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Ontario Ministry of Education

Investigation Report Regarding
Thames Valley District School Board

Prepared by PwC

April 11, 2025

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Terms of Reference

Our Services were performed and this Report was developed in accordance with our Agreement dated January 28, 2025 and are subject to the terms and conditions included therein.

Our role is advisory only. Both Thames Valley District School Board (“TVDSB”, the “Board”, or “Management”) and the Ontario Ministry of Education (or “the Ministry”) are responsible for all management functions and decisions relating to this engagement, including establishing and maintaining internal controls, evaluating and accepting the adequacy of the scope of the Services in addressing TVDSB’s needs and making decisions regarding whether to proceed with recommendations. The Ministry is also responsible for the results achieved from using the Services or deliverables.

Our work was limited to the specific procedures and analysis described herein and was based only on the information made available through April 9, 2025. Accordingly, changes in circumstances after this date could affect the findings outlined in this Report. We are providing no opinion, attestation or other form of assurance with respect to our work and we did not verify or audit any information provided to us.

In preparing this report, PwC has relied upon information provided by, amongst others, TVDSB Management and the Ministry. Except where specifically stated, PwC has not sought to establish the reliability of the sources of information presented to them by reference to independent evidence. In our analysis, all references to periods in years (e.g. 2023-24) relate to school years. The financial analyses presented in this Report are based on estimates and assumptions, and projections of uncertain future events. Accordingly, actual results may vary from the information provided in this Report, and even if some or all of the assumptions materialize, such variances may be significant as a result of unknown variables.

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1. Executive Summary

The scope of this investigation required an assessment of TVDSB's compliance with the *Broader Public Sector Executive Compensation Act, 2014*, (BPSECA), an assessment of TVDSB's financial operations and the underlying reasons for its deteriorating financial position, the identification of capital assets for disposition, and a recommendation if Supervision of the TVDSB is warranted based on the conditions set out in subsection 257.30(6) of the *Education Act*.

As related to the TVDSB's compliance with BPSECA, this investigation identified 2 instances of non-compliance with TVDSB policies and procedures, and 5 instances of non-compliance with compensation frameworks:

Table 1 - Summary of Non-Compliance Findings

Summary of Findings	
Policy and Procedure Related	
Non-Compliance Finding	**Description**
Changes to the General Counsel Role in 2022-23	The Director of Education promoted the General Counsel role from the Executive Officer level to the Superintendent level without the Trustees' approval. The maximum Superintendent salary band is $24,000 higher than the maximum Executive Officer salary band.
Superintendent Promotion to Associate Director in 2023-24	The Director of Education promoted this Superintendent to the Associate Director role without approval from TVDSB's Board of Trustees ("the Trustees"). The maximum Associate Director salary band is $40,000 higher than the maximum Superintendent salary band.
Framework Related	
Executive Envelope Increase Distribution in 2017-18	Under O. Reg. 304/16, the Ministry approved a maximum rate of increase of 5% on the Board's executive compensation envelope of $2,807,748, capping increases available for distribution at $140,387.40. Prior to applying this rate of increase, during the 2017-18 school year, all executives below the maximum of Step 2 advanced through the salary grid prior to the application of this increase; this step change applied to 1 Associate Director and 4 Superintendents and resulted in a total increase of $27,397. Trustees approved an envelope increase of 5% for the Director of Education, Superintendents, and Executive Officers, and 7.5% for Associate Directors; the total 7.5% increase for the Associate Directors exceeded the approved 5% amount by a combined $8,900. As a result, the approved envelope was exceeded by a total of $36,297.
COVID-19 Stipends, 2020-21 to 2021-22	The Director of Education, Superintendents, and Executive Officers received a 10% stipend during the 2020-21 and 2021-22 school years as compensation for the increased scope of their work during the COVID-19 pandemic. These stipends ranged between $15,526 to $23,950 annually, per executive, for a period of 20 months.

Summary of Findings	
Superintendent Salary Above Band, 2023-24 and 2024-25	A Superintendent is earning the $239,000 salary of an Associate Director due to an employment clause related to their promotion to the Associate Director role in 2023-24. The maximum Associate Director salary band is $40,000 higher than the maximum Superintendent salary band.
Associate Director Salary Above Band, 2024-25	An Associate Director is earning $267,500 due to the increased scope of the role and the compensation of a Superintendent direct report. This exceeds the maximum Associate Director salary band by $28,500.
Compensation of New Hires	The General Counsel role exceeded the Executive Officer comparator by $7,673 in 2020-21 and 2021-22. The Associate Director of Learning Support Services hired in 2024-25 exceeds the incumbent salary by $28,500.

During the in-scope period, TVDSB established two new compensation frameworks, both resulting in executive salary increases. The first framework, effective September 2017, was developed using the 2017 Executive Compensation Sector Framework, endorsed by the Ministry and approved by the Trustees. This framework allowed the Board to implement one-time executive compensation increases for the 2017-18 school year before the current compensation framework under O. Reg. 406/18 came into effect on August 13, 2018, which limited executive compensation to the compensation for the position as of August 13, 2018 (except in limited circumstances where the Regulation would apply at a later date). The second framework, effective September 2022, was approved by the Trustees based on internal and external legal opinions sought by TVDSB and placed all executives on the upper step in the grid.

In addition to this framework change, the General Counsel role was promoted from the Executive Officer level to the Superintendent level without due process during the 2022-23 school year. During the in-scope period, two exceptions to the salary bands included a Superintendent earning above the band in the 2023-24 and 2024-25 school years due to an appointment to Associate Director without Trustees' approval, and an Associate Director earning above the band in the 2024-25 school year due to the expanded scope of the role and direct report compensation. Despite the prohibition on introducing a new element of compensation, TVDSB executives received a 10% stipend during the 2020-21 and 2021-22 school years as compensation for the increased scope of their work during the COVID-19 pandemic, as approved by the Trustees following external legal advice sought by TVDSB. In addition, there were 2 instances of new hires exceeding O. Reg. 406/18 limits on the compensation of new executive hires. The General Counsel salary exceeded the comparator salary in 2020-21 and 2021-22, and the salary of the Associate Director of Learning Support Services is greater than the incumbent salary.

As related to the assessment of the Board's financial operations and the underlying reasons for its deteriorating financial position we have noted the following:

Financial Position

The financial position of TVDSB has declined from an in-year available for compliance surplus[1] of $3.5 million in 2020-21 to an in-year deficit of $17.3[2] million in 2023-24. The projected in-year deficit for the 2024-25 school year is expected to improve slightly to $16.8 million.

Additionally, the accumulated surplus available for compliance[3] has declined from $45.9 million in 2020-21 to $3.1 million[4] in 2024-25.

Ongoing Savings Measures

Based on our analysis and interviews, TVDSB has already implemented savings measures for the 2024-25 school year. These adjustments are projected to reduce the 2024-25 in-year deficit from $16.8 million to an adjusted deficit ranging from $15.9 million to $13.7 million for the 2024-25 school year, contingent upon the successful implementation and execution of the initiatives, as detailed in Table 2. These adjustments, which are detailed in the report, have been incorporated into the revised estimates for 2024-25, and include reductions in bus monitor staffing, procurement savings, and educational assistant return-to-work programs. A portion of these savings opportunities have been implemented already, but there remains further potential that is reflected in the adjusted 2024-25 in-year deficit amount for the high scenario in Table 2.

Further to these initiatives, TVDSB has announced a transition from in-person to online summer school, a shift anticipated to generate savings of $265,000. On March 31, 2025, the Ministry also allocated an additional $7.8 million in funding to support school boards in implementing Bill 124 and addressing collective agreement costs. TVDSB has indicated that it expects $0.7 million of this funding to have an impact on its deficit, as the remainder will be used to fund changes to Principals and Vice Principals salaries and benefits.[5]

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[1] Unless otherwise stated, the surplus (deficit) numbers in this report represent the EFIS available for compliance figures.

[2] A $7.8M accrual adjustment was identified in February 2025 and will be made to the 2023-24 actuals Financials Statements, as noted by Management. This adjustment reduces to $17.3 million the previously recorded $25.1 million available for compliance deficit from the EFIS Financial Statements submission provided. This is further discussed later in the report.

[3] Calculated based on the total accumulated surplus available for compliance minus committed capital amounts (Committed Capital projects, Thames Valley Education Foundation, and Staff Development).

[4] Based on EFIS 2024-25 revised estimates, before adjustments related to in-year savings measures.

[5] As of April 3, 2025, TVDSB estimates that $7.1 million of the $7.8 million in funding will relate to salaries and Employer Health Tax from the 2023-27 Principal and Vice Principals Terms and Conditions of Employment, with the updated terms and conditions reflecting a 12-month work year versus the previous 10-month work year. This amount will be included as both a revenue and expense in 2024-25 and will not impact the deficit as a result. The additional $0.7 million will be added as additional revenue and will be a reduction to the projected deficit.

Table 2 - Adjusted 2024-25 In-Year Surplus (Deficit)

		Low		High
Adjustments - Total Implemented Savings in 2024-25 Revised Estimates				
Bus Monitor Reduction (implemented)		840,000		840,000
Procurement Savings (implemented)		450,000		450,000
Educational Assistant Return-to-Work Program (implemented)		300,000		300,000
Total 2024-25 Implemented Savings		1,590,000		1,590,000
2024-25 In-Year Surplus (Deficit) at Revised Estimates	**$**	**(16,816,487)**	**$**	**(16,816,487)**
Adjustments - Additional Savings in 2024-25 Revised Estimates				
Bus Monitor Reduction (additional potential)		-		1,660,000
Procurement Savings (additional potential)		-		100,000
Educational Assistant Return-to-Work Program (additional potential)		-		400,000
Bill 124 Additional Funding		700,000		700,000
Online Summer School		265,000		265,000
Total 2024-25 Additional Savings		965,000		3,125,000
Adjusted 2024-25 In-Year Surplus (Deficit)	**$**	**(15,851,487)**	**$**	**(13,691,487)**

Structural Unfunded Challenges

The in-scope period has been marked by the impacts of both COVID-19 during the 2020-21 to 2021-22 school years, and the monetary resolution regarding Bill 124 during the 2023-24 and 2024-25 school years, complicating the identification of a single cause for the deficit. It appears that TVDSB is experiencing a structural deficit due to multiple factors.

Key drivers contributing to this deficit include increasing absenteeism among staff, which has resulted in higher costs for supply staff; over-projected enrolment that have led to overstaffing of classroom teachers; and increased spending on technology and cybersecurity initiatives. Specifically, absenteeism costs are estimated to have reached an unfunded amount of $27.2 million in 2023-24.

In 2023-24 and 2024-25, TVDSB over-projected pupils of the board (POB) enrolment by 1,162 in 2023-24 when comparing estimates to actuals, and 838 in 2024-25 when comparing estimates to revised estimates. This enrolment shortfall led to a revenue shortfall of $15.0 million in 2023-24 and $11.1 million in 2024-25[6]. The board was unable to adjust its expenses promptly when the financial pressures became apparent during the revised estimates period and later in the year. Consequently, TVDSB had hired additional teachers and incurred other expenses that could not be retracted due to contractual obligations. Notably, the financial impact of excess classroom teachers alone was $3.5 million in 2023-24 and $2.4 million in 2024-25. To mitigate this in the future, TVDSB plans to adopt a more conservative approach to enrolment forecasting, relying on actual registrations without upward adjustments for development or migration.

Additionally, the monetary resolution regarding Bill 124 resulted in remedy payments to various staff members during the 2023-24 and 2024-25 school years. While most of these additional salary and wage expenses were funded by the Government of Ontario, they also created financial pressures related to Canada Pension Plan (CPP) and Employment Insurance (EI) contributions.

[6] Calculated by multiplying the enrolment shortfall by the general operating allocation per POB, as detailed in Table 22 (e.g., for 2023-24: 1,162 enrolment shortfall x $12,902 operating allocation per POB = $15.0 million).

Consequently, the cumulative unfunded amounts for CPP and EI reached $12.7 million in 2023-24 and are projected to grow to $13.7 million in 2024-25.

Technology and cybersecurity expenses have been increasing due to rising costs associated with cybersecurity initiatives outlined in the *Enhancing Digital Security and Trust Act*, alongside the absence of inflationary adjustments to the Ministry's funding benchmarks since 2020-21.

Starting in the 2022-23 school year, the Ministry announced an additional $39.9 million in funding for broadband network operations across the province to enhance access to quality online learning opportunities for all students. Despite this additional funding allocated to TVDSB, the Board faced pressures that resulted in $7.8 million in unfunded expenses in 2023-24, and are projected to increase to $9.2 million in 2024-25.

TVDSB also faces expense pressures from its transportation contract with service operators, which was arbitrated during the 2019-20 school year and renewed in the 2024-25 school year for an additional 5 school years. Following the change in the transportation funding formula in the 2023-24 school year, transition funding is provided to school boards to ensure that they do not experience a decline in funding as compared to their 2022-23 school year funding as a result of the new funding model. However, this transition funding is expected to end in the 2026-27 school year, potentially leading to additional financial pressures in the future.

Additional Savings Measures

Table 3 below outlines the ongoing and potential savings measures and their expected impact on the in-year surplus (deficit) from 2024-25 to 2027-28. The details of these savings opportunities are provided in the report, and the in-year surplus (deficit) figures are intended to be illustrative. The successful implementation and timing depend on TVDSB's capacity to implement these opportunities, the communities' ability to adapt to the proposed changes, the approval of the Trustees, compliance and negotiations related to Collective Bargaining Agreements (CBAs), potential changes to policy including the moratorium on school closures, and other uncontrollable factors such as inflation.

The timing for these opportunities is also illustrative; it is based on the complexity of the implementation, and associated risks as outlined in the report. As a result, TVDSB may be able to implement some opportunities earlier or later than initially proposed.

If all conditions are met and all the potential savings measures are successfully executed in the assumed timeline, it is possible that TVDSB could achieve a balanced budget and realize an in-year surplus available for compliance in the best-case scenario (High) by 2025-26. Conversely, under a moderate case scenario (Low), TVDSB is still expected to have an in-year deficit for the 2027-28 school year.

Table 3 - Estimated In-Year Surplus (Deficit) Available for Compliance and Savings Measures, low-high values, 2024-25 to 2027-28 school year

		Low		High
2024-25 In-Year Surplus (Deficit) at Revised Estimates	**$**	**(16,816,487)**	**$**	**(16,816,487)**
Total 2024-25 Additional Savings	*$*	*965,000*	*$*	*3,125,000*
Adjusted 2024-25 In-Year Surplus (Deficit)	**$**	**(15,851,487)**	**$**	**(13,691,487)**
Total 2025-26 Known Savings	*$*	*9,698,222*	*$*	*15,176,592*
Estimated 2025-26 In-Year Surplus (Deficit)	**$**	**(6,853,265)**	**$**	**785,105**
Total 2026-27 Additional Savings	*$*	*807,300*	*$*	*1,996,900*
Estimated 2026-27 In-Year Surplus (Deficit)	**$**	**(6,045,965)**	**$**	**2,782,005**
Total 2027-28 Additional Savings	*$*	*3,245,000*	*$*	*5,807,000*
Estimated 2027-28 In-Year Surplus (Deficit)	**$**	**(2,800,965)**	**$**	**8,589,005**

As related to the assessment of the Board's capital assets we have noted the following:

TVDSB oversees an extensive and diverse portfolio of real estate assets strategically positioned to support educational initiatives across southwestern Ontario. With a commitment to enhancing community engagement and operational efficiency, TVDSB's portfolio encompasses 176 properties, primarily consisting of 157 active school facilities, alongside administrative buildings and non-operational sites.

Table 4 - Summary of Real Estate Assessment Findings

Summary of Findings	
Real Estate	
Finding	**Description**
Operational Efficiency	TVDSB effectively manages school utilization with only nine out of the 157 schools operating below a 60% utilization rate. However, TVDSB faces increasing dependence on portable classrooms due to space constraints, with 347 units currently in use.
Vacant lands and Non-Operational Properties	Limited potential for additional value creation exists within the portfolio of vacant and non-operational properties, as several have already been sold or are in the process of repurposing.
Future Development Plans	Four vacant lots are being developed for future school development, with anticipated openings ranging from 2025 to 2028.
Optimization Opportunities	14 properties were identified with higher potential for optimization through leasing, merging, or disposition. This presents a strategic opportunity to realign resources, enhance revenue generation, and better meet community needs.

Our analysis of 14 schools has identified several strategies to optimize and monetize both interior and exterior spaces, generating significant potential value for TVDSB. Key opportunities include:

Property or Excess Land Sales: estimated valuation range of $9.5 million to $16.0 million

A potential sale of underutilized assets as well as excess land could yield a one-time revenue, with an estimated valuation range of $9.5 million to $16.0 million as a one-time proceed. We note these are assessed to be high complexity for implementation.

Facility or Surplus Land Lease: Annual Payments: $2.2 million to $3.4 million

Leasing surplus lands presents a consistent revenue stream, with annual payments projected from $1.1 million to $1.8 million. This approach leverages underutilized land to generate ongoing income, ensuring financial sustainability.

Collaborating with for-profit organizations to lease school facilities could generate additional revenue of $1.1 million to $1.6 million annually. This strategy maximizes the utilization of interior and exterior spaces, capturing greater market rents. A detailed analysis of available space on a square-footage basis would be required to accurately determine the full revenue potential across the entire portfolio of owned schools.

Recommendation on Ministry Charge and Control

We have considered whether any of the criteria in subsection 257.30(6) of the Education Act have been met based on our analysis; specifically, whether there is any evidence of financial default probable financial default, of an accumulated deficit or a probable accumulated deficit or of serious financial mismanagement. Based on our assessment, there is an indication of a probable accumulated deficit in the 2025-26 school year. This would meet one of the criteria for vesting in the Ministry control and charge over the administration of the affairs of the Board.

2. Introduction and Background

In the 2022-23 school year, TVDSB reported an in-year deficit of $15.9 million, an amount four times higher than what was originally projected. This resulted in the Ministry's assessment that TVDSB was at high risk of entering an accumulated deficit position.

Following the 2022-23 submission of financial statements, TVDSB revised its initial estimate for the 2023-24 school year from a deficit of $6.6 million to a deficit of $18.4 million. As a condition for approving the in-year deficit, the Ministry requested the submission of a multi-year financial recovery plan ("MYFRP") to achieve a balanced budget by 2026-27 and an accumulated surplus balance of at least two percent of TVDSB's operating allocation by 2027-28. TVDSB submitted this MYFRP in June 2024, which produced a $12.5 million deficit reduction by 2026-27 and resulted in a remaining deficit of $5.9 million. The MYFRP assumed that this remaining deficit would be funded by the province.

TVDSB submitted its 2024-25 estimates in June 2024 including a projected in-year available for compliance deficit of $7.6 million, resulting in an accumulated deficit position. Subsequently, on January 16, 2025, the Ministry approved TVDSB's request for an exemption to use $12.5 million from their Proceeds of Disposition (POD) to cover the cost of previous portable procurement expenses incurred due to accommodation pressures. In the November 2024 submission of the 2023-24 financial statements, TVDSB reported an in-year deficit of $25.1 million (or $6.6 million higher than their 2024-24 revised estimates). However, the 2023-24 financial statements are expected to be revised to $17.3 million.[7] The December 2024 submission of the 2024-25 revised estimates projected an in-year deficit of $16.8 million.

On January 16, 2025, the Ministry rejected TVDSB's MYFRP and informed them that an investigator will be appointed. As a result, this Agreement (the "Agreement"), made in duplicate, for the Investigation Report regarding TVDSB is effective as of January 28, 2025 ("Effective Date").

The scope of this investigation required an assessment of TVDSB's compliance with the BPSECA, an assessment of its financial operations and the underlying reasons for its deteriorating financial position, and the identification of capital assets for disposition. The findings of the investigation culminate in potential recommended options for future action, including recommended directions that the Minister may give to the Board pursuant to subsection 257.31 (1), a recommendation on whether control and charge over the administration of the affairs of the Board should be vested in the Ministry if the conditions set out in subsection 257.30 (6) of the *Education Act* have been met, and additional recommendations to address the objectives above. As part of the required deliverables, the findings and recommendations of the investigation were consolidated into a draft and final report, with a presentation of the final report to the Ministry in April 2025.

3. Scope and Approach

This investigation began on February 3, 2025, and was conducted over a period of 10 weeks, with a final report date of April 11, 2025. The 2023-24 school year audited financial statements were not available at the time of conducting the investigation and producing this report, resulting in our use of the 2023-24 draft audited financial statements as provided by TVDSB. At the time of writing this report, the 2024-25 school year is still underway, and therefore the audited financial statements for this period are also unavailable ahead of the August 31, 2025, fiscal year end. As a result, Management provided the 2024-25 revised estimates produced as of December 15, 2024.

The investigation comprised of three main sections; 1) an assessment of the Board's compliance with BPSECA ("Compensation Assessment"), an assessment of the Board's financial operations and the underlying reasons for its deteriorating financial position ("Operations Assessment"), and the identification of capital assets for disposition ("Real Estate Assessment").

3.1. Compensation Assessment

The compensation investigation is intended to assess TVDSB's compliance with the BPSECA in the periods from the 2016-17 school year to the 2024-25 school year by evaluating annual salaries of designated executives and their direct reports under the Act. This workstream involved an iterative process of data analysis and interviews with compensation-related stakeholders at TVDSB and the Ministry to understand the requirements under BPSECA and its regulations and resulting compensation frameworks during the period under assessment.

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[7] A $7.8M accrual adjustment was identified in February 2025 and will be made to the 2023-24 actuals Financials Statements, as noted by Management. This adjustment reduces to $17.3 million the previously recorded $25.1 million available for compliance deficit from the EFIS Financial Statements submission provided.

This investigation included an analysis of the BPSECA, TVDSB organizational charts, compensation policies and structures, and TVDSB annual executive salaries and benefits. Subsequent interviews with both TVDSB and the Ministry provided relevant insights on executive compensation and exceptions to the frameworks to be addressed in this final report.

3.2. Operations Assessment

The operations investigation, aimed at identifying the underlying reasons for the Board's deteriorating financial position from the periods 2020-21 school year to 2024-25 school year, employed a multi-step approach involving document reviews, data analysis, and interviews and consultations with key stakeholders from both TVDSB and the Ministry.

It is important to note that the 2020-21 and 2021-22 school years were impacted by school closures due to the global COVID-19 pandemic, with schools closed for at least 27 weeks in Ontario.[8] Although outside the in-scope period, the 2019-20 school year saw schools closed for approximately 12 weeks, from mid-March through late June. In the 2020-21 school year, schools were closed for about 15 to 20 weeks, depending on the specific timelines of closures. Some schools reopened using a phased and staggered model starting in September 2020.
Many were closed again in January 2021 due to the second wave of the pandemic, and all elementary and secondary schools remained closed in April 2021 until the end of the school year due to the third wave. In the 2021-22 school year, schools transitioned to remote learning for about 2 weeks in January 2022, with various restrictions in place throughout the entire year.

As a result of these school closures, the 2020-21 and 2021-22 school years were a period of instability which affected not only enrolment and as a result revenue and expenses for TVDSB but also student achievement and staff absenteeism, thereby placing additional pressure on the organization's financial position and challenges in budgeting.

The investigation began with a document review to gather and analyze financial and operational records, budgets and spending reports. This was followed by interviews with staff from TVDSB and the Ministry, which helped gain insights and a deeper understanding of the data, practices and operational challenges. A financial analysis was conducted to assess revenue and spending trends, budget to actual variances, and savings measures already implemented, while a process evaluation examined the budget-setting and review processes, absenteeism management, and their potential impacts on student achievement.

