommendations of the Initial Staff Report to assist the progress of the ARCs and the Accommodation Review process as a whole.

3.3.4 The ARC Public Meetings

As indicated in Section 3.3.1, each ARC hosted two (2) public meetings which were livestreamed to provide optimal access across the vast geography of the UCDSB. While these public meetings were useful as a means to communicate the Accommodation Review objectives and process, they were also an important feedback mechanism through delegations and audience comments; all of which has been collated and provided to the ARCs throughout the Review and posted on the Accommodation Review website.

In support of the ARC process and these meetings, ongoing information about the Building for the Future Pupil Accommodation Review process has been provided for public access on a designated webpage on the main www.ucdsb.on.ca website. The site was updated on a regular basis during the ARC process as new information and data became available throughout the review.

4.0 Feedback Themes

From all of the feedback received during the ARC process, a number of consistent themes have emerged as referenced below.

	Theme	The Common Message
1	Support rural schools	It was heard throughout the Review that maintaining rural schools in rural communities is valued and a high priority.
2	Limit bus transportation ride times for our students	It was heard throughout the Review that time spent by students on school buses needed to be considered and limited as best possible.

3	Limit overcrowding in schools and the use of portable classrooms	It was heard throughout the Review that any consolidation strategy should be careful to avoid overcrowding in schools and the use of portable classrooms should be limited to the greatest extent possible.
4	Careful implementation of student transitions related to school closure.	It was heard throughout the Review that sufficient time and care must be provided to ensure that implementing any recommendations for student transitions are done with care and that timelines are established with the best interests of our students in mind.

Understanding and acknowledging these common themes has been useful as a starting point in the production of this Final Staff Report.

5.0 Moving from Draft to Final Recommendations

The objective of the Building for the Future Pupil Accommodation Review is to provide Trustees with recommendations in response to the big question introduced in the Initial Staff Report: ***“Given the resources available to our school district, do we have the right number of schools in the right places to support our vision for educational programming?”***

Draft Recommendations for Closure from the Initial Staff Report (September 2016)

The draft Initial Staff Report of September 2016 provided the potential for 16 school closures proposed for the end of the 2016-2017 school year and an additional 13 school closures beyond that period, subject to the Upper Canada School Board securing provincial funding for building new schools or for renovating existing school facilities.

Category 1	Category 2	Category 3	Category 2 or 3
Benson P.S.	Iroquois P.S.	Caldwell P.S.	Maple Grove P.S.
Char-Lan D.H.S.	Morrisburg P.S.	Glengarry D.H.S.	Pineview P.S.
Glen Tay P.S.	S.J. McLeod P.S.	Maynard P.S.	Prince of Wales P.S.
Longue Sault P.S.	Williamstown P.S.	South Edwardsburg P.S.	Toniata P.S.
North Elmsley P.S.		St. Lawrence S.S.	
Oxford-on-Rideau P.S.		Cornwall Collegiate V.S.	
Pakenham P.S.		Sweet’s Corners E.S.	
Plantagenet P.S.		Maxville P.S.	
Rideau Centennial E.S.		North Stormont P.S.	
Rothwell-Osnabruck (secondary 7-12)			
Seaway D.H.S.			
Wolford P.S.			

In moving from draft to final recommendations, a variety of different perspectives and considerations have been applied by staff in the development of these final recommendations.

5.1 Considerations Informing the Final Recommendations

The Four Key Factors Identified in the Initial Staff Report

Trustees were informed in the spring of 2016 that four key factors would be used to develop the draft recommendations for the Initial Staff Report. In moving from draft to final recommendations, staff has continued with the application of these guiding tools which, as presented in the Initial Staff Report, are outlined below.