The result of the investigation culminated in the development of $16.3 to $27.7 million actionable operational savings opportunities which are outlined in this report. The recommendations are meant to summarize and quantify a strategic path for TVDSB to achieve financial stability and a goal set by the Ministry to reach an accumulated surplus of at least 2% by 2027-28. As requested by the Ministry, we will also note if a path is determined to be likely not achievable.

[8] National Post. *Some Canadian schools were shut more than 135 days for COVID, and students suffered: study* (2023).

3.3. Real Estate Assessment

The objective of the real estate assessment was to validate TVDSB's capital assets and exploring monetization opportunities to drive value. The real estate assessment employed a multi-step approach involving data analysis, financial analysis, workshops, and site visits with key stakeholders from the TVDSB.

Several value creation strategies, such as leasing excess space, selling surplus land, and leveraging partnerships, were explored to enhance the overall performance and financial sustainability of the Board's real estate portfolio.

The review began with an assessment of TVDSB's real estate portfolio based on the portfolio summary as of January 2025. The goal was to gather and analyze data on all properties, including vacant land, administrative buildings, non-operational properties, and active schools. A structured evaluation framework was developed to assess TVDSB's portfolio to identify properties with potential for further evaluation to assess value creation opportunities. The criteria guiding the selection of properties with optimization potential included enrolment trends, utilization rates, facility condition index (FCI), building age, potential excess land (exterior land that is not being utilized as part of the school's operations or programming), and location (urban vs. rural). Active school properties with declining or stagnant enrolment, schools operating at less than 60% utilization, and those requiring significant capital investment were prioritized. Older buildings with high maintenance and renovation costs were assessed for optimization, and schools with surplus land suitable for leasing, severance, or possible disposition were identified. Strategic location considerations included market value, community demand, and redevelopment potential, which often leads to a focus on assets in more urban than rural locations due to relative land value.

This was followed by workshops with TVDSB leadership and key stakeholders to validate a list of properties, review preliminary findings and identify additional strategic opportunities. Site visits were conducted on a selected subset of properties to gain deeper insights into physical conditions, land use, and potential challenges, such as barriers to redevelopment or monetization.

The review and analysis resulted in the development of quantifiable and qualitative items for consideration regarding TVSDB's real estate portfolio that are detailed in this report. These items provide a strategic consideration for TVDSB to enhance the performance and financial sustainability of its real estate portfolio, including strategies for leasing excess space, selling surplus land, and considerations for partnerships. Consideration will need to be given to feasibility within the government's legislative, regulation and policy framework.

4. Assessment Findings

4.1. Compensation Assessment Findings

As a board within the meaning of the *Education Act*, TVDSB is subject to the BPSECA and its regulations. In accordance with the requirements under Ontario Regulation ("O. Reg.") 304/16 ("Executive Compensation Framework") made under BPSECA, TVDSB developed an executive compensation program. With approval of its executive compensation program, one-time increases were permissible for the 2017-18 school year.

On August 13, 2018, O. Reg. 304/16 was revoked and the current compensation restraint measures under O. Reg. 406/18 ("Compensation Framework") came into effect placing limits on executive compensation and establishing the compensation framework set out under O. Reg. 406/18 for all designated employers including TVDSB.

This investigation identified 2 instances of non-compliance with TVDSB policies and procedures, and 5 instances of non-compliance with Compensation Frameworks:

Table 5 - Summary of Non-Compliance Findings

Summary of Findings	
Policy and Procedure Related	
Non-Compliance Finding	**Description**
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Superintendent Salary Above Band, 2023-24 and 2024-25	A Superintendent is earning the $239,000 salary of an Associate Director due to an employment clause related to their promotion to the Associate Director role in 2023-24. The maximum Associate Director salary band is $40,000 higher than the maximum Superintendent salary band.
Associate Director Salary Above Band, 2024-25	An Associate Director is earning $267,500 due to the increased scope of the role and the compensation of a Superintendent direct report. This exceeds the maximum Associate Director salary band by $28,500.
Compensation of New Hires	The General Counsel role exceeded the Executive Officer comparator by $7,673 in 2020-21 and 2021-22. The Associate Director of Learning Support Services hired in 2024-25 exceeds the incumbent salary by $28,500.

During the in-scope period, TVDSB established two new compensation frameworks, both resulting in executive salary increases. The first framework, effective September 2017, was developed using the 2017 Executive Compensation Sector Framework, endorsed by the Ministry and approved by the Trustees. This framework allowed the Board to implement one-time executive compensation increases for the 2017-18 school year before the current compensation framework under O. Reg. 406/18 came into effect on August 13, 2018, which limited executive compensation to the compensation for the position as of August 13, 2018 (except in limited circumstances where the Regulation would apply at a later date). The second framework, effective September 2022, was approved by the Trustees based on internal and external legal opinions sought by TVDSB and placed all executives on the upper step in the grid.

In addition to this framework change, the General Counsel role was promoted from the Executive Officer level to the Superintendent level without due process during the 2022-23 school year. During the in-scope period, two exceptions to the salary bands included a Superintendent earning above the band in the 2023-24 and 2024-25 school years due to an appointment to Associate Director without Trustees' approval, and an Associate Director earning above the band in the 2024-25 school year due to the expanded scope of the role and direct report compensation. Despite the prohibition on introducing a new element of compensation, TVDSB executives received a 10% stipend during the 2020-21 and 2021-22 school years as compensation for the increased scope of their work during the COVID-19 pandemic, as approved by the Trustees following external legal advice sought by TVDSB. In addition, there were 2 instances of new hires exceeding O. Reg. 406/18 limits on the compensation of new executive hires. The General Counsel salary exceeded the comparator salary in 2020-21 and 2021-22 by $7,673 in 2020-21 and 2021-22, and the salary of the Associate Director of Learning Support Services is $28,500 greater than the incumbent salary.

4.1.1. Background

The BPSECA came into force on March 16, 2015, to manage compensation frameworks for designated employers and designated executives in the broader public sector. O. Reg. 304/16 (Executive Compensation Framework), made under the BPSECA came into force on September 6, 2016, to set out guidelines for the compensation of designated executives within the broader public sector in Ontario. It aimed to ensure that executive compensation was fair, reasonable, and aligned with the public interest. O. Reg. 304/16 required compensation programs to conform to the terms of the compensation framework set out in the Regulation, which included salary and performance-related pay caps defining limits on the total salary and performance-related pay for designated executive positions and restrictions on certain compensation elements including prohibitions on elements like signing bonuses, retention bonuses, and cash housing allowances. Designated executive positions at TVDSB include the Director of Education, Associate Directors, Superintendents, and Executive Officers.

Each school board was responsible for developing their own executive compensation program in 2017 based on the government-endorsed sector framework.[9] The sector framework included five core and two non-core factors that determined a school board's level and associated base salary ranges as outlined in the framework; core factors include projected operating budget, number of schools, projected enrolment, number of full-time equivalent teachers and number of superintendents, while non-core factors included geographic complexity and community partnerships. TVDSB requested approval for a Level 6 placement due to the Board's geographic complexity, community partnerships, and the relative level placement of co-terminus school boards. Prior to this, TVDSB's executive compensation was based on the grids outlined below, in Table 6.

Table 6 - TVDSB Executive Compensation Grids (Applicable to the 2016-17 School Year)

Designated Executive	Step 0	Step 1	Step 2
Director of Education	$205,854	$216,963	$228,094
Associate Directors	$167,052	$172,544	$178,017
Superintendents	$147,868	$153,349	$158,830
Executive Officers[10]		$139,682	$146,170

On February 14, 2018, TVDSB received Ministry approval for the program's proposed 5% maximum rate of increase to the executive pay envelope,[11] the comparator organizations to be used in TVDSB's executive compensation program, and TVDSB's request to move from Level 5 to Level 6 in the sector framework.

[9] All 72 Ontario public sector school boards collaboratively developed a comprehensive proposed Executive Compensation Program in consultation with Mercer (Canada) Limited in 2017.
[10] Executive Officer compensation starts at Step 1.
[11] The pay envelope refers to actual total cash compensation paid to each executive at the designated employer, assuming 12 months of employment for each active executive.

The Board’s approved executive compensation program included the following Level 6 salary ranges, seen in Table 8. School boards could use their 5% max rate of increase to their pay envelope to make salary adjustments retroactively to September 1, 2017, as long as they did not exceed their envelope. Based on TVDSB’s pay envelope of $2,807,748, increases available for distribution were capped at $140,387.40. The distribution of these raises was determined at the sole discretion of TVDSB, and on February 27, 2018, Trustees determined the distribution of these raises to be 5% for the Director of Education, Superintendents, and Executive Officers, and 7.5% for the Associate Directors. Prior to the application of these increases, each executive who was not already at the maximum Step 2 of the grid in Table 6 advanced through the grid by 1 step. This progression applied to 1 Associate Director and 4 Superintendents and totaled $27,397.

Excluding the prior step change of $5,473 for 1 Associate Director, the total 7.5% increase for the Associate Directors exceeded the approved amount by a combined $8,900. As a result, the approved envelope was exceeded by a total of $36,297.

Table 7 - Level 6 Salary Ranges as per Sector Framework (Effective September 1, 2017)

Designated Executive	Minimum	Maximum
Director of Education	$239,000	$296,000
Associate Directors	$228,000	$239,000
Superintendents	$140,000	$204,000
Executive Officers	$140,000	$204,000

O. Reg. 304/16 (Executive Compensation Framework) was revoked on August 13, 2018, and replaced with O. Reg. 406/18 (Compensation Framework) under the BPSECA, which came into effect on the same day. The O. Reg. 406/18 compensation framework prohibited new elements of compensation from being implemented after August 13, 2018, and effectively resulted in freezes on salary and all other elements of compensation as of this date. Two years later, on September 18, 2020, O. Reg. 406/18 was amended to authorize the President of the Treasury Board to exempt designated employers or designated executives from the compensation framework requirements and to set conditions for the exemption.

On April 8, 2021, following a motion passed by the Trustees on March 23, 2021, the Chair of the Trustees authored a letter to the Treasury Board and the Ministry. The letter expressed concerns for TVDSB's ability to attract and retain executive talent given the executive compensation freeze and noted the salary compression resulting from collective bargaining increases in Principal, Manager, and Teacher salaries.

On June 27, 2023, TVDSB’s Trustees approved the implementation of a new salary grid (see Table 8) and passed a motion to place the Director of Education, Associate Directors, Superintendents, and Executive Officers on Step 2 of this grid, retroactive to September 1, 2022. This new grid sets out three steps of compensation levels (Step 0 to 2) for each executive role, with the maximum step (Step 2) equal to or below the 2017-18 salary bands of the Mercer sector framework.

The minimum step (Step 0) remained at $228,00 for the Associate Director, but increased for the Director of Education, Superintendent, and Executive Officer roles by 8.8%, 27.9%, and 17.9%, respectively.

The report provided to the Trustees to support the proposed change was authored by the Director of Education, the Associate Directors, and the General Counsel Executive Officer as of June 2023, and cited both internal and external legal opinions sought by TVDSB to support the change. The external legal opinion provided by Emond Harnden concluded that the expanded scope of the executive roles since the 2017-18 school year resulted in a bona fide restructuring, and that it was therefore permissible for the TVDSB to revise its compensation plan to align the salary level of each position to the new job responsibilities of the executive positions. Examples of cited scope expansions across all executive roles included greater direct oversight of employees with staffing changes, additional duties specific to each executive role, and the scope of the school board itself with changes in both the staff and student populations since the 2017-18 school year.

In addition, the authors' rationale in the report provided to the Trustees was that the existing executive salary framework at the time (in Table 7) made it untenable to successfully recruit and retain senior members at TVDSB since the 2018 freeze.

We understand that while these updated bands were approved by the Trustees, an exemption request was not submitted to the Treasury Board. Restructuring for a bona fide purpose other than to prevent a compensation framework from applying to one or more designated executives is permissible under the BPSECA.

As described, TVDSB sought an external legal opinion on its bona fide restructuring, however, the Trustees approved the placement of all executives on their maximum earnings level. This placement was effective retroactively to September 1, 2022, for the 2022-23 school year. In addition, all new hires were placed on Step 2 following this framework implementation.

These salary bands reflect the compensation structure that has been in effect since September 1, 2022, and remains in place for the 2024-25 school year.

Table 8 - TVDSB Trustee-Approved Salary Bands (Effective September 1, 2022)

Designated Executive	Step 0	Step 1	Step 2
Director of Education	$260,000	$278,000	$296,000
Associate Directors	$228,000	$234,000	$239,000
Superintendents	$179,000	$189,000	$199,000
Executive Officers	$165,000	$170,000	$175,000

At the time of conducting this investigation, O. Reg 406/18 remains in effect with respect to executive compensation requirements within school boards.

4.1.2. Executive Salary Schedule[12]

The following schedules contain a summary of the base compensation for all TVDSB designated executives under the BPSECA for the 2016-17 to 2024-25 school years.

Table 9 - Director of Education Salary by School Year

Salary Bands	Table 6	Table 7					Table 8		
Executives	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25
Director of Education[13]	$228,094	$239,499	$239,499						
Director of Education[14]			$239,499	$239,499	$239,499	$239,499	$296,000	$296,000	$296,000
Director of Education[15]									$296,000

Table 10- Associate Director Salary by School Year

Salary Bands	Table 6	Table 7					Table 8		
Executives	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25
Learning Support Services[16]	$172,544	$191,368	$191,368						
Learning Support Services[17]			$191,368	$191,368	$191,368	$191,368	$239,000	$239,000	
Learning Support Services[18]								$239,000	$239,000
Learning Support Services[19]									$267,500
Organizational Support Services[20]	$178,017	$191,368	$191,368	$191,368	$191,368	$191,368	$191,368		
Organizational Support Services[21]							$239,000	$239,000	$239,000

[12] Schedules include the historical annualized salaries of all permanent executives prorated to 1 FTE. Refer to footnotes for overlapping in-year employment.
[13] Employment concluded August 31, 2019.
[14] Employment commenced August 19, 2019, and concluded March 4, 2025.
[15] Interim Director of Education, employment commenced September 10, 2024.
[16] Employment concluded December 31, 2018.
[17] Employment commenced September 1, 2018, and concluded August 31, 2024.
[18] Employment commenced July 8, 2024, and concluded October 2, 2024, upon return to the Superintendent level, refer to section 4.1.3.
[19] Interim Associate Director, employment commenced January 1, 2025, refer to section 4.1.3.
[20] Employment concluded December 31, 2022.
[21] Employment commenced May 24, 2023, and concluded March 6, 2025.

Table 11 - Superintendent Salary by School Year

Salary Bands	Table 6	Table 7					Table 8		
Executives	**2016-17**	**2017-18**	**2018-19**	**2019-20**	**2020-21**	**2021-22**	**2022-23**	**2023-24**	**2024-25**
Superintendent, Business[22]	$158,830	$166,772	$166,772						
Superintendent, Business[23]			$166,772	$166,772	$166,772	$166,772	$199,000	$199,000	$199,000
Superintendent, Facility & Capital Planning[24]		$166,772	$166,772	$166,772	$166,772				
Superintendent, Facility & Capital Planning[25]					$166,772	$166,772	$199,000	$199,000	$199,000
Superintendent	$158,830	$166,772							
Superintendent	$158,830	$166,772	$166,772						
Superintendent	$158,830	$166,772	$166,772	$166,772					
Superintendent	$158,830	$166,772	$166,772	$166,772					
Superintendent	$158,830	$166,772	$166,772	$166,772					
Superintendent	$158,830	$166,772	$166,772	$166,772	$166,772	$166,772			
Superintendent	$158,830	$166,772	$166,772	$166,772	$166,772	$166,772			
Superintendent	$153,349	$166,772	$166,772	$166,772	$166,772	$166,772	$166,772	$166,772	
Superintendent	$158,830	$166,772	$166,772	$166,772	$166,772	$166,772	$199,000	$199,000	$199,000
Superintendent	$153,349	$166,772	$166,772	$166,772	$166,772	$166,772	$199,000	$199,000	$199,000
Superintendent	$158,830	$166,772	$166,772	$166,772	$166,772	$166,772	$199,000	$199,000	$199,000
Superintendent	$147,868	$161,016	$161,016	$161,016	$161,016	$161,016	$199,000	$199,000	$199,000
Superintendent[26]	$147,868	$161,016	$161,016	$161,016	$161,016	$161,016	$199,000	$239,000	$239,000
Superintendent			$166,772	$166,772	$166,772	$166,772			
Superintendent			$155,261	$155,261	$155,261	$155,261	$199,000	$199,000	$199,000
Superintendent				$155,261	$155,261	$155,261	$199,000	$199,000	$199,000
Superintendent				$155,261	$155,261	$155,261	$199,000	$199,000	$199,000
Superintendent				$155,261	$155,261	$155,261	$199,000	$199,000	$199,000
Superintendent					$155,261	$155,261	$199,000	$199,000	
Superintendent						$166,772	$199,000	$199,000	$199,000
General Counsel[27]							$199,000	$199,000	$199,000
Superintendent								$199,000	$199,000
Superintendent									$199,000
Superintendent									$199,000
Superintendent									$199,000

[22] Employment concluded April 30, 2019.
[23] Employment commenced February 25, 2019.
[24] Employment concluded December 31, 2020.
[25] Employment commenced December 7, 2020.
[26] Refers to the executive who was appointed to Associate Director of Learning Support Services on July 8, 2024, and returned to the Superintendent level on October 3, 2024. Refer to section 4.1.3.
[27] Promoted from Executive Officer to Superintendent level on June 29, 2023, refer to section 4.1.3.

Table 12 - Executive Officer Salary by School Year

Salary Bands	Table 6	Table 7					Table 8		
Executives	**2016-17**	**2017-18**	**2018-19**	**2019-20**	**2020-21**	**2021-22**	**2022-23**	**2023-24**	**2024-25**
Capital Planning	$146,170	$153,479							
General Counsel[28]					$161,152	$161,152			
Human Rights & Equity Advisor							$175,000	$175,000	$175,000

4.1.3. Compliance with Framework

During the in-scope period, executive salaries increased during the 2017-18 and 2022-23 school years in line with the timing of new salary grids as noted in section 4.1.1. Of note during this period, the June 2023 promotion of the General Counsel from an Executive Officer to a Superintendent role resulted in a shift for this role to a higher salary band.

In addition, by evaluating the executive salaries in Table 9 to Table 12 against the salary bands in Table 6 to Table 8, this assessment revealed that one Superintendent and one Associate Director represent exceptions above the bands during the 2023-24 and 2024-25 school years.

1. 2017-18 school year salary increases: As set out in TVDSB's executive compensation program developed under O. Reg. 304/16, the Board could use its 5% max rate of increase to its pay envelope to make salary adjustments retroactively to September 1, 2017, as long as the raises did not exceed the $140,387.40 cap on increases available for distribution. The distribution of these increases was determined solely at the discretion of TVDSB. According to the meeting minutes provided by TVDSB from the February 27, 2018, Committee of the Whole meeting, the Trustees approved these salary changes by vote with input from the Negotiations Advisory Committee's February 2018 in-camera report. Trustees determined the distribution of these raises to be 5% for the Director of Education, Superintendents, and Executive Officers, and 7.5% for the Associate Directors. These raises were applied after all executives advanced through the grid in Table 6 by moving up 1 step or remaining at the Step 2 maximum; this step change applied to 1 Associate Director and 4 Superintendents, and resulted in a total increase of $27,397. The Trustee-approved distributions were then applied, and the total 7.5% increase for the Associate Directors exceeded the approved amount by a combined $8,900. As a result, the approved envelope was exceeded by a total of $36,297.

The total distribution of these raises exceeded the 5% maximum rate of increase to the executive pay envelope previously approved by the Ministry and thereby was not compliant with the BPSECA.

[28] Refers to the executive who was promoted from Executive Officer to Superintendent level on June 29, 2023. Refer to section 4.1.3.

2. COVID-19 Stipend as a new element of compensation: During the December 14, 2021, Board of Trustees meeting, the Trustees approved a 10% stipend on the annual base salary for the Director of Education to compensate for the additional workload that resulted from the COVID-19 pandemic. The Director of Education approved the same 10% stipend for Superintendents and Executive Officers two days later on December 16, 2021. These stipends, ranging between $15,526 to $23,950 annually per executive, were paid bi-weekly and retroactively for the calendar year applied to January 1, 2021. Management confirmed that the stipend was in place effectively for 20 months and ended on August 31, 2022.

These stipends represent a new other element compensation, which is prohibited under O. Reg. 406/18 which came into force on August 13, 2018.

We understand from interviews with Management that TVDSB did not submit an exemption request from the current restraint measures to the Treasury Board for approval of this new other element of compensation but did receive an external legal opinion from Hicks Morley on October 25, 2021. This external legal opinion concluded that the additional stipend was a payment for the performance of additional duties not within the scope of the designated executive's position.

Key rationale cited in this report included the rapid implementation of virtual learning platforms and technology for all staff and students, increased communications for staff, parents, and community media, and daily processing of COVID-19 positive cases in school. Management acknowledged that these types of additional payments are not common but were within the rationale outlined in the legal opinion.

3. 2022-23 school year salary increases: During the 2022-23 school year, executives received a salary increase due to the retroactive application of the upper band placement approved by the Trustees in June 2023 (Table 9 to Table 12). These raises were applied based on 2022 restructuring, which resulted in increases in size, scope, and responsibilities of all portfolios of the executives from 2018. For example, the scope of the Director of Education's role had since expanded to implement a Human Rights Department and oversee the Communications Team, while the Associate Directors were made responsible for the Research and Assessment Department and additional expansions to the support teams.

TVDSB confirmed through interviews an exemption request from the current restraint measures was not submitted to the Treasury Board. The Board sought external legal opinion from Emond Harnden on its restructuring within the report approved by the TVDSB's Board of Trustees on June 27, 2023, as noted in section 4.1.1, and therefore this is not evaluated as an instance of non-compliance. It is important to note, however, that the total cost to make this salary placement adjustment was $648,731. By including the $272,000 savings offset related to not hiring 1.5 additional full-time equivalency (FTE)[29] and the $260,000 savings related to the cessation of additional vacation payouts,[30] the remaining $116,731 cost was funded from the unappropriated accumulated surplus, with the budget remaining in compliance.

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[29] TVDSB's executive staffing was eligible to be increased by 1.5 FTE as result of increased enrolment.

[30] As an interim retention measure, senior staff members had been permitted to have their banked vacation time paid out in excess of their original contractual agreement which was capped at 10 days per year. This

4. Changes to the General Counsel role: As per interviews, the Management team conducted a cost-benefit analysis in 2018 to assess the benefit of creating an in-house legal counsel role compared to the use of external counsel. This analysis indicated that TVDSB would benefit from reduced outsourced legal fees, which resulted in the establishment of the General Counsel role at the Manager level in 2018. In March 2021, the Director of Education advanced the existing the General Counsel individual from a Manager level to the Executive Officer level which resulted in a salary increase in line with the respective grid per the Executive Officer level to a salary of $161,152 (Table 12).

As explained by TVDSB, Trustees' approval is not required for Managers to be appointed as Executive Officers. Then, on June 29, 2023, the Director of Education promoted this General Counsel role again from the Executive Officer level to the Superintendent level, which placed General Counsel on the salary grid at $199,000 (Table 11).

While the compensation of this individual aligns with the salary bands at each level, we understand from Management interviews that this Superintendent appointment did not follow the traditional process for openings at this level; we understand that the General Counsel role at Superintendent level was not an open recruitment, therefore additional applicants were not considered and no interviews were overseen by the Chair and Vice-Chair of the Trustees. Furthermore, we understand the Director of Education did not receive Trustee approval for this change.

5. Superintendent above band during the 2023-24 and 2024-25 school years: A noted exception above the $199,000 upper Superintendent salary band is the Superintendent (1 FTE) earning the $239,000 base salary of an Associate Director during the 2023-24 and 2024-25 school years (Table 10 to Table 11). Management explained during interviews that this Superintendent was appointed to the Associate Director role on July 8, 2024, and that the appointment did not follow a formal approval process; the appointment was initiated by the Director of Education without approval from the Board of Trustees.

This individual returned to the Superintendent role on October 3, 2024. TVDSB explained that the exception to the compensation band for this role is due to a clause in the individual's employment contract during their appointment to the Associate Director role; the clause stipulates that the executive is entitled to maintain their salary at the Associate Director level for no more than two years. As a result, this Superintendent exceeds the upper salary band for their executive role by $40,000.

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has resulted in an additional cost to the Board of approximately $260,000. The additional payout ceased with the approval of the executive compensation adjustment.

6. Associate Director of Learning Support Services above band during the 2024-25 school year: An additional noted exception above the $239,000 upper Associate Director salary band is the Associate Director of Learning Support Services (1 FTE) earning $267,500 in Table 10. Management explained that this exception reflects the scope of the Interim Associate Director of Learning Support Services, who, at the time of this report, is also overseeing the responsibilities of the Associate Director of Organizational Support Services as the incumbent resigned on July 7, 2024. In addition, Management explained that this Interim Associate Director must receive compensation greater than that of a direct report, being the previously mentioned Superintendent earning the Associate Director salary.

The salary step for the Interim Associate Director was determined by placing the Interim Associate Director exactly at the midpoint between the $239,000 and $296,000 bands of the Associate Director and Director of Education respectively to reach a salary of $267,500. As a result, this Associate Director exceeds the upper salary band of $239,000 for an Associate Director by $28,500.

7. Compensation of new hires: O. Reg. 406/18 places limits on the compensation of new executive hires. When a new person is hired into a vacant executive position, the salary for the new hire must be less than or equal to what was provided to the person in the position when it was last occupied. If there was no previous occupant in the vacant position, as it is a new position, then the person in the most similar position at the designated employer must be used to determine the appropriate compensation.

As previously noted, the General Counsel role was established during the 2020-21 school year with a salary of $161,152 (Table 12). While this was a net new role, the most similar position at the Executive Officer level at the time was the previous Capital Planning Executive Officer, with a salary of $153,479 in 2017-18. As a result, the General Counsel pay exceeded the regulated limit by $7,673 per year for the 2020-21 and 2021-22 school years.

In addition, the individual hired into the Associate Director of Learning Support Services role in 2024-25 is earning $267,500, which exceeds the incumbent salary of $239,000 by $28,500 (Table 10). The rationale for this exception was provided by Management, as described above.

Starting in the 2022-23 school year, all new hires were placed at Step 2 of the salary bands identified in Table 8. The Director of Education roles were all hired at incumbent pay during the in-scope period. The Superintendent roles were also hired at the incumbent executive level of pay; however, we were unable to validate direct replacements and corresponding roles at the position level with the data provided.

4.1.4. Direct Report Salary Schedule

The following schedules contain the direct report FTE count and base compensation by each supervising executive as of October 2024.

Table 13 - FTE Count of Superintendents' and Executive Officers' Direct Reports as of October 2024[31]

Supervising Executive	Direct Report FTE Count
Superintendent of Business	7
Superintendent of Facility Services & Capital Planning	7
Superintendent	26
Superintendent	19
Superintendent	18
Superintendent	17
Superintendent	15
Superintendent	10
Superintendent	9.5
Superintendent	8
Superintendent	6
General Counsel	2
Human Rights & Equity Advisor	2

The compensation of all supervising executives is greater than the compensation of their direct reports. Of note, however, is that all Superintendents and General Counsel fall within the same salary range, yet the FTE count of direct reports across these executives ranges from 2 to 26. As an Executive Officer role, the Human Rights and Equity Advisor has the lowest direct report FTE count, equal to the General Counsel.

Table 14 - Salaries of Superintendents' and Executive Officers' Direct Reports as of October 2024[32]

Superintendent of Business			
Executive Assistant	$85,023	Manager	$162,716
Business Applications Analyst	$102,693	Manager, Financial	$162,716
Supervisor, Pay	$149,151	Manager, Pay	$162,716
Manager, IT	$162,716		

Superintendent of Facility Services & Capital Planning			
Executive Assistant	$85,023	Manager, Capital Projects	$162,716
Supervisor, Community Use of Facilities	$82,057	Manager, Facility Services	$152,539
Financial Accountability Coordinator	$78,411	Manager, Planning Services	$162,716
Manager, Facility Services	$155,928		

[31] Schedule contains FTE count of all direct reports with recorded employment dates in October, including direct reports with an in-month end date. Excludes 4 Superintendents noted in Table 11 due to employment end dates prior to October 1, 2024, or employment start dates following October 31, 2024.
[32] Schedule contains salaries of all direct reports with recorded employment dates in October, including direct reports with an in-month end date. Excludes 4 Superintendents noted in Table 11 due to employment end dates prior to October 1, 2024, or employment start dates following October 31, 2024.

Superintendent			
Executive Assistant	$64,291	Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	Acting Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	Principal	$141,167
Acting Principal	$141,167	Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	Principal	$150,920
Principal	$141,167	Principal	$144,417
Principal	$141,167	Principal	$147,669
Principal	$141,167	Principal	$150,920
Principal	$141,167	Principal	$141,167

Superintendent			
Executive Assistant	$91,640	Principal	$141,167
Principal	$150,920	Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	System Principal	$150,920
Principal	$141,167	Principal	$144,417
Principal	$141,167	Principal	$150,920
Principal	$141,167	Principal	$147,669
Principal	$141,167		

Superintendent			
Executive Assistant	$73,175	Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	Principal	$150,920
Principal	$141,167	Principal	$150,920
Principal	$141,167	Principal	$144,417
Acting Principal	$141,167	Manager	$152,539
Principal	$141,167	Temporary System Principal	$141,167

Superintendent			
Executive Assistant[33]	$85,023	Principal	$141,167
Executive Assistant[34]	$67,254	Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	Principal	$92,921

[33] Employee remains on a leave of absence with an indeterminate return date.
[34] Employment in this role started on September 1, 2024.

Superintendent			
Principal	$141,167	Principal	$150,920
Principal	$141,167	Principal	$150,920
Principal	$141,167	System Principal	$150,920
Principal	$141,167		

Superintendent			
Executive Assistant	$73,175	Acting Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	Principal	$141,167
Acting Principal	$141,167	System Principal	$147,669
Principal	$141,167	Principal	$150,920
Principal	$141,167	Principal	$150,920
Principal	$141,167		

Superintendent			
Executive Assistant	$67,254	Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	Principal	$141,167
Principal	$141,167	System Principal	$141,167
Acting Principal	$141,167	Principal	$150,920

Superintendent			
Executive Assistant	$64,291	System Principal	$150,920
Principal	$141,167	System Principal	$150,920
Principal	$141,167	Principal	$150,920
Principal	$75,460	Principal	$112,252
Principal	$141,167	Manager, Professional Services	$155,928

Superintendent			
Executive Assistant	$73,175	Principal	$150,920
Principal	$141,167	Principal	$150,920
Principal	$141,167	System Principal	$150,920
Principal	$141,167	Supervisor	$162,716

Superintendent			
Executive Assistant, Human Resources[35]	$85,023	Manager of Human Resources	$162,716
Executive Assistant, Human Resources[36]	$82,057	Manager of Human Resources	$159,316
Principal	$141,167	Manager of Human Resources	$162,716

[35] Employment in this role ended on October 14, 2024.
[36] Employment in this role started on October 15, 2024.

General Counsel			
Executive Legal Assistant	$82,057	Supervisor of Board Services	$115,016

Human Rights & Equity Advisor			
Human Rights Policy Advisor	$120,139	Human Rights Specialist	$105,000

Each supervising executive, except for the Human Rights and Equity Advisor, has a dedicated Executive Assistant accounting for 1.0 FTE. The direct reports of the Superintendent of Business and the Superintendent of Facility Services and Capital Planning are concentrated in school board management, while the remaining Superintendents have at least 1 Principal direct report.

4.2. Operations Assessment Findings

4.2.1. Review of School Board Financial Position

This section highlights TVDSB's financial position by outlining key revenue and expense trends, along with significant changes from 2020-21 to 2024-25 school years, while identifying expenses that contribute to the deficit pressure.

TVDSB's annual surplus (deficit) has deteriorated from a $3.5 million surplus in 2020-21 to a $17.3 million[37] deficit in 2023-24. The projected deficit for 2024-25 is expected to improve to $16.8 million, according to revised estimates. For the 2024-25 school year, TVDSB is projected to have to have an accumulated surplus of $3.1 million, following a $12.5 million POD[38] adjustment. It is important to note that the Board would have had a Total Accumulated Deficit Available for Compliance of $9.4 million, had it not received this POD approval. This is discussed further in section 5 of the report.

Table 15 below highlights the revenue and expense categories as reported in the Education Finance Information System (EFIS), and overall in-year surplus (deficit) for the 2020-21 to 2024-25 school years. The data for the years 2020-21 to 2022-23 is derived from actual audited financial statements, the data for the year 2023-24 is based on draft audited a financial statements, which were not finalized at the time of writing this report, and the figures for 2024-25 are based on revised estimates submitted to the Ministry in December 2024. The information and categories provided below are sourced from schedules 9 and 10 of EFIS.

[37] A $7.8M accrual adjustment was identified in February 2025 and will be made to the 2023-24 actuals financials statements, as noted by Management. This was due to an oversight in reversing a salary and benefits contingency from 2022-23, specifically related to unsettled collective agreements concerning a 1.25% provision for teaching staff, administrative, professional and support personnel, managerial roles, and an additional $1 per hour for Ontario Secondary School Teachers' Federation – Education Workers (OSSTF-EW), as per Management. TVDSB has indicated that a new process has been established to implement additional checks and reviews to prevent similar oversights in the future. This adjustment reduces the total expense amount for 2023-24, as well as the deficit, which was previously recorded at $25.1 million in the drafted EFIS report.

[38] In January 2024, TVDSB received approval to transfer $12.5M from Proceeds of Dispositions (POD) to its unappropriated accumulated surplus to fund portable purchases. This was a one-time transfer.

Table 15 - TVDSB Revenue, Expenses, Surplus (Deficit) and Enrolment, 2020-21 to 2024-25, CAD

	2020-21	2021-22	2022-23	2023-24	2024-25 [39]	5-year avg. Proportion	21-24 CAGR [40]
1. Total Revenue	**1,029,764,828**	**1,063,769,719**	**1,151,213,703**	**1,313,806,023**	**1,216,288,132**	**100.0%**	**8.46%**
1.a. Grants (Provincial and Federal)	797,080,320	833,199,443	902,176,628	1,067,009,746	962,344,059	78.8%	10.2%
1.b. Education Property Tax	175,736,236	166,745,979	173,547,109	177,454,471	176,619,669	15.3%	0.3%
1.c. Deferred Capital Contributions	45,564,521	47,733,059	48,951,628	49,008,920	51,727,380	4.2%	2.5%
1.d. School Generated Funds	2,573,897	7,946,691	15,173,828	17,468,569	15,007,000	0.9%	89.3%
1.e. Other (investment income and other sources)	8,809,854	8,144,547	11,364,510	2,864,317	10,590,024	0.7%	-31.2%
2. Total Expense	**1,027,038,051**	**1,071,998,649**	**1,123,286,072**	**1,305,010,998[41]**	**1,240,618,108**	**100.0%**	**8.31%**
2.a. Instruction	794,796,182	821,281,793	850,872,830	1,032,899,811	958,262,448	77.1%	9.1%
2.b. Pupil Accommodation	136,959,402	139,160,350	149,181,547	163,838,644	164,784,168	13.0%	6.2%
2.c. Transportation	43,901,011	48,835,152	50,288,016	54,162,751	58,660,231	4.4%	7.3%
2.d. Administration	27,153,702	30,374,911	32,687,680	34,642,171	33,816,853	2.8%	8.5%
2.e. School Generated Funds	3,518,959	8,694,927	15,321,210	17,385,032	15,007,000	1.0%	70.3%
2.f. Other	20,708,795	23,651,516	24,934,789	2,082,589[41]	10,087,408	1.8%	-53.5%
3. In-year Surplus (deficit) Available for Compliance[42]	**3,543,331**	**(6,072,964)**	**(15,932,940)**	**(17,330,654)[41]**	**(16,816,487)**	**N/A**	**N/A**
Pupils of the Board	**77,451**	**80,220**	**81,852**	**82,589**	**82,662**	**N/A**	**2.2%**

[39] 2024-25 year is based on revised estimates data. All other years are based on actual data from EFIS.
[40] Compound Annual Growth Rate (CAGR) of the Actuals Financial Statements for the 3 periods from 2020-21 to 2023-24 school years only, as 2024-25 figures are from Revised Estimates Financial Statements.
[41]A $7.8million accrual adjustment was identified in February 2025 and will be made to the 2023-24 actuals Financials Statements, as noted by Management. This adjustment reduces the expenses category and the previously recorded $25.1 million available for compliance deficit to $17.3 million.[42] The calculation of surplus (deficit) available for compliance does not equate to revenue minus expenses, as it excludes items unavailable for compliance, such as revenue recognized from land. Although these amounts are included as revenue and can increase the CAGR, they are also subtracted from the deficit calculation.
[42] The calculation of surplus (deficit) available for compliance does not equate to revenue minus expenses, as it excludes items unavailable for compliance, such as revenue recognized from land. Although these amounts are included as revenue and can increase the CAGR, they are also subtracted from the deficit calculation.

Revenue trends

1.a. Grants: From 2020-21 to 2023-24, TVDSB experienced an 8.46% Compound Annual Growth Rate (CAGR) increase in revenue, mainly driven by an increase in grant funding. Overall, grant revenue increased from a growth in enrolment, increasing at a 2.2% CAGR over the period. The significant increase in grant revenue from 2022-23 to 2023-24 is primarily due to Bill 124 and collective bargaining agreement settlements, which required one-time payments for retroactive salary adjustments tied to contract negotiations. Bill 124, officially known as the *Protecting a Sustainable Public Sector for Future Generations Act, 2019*, was a law in Ontario that aimed to limit public sector salary increases to 1% per year for three years. In November 2022, the Ontario Superior Court of Justice struck down Bill 124 as unconstitutional, a decision upheld by the Court of Appeal for Ontario in February 2024 and the law was repealed. Following the court rulings, retroactive pay increases to compensate for the wage restraint period were made, as reflected in the grant revenues for 2023-24. This increase in revenue is offset by an increase in the expenses related to salaries and wages, which is funded through grants. The funded proportion by the government of Ontario is unknown at the time of writing this report and is discussed later in the Surplus (Deficit) Drivers section 4.1 of the report. Management mentioned that Bill 124 payments should not affect future budgets, starting in 2025-26. The grant revenue is projected to decrease in 2024-25 to $962 million, following salary adjustments made in 2023-24. In June 2023, the *Better Schools and Student Outcomes Act* was passed aimed at enhancing the province's public education system, specifically improving student achievement, engagement, and well-being as well as strengthening accountability for parents and families. As part of this work, the Ministry streamlined the funding formula to make it simpler to understand. After analyzing the new formula, TVDSB determined that while there were some advantages in terms of flexibility, there was no material impact on the total grant amount resulting from the change.

1.b. Education Property Tax revenue has grown from 2020-21 to 2023-24, at a modest 0.3% CAGR.

1.c. Deferred Capital Contributions (DCC): DCCs have increased at a consistent 2.5% CAGR. This growth is attributed to the depreciation of additional capital purchases, including school renewals and temporary accommodations. While the funded portion of DCC offsets related expenses, the unfunded amounts associated with items such as portables or administrative buildings are recognized as direct expenses that impact TVDSB's deficit. The unfunded expenses that add pressure to the deficit are presented in the Surplus (Deficit) Drivers section.

1.d. School generated funds have seen a significant increase, growing at a CAGR of 89.3%, mainly due to the return of activities during and after COVID-19; however, these funds represent less than 1% of total revenues. This revenue largely matches expenses, which means it has no material impact on the overall deficit. Any difference between the revenue and expenses in this area is funded by the surplus from School Generated Funds, but this amount is considered unavailable for compliance purposes and cannot be used to support the Board's operating deficit.

1.e. Other: From 2020-21 to 2022-23, Other revenues increased from $8.8 million to $11.3 million, mostly due to increases in Fees from Individuals, Transfer from Deferred Revenues, Rental Revenue, and Departmental Recoveries. In 2023-24, revenue from other sources experienced a significant decline, primarily due to an unavailable for compliance $12.9 million reduction in revenue recovery from land disposal, encompassing the Aberdeen, Westminster Central PS, and New North London locations. The majority of this decrease is attributed to the New North London land purchase of $12.7 million, for which prior Ministry approval was secured; however, as the site was not yet set up in EFIS, TVDSB could not receive funding at that time, leading to the creation of an Accounts Receivable entry. To prevent double counting of funding in the accumulated surplus, EFIS generated a negative revenue entry to offset the revenue recognized. TVDSB noted that these unusual items required collaboration with the Ministry to ensure accurate recording in EFIS. The $12.9 million decline was partially offset by a $1.5 million gain in revenue recovery on asset retirement obligations from the sale of three properties and the write-off of their associated liabilities. Excluding the $12.9 million reduction in revenue recovery from land disposal in 2023-24, which is unavailable for compliance, other revenues increased by $4.2 million compared to the previous year, primarily driven by increases in Fees from Individuals, Transfers from Deferred Revenues, Rental Revenue, and Departmental Recoveries.

Expenses trends

From 2020-21 to 2023-24, TVDSB's expenses increased at an 8.31% CAGR, slightly below the 8.46% CAGR for revenues. Although revenues have grown at a higher rate than expenses, the deficit has continued to deteriorate due to how the compliance deficit is calculated. The compliance deficit calculation does not include certain items that don't have an impact on expenses. For example, Revenue Recognized from Land amounted to $44.1 million and $31.5 million in 2022-23 and 2023-24, respectively. While these amounts are recorded as revenues, they are subtracted from the compliance deficit calculation.

2.a Instruction: From 2020-21 to 2023-24, pupils of the board[43] enrolment increased by 5,138, reflecting a 2.2% compound annual growth rate for both elementary and secondary students, contributing to rising Instruction expenses. From 2022-23 to 2023-24, there was a substantial $182 million increase in total instruction expenses, primarily driven by a rise in salaries and employee benefits for teachers, educational assistants (EAs), paraprofessionals, principals, vice-principals, and other instructional roles. This significant growth relates to the implementation of salary increases following the Superior Court of Justice's striking-down of Bill 124.[44] This bill had limited salary increases for public sector workers but was found to be unconstitutional.

[43] Pupils of the board include elementary and secondary elementary day school and exclude other pupils and high credit secondary pupils. The numbers reflect EFIS Schedule 13.

[44] According to 2023-24 Drafted Audited Financial Statements provided by TVDSB, "*a monetary resolution to Bill 124 was reached between the Crown and the following education sector unions Elementary Teachers' Federation of Ontario (ETFO), OSSTF, Canadian Union of Public Employees (CUPE), OSSTF-EW. This agreement provides a 0.75% increase for salaries and wages on September 1, 2019, a 0.75% increase for salaries and wages on September 1, 2020, and a 2.75% increase in salaries and wages on September 1, 2021, in addition to the original 1% increase applied on September 1 in each year during the 2019-22 collective agreements. The same increases also apply to non-unionized employee groups.*

Teachers received a retroactive payment to compensate for the three-year period during which their salary increases were capped. The Ontario government has funded the monetary resolution for these employee groups to the applicable school boards through the appropriate changes to the Grants for Student Needs/Core Education Funding benchmarks and additional Priorities and Partnerships Funding / Responsive Education Programs funding). According to the 2023-24 Drafted Audited Financial Statements provided, most of the increase was due to salary and wage expenses of $107.5 million in 2023-24. The portion related to 2019-20 to 2022-23 is $78.7 million , with the remainder of $28.7 million related to 2023-24. The increases in salaries and wages also in turn impacted employee benefits, which increased by $18.5 million from the previous year. The salary and wages component is projected to show a decline on a comparative basis in 2024-25 following the adjustments; however, salary and wages expenses should continue to increase at collective bargaining agreement rates. While increases in salaries and wages are mostly funded by the Ministry, the associated expenses for employee benefits, such as CPP and EI, remain unfunded, adding additional pressure to the deficit in the future. This is discussed in the Surplus (Deficit) Drivers section later in the report.

2.b Pupil accommodation expenses grew at a 6.2% CAGR from 2020-21 to 2023-24, largely due to a substantial increase of $10.3 million from 2022-23 to 2023-24 in salaries and wages and employee benefits for maintenance, operations, custodial staff, electricians, and other related positions, due to Bill 124 retroactive payments funded by the government of Ontario. Management mentioned the increase in salaries and wages did not come from additional full-time equivalents (FTEs). Additionally, expenses related to amortization, write-downs, and net losses on disposals have increased at a 9.2% CAGR since 2020-21, and higher than the 2.5% DCC CAGR, primarily due to lower Amortization expenses in 2020-21 due to COVID-19, which inflates the CAGR. By 2023-24, pupil accommodation expenses related to Amortization are aligned closely with the DCC revenue amount.

2.c Transportation expenses increased at a 7.5% CAGR from 2020-21 to 2023-24 however it is important to note that the 2020-21 and 2021-22 school years were impacted by COVID-19. This category primarily comprises fees and contract services with transportation operators, as well as salaries and wages for Southwestern Ontario Student Transportation Services (STS), a transportation consortium shared with the London District Catholic School Board (LDCSB), which is responsible for contracting and routing. The increases during this period can be attributed to lower transportation activity in 2020-21 due to COVID-19, influencing the CAGR figure, along with rising fuel prices and rate increases from a 5-year contract extension signed in the 2024-25 school year. The transportation contract between STS and the six bus operators was initially arbitrated in the 2019-20 school year, as the operators sought increased rates due to cost pressures, which the Consortium did not accept. TVDSB noted that the contract has become less advantageous to the school boards; for example, a contract clause increases the actual paid kilometres for a route by 6% for all minivans and 12% for all other vehicles to compensate for deadhead.[45]

[45] Deadhead refers to kilometres where there are no students on board, such as the distance from the bus yard to the first stop.

We understand that the Ministry funds the actual kilometres related to this deadhead, however, the 6% to 12% surcharge clause introduces unique, additional deadhead expenses for TVDSB that are not considered in the funding formula.

It is important to note that the funding formula for transportation changed in the 2023-24 school year. To mitigate the change and maintain prior funding levels, the Ministry introduced a transition amount, which was $8.7 million in 2024-25. According to Management, this transition amount is expected to be phased out by 2026-27, when the new funding model is fully implemented. This change could result in additional transportation-related deficit pressures for the organization, as discussed in the Surplus (Deficit) Drivers section later in the report.