Key Factor	Objective	Application for Initial Staff Report
Enrolment, Space Utilization and Facility Renewal	Optimize the use of school space with a long term view of enrolments and facility renewal needs	Recommendations for school consolidations to be developed from a feeder school perspective
French Language Instruction	Meet Ministry defined outcomes for French as a Second Language while achieving equitable enrolment balances between schools	Recommendations for school consolidations to promote local (i.e. no overlapping) school program attendance boundaries
Capture Rate	Long term sustainability of schools that can demonstrate growth in student attendance as proportion of their local school age populations	Recommendations for school consolidations to promote long term community interest and student attendance at UCDSB schools
Facility Collaboration	Provide opportunities for municipal and community partners to use available school space on a cost recovery basis per Policy 4002	Recommendations for school consolidations to account for the possibility of community partners sharing full costs to operate underutilized schools

5.2 The Balance Between Proximity and Service

Local student and community access to education and community services are impacted when schools are closed. However, closing and consolidating some schools is necessary for the Board to maintain its operating capacity where it matters most; in optimizing program opportunities for students. If an unbalanced proportion of the Board's budget is spent on maintaining unused space in an aging inventory of school buildings, the remaining proportion of its budget that is available for student educational needs will be increasingly reduced.

This is particularly relevant given that the Ministry of Education is providing school boards with less "top-up" funding to mitigate the impact of surplus instructional space in schools. Additionally, significant enrolment decline has already occurred in the elementary panel and will continue for several more years

in our secondary schools. Therefore, in seeking whether the Board has the right number of schools in the right places, student and community proximity to schools needs to be assessed in comparison to three critical aspects of Board operations.

1. When closing and consolidating schools, consideration is necessary with respect to the **overall programming opportunities** that will be provided for students. ***Consideration of this item must ultimately prevail.***
2. When closing and consolidating schools, consideration is necessary with respect to the **overall budgetary capacity** of the Board, accounting for the potential loss of Ministry revenue compared to the reduction of operating costs associated with maintaining the school.
3. When closing and consolidating schools, consideration is necessary with respect to the **overall facility capacity** of the Board, accounting for the cost avoidance associated with not maintaining aging infrastructure and the potential for accessing Ministry support for new infrastructure that can only result from an efficient use of school space.

For example, in situations where schools have very low enrolments it becomes increasingly evident that, despite any associated loss in Ministry revenue, closing the school must occur to address the educational needs of those students. From this starting point, it can be seen how decisions related to school closure venture into the area of proximity. That is, at what point does student travel time to schools impact the educational and programming opportunities that would result?

As a system of small schools, this aspect of the Pupil Accommodation Review has become a common point of consideration. Acknowledging that families and municipalities want to retain their proximity to local schools, at what point does small become too small compared to the direct educational and budgetary impacts that would result from closure? Similarly, while the Board wants to retain a strong working relationship with municipalities, recognizing the economic connection made with local schools, consideration of the educational opportunities associated with closure must ultimately prevail.

French Immersion program offerings have also had a strong role in this Review. While overlapping attendance boundaries for elementary school French Immersion has had a profound impact on the enrolments of some schools without French Immersion, many of our small elementary schools are not of a sufficient population size to accommodate effective programs in French Immersion and regular French programming. Limiting parental access to local schools has other implications related to parental choice and equitable access to French Immersion programs.

While there are opportunities available to build alternative means of program delivery such as e-learning, to what extent should these take place to retain proximity at the expense of providing student face-to-face access to staff and other students?

In all, these are the discussions that have occurred throughout the Review and will undoubtedly need to continue as we seek together to find a balance between proximity and service.

5.3 Projected Focus for Future Staff Review

While there were areas within the district-wide Accommodation Review where staff were able to arrive at a clear set of recommendations for the Board of Trustees via this report, there were other areas in the District that require further study beyond the scope and / or timelines of this Accommodation Review.

It is the intention of staff to continue to review the status of student programming and the District's capacity for operating schools within the Athens, Almonte, Char-Lan, Glengarry, Perth, Rideau, Seaway and South Grenville feeder groups of schools, and to further our dialogue through the new community-based contacts established during the ARC process. This will include maintaining contact with municipalities through our annual consultation process (Facility Collaboration - Policy 4002) and given their recent expressions of interest through the ARC process to identify new ways of working together with the UCDSB.

6.0 Format of Final Recommendations Presented

A series of final recommendations summaries, presented as Appendices A1 through A16 for this Final Staff Report, are organized by feeder groups of schools. Each summary of final recommendations is formatted in a similar manner, beginning with the draft recommendations and rationale from the Initial Staff Report followed by an overview and summary of the feedback received, response, financial impact, transportation, timelines and recommendations.

7.0 Final Recommendations and Review Outcomes

The school closures and consolidations presented as final recommendations in this Final Staff Report fall under two basic categories as follows:

1. Category 1: Eight (8) school sites that could accommodate students at other feeder group schools without the need for additions or rebuild, and
2. Category 3: Four (4) school sites that would close conditional upon Ministry approval for facility upgrades or rebuild at the receiving school in accordance with the Capital Priorities List.

Twelve (12) schools are recommended for closure in total.

7.1 Final Recommendations for Category 1 School Closures (8)

- Benson P.S. effective September 2017
- Plantagenet P.S., effective September 2017
- Rideau Centennial E.S., effective September, 2017
- Rothwell-Osnabrock School (grades 7-12), effective September 2017
- S.J. McLeod P.S., effective September 2017
- Prince of Wales P.S., effective September 2018
- Wolford P.S., effective September 2018
- Oxford-on-Rideau P.S. effective September 2018 (subject to making space available at South Branch E.S.)

7.2 Final Recommendations for Category 3 School Closures (4)

- North Stormont P.S. at a date to be confirmed pending Ministry approval for an addition at Roxmore P.S.
- Maynard P.S. at a date to be confirmed pending Ministry approval for an addition or rebuild of Wellington E.S.
- St. Lawrence S.S./Cornwall Collegiate and V.S. at a date to be confirmed pending Ministry approval for the rebuild of one Cornwall grades 7-12 school.
- Toniata P.S. at a date to be confirmed pending Ministry approval for the rebuild of a new Brockville elementary school that consolidates Toniata P.S. and Commonwealth P.S. (with Prince of Wales P.S.)

Note: Caldwell Street P.S. is also recommended for rebuild, at a date to be confirmed pending Ministry approval.

7.3 Final Staff Recommendations Related to French Immersion Program

A number of complementary recommendations are also provided in this report as they relate to the introduction of French Immersion/English “dual-track” programming at:

- Arklan Community P.S. and Caldwell Street P.S.,
- Commonwealth P.S., and Vanier P.S.,
- Duncan J. Schouler P.S., and
- South Branch E.S. and the new Kemptville P.S.

To promote program and operational alignment, several complementary attendance boundary adjustments are also recommended in this report; namely for Bridgewood P.S., Laggan P.S., Merrickville P.S., and Roxmore P.S. Confirmation of minor attendance area adjustments are also recommended in conjunction with the implementation of the Rideau Centennial E.S., Plantagenet P.S. and Wolford P.S. closures.

7.4 Final Staff Recommendations for the Multi Year Capital Priorities List

As originally presented in the Initial Staff Report, a central premise to the Building for the Future Pupil Accommodation Review involved assisting the Board to proactively align school closure and consolidation with the development of multi-year capital priorities. This would occur by taking advantage of the Ministry’s funding mechanisms for facility operations, maintenance, renewal, capital upgrades and rebuilds.

In conjunction with the Building for the Future Pupil Accommodation Review, as specified in the recommendations presented with this report, the Board is now positioned to seek Ministry confirmation of capital upgrades or rebuilds as follows:

- New Cornwall Grades 7-12 School,
- New Brockville K-6 School,
- Addition of Wellington E.S.,
- Addition to North Grenville D.H.S.,
- Addition to Williamstown P.S.,
- Addition to Roxmore P.S.

More information on the implementation of the above-noted Capital Priorities List, as it relates to the recommendations of this report and capital sustainability of the Board per Ministry funding mechanisms, is provided as Appendix C.

7.5 Reduction of Surplus Pupil Places

The total reduction in surplus pupil places that will result from Board approval of these recommended closures, by category, is as follows:

Category 1:	1387
Category 3:	971 (estimate)
Total:	2358

7.6 Considerations

It is encouraging that the Board will have an opportunity, as a result of this process, to advance the challenging prospect of addressing the big question, “Given the resources available to our school district, do we have the right number of schools in the right places to support our vision for educational programming?” It should also be noted however, as some of the recommendations in this report indicate, that a continued dialogue remains necessary across many school communities.