2.d Administration expenses increased at an 8.5% CAGR from 2020-21 to 2023-24. Salaries, wages, and employee benefits comprise over 60% of administration expenses and saw a significant rise in 2023-24, due to adjustments resulting from Bill 124 similar to those discussed above. The administration expenses line item includes executive salaries, as previously defined and evaluated in section 4.1; however, only the non-executive administration staff were eligible for Bill 124 adjustments.[47] Additionally, fees and contractual services (which represents ~20% of administration expenses) grew at a 12.5% CAGR since 2020-21. A notable increase in 2022-23 was partially driven by a $1.9 million termination settlement with Elementary Teachers' Federation of Ontario (ETFO) due to frustrations regarding historical contracts, involving cases of elementary teachers on leave for over 24 months, some of whom had not worked in 20 years, as per Management. This settlement led to rounds of terminations, with the total payment for 2022-23 amounting to $2.0 million and $0.4 million for 2024-25. Furthermore, supplies and services expenses (representing ~10% of Administration expenses) rose by $0.9 million in 2023-24 compared to the previous year, driven by inflationary increased costs for technology, photocopying, printing, business travel, meetings, recruitment, furniture, equipment, cell phones, and more. Consumer Price Index (CPI) schedule is presented in appendix 6.2.

2.e. School-generated funds expenses are mostly offset by the corresponding revenue item (1.d). The difference between the expenses and revenue is either added to or subtracted from the accumulated surplus unavailable for compliance line in EFIS, which was $3.5 million at the end of 2023-24.

2.f. Other expenses decreased significantly in 2023-24, primarily due to a $13.1 million reduction in a contingency expense that transitioned to salaries and wages following the implementation of Bill 124 retroactive payments. Additionally, a $7.8 million accrual adjustment was identified in February 2025 and will be made to the 2023-24 financial statements due to an oversight in reversing a salary and benefits contingency from 2022-23, as noted by TVDSB. In 2022-23, school boards were required to establish a contingency accrual for labour groups which had not settled their collective agreements, such as teaching staff, administrative, professional and support personnel, managerial roles, and OSSTF-EW.

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[47] 176.6 out of 205.1 FTEs allocated to administration were eligible for adjustments as of January 29, 2025 (excludes executive staff and Trustees).

This accrual should have been reversed since all labor payments were made in 2023-24, as all collective agreements were settled and paid; however, this reversal did not occur due to all of the manual work required related to Bill 124, as noted by Management.

Deficit and over/under spending areas

Table 16 below illustrates the adjusted[48] accumulated surplus from 2020-21 to 2024-25. Since 2020-21, the adjusted accumulated surplus has decreased by $42.7 million, reaching $3.1 million in 2024-25 after accounting for accrual and POD adjustments. With the ongoing savings opportunities in 2024-25, TVDSB's in-year deficit is expected to reduce from $16.8 million to between $15.9 million and $13.7 million, depending on whether these initiatives are fully implemented. Consequently, the accumulated surplus could be adjusted to between $4.1 million and $6.3 million, contingent on the execution of the savings measures.

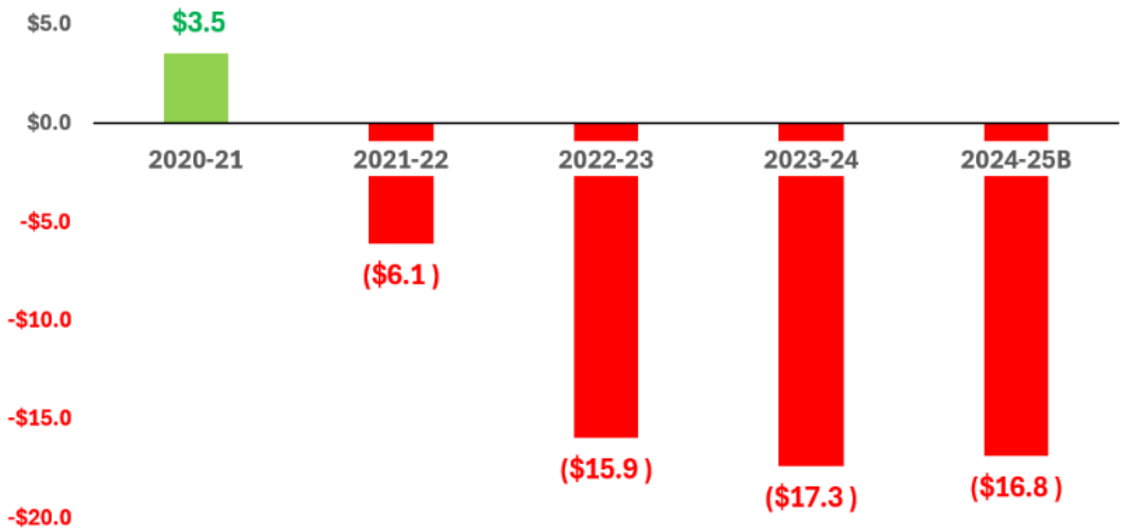
Table 16 - Adjusted Accumulated Surplus Available for Compliance

	2020-21	2021-22	2022-23	2023-24	2024-25 (Low)	2024-25 (High)
Total Acc. Surplus (Deficit) Avail. for Compliance	$100,786,196	$92,987,760	$75,356,539	$48,520,108	$37,776,084	$37,776,084
Committed Capital Projects	($39,065,020)	($41,471,207)	($43,416,606)	($40,226,881)	($37,999,969)	($37,999,969)
Thames Valley Education Foundation	($8,292,492)	($8,585,035)	($8,472,588)	($8,439,113)	($8,439,113)	($8,439,113)
Staff Development	($7,542,065)	($7,158,816)	($4,320,520)	($1,187,787)	($700,000)	($700,000)
Adjustment #1: Accrual	-	-	-	*$7,789,117*		
Adjustment #2: POD	-	-	-	-	*$12,500,000*	*$12,500,000*
In-Year Surplus (Deficit) - Non-adjusted	**-**	**-**	**-**	**-**	**($16,816,487)**	**($16,816,487)**
In-Year Surplus (Deficit) - Adjusted	**-**	**-**	**-**	**-**	**($15,851,487)**	**($13,691,487)**
Acc. Surplus (Deficit) Avail. for Comp.	**$45,886,619**	**$35,772,702**	**$19,146,825**	**$6,455,444**	**$3,137,002**	**$3,137,002**
Adjusted Acc. Surplus (Deficit) Avail. for Comp.	**-**	**-**	**-**	**-**	**$4,102,002**	**$6,262,002**

Figure 1 below highlights the in-year surplus (deficit), from 2020-21 to 2024-25. In the 2020-21 school year, TVDSB had a surplus of $3.5 million . Since then, the deficit has increased to its highest point of $17.3 million in 2023-24, with a slight improvement projected for 2024-25.

[48] Adjustments include the removal of expenses related to Committed Capital Projects, Thames Valley Education Foundation, Staff Development. Additional adjustments are made to remove the impact of the Accrual oversight made in 2023-24, and the POD items, as previously mentioned.

Figure 1 - TVDSB In-Year Surplus (Deficit), 2020-21 to 2024-25 Revised Estimates



The increase in the deficit since 2020-21 can be attributed to a combination of identified areas of under- and overspending, as illustrated in Figure 2 below. The terms under- and overspending are defined as the difference between the Core Education Funding / Grants for Student Needs (GSN) Revenues for Compliance (referred to as "revenue" in this section) and the Net Expenses (referred to as "expenses" in this section), as outlined in EFIS's Data Form D. In other words, it represents the variance between revenue and expenses across 22 categories.

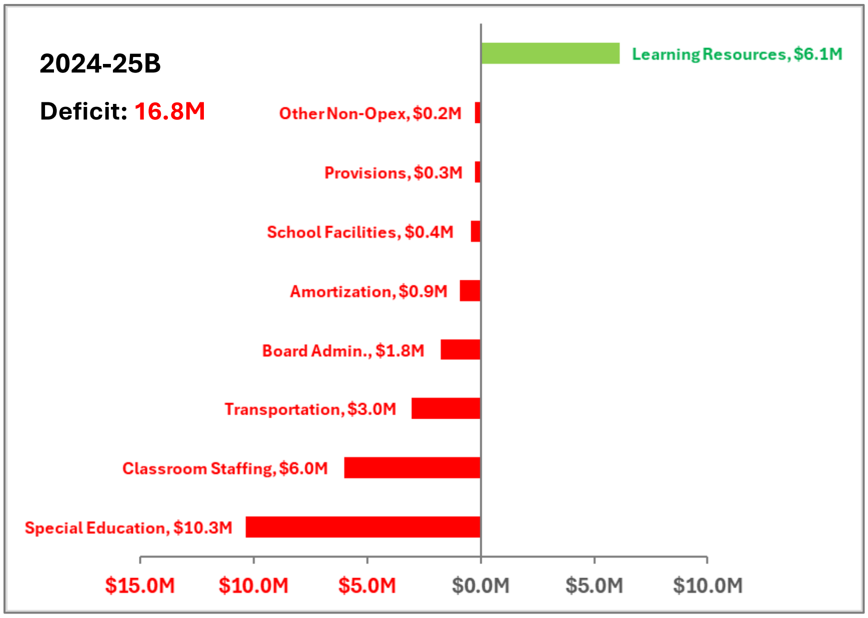
We understand from Management that EFIS Data Form D does not exactly align with the total expenses reported in EFIS Schedule 10. Adjustments to Schedule 10 expenses are detailed in Schedule 10 ADJ (Adjusted), where amounts not available for Compliance are excluded. Similarly, adjustments are also made in EFIS Data Form D to eliminate other sources of revenue, including Fees Revenue and Other Revenue Excluding School Generated Funds.

According to TVDSB, Data Form D contains Ministry-allocated funding and expenses amounts, which may or may not align with the revenue and expenses allocations reflected in EFIS Schedules 9 and 10, respectively. As a result, the allocations in Data Form D may differ from the actual revenue and expense allocations and as a result, Data Form D has limitations. However, even if the line items in the charts may not accurately represent actual expenses, they illustrate a shift from the overall underspending seen in 2020-21 (indicated by green lines) to an increasing number of overspending categories over the subsequent period (indicated by red lines). The Ministry has stated that Data Form D is intended to reflect how school boards plan their expenses strategically in alignment with overall revenue allocations.

The charts below for the 2020-21 to 2023-24 periods include the top 16 expense categories among the total of 22 categories representing the largest contributors to the deficit and account for ~90% of the overall deficit. In 2024-25, the reporting and categorization of expenses in EFIS Data Form D changed from 22 categories to 9 categories, to align with the new Core Education Funding nomenclature. The rationale behind the increases and decreases from 2020-21 to 2023-24 in the drivers is detailed in the following pages.

Figure 2 - EFIS Data Form D Over/Under Spending Allocation ($M), 2020-21 to 2023-24 Actuals

Figure 3 - EFIS Data Form D Over/Under Spending Allocation ($million), 2024-25 Revised Estimates



The year-over-year details of revenue available for compliance and expenses are presented in appendix 6.1. The categories most responsible for under or overspending and those that have been growing in recent years are as follows:

Textbooks & Supplies: This category has consistently been the largest underspending area, ranging from $5.0 million to $7.6 million over the period. Revenue in this category has increased from $19.3 million in 2020-21 to $22.5 million in 2023-24, while expenses have grown from $11.7 million in 2020-21 to $15.5 million in 2023-24.

Supply Staff: Expenses in this category have shown the largest overspending, with a CAGR of 9.8% in related expenses, compared to a 6.0% CAGR increase in revenue. Similar to other school boards in Ontario, absenteeism has become a growing issue since the pandemic. TVDSB's average sick days taken per staff member increased from 8.8 days in 2019-20 to 13.1 days in 2023-24. In comparison, the average for all other boards rose from 9.4 days in 2019-20 to 14.9 days in 2023-24.[49]

Teacher Assistants (TAs): TA expenditures shifted from an underspending category in 2020-21 and 2021-22 to an overspending category in 2022-23 and 2023-24, representing the second largest overspending category in 2023-24. In 2022-23, revenue decreased by $2.7 million , while related expenses only fell by $0.8 million , leading to overspending. In 2023-24, revenue increased by $8.4 million , and expenses rose by $8.8 million , contributing to continued overspending. As per TVDSB, these increases are partly due to salary and benefit increases resulting from Bill 124.

[49] As per School Board's Co-operative Inc. (SBCI) Absence Study, 2019-20 to 2023-24.

Teachers: From 2020-21 to 2023-24, teacher-related expenses have consistently exceeded budget, ranging from a high of $4.5 million in 2021-22 to a low of $0.9 million in 2022-23. In 2023-24, an accrual adjustment of $7.8 million was made due to an oversight in reversing a salary and benefits contingency from the previous year. Although this adjustment reduced teacher expenses, they still exceeded allocated amounts by $1.6 million , due in part to increases in salaries and employee benefits related to Bill 124 and recent collective agreement settlements.

Staff Development: This category transitioned from underspending from 2020-21 to 2022-23 to overspending in 2023-24. This shift is attributed to the Board's decision to reduce revenue to this expenditure line, which fell from $4.6 million in 2020-21 to $1.9 million in 2023-24, alongside an increase in expenses from $1.9 million to $2.6 million during the same period.

Transportation: From 2020-21 to 2022-23, transportation had been an underspending item. The 2020-21 and 2021-22 years were impacted by COVID-19, resulting in underspending during those years. In 2023-24, revenue decreased by $1.7 million compared to the prior year, largely due to a decline in fuel prices. Expenses increased by $3.9 million due to an increase in contract rates tied to inflation, resulting in overspending.

School Generated Funds and Other Non-Operating Expenses: In 2022-23, there was a significant overspending increase attributed to a $13.1 million contingency related to expected contract increases and anticipated Bill 124 remedy payments, as noted by TVDSB. This resulted in higher net expenses compared to allocated revenue. In 2023-24, while the variance decreased, it remained an overspending item.

We have worked with TVDSB to assess the impact of both restricted and unrestricted expenses on the deficit. As previously mentioned, Management has indicated that tracking the unrestricted expenses is challenging, as some revenue and expense allocations are discretionary to the Board.

The following section outlines the key drivers of the in-year deficit. It is important to note that the impact of these drivers does not perfectly correlate with the annual deficits, primarily because there is no tracking of unrestricted revenue allocation to their associated expenses, as per Management.

Surplus (Deficit) Drivers

TVDSB's financial position, as indicated by its in-year surplus (deficit), has deteriorated from a surplus of $3.5 million in 2020-21 to a deficit of $17.3 million in 2023-24, and to a deficit of $16.8 million for 2024-25 (per Revised Estimates). The table below presents the key expense drivers contributing to the deterioration of the deficit. As per discussions with Management, the costs associated with these drivers are not entirely funded by the Ministry, which means that TVDSB can utilize its operating surplus to fund them. Understanding that the Ministry provides school boards with flexibility in funding allocation, the available funding and any applicable considerations for these drivers is discussed below under each driver. These expenses reconcile with the EFIS Statements, and Management provided further explanation to quantify each of these drivers, as detailed in the following Assumptions section under each driver.

As previously discussed, we understand that EFIS Schedule 10 referenced in this section does not exactly align with EFIS Data Form D referenced in the prior section, which contains Ministry-allocated funding and expense amounts and is limited as a result. EFIS Schedule 10 captures TVDSB's actual expense allocations, which contribute to TVDSB's deficit. It is important to consider the time period across each of these deficit impacts, as the COVID-19 pandemic impacted the 2020-21 school year, while the 2021-22 school year was affected by the pandemic in addition to inflation (refer to appendix 6.2 for the CPI index during the period in review).

The drivers detailed below in Table 17 represent the unfunded costs that contribute to TVDSB's deficit. It is important to note, however, that components of these drivers may or may not be within TVDSB's explicit control, and these unfunded portions cannot be remediated in their entirety without changes in both revenue and expense management.

Table 17 - TVDSB Deficit Drivers, 2020-21 to 2024-25

Deficit Impacts	2020-21	2021-22	2022-23	2023-24	2024-25
1. Absenteeism – Supply Salaries & Benefits	($19,276,382)	($24,540,799)	($26,608,516)	($27,236,364)	($22,223,377)
2. Enrolment Projections				($3,486,774)	($2,383,201)
3. Cybersecurity & Technology Spending	($6,378,328)	($7,417,553)	($6,304,154)	($7,812,326)	($9,200,785)
4. Transportation Contract					($3,034,529)
5. Needs-Based Programming – Special Education	($1,977,799)	($4,282,283)	($3,861,953)	($7,720,902)	($2,069,824)
6. Elementary Supervisors	($485,292)	($262,967)	($1,821,491)	($2,690,057)	($1,234,815)
7. CPP & EI Increases		($826,199)	($990,022)	($1,985,587)	($989,844)
8. Portables – Board Supported Capital	($239,190)	($353,899)	($557,652)	($644,974)	($644,974)
9. Bill 124	Not quantifiable	Not quantifiable	Not quantifiable	Not quantifiable	Not quantifiable
Total Impact	**($27,878,611)**	**($37,683,700)**	**($40,143,788)**	**($51,576,984)**	**($41,781,349)**

1. Absenteeism – Supply Salaries & Benefits

Table 18 - Absenteeism Deficit Driver Schedule

Deficit Impacts	2020-21	2021-22	2022-23	2023-24	2024-25
1. Absenteeism – Supply Salaries & Benefits	($19,276,382)	($24,540,799)	($26,608,516)	($27,236,364)	($22,223,377)

Overview

Supply staff salaries and benefits are a key deficit driver for TVDSB across all employee groups. As described through Management interviews and documentation, TVDSB receives Core Education Funding based on Ministry benchmarks to support replacement staff costs related to Elementary Teachers, Secondary Teachers, and Early Childhood Educators (ECEs). However, there was a $17.0 million shortfall in the 2020-21 school year for supply staff costs across these three groups, which continued to grow to $21.6 million for the 2023-24 school year. The calculated 2024-25 funding shortfall for these groups is approximately $17.8 million. In addition, TVDSB also reported a supply cost pressure related to educational assistants, principals, vice principals, and custodians of $2.3 million[50] in the 2020-21 school year, which grew to $5.6 million for the 2023-24 school year. The calculated unfunded cost for 2024-25 may reach approximately $4.4 million.

The combined cost pressure of absenteeism of all employee groups, as measured by replacement salaries and benefits, totaled $19.3 million in 2020-21, and reached $27.2 million in the 2023-24 school year. The 2024-25 absenteeism funding shortfall is estimated to be at least $22.2 million.

It is important to note that this funding shortfall is based on the technical guide funding benchmarks for Elementary Teachers, Secondary Teachers, and ECEs, and does not consider additional funding sources that the Board has flexibility to allocate in alleviating the cost of absenteeism.

[50] Excludes custodian costs, as vacancies exceeded absenteeism costs for this group.

Table 19 - TVDSB Supply Replacement Costs and Funding by Employee Group, 2020-21 to 2024-25[51]

Employee Group	2020-21	2021-22	2022-23	2023-24	2024-25
Supply Salaries and Benefits Costs					
Elementary Teachers	$ (22,290,153)	$ (23,500,991)	$ (24,610,724)	$ (24,321,149)	$ (20,082,564)
Secondary Teachers	$ (6,499,742)	$ (8,238,576)	$ (7,184,122)	$ (10,019,088)	$ (8,189,567)
Educational Assistants	$ (1,486,713)	$ (1,894,207)	$ (4,644,319)	$ (2,736,500)	$ (1,668,235)
Early Childhood Educators	$ (880,176)	$ (1,272,788)	$ (1,098,279)	$ (1,419,262)	$ (1,273,551)
Principals and Vice Principals	$ (823,859)	$ (2,424,037)	$ (1,910,243)	$ (1,739,833)	$ (1,652,135)
Custodians[52]		$ (523,552)	$ (911,508)	$ (1,152,404)	$ (1,095,492)
Total Cost	**$ (31,980,643)**	**$ (37,854,150)**	**$ (40,359,194)**	**$ (41,388,236)**	**$ (33,961,544)**
Supply Funding[53]					
Elementary Teachers	$ 9,155,337	$ 9,567,548	$ 9,895,861	$ 10,125,509	$ 8,360,879
Secondary Teachers	$ 2,681,577	$ 2,812,589	$ 2,872,211	$ 2,948,608	$ 2,410,182
Educational Assistants					
Early Childhood Educators	$ 867,347	$ 933,213	$ 982,606	$ 1,077,755	$ 967,106
Principals and Vice Principals					
Custodians					
Total Funding	**$ 12,704,260**	**$ 13,313,350**	**$ 13,750,677**	**$ 14,151,872**	**$ 11,738,167**
Total Over (Under) Funded Portion	**($ 19,276,382)**	**($ 24,540,799)**	**($ 26,608,516)**	**($ 27,236,364)**	**($ 22,223,377)**

TVDSB offers two key programs to aid and manage staff attendance:

a) TELUS Health Employee Assistance Program: TVDSB's employee assistance program offers confidential support for work, health, and life concerns by phone, web, or mobile app.

b) Attendance Support Program: In June 2024, the Ministry released *Policy/Program Memorandum 171: Attendance Support Programs* that set clear and consistent expectations for school boards for the development and implementation of Attendance Support Programs.

[51] Data provided by TVDSB.
[52] Custodial costs were tracked separately in 2020-21, and supply cost data is not available for this school year as a result. Note that 2020-21 and 2021-22 costs are not fully comparable, as vacancies offset absenteeism costs for large portions of these school years.
[53] Elementary Teachers, Secondary Teachers, and Early Childhood Educators are the only employee groups that have explicit funding benchmark for supply costs. All funding shown here is based on the Ministry benchmarks set in the technical guide and excludes additional funding sources that could be allocated to this cost.

TVDSB has an Attendance Support Program that has been in effect since arbitration in February 2014. The threshold for employees to enter into the attendance support program is 14 days, and the program consists of a review period and three phases.

During the review period, employees receive a letter and their attendance is reviewed for one monitoring period.[54] Following the monitoring period, Human Resources will issue a Phase 1 Letter and review the employee's attendance over the next monitoring period to determine improvements or concerns. Following this second monitoring period, if the employees still exceed the threshold, the attendance support coordinator will meet with the employee, their supervisor, and the union or association representative. The employee is then placed in Phase 2 and reviewed over the next monitoring period. If there is little or no improvement, then the employee will enter Phase 3, and the attendance support coordinator will meet again with the employee, their supervisor, and the union or association representative. Following this Phase 3 process, TVDSB will review the matter further and determine what further action, including possibly non-disciplinary termination, may be taken. It is important to note that TVDSB's attendance support program complies with all applicable legislation and collective agreements in administering this phased procedure.

To support staff transition back into the workplace following leave, TVDSB has two return-to-work programs:

a) The Disability Management Support Program: This program is intended to support employees who have been cleared to return to their normal duties but struggle to maintain a successful return to work. The Abilities and Wellness team runs monthly reporting to review which employees meet the program criteria of 5 or more absences due to illness, with any employees between 3 and 4.99 absences due to illness monitored every two weeks. Abilities and Wellness will reach out to these employees via an introductory support call, follow-up communications, request medical documentation where required, and subsequently continue to monitor absences. When employees fail to engage with Abilities and Wellness during this process, further interventions from Labour Relations may be required.

b) The Early and Safe Return to Work Program: This program aims to return an employee with an injury or illness to suitable employment as soon as reasonably possible. This involves modified temporary work in the form of modified duties and reduced hours to accommodate for any restrictions the employee may face while recovering.

Assumptions

The impact of higher-than-funded absenteeism at TVDSB was assessed on the basis of supply staff salaries and benefits and excluded salary continuation costs of staff on sick leave. The 2020-21 to 2023-24 supply costs and funding are the actual costs provided by Management. 2024-25 salary replacement costs were provided by TVDSB as of February 28, 2025, representing approximately half (53%) of the total school year.

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[54] For 12-month employees, the monitoring period is 12 months. For 10-month employees, the monitoring period is 10 months.