7.6.1 French Language Programs

The desired state for our elementary schools would be to offer a strong second language program in each school which could be in the form of either regular French or French Immersion. Some elementary schools not recommended for closure at this time will continue to have enrolment challenges unless issues associated with French Immersion program locations are resolved. This objective would require a school of a significant size to accomplish this. As suggested earlier, many of the Board’s small elementary schools are not of a sufficient population size to accommodate sufficient enrolments for viable French Immersion and regular French programs in one school.

7.6.2 Complementary Boundary Adjustments

Staff recommendations for attendance boundary changes that address programming and proximity for our students are listed in this report as Schedule E.

7.6.3 Secondary Schools

It is also clear that further review and consideration will be required with respect to the Board’s Secondary Schools. For example, alternatives have been offered through this process on how surplus space in secondary schools can be used. Introducing grades K-12 structures or leasing school space has been a common suggestion in this respect. However, these alternatives do not address a critical aspect of the challenge facing the Board; namely, how to provide effective secondary program to small enrolment schools. To what extent is proximity to our secondary schools required in comparison to the program advantages associated with bringing larger numbers of secondary students together?

While this Pupil Accommodation Review process has been beneficial to initiate dialogue, there is evidence of a need by the Board for a secondary school space reduction strategy or guidelines that could be

developed and applied in advance of future Pupil Accommodation Review(s), particularly as they relate to:

- Enrolment benchmarks for optimal program offerings,
- Transportation distances and ride times,
- Ongoing development of the UCDSB e-learning plan and common school timetables,
- Technological applications in schools,
- Opportunities and alignment with the UCDSB Capital Priorities List,
- Anticipated changes to Ministry funding and direction with respect to space reduction,
- Opportunities for Municipal partnerships, and
- Opportunities for the sharing of school space with coterminous boards.

In all, these types of considerations are necessary so that the Board can continue the dialogue and articulate to our communities “the why and the how” associated with school closures and consolidations. In advance of future reviews, the UCDSB can proactively use space reduction and consolidation as a means to promote innovation in our schools and communities.

8.0 Implementation

With Trustee approval of the final recommendations presented in this report, the next level of work begins. Staff understands the need to proceed with sensitivity and care in support of students who may be changing schools as a result of any recommendations approved by the Board of Trustees related to change of programs, change of program location, and/or closure of a school site. In moving forward, communication, flexibility and advanced planning is seen as critical. Principals and central staff will meet regularly to align all of the logistics required. School staff will be prepared in advance of any changes required, within specified timelines.

From past experience, receiving schools are always fully prepared to provide opportunities for orientation visits for our students and their parents, both individually and as groups. Our school district has an established process for attending to any memorabilia from schools that are closed, and will ensure such memorabilia is respected and accounted for as a part of the transition process. Opportunities are created to demonstrate care, in a safe but enthusiastic atmosphere, so that students and parents can become familiarized with their new environment - well in advance of the actual transition. Central Board staff will also work our federations and school staff to ensure flexibility and care within staffing timelines.

Every effort will also be made to provide opportunities for the grandfathering of students where necessary and possible. However, from experience, it is also recognized that the critical element required to assist student transitions from school closures and consolidations involves ongoing communication and understanding of parental and student needs.

8.1 “Dual Track” Phase-in Strategy

As noted earlier, a number of recommendations in this report are specific to the phasing in of French Immersion/English “dual track” programs at some schools. The offering of both French Immersion and Regular French programs in one school is commonly referred to as “dual track”. The Upper Canada District

School Board has experience in this respect, having used this process at a number of schools in recent years.

At the outset, it is important to note that the reason for introducing “dual track”, as recommended, is to improve program access and enrolment balance between schools. As such, it is anticipated that these are changes that are generally recognized by parents as favorable to the larger feeder group and school community as a whole.

The process begins with central board staff assisting school principals and their staff to understand which families reside within the respective attendance boundaries created for each school. From past experience, the UCDSB has found that phasing-in students beginning with grades JK-2 creates an effective program enrolment base to move forward.

From this starting point, schools are able to work individually with parents to confirm school attendance for the next year. Every effort is made to accommodate family needs, including grandfathering as necessary to minimize the need for school splits between siblings. However, as suggested earlier, it is also anticipated that parents will make every reasonable effort to attend the school that is aligned with their home or alternative address. With new kindergarten registrants arriving each year, the phasing-in process can be completed in a K-6 school over a four (4) year time period.