These costs were prorated to the complete 2024-25 school year using a rounded 50% completion basis to partly account for the potential increase in absence utilization typically seen towards the end of the school year. The 2024-25 calculated funding amounts assumed the same proportion of funding-to-cost as the 2023-24 school year.

As previously mentioned, the funding shortfall is based on the technical guide funding benchmarks for Elementary Teachers, Secondary Teachers, and ECEs, and does not consider additional funding sources that the Board has flexibility to allocate in alleviating the cost of absenteeism.

Trends

TVDSB shared anecdotally how the magnitude of absences has declined during the 2024-25 school year when comparing each month of the current school year from September 2024 to February 2025 to the 2023-24 school year. Management explained that unfilled absences are decreasing, which implies that the supply staff costs incurred will appropriately reflect a true improvement in absenteeism, rather than a reduction in costs due to a shortage of supply staff in those roles. At approximately $22.2 million, the 2024-25 calculated cost of supply staff represents an approximate improvement of $5 million to prior year.

All employee groups at TVDSB are entitled to 11 sick days at 100% pay and 120 short-term disability days at a reduced rate of 90% pay. The following table presents the average absences by permanent employee group for the 2020-21 to 2023-24 school years as analyzed by the School Boards' Co-operative Inc. (SBCI). The absence study was conducted on the 2019-20 to 2023-24 absenteeism of 63 participating school boards across Ontario.

Table 20 - TVDSB and SBCI Study Average Absences by Permanent Employee Group, 2020-21 to 2023-24[55]

	2020-21		2021-22		2022-23		2023-24	
Employee Group	**TVDSB Average**	**Study Average**	**TVDSB Average**	**Study Average**	**TVDSB Average**	**Study Average**	**TVDSB Average**	**Study Average**
Elementary Teachers	13.3	13.9	15.0	16.8	14.3	15.9	13.2	15.6
Secondary Teachers	8.8	9.9	13.4	14.5	12.7	13.4	11.7	13.3
Educational Assistants	14.8	17.7	17.7	22.1	16.1	22.1	16.9	22.5
Early Childhood Educators	11.4	13.7	19.1	20.7	17.5	20.4	15.6	19.8
Principals and Vice Principals[56]			8.2	8.9	8.3	9.2	5.7	9.3
Custodians	12.8	17.0	13.6	19.8	15.0	20.0	17.2	20.7
Others Union	9.0	9.3	12.8	13.0	10.9	13.7	13.3	13.7

[55] School Boards' Co-operative Inc. *Absence Study 2019-20 to 2023-24* (2024).
[56] Principals and Vice Principals were included in the Others Non-Union Group until the creation of a standalone study category in 2021-22.

	2020-21		2021-22		2022-23		2023-24	
Employee Group	**TVDSB Average**	**Study Average**	**TVDSB Average**	**Study Average**	**TVDSB Average**	**Study Average**	**TVDSB Average**	**Study Average**
Others Non-Union	5.1	5.4	9.1	6.9	3.3	7.4	6.1	7.8
All Employees	**11.6**	**12.7**	**14.5**	**16.3**	**13.6**	**15.9**	**13.3**	**15.8**

Despite TVDSB's increasing cost of supply staff from 2020-21 to 2023-24, the Board has consistently remained below the study average by at least 1.1 days. While TVDSB is not experiencing the same magnitude of absenteeism as other school boards within the province, it is important to recognize that TVDSB is Ontario's fourth-largest public school board, and the impact of this absenteeism is still significant.

TVDSB's average absence total across all employee groups peaked at 14.5 days in 2021-22, a school year impacted by the COVID-19 pandemic and two resulting school closures, and declined by 0.9 days in 2022-23. This decline continued into the 2023-24 school year with a reduction of 0.3 days. This average improvement was reflected in reduced absences across all employee groups, excluding educational assistants and custodians. This overall downward trend may continue with the breadth of programs that TVDSB offers to employees to support their well-being and attendance as well as a concerted focus by Management, which may result in a lower future total supply staff cost.

TVDSB recognizes that non-culpable or innocent absenteeism is legitimate, however there have been several documented cases of misuse across the province, increasing Management's skepticism; for example, the Toronto Catholic District School board employs 2 private investigators who observed 5 teachers spending a sick day at a Niagara casino in 2024.[57]

While school board employees, particularly instructional staff, are an important school-based determinant of student success, there are additional drivers of student achievement, making it difficult to isolate the direct impact of this absenteeism across the in-scope period. There appear to be limited quantitative studies within Canada, but the influence of absenteeism has been studied within the United States prior to the in-scope period. For example, the National Council on Teacher Quality concluded that when teachers are absent for 10 days, the decrease in student achievement is equivalent to the difference between having a brand-new teacher and a teacher with 2 to 3 years of experience.[58]

As stated by the SBCI in the Absence Study's cover letter, "School board staff are every school board's greatest asset, and the need to provide timely and proactive support for employee well-being remains critical to overall school board success, both for staff and students." By positively influencing the factors that drive employee attendance, TVDSB can support employee well-being and student achievement.

[57] Toronto Star. *Toronto school boards catch, fire teachers for sick day lies* (2024).
[58] National Council on Teacher Quality. *Roll Call: The importance of teacher attendance* (2014).

2. Enrolment Projections

Table 21 - Enrolment Projections Deficit Driver Schedule

Deficit Impacts	2020-21	2021-22	2022-23	2023-24	2024-25
2. Enrolment Projections				($3,486,774)	($2,383,201)

Overview

Each year, and starting in January, TVDSB collaborates with various departments to create its student enrolment forecast, which is subsequently approved by the Administrative Council and the Board of Trustees before being added to the budget and submitted to the Ministry in June. The enrolment forecasting process is detailed in section 4.2.2 later in the report. This enrolment projection is crucial for the Board as it not only drives planning but primarily drives both revenue and expenses. Most staffing decisions are based on the anticipated enrolment numbers because of the August 31 lock-in period for teachers, therefore a portion of TVDSB's expenses is contingent on these enrolment projections made for estimates.

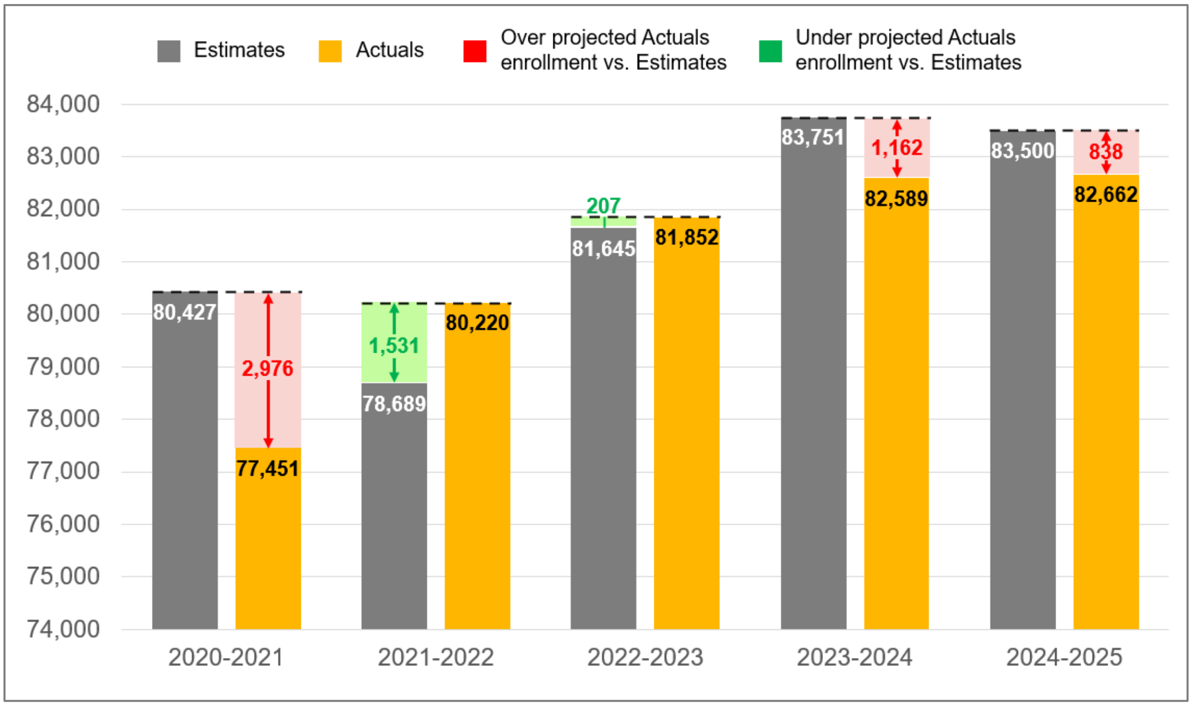
Assumptions

If TVDSB's enrolment projections, submitted in June and updated at revised estimates in December (which are based on October 31 actual enrolment and projections for March), fall short of actual enrolment figures, Core Education Funding is reduced leading the Board to operate at budgeted spending levels for a period of time. If the actual enrolment is lower than budgeted, as observed in the last two years, TVDSB incurs additional costs that do not match the funding, which are based on actual enrolment. The estimated overspend for 2023-24 and 2024-25 was calculated as discussed further below.

Trends

Figure 4 below highlights the enrolment projections at estimates, compared to actuals, from 2020-21 to 2023-24. For 2024-25, estimates are compared to revised estimates.

Figure 4 - Enrolment projections at Estimates and Actuals period, Pupils of the Board



In 2020-21, TVDSB over-projected pupils of the board enrolment by 2,976 due to COVID-19. Despite an over projection of 2,976 students when comparing estimates to actuals—typically leading to a revenue shortfall—TVDSB concluded the year with a $3.5 million surplus. This outcome contrasts with the initial estimates of a $9.3 million deficit. The turnaround can be attributed to TVDSB's actual total revenue being $7.3 million higher than estimates, while actual expenses were $4.6 million lower than estimates. This increase in revenue was partly attributed to one-time funding stabilization amounts from the Ministry to help school boards address unexpected enrolment declines, as they could not adjust their cost structures quickly due to the COVID-19 pandemic. The decrease in student-related expenses can be attributed to a $3.7 million reduction in Textbooks and Supplies.

In 2021-22, there was an under-projection of 1,531 pupils of the board, with actual values exceeding the budgeted amounts. Similarly, in 2022-23, there were 207 more pupils recorded than estimated. According to Management, this increase was attributed to the post-COVID-19 ramp-up of student enrolment and the migration of families to TVDSB’s region. As a result, TVDSB hired more teachers, which were funded by Grants for Student Needs in alignment with pupil increase.

In 2023-24, TVDSB over-projected enrolment by 1,162 when comparing estimates figures to actuals. In 2024-25, there was another over-projection of 838 pupils. Management mentioned in interviews that their enrolment forecasts in 2023-24 and 2024-25 were overly ambitious, as anticipated enrolment from residential developments and migration as seen in previous years did not materialize for reasons such as rising interest rates and mortgage rates and families relocating back to the GTA as in-person work resumed.

Furthermore, TVDSB also noted that class size optimization was inadequately addressed by the previous Superintendent of HR and the Associate Director, contributing to overstaffing of teachers in 2023-24 and 2024-25. When enrolment projections are submitted and input into the School Planning Software (SPS), the tool generates preliminary staffing levels for teachers. However, Management has indicated that the staffing allocations are not always optimized, necessitating manual adjustments from the Superintendent of HR to ensure compliance with class size ratios and to optimize the number of teachers as needed. This process is discussed further in section 4.2.2. At the time of writing this report, we were unable to interview the former Superintendent of Human Resources responsible for the manual adjustments that were not made in the last two years, as indicated by current Management. This individual went on leave in September 2024 and was no longer an employee of TVDSB as of March 6, 2025.

TVDSB noted that the timing of revised and actual enrolment figures prevented expenses from being adjusted quickly enough to align with revenue reductions, resulting in total shortfalls of $15.0 million in 2023-24 and $11.1 million in 2024-25, as highlighted Table 22 below. Because revised estimates are submitted in December, TVDSB has limited ability to reduce spending levels within the fiscal year to match the decrease in revenue due to collective bargaining agreements and contracts. Consequently, the reductions in revenue created an in-year deficit, as the corresponding expenses were not adjusted accordingly.

Table 22 - Revenue Shortfall from Enrolment Forecast, 2023-24 Estimates vs. Actuals, and 2024-25 Estimates vs. Revised Estimates

Item	2023-24	2024-25
Enrolment shortfall	1,162	838
General Operating Allocation (EFIS Section 1A)	$1,065,557,580	$1,097,923,632
Pupils of the Board (POB - EFIS Schedule 13)	82,589	82,662
Operating Allocation per POB	$12,902	$13,282
Revenue shortfall	**14,991,871**	**11,128,281**

The resulting overspending is partly attributed to teacher costs. According to Management, the decline in enrolment led to over-hiring, particularly due to the August 31 lock-in date, resulting in an excess of 50.7 FTE teachers in 2023-24 and 36.3 FTE in 2024-25. However, TVDSB managed to reduce these numbers by 20.4 FTE secondary teachers in December 2023-24 and 15.8 in December 2024-25, resulting in total excess of 30.3 FTE teachers in 2023-24 and 20.5 in 2024-25. As detailed in

Table 23 below, the financial impact of the excess teachers amounted to $3.5 million in 2023-24 and $2.4 million in 2024-25.

Table 23 - Financial Impact of Excess Teachers due to Enrolment Shortfall

Item	2023-24	2024-25
Average class size (Elementary and Secondary average)	22.9	23.1
Excess teachers from enrolment shortfall (FTE)	50.7	36.3
Number of teachers reduced at Revised Estimates (FTE)	-20.4	-15.8
Excess teachers after reduction (FTE)	30.3	20.5
Average salary of teachers (provided by TVDSB)	$115,000	$116,468
Financial impact of excess teachers	**$3,486,774**	**$2,383,201**

Moving forward, TVDSB plans to return to a more conservative approach to enrolment projections for the 2025-26 school year, using the baseline minimum of actual registrations without any upward adjustments for considerations for new residential development and migration. The Board will also implement class size optimization, a measure that was not previously undertaken by the former Superintendent of HR per discussions with Management. This initiative may further reduce the number of teachers; however, TVDSB has not provided specific estimates regarding the impact. This strategy is expected to facilitate staffing up from holdbacks as necessary in September 2025. The approach aims to avoid the pitfalls of overestimating enrolment, which led to excess expenses, as experienced in the 2023-24 and 2024-25 school years.

3. Technology & Cybersecurity Spending

Table 24 - Technology & Cybersecurity Deficit Driver Schedule

Deficit Impacts	2020-21	2021-22	2022-23	2023-24	2024-25
3. Cybersecurity & Technology Spending	($6,378,328)	($7,417,553)	($6,304,154)	($7,812,326)	($9,200,785)

Overview

This deficit driver is composed of Information Technology Services (ITS) expenses, including infrastructure, applications, service management, administration, and security. As described by Management, TVDSB receives classroom computer funding, student technological devices funding, and broadband network operations funding. Despite this, TVDSB's ITS expenses are estimated to exceed Ministry funding by at least $9.2 million during the 2024-25 school year. Management attributed this funding pressure to increasing costs to support cyber security initiatives driven by the *Enhancing Digital Security and Trust Act* associated with user data protection, artificial intelligence governance, cybersecurity monitoring and reporting, and third-party application oversight. In addition, the Ministry's funding benchmark had no inflationary adjustments during the 2020-21, 2021-22, 2023-24, and 2024-25 school years, further widening the gap between TVDSB's funding and expenses.

It is important to note that this funding shortfall is based on the technical guide funding benchmarks for classroom computers, student technological devices, and broadband network operations, and does not consider additional funding sources that the Board has flexibility to allocate in alleviating the cost of absenteeism. For example, school boards can use a portion of their Core Education Funding operating allocation to purchase minor tangible capital assets.

Table 25 - Information Technology Services Expenses and Funding, 2020-21 to 2024-25

	2020-21	2021-22	2022-23	2023-24	2024-25
ITS Expenses					
Infrastructure	$ (4,041,842)	$ (4,969,151)	$ (4,875,041)	$ (4,525,936)	$ (5,509,470)
Applications	$ (2,674,894)	$ (2,997,608)	$ (3,330,992)	$ (4,318,080)	$ (4,832,984)
Service Management	$ (2,460,960)	$ (2,942,586)	$ (3,208,937)	$ (4,112,554)	$ (3,976,851)
Administration	$ (106,995)	$ (89,455)	$ (130,026)	$ (142,389)	$ (136,700)
Security Administrator			$ (77,727)	$ (80,340)	$ (114,582)
Total ITS Expenses	**$ (9,284,691)**	**$ (10,998,800)**	**$ (11,622,723)**	**$ (13,179,299)**	**$ (14,570,587)**
ITS Funding					
Total ITS Funding	**$2,906,363**	**$ 3,581,247**	**$ 5,318,569**	**$ 5,366,973**	**$ 5,369,802**
Funding Gap					
Over (Under) Funded Portion	**$ (6,378,328)**	**$ (7,417,553)**	**$ (6,304,154)**	**$ (7,812,326)**	**$ (9,200,785)**

Assumptions

2020-21 to 2023-24 funding and expense figures are actual values reported by TVDSB; however it is important to note that the 2023-24 data is considered preliminary until the finalization of the audited statements for this period. 2024-25 data was provided by TVDSB based on revised estimates.

As previously discussed, this funding shortfall is based on the technical guide funding benchmarks for classroom computers, student technological devices, and broadband network operations, and does not consider additional funding sources that the Board has flexibility to allocate in alleviating the cost of absenteeism. For example, school boards can use a portion of their Core Education Funding operating allocation to purchase minor tangible capital assets.

Trends

ITS expenses have climbed by $5.3 million since 2020-21, with TVDSB anticipating a $14.6 million expense in 2024-25. Management explained that this cost pressure is applicable to school boards across the province, and is not unique to nor entirely in the control of TVDSB. Since 2022-23, the dollar amount of funding has remained static at approximately $5.3 million, while expenses climbed by 25.4% over this same period.

Infrastructure remained the largest expense category throughout the period, with increases from the 2023-24 to 2024-25 school years attributable to data centres resources and cloud storage costs to accommodate TVDSB's ASPEN Student Information System (SIS).

Application costs have increased by 81% across the period, with Management attributing this growth to increasing annual ASPEN licensing costs since 2021-22, new tools for network and security monitoring, and the migration of TVDSB's Enterprise Resource Planning to the cloud.

Service management also climbed by 62% from 2020-21 to 2024-25, however this cost peaked at $4.1 million in 2023-24 and is expected to stabilize at $4.0 million by 2024-25.

TVDSB attributed the 2023-24 spike to an increase in instructional devices to replace over 6,000 Chromebooks due to end-of-support policies enforced by Google and over 10,000 aged Windows computers deemed to be incompatible with modern operating systems in 2024.

Administration costs remained static across the period. The security administrator expense was introduced during the 2022-23 school year; however, this cost is supported by the broadband network operations funding. Moving forward, the funding gap may persist without inflationary changes to the funding benchmarks; however, TVDSB is seeking to maintain total ITS expenses at $14.6 million during the 2025-26 school year. One potential action noted by Management to reduce device replacement costs is to increase the replacement cycle from 6 to 9 years starting in the 2025-26 school year; however, TVDSB expects these savings to be offset by increased infrastructure spending related to internet and phone services with the opening of 3 new schools.

4. Transportation Contract[59]

Table 26 - Transportation Contract Deficit Driver Schedule

Deficit Impacts	2020-21	2021-22	2022-23	2023-24	2024-25
4. Transportation Contract					($3,034,529)

Overview

TVDSB receives transportation funding from the Ministry through the Student Transportation Fund under Core Education Funding. The funding formula for student transportation was updated during the 2023-24 school year, with the Ministry providing transition support funding from the 2023-24 to 2026-27 school years to allow school boards and their transportation consortia to align policies and costs with the funding framework.

As described, TVDSB is a partner in STS, a transportation consortium that coordinates transportation and negotiates with operators on behalf of both TVDSB and LDCSB. Due to misalignment on rates between the operators and STS management, the transportation contracts went to arbitration in summer 2019, and the arbitrated contract came into effect for the 2019-20 school year. The arbitrated contract introduced a clause related to deadhead, or the distance travelled by operators without students on board; for example, when a bus leaves the depot in the morning and travels to its first pick-up point, or when a bus completes its final drop-off and returns to the depot at the end of the day.

The clause stipulates that an additional 6% is added to the total kilometres of the routes for minivans and 12% for all other vehicle types, resulting in an increased route cost. According to both TVDSB and STS, this clause is an outlier when comparing transportation contracts across the province, and results in a unique funding pressure for TVDSB.

[59] As explained by TVDSB, cost pressures related to transportation arose in 2024-25 as a result of renewed contract rates.

TVDSB explained that STS works with the only operators in the region, and the arbitrated contract contains specific clauses that hinder STS' ability to easily procure services from other operators. For example, if STS issues a request for proposal and the incumbent operator is unsuccessful, the successful operator is required to purchase the vehicles of the incumbent operator and assume its non-management employees. As a result, STS' ability to enter a contract with other operators under potentially more favourable terms is limited. The contract was renewed in 2024-25, with STS negotiating a 5-year extension, which was the shortest period the operators would accept as noted by STS.

The renewed contract includes the arbitrated deadhead clause and an increased total daily rate, which is composed of a base rate, variable kilometre rate, additional time rate, and a variable fuel rate. The rate increases have resulted in a new unfunded transportation cost of ~$3 million for TVDSB during the 2024-25 school year.

Both the 2019-20 and 2024-25 contracts allow for annual contract rate increases for each subsequent year under the contract. The previous year's rates increase by the greater of the annual increase in the "All Items Excluding Energy" CPI, calculated as of July 1 preceding the September in which the rate increase shall commence, or the overall percentage increase in funding for student transportation announced by the Ministry in the "Cost Update" category or equivalent, net of fuel escalator or-de-escalator payments if included in this category.

The components of the total daily rate increased from year one of the 2019-20 arbitrated contract to year one of the 2024-25 renewed contract. Across all vehicle types, the base rate increased by 32%, the variable kilometre rate increased by 21% to 22%, both the driver and attendant rates increased by 18%, and the variable fuel rate climbed by 25% to 61%.

This practice of increasing contract rates based on the greater of CPI and Ministry funding may be contributing to an unsustainable expense (in the case of rates increasing on the basis of CPI), posing a challenge for TVDSB while under the existing contract with these operators.

Assumptions

TVDSB provided the 2024-25 revised estimates, where the expected transportation funding amount is $55,625,472, and the expenses total $58,659,731, resulting in a $3,034,259 negative variance. These estimates are based on STS' simulation with TVDSB's anticipated ridership, the resulting mix of vehicles required, the quantity of routes, and the rates set out in the operator contract.

Trends

TVDSB explained that the combination of contract clauses and a lack of additional bus operators in the Board's service area makes cancelling the contract an unfeasible option. As a result, STS will remain in the renewed arbitrated contract throughout the 2028-29 school year.

Within the Ministry's transportation funding, TVDSB is projected to receive transportation funding of $55.4 million in the 2024-25 school year, a 3% increase from the 2023-24 school year amount of $53.9 million. Included in the transportation funding, TVDSB received a transition amount of $13.5 million during the 2023-24 school year, and this amount has decreased to $8.7 million for the 2024-25 school year.

With the expectation that school boards have until August 31, 2027, to adjust the service model and contracts to provide services within the new funding parameters, Management anticipates a worsening cost pressure with the renewed contract period and loss of the transition funding amount in absence of any further increases after the 2026-27 school year.

5. Needs-Based Programming – Special Education

Table 27 - Special Education Deficit Driver Schedule

Deficit Impacts	2020-21	2021-22	2022-23	2023-24	2024-25
5. Needs-Based Programming – Special Education	($ 1,977,799)	($ 4,282,283)	($ 3,861,953)	($ 7,720,902)	($ 2,069,824)[60]

Overview

As mandated by the *Education Act*, TVDSB provides Special Education programs and services to students with special education needs. As highlighted in TVDSB's annual Special Education Advisory Committee reports and confirmed in EFIS Data Form 2A, TVDSB has maintained a deficit of at least approximately $2.0 million in its Special Education program from 2020-21 to 2023-24, resulting in a greater accumulated deficit year-over-year. 2024-25 programming is anticipated to support an ADE of 923.2 students while resulting in a deficit of approximately $1.4 million.

Special Education is funded primarily through the Special Education Fund, which is one of the six funds in the Core Education Funding formula (Core Ed). A key cost driver for Core Ed is enrolment. Special education funding is restricted where special education funding revenue can only be spent to support special education expenditures. The largest cost driver for this program is salaries and benefits, with 96.0% of total expenses in 2024-25 allocated towards the compensation of Teachers, Educational Assistants, Professionals, and Para-professionals. Additional costs include furniture and equipment and supplies and services. TVDSB described how student needs can vary student-by-student, year-over-year, and as a result, staffing is not linear to program enrolment.

[60] For the 2024-25 school year, we utilized TVDSB's Special Education Advisory Committee (SEAC) revised estimates data due to an error identified by TVDSB in its EFIS Data Form A2 submission. Data Form A2 aligns with SEAC data, but this was not the case for 2024-25. TVDSB indicated that a mistake occurred in Data Form A2 due to changes in Core Education funding in 2024-25 and data entry errors. We understand that the Board has already notified the Ministry of this error. It is also important to note that Data Form A2 is an informational schedule and does not impact the Board's financial performance.

According to Management and the Council of Senior Business Officials (COSBO) Budget and Funding Gap Committee, the program has seen an increase in complex needs cases during the in-scope period. The Special Incidence Portion (SIP), which is one component intended to fund additional staff support to ensure the health and safety of both exceptionally high needs students and others at school. Some of these complex cases, however, do not meet the guidelines to support a SIP claim, yet still require significant support personnel and supplies.

As outlined in the COSBO 2025-26 Education Funding Consultation report provided by TVDSB, the salary benchmark used in SIP claims does not reflect the actual cost of providing the intense level of support that these students require, contributing to a staff funding shortfall. In addition, TVDSB generates other Special Education funding on a per pupil basis that can be allocated to support these students.

Table 28 - Special Education Enrolment, and Deficit, 2020-21 to 2024-25

	2020-21	2021-22	2022-23	2023-24	2024-25
Average Daily Enrolment[61]					
Elementary Students	491.0	440.0	439.6	407.0	371.8
Secondary Students	598.0	620.5	555.6	675.0	551.4
Total Students	**1,089.0**	**1,060.5**	**995.2**	**1,082.0**	**923.2**
Financial Statements					
Enveloping Transferred to Revenue	$ 115,400,441	$ 120,590,540	$ 124,516,393	$ 134,543,846	$ 155,858,743
Enveloping Incremental Expenses	($ 117,378,240)	($ 124,872,823)	($ 128,378,346)	($ 142,264,748)	($ 157,928,567)
Deficit	($ 1,977,799)	($ 4,282,283)	($ 3,861,953)	($ 7,720,902)	($ 1,444,306)

Assumptions

2020-21 to 2023-24 enrolment and financial figures are actual values reported by TVDSB, however it is important to note that the 2023-24 data is considered preliminary until the finalization of the audited statements for this period. 2024-25 data was provided by TVDSB based on projections at revised estimates submitted in December 2024. It is also important to note that the ADE figures shown are exclusively related to Special Education students in self-contained classrooms and does not reflect total program headcount as a result.

Trends

During the in-scope period, the Special Education deficit peaked at $7.7 million during the 2023-24 school year, with program expenses climbing by 10.8% to $142.3 million from 2022-23 to 2023-24.

[61] Average Daily Enrolment (ADE) is a full-time equivalent measure of student enrolment based on the average of the 2 enrolment counts conducted in October and March. The ADE figure shown for Special Education accounts exclusively for students in self-contained classrooms.

A portion of this increase can be attributed to the repeal of Bill 124 and the resulting increase in compensation costs for instructional staff, including educational assistants. This expense, however, was offset by the funding provided by the government to compensate staff, with total Special Education funding increasing by $10.0 million over the same period.

Between 2022-23 to 2023-24, Special Education ADE increased by 8.7%; the 86.8 ADE attributable to new students had varying complexity and unique resource requirements, contributing to the expenses unrelated to Bill 124 and resulting in a greater in-year deficit. During each year containing an increase in ADE, the Special Education deficit worsened compared to the prior year; this may indicate that overall funding does not match the variable expenses that TVDSB incurs with each new student.

TVDSB is anticipating a 15% decrease in Special Education ADE from 2023-24 to 2024-25. Management explained that enrolment in Special Education is needs-based, and as a result, enrolment can vary as students progress through their elementary and secondary school years. In addition, secondary students account for a greater portion of Special Education enrolment (62%) and are anticipated to drive the overall decline in enrolment, which may reflect a portion of students graduating in 2023-24 and therefore not registering in Special Education in 2024-25. Despite enrolment declining by 158.8 students, TVDSB is expecting to receive an additional $21.3 million in funding while expenses are expected to increase by $15.6 million, demonstrating an in-year improvement to the program's deficit position for the 2024-25 school year.

6. Elementary Supervisors

Table 29 - Elementary Supervisors Deficit Driver Schedule

Deficit Impacts	2020-21	2021-22	2022-23	2023-24	2024-25
6. Elementary Supervisors	($485,292)	($262,967)	($1,821,491)	($2,690,057)	($1,234,815)

During the COVID-19 pandemic, Management cited the number of elementary supervisors increased to support schools. The additional expenses were partially covered by temporary COVID-19 funding measures; however, this funding ceased after the 2021-22 school year, creating a financial pressure that TVDSB could not quickly address. TVDSB shared the funding amount received from the Ministry to cover for elementary supervisors, as well as the total related expenses, from 2020-21 to 2024-25, as shown in below.

Table 30 - Elementary Supervisors Funding and Expenses

	2020-21	2021-22	2022-23	2023-24	2024-25
Funding	$1,486,622	$2,606,355	$1,638,469	$1,783,970	$1,854,885
Expenses	$1,971,914	$2,869,322	$3,459,960	$4,474,027	$3,089,700
Variance	**($485,292)**	**($262,967)**	**($1,821,491)**	**($2,690,057)**	**($1,234,815)**

In the summer of 2023, the elementary supervisor workforce chose to unionize, resulting in an increase in staffing levels as the unionization occurred post-pandemic, when staffing was already high. Consequently, expenses began to exceed funding, which was further compounded by the termination of COVID-19 funding for elementary supervisors at the end of the previous school year.

The 2023-24 school year is also influenced by Bill 124, which has increased pay rates which we covered in the prior revenue trend section. Additionally, TVDSB reported that elementary supervisor staffing levels remained high due to school supervision challenges and unfilled vacancies.

For 2024-24 revised estimates, the funding gap is expected to decrease, due to a stabilization in absenteeism and improved monitoring of elementary supervisor staffing levels. Although there are signs of improvement, TVDSB has indicated that a shortfall of approximately $1 million is still anticipated, primarily due to remaining unfilled vacancy issues and the protective complement established from the CBA. Management is actively exploring potential savings opportunities, which are discussed in more detail in section 4.2.3.

7. CPP and EI Increases

Table 31 - CPP and EI Deficit Driver Schedule

Deficit Impacts	2020-21	2021-22	2022-23	2023-24	2024-25
7. CPP & EI Increases		($826,199)	($990,022)	($1,985,587)	($989,844)

Overview

As per Management, TVDSB has faced unfunded cost increases beyond its control due to changes in maximum earnings amounts and increases in contribution rates related to CPP and EI. Management highlighted that the benefits funding benchmarks within Core Education Funding have not been adjusted to accommodate these federal government-imposed increases since 2016. The benefit reforms initiated in 2016 led to a gradual increase in CPP contribution rates for both employees and employers, with the employer rate rising from 4.95% in 2019 to 5.95% in 2023. A CPP enhancement in 2024 introduced an additional contribution tier, with employer rates set at 4.00% for eligible earnings. The EI rate for TVDSB declined from 1.88% in 2016 to 1.66% in 2024; however, the earnings limit increased from $50,800 to $63,200 over the same period.

According to EFIS revised estimates and Management estimates, as a result of funding benchmarks set at 2016-17 levels and the January 1, 2019, reform, the cumulative unfunded cost of these benefits may reach approximately $13.8 million during the 2024-25 school year.

Table 32 - CPP and EI Costs, 2020-21 to 2024-25

Benefits	2020-21	2021-22	2022-23	2023-24	2024-25
CPP Cost	($ 26,860,107)	($ 29,461,644)	($ 32,525,666)	($ 38,548,771)	($ 41,868,576)
EI Cost	($ 10,105,024)	($ 10,738,745)	($ 11,625,646)	($ 13,696,201)	($ 13,970,361)
Total Cost	($ 36,965,131	($ 40,200,389)	($ 44,151,312)	($ 52,244,972)	($ 55,838,937)
Cumulative (Under) Funded Portion[62]	($ 8,959,832)	($ 9,786,031)	($ 10,776,052)	($ 12,761,639)	($ 13,751,484)
Incremental Cost[63]		($ 826,199)	($ 990,022)	($ 1,985,587)	($ 989,844)

Assumptions

TVDSB calculated the unfunded portion of these benefits by evaluating the cost of 2024-25 staffing and rates of pay at both the 2016-17 and 2024-25 CPP and EI rates, with the difference representing the unfunded portion as a result of static funding benchmarks and benefit reform. The resulting difference was then evaluated against the 2024-25 revised estimates total cost of CPP and EI, which revealed that 29% and 12% of CPP and EI costs, respectively, may exceed the base level of funding in the 2024-25 school year. These proportions were then applied to the actual benefit costs for the 2020-21 to 2023-24 school years to estimate the annual funding shortfall per year, with the difference between these values representing the incremental annual cost.

Trends

As both CPP and EI contributions are rate calculations on an employee's earnings, the total cost of these benefits is likely to continue growing as employee groups increase their salaries through collective bargaining. Without changes to the funding benchmarks, the funding shortfall of these cost are expected to continue to rise.

8. Portables – Board Supported Capital

Table 33 - Portables Deficit Driver Schedule

Deficit Impacts	2020-21	2021-22	2022-23	2023-24	2024-25
8. Portables – Board Supported Capital	($239,190)	($353,899)	($557,652)	($644,974)	($644,974)

[62] This portion is cumulative of the under funded cost since the 2016-17 school year as a result of unadjusted funding benchmarks and the introduction of contribution reforms in January 2019. As a result, the 2020-21 figure is cumulative of the under funded cost since the 2016-17 school year.
[63] 2019-20 is prior to in-scope period, incremental cost specific to 2019-20 to 2020-21 could not be calculated as a result.

Overview

We understand that TVDSB funds capital projects using Board Supported Capital for various items, including school and office renovations, parking lots, and other categories. Management has indicated that although these expenses contribute to the deficit, portables represent a significant portion of the Board Supported Capital that impacts the deficit. Portables were first purchased using Board Supported Capital during the 2019-20 school year in response to enrolment growth experienced by TVDSB. The Board subsequently purchased portables using Board Supported Capital in the 2021-22 and 2022-23 school years as well. To finance the purchase, relocation, leasing, replacement, or repair of portables, TVDSB indicated that it can utilize three types of funding sources based on specific needs:

Table 34 - Portables Sources of Funding

Source of funding	Context and usage of funding, as per Management
1. Temporary Accommodations	This grant amount is derived from a $40 million province allocation distributed among all Ontario school boards, and we understand from interviews the $40 million funding amount has remained unchanged in many years. The amount allocated to TVDSB can be used to purchase new portables, relocate existing portables or lease portables.
2. School Renewal Funding	This grant can be allocated for the replacement, repair, or maintenance of portables but is not available for the purchase of new ones.
3. Board Supported Capital	When other capital funding sources are fully utilized, TVDSB can use underspending items from its operating budget or Board Supported Capital from its accumulated surplus to finance portables-related projects.

In the three years during which TVDSB needed to purchase portables due to enrolment growth, the Board had already fully utilized the funding from Temporary Accommodations (item 1 above) and was unable to draw on School Renewal Funding (item 2). Consequently, TVDSB turned to Board Supported Capital to finance $4 million for new portables in 2019-20, $4.5 million in 2021-22, and $3.2 million in 2022-23. This Board Supported Capital funding is capitalized and amortized over time according to the following schedule:

Table 35 - Board Supported Capital Amortization Schedule for Portables Purchases

	In-year Amortization				
Portables purchased in	**20-21**	**21-22**	**22-23**	**23-24**	**24-25**
2019-20 (31 new portables	$ (239,190)	$ (239,190)	$ (239,190)	$ (239,190)	$ (239,190)
2021-22 (39 new portables purchased)	N/A	$ (114,709)	$ (235,945)	$ (236,290)	$ (236,290)
2022-23 (35 new portables purchased)	N/A	N/A	$ (82,517)	$ (169,494)	$ (169,494)
Total in-year Amortization	**$ (239,190)**	**$ (353,899)**	**$ (557,652)**	**$ (644,974)**	**$ (644,974)**

Assumptions

The amortization figures for the years 2020-21 to 2022-23 are derived from EFIS actuals from Amortization of Committed Capital (column 6) in Schedule 5.5. The values for 2023-24 are based on drafted audited actual financial statements, while the data for 2024-25 is based on revised estimates.

Trends

The net deficit impact from Board Supported Capital related to the amortization of portables has risen from $239K to $644K. In January 2025, TVDSB received a $12.5 million POD exemption to replenish their accumulated surplus used to support the purchase of portables following COVID-19. This adjustment will effectively eliminate the deficit impact associated with portables for the 2024-25 fiscal year and in future years. However, other capital projects could introduce additional deficit pressures in subsequent years.

9. Bill 124

Table 36 - Bill 124 Deficit Driver Schedule

Deficit Impacts	2020-21	2021-22	2022-23	2023-24	2024-25
9. Bill 124	Not quantifiable	Not quantifiable	Not quantifiable	Not quantifiable	Not quantifiable

Overview

Bill 124, known as the "*Protecting a Sustainable Public Sector for Future Generations Act*", is a legislative measure that was enacted by the Ontario government on November 7, 2019. The legislation imposed an annual 1% cap on compensation increases for public sector employees for three years. Bill 124 faced substantial criticism and legal challenges, as unions and public sector advocates argued that it infringed on collective bargaining rights and did not account for inflationary adjustments. On November 29, 2022, an Ontario superior court judge ruled Bill 124 as unconstitutional. On February 23, 2024, the Ontario government repealed Bill 124 in its entirety, and as a result, public sector employees are entitled to retroactive pay adjustments funded by the Ontario government.

Assumptions

As explained by TVDSB, the actual funded amount of these remedy payments has not been confirmed at the time of writing this report, but as stated in TVDSB's 2024-25 Board Budget, "*... the actual funded amount is not expected to be known until sometime during 2024-25*." As a result, the direct impact of Bill 124 on salaries and benefits is non-quantifiable at the time of writing this report. However, on March 31, 2025, the Ministry issued additional funding for school boards to support the implementation of Bill 124 and collective agreement costs.

The additional funding for TVDSB totals $7.8 million, and as of April 3, 2025, Management estimates that $7.1 million of this funding will relate to the updated salaries and Employer Health Tax from the 2023-27 Principal and Vice Principals Terms and Conditions of Employment.[64] The remaining $0.7 million represents additional revenue for the associated costs included in the 2024-25 projected expenses, and will contribute to a deficit reduction.

It is important to note that the increased costs of CPP and EI benefits and supply staff can be partially attributed to the retroactive pay adjustments and collective bargaining freedom. In addition, TVDSB incurred additional costs related to finance, payroll, and human resources personnel as a result of the overtime workload associated with Bill 124.

Trends

The remedial payments resulting from the repeal of Bill 124 represent a one-time catch-up cost funded by the government. Moving forward, TVDSB is expecting to incur higher salary costs per employee due to the removal of this cap on salary increases, allowing for greater flexibility in future collective agreements.

Other Deficit Drivers

In addition to the nine primary deficit drivers identified above, TVDSB has noted that other factors also affect the Board's financial position:

Secondary Teachers

TVDSB has provided information regarding projected secondary teacher staffing for the 2025-26 school year to identify the number of secondary teachers which will not be funded based on estimates from the funding formula,[65] compared to the staffing levels needed to comply with CBAs, Technical Emphasis programs, and class size requirements.

To meet these requirements, some schools need additional teachers beyond what the funding formula suggests. According to Management, this need arises from smaller schools having lower class sizes, the presence of Technical Emphasis programs, and CBA contracts that limit TVDSB's ability to optimize staffing levels.

According to preliminary calculations shared by TVDSB in April 2025, an additional 25.8 FTEs will be needed beyond the funding formula for the 2025-26 year, resulting in approximately $3 million in funding pressure. This excess in secondary teacher staffing highlights the structural challenges TVDSB faces in aligning teacher levels with its own requirements while adhering to the funding formula.

[64] The updated terms and conditions reflect a 12-month work year versus the previous 10-month work year. This amount will be included as both a revenue and expense in 2024-25 and will not impact the deficit as a result.

[65] TVDSB has made assumptions to the funding formula to estimate the number of secondary teachers. These assumptions were communicated by TVDSB on April 7, 2025, and are used by Management for preliminary staffing of secondary teachers for the 2025-26 school year.

Inflation and Increase in Costs

The period from 2020-21 to 2024-25 has been marked by high inflation and supply chain constraints, leading to increased operational expenses across various areas, including supplies and services, technology and educational resources.

Compounding these challenges, Management has indicated that certain funding benchmarks have not kept pace with inflation, which has intensified pressure on the deficit.

4.2.2. Review of School Board Budgeting Process

Summary

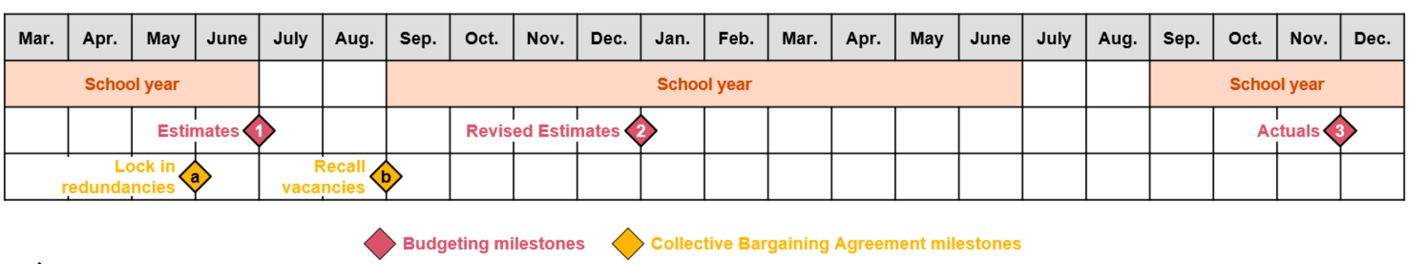
This section highlights TVDSB's budgeting process, detailing the annual budget assessment conducted with estimates, revised estimates, and actuals, as well as the tracking process and in-year corrective measures. It includes a dedicated section on the enrolment forecasting process, followed by a variance analysis between estimates, revised estimates, and actuals.

The budgeting process begins eight months prior to the submission of estimates in June, incorporating enrolment forecasts and undergoing review by multiple stakeholders, including departmental staff, the Administrative Council, and the Board of Trustees before being submitted to the Ministry. Revised estimates are submitted in December, three months after the start of the school year. In 2023-24 and 2024-25, TVDSB overestimated its enrolment in the forecast, resulting in a shortfall in revenue when actual enrolment was funded. The board was unable to adjust its expenses promptly when the financial pressures became apparent during the revised estimates period and later in the year. Consequently, TVDSB had to hire additional teachers and incurred expenses that could not be retracted due to contractual obligations.

The variance between estimates and actuals, discussed in detail later in this section, can primarily be attributed to increases in enrolment from 2020-21 to 2022-23, rising supply staff expenses due to absenteeism affecting all years since 2020-21, and Bill 124 remedy payments impacting the years 2023-24 and 2024-25.

Budget assessment process

Figure 5 - Budgeting and CBA milestones



1. Estimates

Preliminary budget assumptions: The budget setting process starts in October of the year prior to the upcoming school year, when the Planning and Priorities Advisory Committee (PAPA) develops preliminary budget assumptions and guiding principles which help to inform the budget.

The PAPA Committee is made of 13 Trustees,[66] and their mandate is to receive and provide information and collaborative advice and make recommendations to the Board of Trustees on matters pertaining to Finance, Facility Services and Capital Planning, Student Transportation, Human Resources, and current and pressing issues in alignment with the Education Act and other applicable legislation, relevant TVDSB policies and procedures, and Multi-Year Strategic Plan.[67]

Superintendent Planning Days: In previous years, Superintendent Planning Days were conducted as half-day sessions in January or February to discuss essential budget components, such as projected enrolment, anticipated surpluses or deficits, and the underlying assumptions driving these projections. However, TVDSB has announced a change to this process for the 2024-25 school year.

Budget-related matters and other key topics are now addressed every Monday during Administrative Council meetings, which include all the Superintendents of the Board, as well as the Director and Associate Director.

Initiation of the budget in Questica: In February, the TVDSB Finance function uses Questica, the budget software tool used since 2019-20 to submit to all budget holders a portal to develop a preliminary operating budget. Budget holders work with their respective teams to project financial needs for each of their accounts. They leverage past budget amounts and actuals, future considerations, enrolment projections, changes to funding, operational needs, staffing figures and contracts. Questica requires budget holders to support the numbers with descriptions and details. The exercise is zero based, which means that every account needs to be built from ground up, every year. The budgeting tool operates on an approval-based system with a multi- approval workflow process. Budget holder managers are required to submit their preliminary budgets to their Superintendent for review, who may either approve the budget or request modifications (demote) if there are questions or concerns. A comparable process takes place when Superintendents submit their approved budget to the Associate Director and Executive Director, who ultimately approve or demote the budgets for inclusion in the preliminary budget submitted in late March.

Enrolment projections and early staffing: In March, TVDSB's Planning department provides elementary enrolment projections, which are reviewed by the Finance department and approved by the Administrative Council. The Administrative Council is composed of all Superintendents, the Human Rights and Equity Advisor, and the Indigenous lead.[68] Once approved, the Finance department updates the elementary teachers staffing sheets using approved enrolment projections, and shares them with the HR department, to guide them in the elementary teacher staffing process. The same process happens later in March or April for secondary enrolment.

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[66] According to TVDSB Management, this is common practice across school boards. For example, Toronto District School Board's Planning and Priorities Committee is composed of all 22 Trustees.
[67] From TVDSB's Board Committees web page, as of March 2025.
[68] Administrative Council is a weekly meeting with the Director of Education and the Associate Director to review school board matters and decisions.

Preliminary budget finalization aligned with Ministry grant releases: From March to May, budget discussions and adjustments occur in weekly Admin Council meetings, focusing on departmental budgets and revenue projections. Key activities include the overview and announcement of Core Education Funding, enrolment projections presented to PAPA, and the development of the preliminary budget document by the Finance department, with a tight turnaround for finalizing these elements based on Ministry grant releases.