Due to the recommended phasing in of French Immersion/English “dual track” programs over *several* years, a projection of the transportation impact has not been provided for each affected school. However, as a proxy for other areas of the district that could be impacted by such a change, an estimate of the transportation impact in each of a representative rural and urban area of the district was calculated by Student Transportation of Eastern Ontario (STEO). Based on that analyses, STEO predicts that the implementation of such a program would not have a material impact on transportation costs or ride times, based on current information.

8.2 Daycare Spaces and Before and After School Programs

The Upper Canada District School Board is committed to, wherever possible, ensuring access in our schools to Licensed Childcare spaces, as well as Before and After School Programs. We are committed to our model of third party providers who assist us in operating these programs where the need exists in our schools.

9.0 Financial Impact

9.1 Introduction

Any recommendation to close or consolidate schools is driven first by the aspiration to offer the best possible program and experience to students. It is difficult to achieve this if any set of proposed changes would place the Board in a worse financial position compared to the status quo in our school operations. Closing schools inevitably brings with it financial implications related to funding that our district receives annually and our expenses. In some cases, the loss in funding associated with closing a school exceeds the value of the expenses that will be realized through the closure. In other cases, the Board will be able to realize a net financial gain by virtue of the fact that the funding a school generates for its operations is less than the Board has committed to spend in order to sustain it.

9.2 Future State Projections and “Stepping Down” of Costs Related to School Closures

Table 1 below illustrates the estimated net financial change the Board could expect, for each school identified for closure in Schedule A of this report, assessed at the point of full implementation of the proposed consolidation program. These cases consider the loss of funding by school, as well as the maximum estimated expense reduction that could be achieved associated with the closure. For schools that will only be consolidated contingent upon the construction of a new school or addition to replace the schools being consolidated, it has been assumed – due to the uncertainty involved in predicting future funding and costs – that there will be no net change in funding or expense associated with operating the new building.

Overall, therefore, the proposed program of change at full implementation is anticipated to negatively change the Board’s annual financial position by approximately \$60,000. It should be noted that this amount, while negative, is viewed by staff to be essentially a ‘break even’ financial position overall given the uncertainty and assumptions informing the estimates. While this amount represents the approximate net financial ‘effect’ anticipated to be felt by the Board at full implementation, it should be recognized that within the various departments and funding envelopes within the Board, there may be areas that experience greater losses in funding than others (e.g. Facilities Operations) and therefore may have a more pronounced adjustment to make in transition to the future state.

Table 1: Table illustrating the net annual financial change associated with closing or consolidating schools, by site. These figures calculate funding loss associated with closure net of the anticipated reduction in expenditure across all areas of operation at the point of full implementation. For new school construction projects, the assumption has been made that there is no net change in funding or expense arising from the new school although it is recognized that incremental gains or losses may occur due to building efficiencies and transportation changes primarily.

Recommended School Closure(s)/Receiving School(s)	Net Operating Financial Gain/(Loss)	Projected Transportation Expenditures (Decrease) / Increase	Net Operating Financial Gain/(Loss) with Transportation
Plantagenet P.S./Rockland P.S.	(\$164,621)	(\$16,000)	(\$148,621)
Rideau Centennial E.S./South Crosby P.S.	(\$27,384)	(\$5,000)	(\$22,384)
Benson P.S./South Edwardsburg P.S.	\$122,600	\$6,000	\$116,600
Rothwell-Osnabruck School (7-12)/Tagwi S.S.	(\$270,619)	\$160,000	(\$430,619)
S. J. McLeod P.S./Williamstown P.S.	(\$54,010)	\$3,000	(\$57,010)
Prince Of Wales P.S./Commonwealth P.S.	\$185,802	\$5,000	\$180,802
Wolford P.S./D. J. Schouler & Merrickville P.S.	\$155,096	\$28,000	\$127,096
Oxford-On-Rideau P.S./South Branch E.S.	\$211,495	\$40,000	\$171,495
Toniata P.S. & Commonwealth P.S./New Brockville Elementary School	\$0	\$0	\$0

Maynard P.S./Wellington E.S. addition	\$0	\$0	\$0
St. Lawrence S.S. & Cornwall Collegiate V.S./ New Cornwall 7-12 School	\$0	\$0	\$0
North Stormont P.S./Roxmore P.S. addition	\$0	\$0	\$0
Caldwell Street P.S. rebuild	\$0	\$0	\$0
Total	\$158,359	\$221,000	(\$62,641)

This change in financial position, however, is anticipated to occur only when the full package of proposed changes has been fully implemented. The transition to achieving this operational state may take several years; certainly the two years required to achieve the proposed initial rounds of closures and then after that the time to dispose of the old facilities as well as the time to build new schools.

Financially, this transition period will be characterized by an immediate loss of funding that the school district receives from the province for schools as they close. At the same time, the expenses associated with operating a school will not be able to be fully eliminated, since most of these sites will be subject to the Board's process for the disposal of surplus property during which time those facilities will still need to be maintained at some minimal level until the transfer of those properties to the new owner. In other words, while the funding to support these buildings will be discontinued upon closure of the school site, some of the expense will remain for an unknown period of time until final transfer to an interested party.

As a result, a key success factor for staff during this period will be to 'step down' (or to incrementally reduce) expenses in order to compensate for the loss of funding. This will almost certainly involve changes to the workforce in several areas of the Board, and in some cases, increased costs for early termination of services like network connectivity. This said, the proposed package of changes has been proposed with a view into these implications and confidence that the required adjustments can be made while respecting contracts, collective agreements and above all, the people who work within the Board and serve our communities.

10.0 Conclusion

With Stages One and Two of the Building for the Future Pupil Accommodation Review now complete, staff is confident that the Board of Trustees is in receipt of a comprehensive overview of the feedback received in response to the draft recommendations of the Initial Staff Report.

As such, with consideration of the final recommendations presented in this report, Trustees are now well positioned to initiate Stage Three, the decision-making stage of the Review, to reach final decisions in support of our students, families and communities and Board as a whole.

11.0 Recommendations

In light of the scope of this review, final staff recommendations for consideration by the Board of Trustees have been prepared in five categories.

Schedule A consists of recommendations for Category 1 school closures and consolidations. (N = 8)

Schedule B consists of recommendations for Category 3 school closures and consolidations. (N = 4)

Schedule C consists of recommendations for school capital projects (rebuilt and additions).

Schedule D consists of recommendations for the implementation of English/Immersion dual track programs.

Schedule E consists of recommendations for the implementation of school attendance boundary adjustments.

Schedule A

It is hereby recommended that,

1. Effective September 2017, Plantagenet P.S. be closed and consolidated with Rockland P.S.,
2. Effective September 2017, Rothwell-Osnabruck School (secondary grades 7-12) be closed and consolidated with Tagwi S.S.
3. Effective September 2018, Prince of Wales P.S. be closed and consolidated with Commonwealth P.S.,
4. Effective September 2017, Benson P.S. be closed and consolidated with South Edwardsburg P.S.,
5. Effective September 2017, Rideau Centennial E.S. be closed and consolidated with South Crosby School,
6. Effective September 2018, Welford P.S. be closed and consolidated with Duncan J. Schouler P.S., with an eastern portion of its current attendance boundary consolidated with Merrickville P.S., (North Grenville feeder group) in accordance with the map provided as page 117.
7. Effective 2017, S.J. McLeod P.S. be closed and consolidated with Williamstown P.S., subject to making space available at the receiving school site,
8. Effective September 2018, Oxford-on-Rideau P.S. be closed and consolidated with South Branch E.S. subject to making space available at the receiving school site to account for the introduction of French Immersion at South Branch E.S.