Preliminary budget approvals: In June, the preliminary budget is presented to the Board of Trustees, followed by a discussion that leads to its approval. After the Trustees' approval, the public is invited to submit written input or attend in-person delegations to discuss the budget. Mid-June features a budget debate and recommendation for approval at a special PAPA meeting, which is comprised of all Trustees members. Following PAPA approval, there is a final budget approval by the Board of Trustees before June 30.

Budget submission to Ministry: The budget is submitted to the Ministry on June 30 in EFIS.

Uploading budget in accounting system: In September, budgets are loaded into K212 Finance (TVDSB's accounting system) for budget holder's use.

2. Revised Estimates

Preparation of Revised Estimates: From November to December, revised estimates are prepared to update the initial estimates. This process includes:

- Updating student enrolment figures based on actual enrolment as of October 31 and projected figures for March 31.
- Adjusting funding based on revised student enrolment numbers.
- Including additional funding sources not accounted for in the original budget estimates, such as Responsive Education Programs.
- Revising salaries and benefits to reflect staffing changes due to enrolment variations.
- Updating the operational budget as needed, including adjustments for utilities and restricted grants.

Revised Estimates Submission to Ministry: The revised estimates are typically submitted to the Ministry by December 15.

3. Actuals

Audited Financial Statements: In a typical year, TVDSB staff prepare the financial statements in the last weeks of October, coinciding with the external auditors' work during the same period. Draft statements are submitted to the auditors by late October or early November, presented to the Audit Committee in mid-November for discussion, and are usually approved by the Board of Trustees at the public meeting on the last Tuesday in November. As of the writing of this report, the audited financial statements for 2023-24 have not yet been released, with Management indicating that the delay is due to ongoing investigations.

a. Lock in Redundancies

According to CBA, May 31 is the deadline for notifying elementary teachers about their employment status for the following school year; however, their status remains flexible as they can be recalled at any time if vacancies matching their qualifications arise, such as last-minute retirements. For secondary teachers, the CBA does not specify a designated date or timeline for notifying employees of redundancy, although Management indicated that they align their notification dates with those for elementary teachers, following historical practices.

b. Recall Vacancies

If more than 40 elementary teachers are declared redundant on May 31 date, the employees are placed in a supply pool to fill occasional assignments until they are recalled to a permanent position that matches their qualifications, typically by August 31. A similar approach occurs for secondary teachers as well, but for the 30 most senior employees, as per Management.

Process to track actuals against budget and in-year corrective measures

In addition to the key processes outlined below, TVDSB's Financial Services department, including Analysts, Managers, and Supervisors, review the general ledger on an ongoing basis and communicate with budget holders outside of the described monthly reporting window as needed.

Interim Financial Reporting: Interim financial reporting is provided to the Administrative Council and PAPA for the three months ending November 30 (September to November) and the seven months ending March 31 (September to March). Due to TVDSB's deteriorating financial position, reports have been sent on a monthly basis to the Ministry and PAPA since July 2024. This includes a dashboard that reflects the revised estimates, forecast, and actual expenses, including any new or known changes in revenue and expenditures. The reports provide a detailed summary of financial results by evaluating changes in revenues, expenditures, and the surplus (deficit), key risks and recommendations, and explanations of material variances and risk assessments for both revenue and expenditures. There is also a summary of both enrolment and staffing, with commentary on in-year changes and highlights.

The September 2024 interim financial report provides an example of a recorded change and in-year corrective measure. Based on enrolment projections, the Board anticipated that 2024-25 enrolment would be lower than the approved budget by approximately 590 pupils. The Board recognized that this would result in an increase in the projected deficit, and Management is reviewing areas for in-year budget reductions to offset this projected increase.

Financial Analysts and Budget Holders: Each month, TVDSB's Financial Analysts email financial reports to their assigned budget holders for their areas of accountability. These reports explicitly highlight accounts where actual spending has exceeded budget, requiring reallocation by the budget holder as soon as possible. The email communication notes that all budget adjustments must be funded within the budget holder's portfolio, there is no contingency to draw from, and accounts cannot be over budget.

The Financial Analysts also communicate that budget adjustments must be completed, regardless of whether the budget area of the account in question has additional funds in other accounts; if a single account is overspent, but the budget area still has available budget, the adjustment must be made at the individual account level. The Financial Analysts hold regular meetings with the budget holders to review this monthly financial data or provide requested information on reallocations.

Administrative Council Financial Reporting: Monthly reports detailing the year-to-date activity and variance in the budget, revised estimates, and actual spending are sent to Administrative Council for Senior Team review.

Audit Committee: The Audit Committee is composed of trustees, TVDSB Management, and external community members appointed in accordance with TVDSB's by-law on the selection process. TVDSB's Audit Committee receives and reviews an annual report with draft audited financial statements and a report on year-end results. The Audit Committee then makes a recommendation for the Board of Trustees to approve the Audited Financial Statements. During the 2020-21 to 2022-23 school years, this review was conducted in November of the following school year; the 2023-24 audited financial statements were not finalized at the time of this assessment, and therefore, the Audit Committee has not yet received the annual report.

Enrolment Forecasting Process

As per Management, the approach to enrolment forecasting has been one of the key issues related to the deficit over the past two years, with TVDSB's original budget projections being too aggressive and actual enrolment falling short.

There are three key milestones in the budget setting process as noted earlier in this report: an estimate is set in June for the upcoming school year ahead; then a revised estimate is established six months later in December of the school year when enrolment is better known as of October actual enrolment levels; and actuals are based on the full school year at year end as of August 31.

As shown in Table 37 below, TVDSB underestimated its enrolment forecast by 207 in 2022-23 when comparing estimates to actuals, but overestimated its forecast by 155 when comparing revised estimates to actuals. In 2023-24, the discrepancy increased significantly, with an overestimation of 1,162 enrolment at the estimates stage and 291 at revised estimates, compared to actuals. In 2024-25, TVDSB overestimated its enrolment forecast by 838 when comparing estimates to revised estimates. TVDSB has emphasized the importance of aligning enrolment projections figures as closely as possible with actuals, as the Board receives a General Operating Allocation per Pupil of the Board of $13,282.[69] A shortfall of 100 students, representing approximately 0.1% of the 82,662 POB for 2024-25 revised estimates, would result in an $1.3 million revenue shortfall.

[69] Based on 2024-25 revised estimates EFIS section 1A general operating allocation (1,097,923,632) and schedule 13 pupils of the board for both elementary and secondary (82,661.85).

Table 37 - Pupils of the Board Enrolment at Estimates, Revised Estimates and Actuals, 2020-21 to 2024-25 School Years

Year	Estimates	Revised Estimates	Actuals	Estimates to Revised Est. Delta	Budget to Actuals Delta	Revised Est. to Actuals Delta
2020-21	80,427	78,038	77,451	**-2,389** (overestimated)	**-2,976** (overestimated)	**-587** (overestimated)
2021-22	78,689	80,027	80,220	**1,338** (underestimated)	**1,531** (underestimated)	**192** (underestimated)
2022-23	81,645	82,007	81,852	**362** (underestimated)	**207** (underestimated)	**-155** (overestimated)
2023-24	83,751	82,880	82,589	**-871** (overestimated)	**-1,162** (overestimated)	**-291** (overestimated)
2024-25	83,500	82,662	N/A	**-838** (overestimated)	**N/A**	**N/A**

The enrolment forecasting process at TVDSB leverages data from multiple sources to best project future enrolments, which is essential for effective staffing and development planning. This process is managed by the Planning function of the TVDSB each year and involves collaboration among various departments, including HR, Finance, Learning Support Services, Principals, Research & Assessment, Capital Projects and International. The annual forecast process utilizes various inputs:

1. **Birth Data**: Collected at the elementary attendance area boundary level to establish the ratio of births to Junior Kindergarten (JK) enrolment yields.
2. **Progression Factors**: Calculated and revised annually, these reflect the year-over-year enrolment trends from grade to grade. Enrolment trends are analyzed using a weighted average of the most recent years, adjusted for significant events such as the COVID-19 pandemic. This informs the roll forward enrolment estimate for Senior Kindergarten (SK) to Grade 12.
3. **Boundary Changes**: Adjustments made to accommodate shifts in school boundaries and school capping.
4. **New Residential Developments**: Information on the build of new housing, including unit types and geographic locations, is employed to calculate expected student yields from new developments.
5. **International Students**: Registrations from One World and newcomer programs are tracked in collaboration with the International department.
6. **Principal Projections**: Enrolment projections are submitted by school Principals through dedicated portals. For the 2024-25 school year, the portals were open to Principals starting at the end of January and subsequently at the end of February for Secondary.

Management performs a 1-year forecast for budgeting and a 10-year forecast for Capital Planning. The 1-year budget forecast process begins with the Planning team by projecting JK enrolments using third party birth data, historical trends, and boundary changes. Projections for other grades are based on actual registrations submitted by principals, along with historical enrolment trends and calculated projection factors based on historical retention rates and weighted averages adjusted for significant events, such as COVID-19.

Additionally, the Planning department monitors residential development projects through a phased, year-over-year plan that outlines the anticipated number and types of units to be developed (e.g., single-family homes, semi-detached houses, townhouses, high-density residences, etc.), as different unit types yield varying enrolment projections.

The Planning department tracks development approvals by municipalities to builders across the 7,000km^2 TVDSB serves. Management has noted that there can be a significant lag between development approvals and actual construction due to market factors such as demand, mortgage interest rates, and construction delays. These factors can negatively impact the accuracy of forecasts, as expected student yields may not materialize as planned. Furthermore, TVDSB has indicated that there have recently been challenges with visibility into actual development starts and communication from developers regarding delays, making it difficult to monitor developments given the wide geographic area and the number of municipalities involved.

Another challenge in enrolment forecasting arises from students registering at multiple schools across different boards. In Ontario, students are generally not permitted to be registered with multiple school boards simultaneously, and each student has an Ontario Student Record (OSR) that is transferred to a new school board if a student moves. However, we understand from Management that a student can appear on the enrolment register for two boards before the start of school, with the actual registration of the student updated during the October 31 student FTE count date. Any movements between the enrolment period and the October count can result in inaccurate projections as it remains uncertain which school the students will ultimately attend. TVDSB has indicated a lack of visibility concerning dual-registered students in other boards.

To facilitate enrolment forecasting beginning in January, the Planning department utilizes SPS which tracks projections, historical data, school capacities, temporary accommodations, school capping, and information on new developments.

Once the enrolment projections are finalized by the Planning department in March,[70] they are reviewed by the Administrative Council, comprising TVDSB's Superintendents. Once approved, the enrolment projections are submitted to the Finance department, which determines funding allocations based on these projections and historical funding. Subsequently, Finance produces staffing sheets in Excel by the end of March to indicate the number of available classroom teachers based on the allocated funding.

In late March or early April, HR uses the staffing sheets to allocate resources in compliance with class size parameters (e.g., 90% of primary classes must have 20 or fewer students, with the remaining 10% permitted to have up to 23 students). The staffing allocation is then shared with principals for their review and to identify any surplus teachers.

Management has emphasized that the staffing allocation process requires manual adjustments to ensure compliance with school organization standards and to identify potential savings. The current Superintendent of HR, who previously held the position six years ago before returning this year, noted that a procedural document was developed during her earlier tenure to optimize teacher staffing in accordance with Ministry guidelines on class sizes and this will be re-instated for this year in addition to training of HR staff to build capacity in the function.

[70] Timelines vary based on elementary and secondary projections.

However, as previously mentioned in section 4.2.1, Management indicated that this document and its associated controls were not implemented in the past two years under the previous Superintendents of HR, resulting in issues of overstaffing and insufficient holdbacks. We were unable to interview the former Superintendent of HR, as this individual has since left TVDSB.

With the return of the new Superintendent of HR, TVDSB plans to reinstate the manual review process for the 2025-26 school year budget. This process will involve staffing decisions based on actual registrations, adopting a conservative approach for enrolment forecasting that allows for use of holdbacks in response to underestimated student enrolment should it occur. It was indicated that this review will be conducted by the Superintendent of HR and the team, in collaboration with other groups, to enhance internal controls.

Additionally, Management has expressed intentions to develop knowledge transfer initiatives within the Superintendent of HR team to further strengthen controls.

Operating expense per enrolment at estimates, revised estimates and actual

Table 38 below highlights the Operating Expenses (Opex) per enrolment at estimates, revised and actuals point in time from 2020-21 to 2024-25, using Opex values from Data Form D in EFIS and enrolment data shared by TVDSB.

Table 38 - Operating Expenses per Pupil of the Board (POB) Enrolment for Estimates, Revised Estimates, and Actuals

	2020-21	2021-22	2022-23	2023-24	2024-25
Estimates POB enrolment	81,198	79,305	82,243	84,434	84,113
Revised POB enrolment	78,601	80,591	82,681	83,472	83,300
Actual POB enrolment	77,981	80,794	82,436	83,265	N/A
Estimates Opex ($)	934,306,790	930,071,760	968,598,176	999,067,649	1,012,119,131
Revised Opex ($)	902,453,201	944,575,294	976,368,351	1,007,539,498	1,115,829,030
Actual Opex ($)	906,677,589	940,334,167	985,886,185	1,076,892,250	N/A
Opex per POB - Estimates ($)	**11,507**	**11,728**	**11,777**	**11,833**	**12,033**
Opex per POB - Revised ($)	**11,481**	**11,721**	**11,809**	**12,070**	**13,531**
Opex per POB - Actuals ($)	**12,183**	**11,396**	**11,952**	**13,163**	**N/A**
$ increase from Estimates to Actuals	**677**	**-332**	**175**	**1,330**	**1,498**

From 2020-21 to 2022-23, the difference between estimates and actuals in Opex per enrolment remained relatively stable, suggesting that the Board was effectively managing its costs in line with enrolment projections. However, the significant escalation of over $1,000 per POB in both 2023-24 and 2024-25 underscores a critical shift. This increase can be attributed to a decrease in actual enrolment compared to estimates, as shown in the table above. Additionally, the increase resulting from Bill 124 affects both the 2023-24 and 2024-25 school years Opex. These factors compound the impact of rising operating expenses per POB in addition to the other deficit drivers covered earlier in the report.

TVDSB's Management team indicated that for the 2025-26 fiscal year, enrolment projections will be based on actual registrations from 2024-25 actual enrolment, without taking into account potential growth from construction developments, immigration, or international exchanges.

According to Management, this conservative approach will help the Board avoid enrolment and revenue shortfalls, by using conservative estimates and having flexibility to adjust if actuals come in higher along with associated higher funding. However, this conservative approach could lead to additional risks associated with the underestimation of students and classroom staff, which could create challenges in September 2025 if and when the TVDSB may need to hire a large number of teachers or other staff on short notice.

Variance Analysis

The variance analysis in this section highlights the differences between TVDSB's estimates, revised estimates, and actual expenses from 2020-21 to 2024-25. The key distinction between the variance analysis and the Over-Under Spending analysis presented in section 4.2.1 is that the variance analysis is based on TVDSB's own allocation of expenses across the two budget periods and actuals, drawn from EFIS Schedule 10. In contrast, the Over-Under Spending analysis reflects the difference between the allocated revenue and net expenses, following the Ministry's allocations as outlined in EFIS Data Form D.

As shown in Table 39 below, the variance between actual and estimates expenses which has increased since 2021-22. In that year, the rise was primarily driven by the hiring of additional teachers due to higher-than-expected student enrolment from the pandemic. Additional expenses for Supply Staff and Gift-In-Kind (GIK) Personal Protective Equipment (PPE) also contributed to the $37.2 million variance.

In 2022-23, the $38.8 million higher actual expenses compared to estimates were mainly attributed to increased costs for Supply Staff and Classroom Teachers, along with a rise in Contingency expenses related to Bill 124 remedy payments.

For 2023-24, the $169.6 million difference between actuals and estimates was largely due to Bill 124 remedy payments, as well as an increase in supply staff. This was partially offset by reductions in labor provisions established in the context of Bill 124, which affected the Other expenses line item.

In 2024-25, the $43.5 million variance between revised estimates and estimates can be attributed to increases in salaries, wages, and benefits, as well as transportation costs. This increase is offset by a decrease in the labor provision related to Bill 124.

The variance analysis detailed below was conducted using data from Schedule 10 expenses in EFIS, along with the audited financial statements provided in TVDSB's Audit Committee Package for the years 2020-21 to 2022-23. The table below illustrates the variance in expenses between estimates, revised estimates, and actuals from 2020-21 to 2024-25.

Table 39 - Estimates, Revised Estimates and Actuals Expenses, from 2020-21 to 2024-25, in millions

	2020-21			2021-22			2022-23			2023-24			2024-25	
	Est.[71]	**Rev.[72]**	**Act.[73]**	**Est.**	**Rev.**	**Act.**	**Est.**	**Rev.**	**Act.**	**Est.**	**Rev.**	**Act.**	**Est.**	**Rev.**
1. Instruction	793.5	797.6	794.8	796.0	821.0	821.3	829.3	844.3	850.9	855.1	867.3	1,032.9	892.5	958.3
2. Pupil Accommodation	138.1	144.5	137.0	138.9	142.9	139.2	146.0	145.5	149.2	159.2	159.9	163.8	170.2	164.8
3. Transportation	47.7	48.2	43.9	47.6	49.3	48.8	48.8	48.3	50.3	52.8	52.1	54.2	54.8	58.7
4. Administration	26.5	26.6	27.2	27.6	27.8	30.4	28.6	28.8	32.7	29.5	29.2	34.6	31.3	33.8
5. Other	25.9	19.1	24.2	24.6	26.8	32.3	31.8	31.3	40.3	38.7	38.8	19.5	48.3	25.1
6. Total expenses	**1,031.6**	**1,036.0**	**1,027.0**	**1,034.8**	**1,067.7**	**1,072.0**	**1,084.5**	**1,098.3**	**1,123.2**	**1,135.4**	**1,147.4**	**1,305.0**	**1,197.1**	**1,240.6**
POB enrolment	**80,427.1**	**78,038.1**	**77,451.2**	**78,689.0**	**80,027.2**	**80,219.6**	**81,644.9**	**82,007.0**	**81,851.8**	**83,751.2**	**82,880.2**	**82,589.2**	**83,499.7**	**82,661.9**

2020-21 variance

While 2020-21 faced significant challenges due to COVID-19, TVDSB's actual expenses were $4.6 million below estimates. This variance can be attributed to expenses that were not incurred during the year, which were offset by additional expenditures that arose.

Several expenses were lower than projected because of the pandemic, resulting in accounts under budget. These under-budget amounts were primarily associated with professional development, field trips, and supplies and services. Utilities also came in under budget, largely due to decreased usage resulting from limited community use and the suspension of extracurricular activities.

During the year, additional expenses were incurred related to leveled literacy intervention kits ($1 million) to support the Board's operational plan and computer devices for students ($2.6 million) and teachers ($1.9 million). These computer device purchases were in addition to those items purchased with PPFs ($4.4 million) and the funds previously approved for the Student Information System transition ($1.5 million). Total spending on computer device purchases for 2020-21 was $10.4 million.

- **Salaries and Benefits –** Overall salaries and benefits, which mostly impact the Instruction category in the table above, were more than budgeted by approximately $4.9 million, as per Management.
  - Actuals expenses greater than estimates:
    - $11.3 million in Supply Staff
    - $4.4 million in School Operations and Maintenance

[71] Estimates.
[72] Revised estimates.
[73] Actuals.

    - $1.9 million in Principal / Vice Principal
    - $1.2 million in Professionals Paraprofessionals and Technicians
  - Actuals expenses lower than estimates:
    - $5.9 million in Classroom Teachers
    - $2.6 million in Staff Development
    - $1.8 million in Teacher Assistants
    - $0.6 million in Board Administration Directors and Supervisory Officers
- **FTE changes** - Throughout the year, many changes occurred that impacted salaries and benefits expenses:
  - Additional FTEs were added due to additional Priority and Partnership Funds, many of which provided funding to address staffing needs due to COVID-19 (e.g., Teachers, Student Support, Principals / Vice Principals, Custodians).
  - Salaries for teachers decreased as actual teachers were lower on the salary grid than budgeted, resulting in a corresponding decrease of Qualifications & Experience funding.
  - There were unfilled vacancies related to Education Assistants and Early Childhood Educators.
  - Vacancies were filled by staff lower on the salary grid than originally projected.
  - Unfilled vacancies resulted in savings in both pension (OMERS) and statutory deductions (e.g., EI, EHT, etc.)
- **Pupil Accommodation** – Pupil Accommodation actual expenses were $1.1 million lower than budgeted, mostly due to a $6.3 million in lower than budgeted spending related to School Operations and Maintenance, due to the pandemic restrictions. In contrast, TVDSB spent $4.4 million more than budgeted in School Operations and Maintenance Salaries and Wages and Benefits, and $2.3 million in Fees and Contract Services. The rise in School Operations and Maintenance costs is attributed to the hiring of additional custodial staff during the pandemic to support enhanced cleaning operations. The expenses for these additional staff were covered by the Ministry's funding provided to school boards for COVID-19-related costs, having no impact on TVDSB's deficit. Additionally, the increase in Fees and Contract Services reflects a $1.1 million increase in expenses for HVAC optimization during the pandemic, which was entirely offset by the Ministry grant for "Optimizing Air Quality & Ventilation in Schools." As a result, this also did not affect the deficit.
- **Transportation** - The Transportation actuals expenses were $3.8 million lower than the amount budgeted, as per EFIS. Due to changes in school bus transportation practices as a result of COVID-19, STS implemented a school bus registration system for all students beginning in September 2020. Families were required to actively register for the school bus for the 2020-21 school year. As a result of this change in practice, and combined with many families choosing to learn remotely, ridership was significantly lower than the previous school year. Both factors contributed to fewer vehicles being required to transport students during the 2020-21 school year.
- **Administration** – Administration actual costs were $0.7 million higher than budgeted due in most part to a $2.1 million increase in Amortization. The Amortization increase is offset by an increase in the Deferred Capital Contributions (DCC) revenue line.

- **Other –** The Other actual expenses were $1.6 million lower than budgeted, due to a $11.5 million reduction in School Generated Funds due to COVID-19, and a $9.9 million increase in Other expenses related to COVID-19 related Personal Protective Equipment (PPE) Gift in Kind (GIK), and provisions reduction.

2021-22 variance

2021-22 was also impacted by the pandemic. The total expenses were $37.2 million higher than what was estimated, primarily due to a 1,531 increase in pupils of the board enrolment and related teachers and supply chain cost pressures. The increase in actual revenue compared to estimates was $39.8 million, primarily reflecting the increased student enrolment, offsetting some of the expenses.

Due to the pandemic, similar to the prior year some accounts were under budget. These under-budget amounts primarily related to professional development, field trips, and supplies and services. Additionally, utilities were under budget due to lower electricity consumption.

Included in operational expenses and offsetting these line items were $5.4 million in Public Priorities Fund (PPF) expenses (excluding salaries) and $14.3 million of Gift-In-Kind (GIK) transfers of personal protective equipment (PPE), critical supplies and equipment (CSE), and HEPA filters received from the Ministry of Public and Business Service Delivery (MPBSD). Equal amounts of revenues and expenses were recorded for these in-kind transfers. During the year, unfunded COVID-19 expenses (other than salaries and benefits) totaled $3.6 million. Additional costs included data communication expenses of $1.1 million and portable relocation costs of $1.4 million.