Schedule B

It is hereby recommended that,

1. Cornwall Collegiate and V.S. and St. Lawrence S.S. be closed at a future date to be determined pending Ministry approval for the consolidation of both schools as one secondary grades 7-12 school located in Cornwall in accordance with the UCDSB Capital Priorities List,
2. North Stormont P.S. be closed and consolidated with Roxmore P.S. at a future date to be determined pending Ministry approval for an addition at Roxmore P.S. in accordance with the UCDSB Capital Priorities List,

3. Toniata P.S. and Commonwealth P.S. (with Prince of Wales P.S.) be consolidated at a future date to be determined pending Ministry approval for a new Brockville elementary school in accordance with the UCDSB Capital Priorities List,
4. Maynard P.S. be closed and consolidated with Wellington E.S. at a future date to be determined pending Ministry approval for an addition or rebuild of Wellington E.S. in accordance with the UCDSB Capital Priorities List,

Schedule C

It is hereby recommended that,

1. Pending Ministry approval, an addition with significant renovations occur at Williamstown P.S. in accordance with the UCDSB Capital Priorities List,
2. Caldwell Street P.S. be re-built at a future date and location to be determined and contingent upon Ministry approval for a rebuild of Caldwell Street P.S. in accordance with the UCDSB Capital Priorities List,

Schedule D

It is hereby recommended that,

1. Effective September 2018, French Immersion begins to be phased-in at Commonwealth P.S. and Vanier P.S. in accordance with the attendance boundary map provided on page 29,
2. Effective September 2018, the French Immersion program attendance boundary of Westminster P.S. be reduced in accordance with the phase-in of French Immersion at Commonwealth P.S. and Vanier P.S. in accordance with the map provided on page 29,
3. In conjunction with the opening (earliest date being September 2017) of the new Kemptville P.S., single French Immersion/English “dual track” attendance boundaries begin to be phased-in at South Branch E.S. and the new Kemptville P.S. such that both schools offer Immersion and Regular English programs in accordance with the attendance boundary map provided on pages, 46, 47, 48, and 49.
4. Effective September 2017, single French Immersion/English “dual track” attendance boundaries begin to be phased-in at Arklan P.S. and Caldwell Street P.S. such that both schools offer Immersion and Regular English programs in accordance with the attendance boundary map provided on page 92 and 93.
5. Effective September 2017, French Immersion begins to be phased-in at Duncan J. Schouler P.S. in accordance with the attendance boundary map provided on page 118,
6. Effective September 2017, the French Immersion program boundary of Chimo E.S. be reduced in accordance with the phase-in of French Immersion at Duncan J. Schouler P.S. and the attendance boundary map provided on page 118.

Schedule E

It is hereby recommended that,

1. Effective September 2017, the current French/English attendance boundary of Central P.S. be enlarged eastward to align with the attendance boundaries of Bridgewood P.S., in accordance with the attendance boundary map provided on page 35,

2. Contingent upon approval for the closure of Plantagenet P.S., confirmation be provided prior to June 30, 2017 with respect to the alignment of an area south of County Road 3 (St. Isidore) with the Vankleek Hill (Pleasant Corners P.S./Vankleek Hill C.I.) or the Rockland (Rockland P.S./Rockland D.H.S.) feeder group of schools,
3. Contingent upon approval for the closure of Rothwell-Osnabruck School (grades 7-12), all new registrants from a northern portion of the current K-6 Rothwell-Osnabruck Regular French/English attendance boundary (north of Ingleside) be with aligned with Roxmore P.S. once its consolidation with North Stormont P.S. is complete,
4. Contingent upon approval for the closure of S.J. McLeod P.S., all new registrants from a northern portion of the attendance boundary for S.J. McLeod P.S. be consolidated with Laggan P.S. effective September 2017,
5. Contingent upon approval for the closure of Woford P.S., an eastern portion of the current attendance boundary for Woford P.S. (Smiths Falls feeder group) be consolidated with Merrickville P.S., (North Grenville feeder group) effective September 2018,
6. Contingent upon approval for the closure of Rideau Centennial E.S., confirmation be provided prior to June 30, 2017 with respect to the alignment of an eastern area of the current attendance boundary for Rideau Centennial E.S. with either the Smiths Falls (Lombardy P.S./ Smiths Falls D.C.I.) or the Rideau (South Crosby P.S./Rideau D.H.S.) feeder group of schools,
7. Contingent upon approval for the closure of Woford P.S., confirmation be provided prior to June 30, 2017 with respect to the alignment of a southern area of the current attendance boundary for Woford School with either the Smiths Falls (Duncan J. Schouler P.S./Smiths Falls D.C.I.) or the Athens (Meadowview P.S. /Athens D.H.S.) feeder group of schools.