- **Salaries and benefits** - Overall, salaries and benefits exceeded budget projections by $22.4 million. This amount includes PPF salaries and benefits as well as increases in staffing of 150.1 FTE. Significant variances, mostly impacting Instruction expenses include:
  - Actuals expenses greater than estimates:
    - $17.0 million in Supply Staff
    - $7.9 million in Classroom Teachers
    - $2.5 million in Principals / VPs
    - $1.7 million in Professionals Paraprofessionals and Technicians
    - $0.4 million in Board Administration Directors and Supervisory Officers
  - Actuals expenses lower than estimates:
    - $3.2 million in Staff Development
    - $2.1 million in Teacher Assistants
    - $0.4 million in School Operations and Maintenance
- **Pupil Accommodation –** Overall, Pupil Accommodation actual expenses were consistent with what was budgeted, with a $0.2 million higher spend than budget.
- **Transportation -** Transportation actual expenses were $1.2 million greater than budgeted. This increase is largely attributed to the Fuel Escalator Amount (included in increased GSN revenues), which provides bus operators with additional funding to mitigate fuel prices that exceed the Ministry's benchmark funding. As fuel prices are unknown, the amount is not included in the estimates but does impact the actuals expenses, explaining the variance.

An equivalent revenue amount would offset the increase in expense. For the 2021-22 school year, a $3.2 million unbudgeted fuel escalator amount was added to expenses, but was partially offset by in-year savings related to Home to School contract expenses which reduced rates associated with school closures due to COVID-19.

- **Administration –** Administration actual costs were $2.8 million higher than budgeted due in most part to $2.9 million Amortization actual expenses higher than estimates. The Amortization increase is offset by an increase in the DCC revenue line.
- **Other –** Other actual expenses were $7.7 million higher than budgeted, mostly due to $14.3 million in GIK PPE expenses, partially offset by a $6.3 million lower than budgeted School Generated Funds expense, due to COVID-19.

2022-23 variance

Total expenses for the 2022-23 fiscal year were $38.8 million higher than budgeted, primarily due to $22.9 million in higher salaries and benefits, $5.7 million in Public Priorities Fund (PPF) expenses, $3.0 million in legal fees and settlements (related to ETFO termination of contract), $2.5 million of in-kind transfers—mainly related to HEPA filters received from the Ministry of Public and Business Service Delivery (MPBSD)—and $1.4 million in portable relocation costs. Additionally, a $13.1 million contingency amount was added as Other Non-Operating expense related to expected collective agreement negotiations and Bill 124 remedy payments. Offsetting these amounts, some budgeted expenses were not incurred, resulting in areas that were under budget. These amounts were primarily related to professional development and supplies and services.

- Salaries and benefits - Overall, salaries and benefits were greater than budgeted by approximately $22.9 million, including:
  - $19.8 million in Supply Staff
  - $6.0 million in Classroom Teachers
  - $1.1 million in School Operations and Maintenance
  - $1.0 million in Principals / VPs
  - $0.9 million in Board Administration Staff and Directors and Supervisory Officers
- **Actuals expenses** lower than estimates:
  - $2.2 million in Staff Development
  - $2.0 million in Teacher Assistants
  - $0.6 million in Professionals Paraprofessionals and Technicians
- **Pupil Accommodation –** Pupil Accommodation actual expenses were $3.2 million higher than budgeted, mostly due to a $2.7 million increase in Supplies and Services and School Renewal expenses, $1.3 million in Fees and Contract Services, and a $1.4 million Interest Charge on Capital. Those additional expenses were partially offset by a $3.0 million reduction in Amortization. The Amortization decrease is offset by a decrease in the Deferred Capital Contributions (DCC) revenue line.
- **Transportation** - Transportation expenses were $1.4 million greater than budgeted. Similar to previous years, the variance is mostly due to the Fuel Escalator adjustment.

- **Administration –** Administration actual expenses were $4.0 million higher than budgeted, which is largely due to a $3.9 million increase in Fees and Contract Services for Board Administration. TVDSB's Management team mentioned that these additional costs were related to audit fees, legal expenses (despite having internal legal counsel, as mentioned in section 4.1), a $1.9 million termination settlement with ETFO due to frustrations regarding historical contracts, involving cases of elementary teachers on leave for over 24 months, some of whom had not worked in 20 years. Additionally, a $1 million increase was attributed to a new SASE tool for network security and monitoring, the migration of the ERP system to the cloud, and the implementation of a new Student Information System (SIS), Fujitsu. Management noted that about two-thirds of the costs associated with the cloud-based ERP and Fujitsu will continue to be incurred in subsequent years.
- **Other –** Other actual expenses were $8.4 million higher than budget, primarily due to a $13.1 million contingency expense added for eventual Bill 124 payments. This increase was partially offset by a reduction of $7.1 million in labour provision related to salary increases (1.25% teaching, administrative, professional and support personnel, managers and $1 per hour for OSSTF-EW).

2023-24 variance

As of writing this report, the audited financial statements were not yet available. Therefore, the information presented is based on the most recent EFIS reports provided by Management, which reflect drafted audited actual financial statements.

Draft actual expenses for 2023-24 were significantly higher than budgeted, primarily due to a $183.0 million increase in salaries and wages related to Bill 124 settlements and a $14.9 million increase in employee benefits related to both increases in rates and salaries from Bill 124. The direct increase in salaries and wages expenses increase is offset by grant revenues to cover these one-time payments.

Additionally, the Other expenses category was reduced by a total of $19.2 million, which includes the elimination of a $13.9 million labor provision initially budgeted for remedy payments under Bill 124, as well as a $7.8 million accrual adjustment due to an oversight in reversing a salary and benefits contingency from 2022-23. This accrual adjustment is related to unresolved collective agreements that include a provision for a 1.25% salary increase for teaching staff, administrative, professional and support personnel, and managerial roles, along with an additional $1 per hour increase for OSSTF-EW.

- Salaries and benefits - Overall, salaries and benefits were approximately $197.9 million greater than budgeted. Significant variances, attributed to Bill 124 and collective agreements, include:
  - Actuals expenses greater than estimates**:**
    - $127.3 million for Classroom Teachers
    - $22.4 million for Supply Staff
    - $8.8 million for Teacher Assistants
    - $8.5 million for School Operations & Maintenance
    - $7.9 million for Principals and VPs
    - $4.3 million in Board Administration Staff and Directors and Supervisory Officers

        - $5.4 million in Professionals Paraprofessionals and Technicians
    - Actuals expenses lower than estimates:
        - $1.5 million in Staff Development

- **Pupil Accommodation –** Pupil Accommodation actual expenses were $4.6 million higher than budgeted, mostly due to a $8.5 million increase in salaries, wages and benefits for School Operations and Maintenance staff, in relation to Bill 124 and CPP rates increases. This was partially offset by a $3.7 million reduction in Amortization. The Amortization reduction matches the reduction in the DCC revenue line item.

- **Transportation –** Transportation expenses were $1.3 million higher than budgeted due to increase in rates and the impact of the new transportation funding formula which impacted budgeted expenses. The increase in expenses was partially offset by in-year savings related to Home to School contract expenses, due largely to updated routing early in the school year. This decrease in expenses was included in the 2023-24 revised estimates.

- **Administration –** Administration actual expenses were $5.1 million higher than budgeted, mostly due to a $4.3 million increase in Salaries, Wages and Benefits for Board Administration staff related to Bill 124. The administration expenses line item includes executive salaries, as previously defined and evaluated in section 4.1; however, only the non-executive administration staff were eligible for Bill 124 adjustments. Additionally, Amortization expenses were $0.9 million higher than budgeted, which is offset by equivalent DCC revenue.

- **Other –** Other actual expenses were $19.3 million lower than budgeted, due to the $7.8 million accrual adjustment related to unresolved collective agreements that include a provision for a 1.25% salary increase for teaching staff, administrative, professional and support personnel, and managerial roles, along with an additional $1 per hour increase for OSSTF-EW. Additionally, a $13.9 million labour provision budgeted for Bill 124 payments was eliminated and transferred to salaries and wages line item. A $2.3 million increase in School Generated Funds compared to budget also occurred in 2023-24.

2024-25 variance

Due to the unavailability of actual financial statements at the time this report was prepared, the analysis for 2024-25 is based on the variance between estimates and revised estimates.

The revised estimates for expenses is $43.5 million higher than the original estimates, primarily driven by a $58.6 million increase in salaries and wages, along with a $4.9 million increase in employee benefits. The salary increases are related to collective agreement increases. The benefits increases are related to increases in salaries, but also related to increases in rates from collective bargaining.

This increase in expenses is partially offset by a $34.5 million rise in revenue. Additionally, there is a $3.7 million reduction in Pupil Accommodation Amortization, primarily due to the adjustment of TVDSB's gross book value and accumulated amortization figures to align with the **actuals** for the 2023-24 year-end, which were lower than estimated. This expense is offset by deferred capital contributions and therefore funded and does not impact the deficit.

Additionally, Other expenses decreased by $23.2 million due to the removal of labor provisions initially projected for Bill 124, similar to the adjustments made in 2023-24.

- **Salaries and benefits** - Overall, revised estimates for salaries and benefits are approximately $63.5 million greater than budgeted, including:
    - Actuals expenses greater than estimates:
        - $51.9 million for Classroom Teachers
        - $3.9 million for Principals and VPs
        - $3.1 million for Supply Staff
        - $1.5 million in Board Administration Staff and Directors and Supervisory Officers
        - $0.4 million in Professionals Paraprofessionals and Technicians
    - Actuals expenses lower than estimates:
        - $0.8 million for Teacher Assistants
- **Pupil Accommodation** – Pupil Accommodation revised estimates expenses are $5.4 million lower than budgeted, due to a $3.7 million reduction in Amortization, and a $1.2 million reduction in School Operations and Maintenance Fees and Contract Services.
- **Transportation** – revised estimates expenses for transportation are $3.9 million higher than budgeted attributed to a $2 million growth resulting from the new contract rate adjustments from the renewed contract for the start of the 2024-25 year, which was partially offset by a $1.8 million decrease due to reductions of bus monitors.
- **Administration** – Administration revised estimates expenses are $2.5 million higher than budgeted, primarily due to a $1.0 million increase in fees and contract services and a $1.5 million increase in Salaries and Benefits for Board Administration staff:
    - Fees and Contract Services: This increase includes $0.6 million attributed to increases in the legal budget for Trustees (despite having internal legal counsel, as mentioned in section 4.1), and approximately $0.3 million related to increased consulting fee budgets in the Director's office. Management confirmed that these fees are related to legal claims against Trustees and the Director of Education's office. Additionally, there is an approximate $0.2 million budget increase supporting the Board's website.
    - Salaries and Wages: The increase is primarily due to negotiated collective agreement and grid increases for non-union support staff and managers. This was a major driver of the increase, along with the addition of the Interim Director of Education position, which coincided with maintaining the salary for the Director of Education who is on leave.
- **Other** – Other expenses are $23.2 million lower than budgeted due to eliminations of labour provisions, related to Bill 124 expenses transferred to salaries and wages line item.

4.2.3. Implemented Savings Measures

Table 40 contains savings measures initiated by TVDSB to improve the Board's financial position. This includes savings measures both implemented in the 2024-25 school year and planned for the upcoming 2025-26 school year. The financial impact for each initiative was provided by TVDSB or calculated based on assumptions validated by TVDSB as footnoted below.

Table 40 - TVDSB Summary of Savings Measures

Savings Measure	Description	Impact		Savings Type	Risks & Considerations
		Low	High		
2024-25 Implemented Savings Measures[74]					
1. Bus Monitor Reduction[75]	TVDSB reduced the bus monitor headcount by 33% from 2023-24 to 2024-25 and is evaluating the remaining 145 positions.	$840,000	$2,500,000	Recurring	The program heavily caters to Special Education students. Many school boards across Ontario do not offer this program, as it is not required. TVDSB Management is evaluating Human Rights responsibilities with external legal counsel.
2. Procurement Savings[76]	An Operations Management role was created within Facility Services and Capital Planning to identify and execute procurement savings opportunities.	$450,000	$550,000	Recurring	Balancing cost savings with adherence to health, safety, and operational guidelines issued by the Ministry of Education Requires effective supplier management to maintain relationships with vendors while negotiating for improved costs.
3. Educational Assistant Return-to-Work Program[77]	A temporary 1.0 FTE was allocated to execute fork processes for Educational Assistants to support a reduction in absenteeism.	$300,000	$700,000	Recurring	The Educational Assistant employee group accounts for the Board's highest unfilled vacancies. Potential for negative employee perception and strained union relationship with continued follow-up by TVDSB. Success of the program relies on relationship building with each employee. Employees are entitled to sick leave as determined by collective bargaining agreements.

[74] All 2024-25 implemented measures, excluding online summer school, are accounted for in 2024-25 revised estimates.
[75] Low impact was calculated on a continued 33% reduction in monitor headcount. High impact was calculated based on complete program removal.
[76] Management cited savings of $500,000. The impact range was calculated at +/- 10% of savings.
[77] Estimated by pro-rating the 2024-25 supply cost as of February 28, 2025, by 50%. Impact was calculated by attributing 35% to 85% of 2023-24 to 2024-25 savings to the program, as reviewed with Management, resulting in a 12% to 28% annual reduction in supply costs.

Savings Measure	Description	Impact		Savings Type	Risks & Considerations
		Low	High		
4. Bill 124 Additional Funding	TVDSB noted that of the $7.8 million in additional funding from the Ministry related to Bill 124 and CBA, only $0.7 million would impact the deficit. The remaining $7.1 million will be allocated to Principals and Vice-Principals and will be recorded as both a revenue and expense item. At the time of writing this report, we didn't get additional information on the calculations from TVDSB that would impact the deficit.	$700,000	$700,000	One-Time	The additional funding information was shared by the Ministry on March 31, 2025, and TVDSB shared preliminary information on the $0.7 million impact on the deficit related to Principals and Vice-Principals. We could not validate the information at the time of writing the report.
Online Summer School[78]	All secondary school summer classes will be offered through an e-learning platform.	$265,000	$265,500	Recurring	Teachers, union representatives, students, and TVDSB Trustees have expressed concerns related to the quality of online learning. Additional technology may be required to support e-learning access for staff and students. E-learning provides geographically equitable access to summer school programming.
Total Implemented Savings		$2,555,000	$4,715,000		

[78] Management estimated savings of $265,000.

Savings Measure	Description	Impact		Savings Type	Risks & Considerations
		Low	High		
2025-26 Known Savings Measures					
6. Reduction in Learning Coordinators and Teachers on Special Assignments[79]	TVDSB announced a reduction of 59 Learning Support Services roles, with the option for licensed teachers to return to classrooms.	$4,123,495	$7,750,000	Recurring	May lead to fewer supports for both students and staff; these roles, for example, facilitate professional development, aid teachers with curriculum, and help students with individual education plans and assistive technology. May result in increased workloads for remaining Learning Coordinators and Teachers on Special Assignments. Further evaluation based on projected enrolment is required to assess if the return of 59 teachers will result in the declaration of existing classroom teachers as surplus.
7. Reduction in teachers from enhanced enrolment forecasting[80]	TVDSB will take a conservative approach in future enrolment forecasts to address the revenue shortfall and reduce expenses that cannot be subsequently adjusted.	$2,383,201	$3,486,774	Recurring	Extreme conservatism could result in insufficient staffing. Manual staffing adjustments are executed by key personnel. Impact excludes any one-time costs related to severance.
8. Reduction in the Association of Administrative, Professional and Support Personnel	Management is evaluating a reduction in non-union AAPSP employees. This group includes 116.5 FTEs at the Administration level, as detailed below: Directors Services (21.8 FTEs): 3 Executive Assistants, 3 One World	$1,710,000	$2,090,000	Recurring	Assuming the average salary for AAPSP employees is $100,000 based on the available census data provided by TVDSB: 17.1 to 20.9 FTEs, or 15% to 18% reduction. Reduction in available support resources for staff. Negative impact on staff morale. May result in increased workloads for remaining AAPSP employees.

[79] The average salary of Learning Coordinators and Teachers on Special Assignments is $131,500. Low impact assumes that all 50% of teachers return to the classroom at an average pay of $123,220, high impact assumes that none of the impacted teachers return to the classroom at TVDSB.
[80] The savings are based on the excess teachers hired due to the shortfall in enrolment as reflected in the actuals versus estimates for 2023-24 and actuals versus Revised estimates for 2024-25. The enrolment shortfall is divided by the average class size to determine the number of excess teachers. This figure is then multiplied by the average salary of teachers to calculate the financial impact of the excess staffing.

Savings Measure	Description	Impact		Savings Type	Risks & Considerations
		Low	High		
(AAPSP) Employee Group[81]	International Welcome Centre, 6.8 Communications, 7 General Counsel and Board Governance, 2 Human Rights and Equity. Learning Support Services (14 FTEs): 12 Executive Assistants, 2 System Staff Development. Organizational Support Services (80.7 FTEs): 3 Executive Assistants, 8 Employee and Labour Relations, 11 Health and Safety/Wellness Systems, 18 Staffing, 11 Business Services, 8.4 Financial Services, 4 Payroll Service, 17.3. Information Technology Services				Impact excludes any one-time costs related to severance.
9. Reduction in Vice Principal FTEs.[82]	Total Vice Principal allocations will be reduced by 8.0 FTE in the 2025-26 estimates.	$1,085,760	$1,327,040	Recurring	Reduction in available support resources for instructional staff. Impact excludes any one-time costs related to severance. Note that Vice Principal staffing for the 3 new schools opening in 2025-26 is coming out of this reduced allocation.

[81] Management is anticipating savings of $1.9 million. The impact range was calculated at +/- 10% of estimated savings.
[82] Management is anticipating salary and benefit savings of approximately $1.2 million, in addition to $800 per FTE in professional development as dictated by the local agreement for all management employees. The impact range was calculated at +/- 10% of estimated savings.

Savings Measure	Description	Impact		Savings Type	Risks & Considerations
		Low	High		
10. Elementary School Supervision Adjustments[83]	Three main factors impacting elementary school supervision with the goal of optimizing supervision schedules and related costs: Reduce the length of the school day by 10 minutes at every TVDSB elementary school, without impacting Instructional Time. Move every elementary school at TVDSB to a Flexible Balanced Day Structure, which is defined as having three blocks of Instructional Time that are not more than 120 minutes in length and not less than 80 minutes in length, totalling 300 minutes. Ensure all TVDSB elementary schools schedule Instructional Time in intervals of no less than 40 minutes.	$400,000	$490,000	Recurring	Shortening the school day will necessitate coordination with existing Before and After School programs. Families, particularly those in schools on a traditional day schedule, may find the change challenging. A robust and effective communication plan will be required to successfully implement this change.
Total Known Savings		$9,698,222	$15,176,592		

[83] Savings estimated range calculated by reducing student supervisor time by 10 minutes a day x 187 school days (194 less7 PA Days), resulting in a total reduction of 31.16 hours. 31.16 hours x $25.75 (per CUPE 7575 CBA) x total 610 student supervisors per Management. Low impact conservatively estimated at $400,000, and high impact rounded up.

4.2.4. Potential Savings Opportunities

In additional to the savings measures initiated by TVDSB, this assessment identified 7 additional potential savings opportunities related to optional programming, absenteeism, and transportation. By implementing all of the following measures, TVDSB may experience total cost savings of $4.3 to $8.1 million. Each savings measure may require further evaluation and is intended to be implemented on its own unique timeline, and the key risks and considerations for TVDSB are outlined in Table 41 below.

Table 41 - Potential Savings Measures

Savings Measure	Description	Impact		Savings Type	Risks & Considerations
		Low	High		
1. Removal of Transportation Legacy Route Policy	Ending the grandfathering process for schools opening during / beyond the 2026-27 school year.	$1,685,000	$2,359,000	Recurring	▪ Community backlash due to lack of continuity. ▪ Requires a commitment from Trustees to consistently execute with all future school openings. ▪ Coordination of logistics between TVDSB, STS, and operators.
2. Elementary Teacher Return-to-Work Program	Hire 2.0 FTEs in 2026-27 to execute return-to-work processes for Elementary Teachers to support a reduction in absenteeism.	$1,560,000	$3,448,000	Recurring	▪ Potential for negative employee perception and strained union relationship with continued follow-up by TVDSB. ▪ Success of the program relies on relationship building with each employee. ▪ Employees are entitled to sick leave as determined by collective bargaining agreements.
3. Secondary Teacher Return-to-Work Program	Hire 1.0 FTE in 2025-26 to execute return-to-work processes for Secondary Teachers to support a reduction in absenteeism.	$770,000	$1,700,000	Recurring	▪ Potential for negative employee perception and strained union relationship with continued follow-up by TVDSB.

Savings Measure	Description	Impact		Savings Type	Risks & Considerations
		Low	High		
					▪ Success of the program relies on relationship building with each employee. ▪ Employees are entitled to sick leave as determined by collective bargaining agreements.
4. Reduced Operating Expense Related to the Potential School Merger and Closure Subject to Pupil Accommodation Review and Lifting of Moratorium	Consider undertaking a Pupil Accommodation Review to explore opportunities for merging and disposition. Merging and disposition opportunities of active schools are identified for analysis and scenario planning purposes only, as these actions would require the moratorium to be lifted. Refer to section 4.3.4 for further property details.	$200,000	$300,000	Recurring	▪ Ability to execute is dependent on undertaking Pupil Accommodation Reviews; if the moratorium in place is lifted, Management anticipates a minimum of 1 year to complete the Pupil Accommodation of Review. ▪ Community backlash as a result of making programming cuts. ▪ The resulting impact on student enrolment and staff allocation is subject to the Pupil Accommodation Review; should the outcome result in a decision to close Lester B. Pearson School, TVDSB may benefit from savings related to operational expenses. Impact shown here includes only the potential operating savings and excludes the one-time proceeds of sale, refer to section 4.3.4 for a potential value range.
5. Termination of Tu Puente Partnership	Withdraw from the multi-board partnership for the 2025-26 school year.	$64,000	$80,300	Recurring	▪ Not a standard program offered across the province; TVDSB is not mandated to participate by the Ministry.

Savings Measure	Description	Impact		Savings Type	Risks & Considerations
		Low	High		
					▪ Potential negative impact on student achievement. ▪ The continuation of the program across Southwestern Ontario does not rely on TVDSB's involvement.
6. Termination of Bealart Transportation	Require for Grades 11 and 12 students to pay for their own transportation during the 2025-26 school year.	$43,300	$216,600	Recurring	▪ Management concerns related to students enrolling in co-terminus boards that offer transportation for specialized programs. ▪ Increases barriers to specialized programming. ▪ Negative community backlash. ▪ Further evaluation of remaining bus routes is required to ensure maximum ride time compliance.
7. Transportation Service Delivery Model Optimization	Perform end-to-end review of transportation service delivery model and implementation of recommendations with Southwestern Ontario Student Transportation Services.	Not quantifiable	Not quantifiable	Recurring	▪ Impacts to student/family schedules. ▪ Impacts to student sport times. ▪ Requires cooperation with the LDCSB.
Total Potential Savings		$4,252,300	$8,103,900		▪ These opportunities could each have unique timelines for implementation throughout the 2025-26 to 2027-28 school years.

1. <u>**Removal of Transportation Legacy Route Policy**</u>

Opportunity: TVDSB currently operates under a legacy transportation policy enforced by Trustees, commonly referred to as grandfathering. When new elementary schools open within TVDSB and attendance boundaries change as a result, TVDSB allows students who will be entering Grade 8 and their siblings to remain at their original school, even if they are rezoned. This results in 'route doubling', as TVDSB elementary students in one neighbourhood may be split across unique bus routes due to their choice between the original school and the rezoned school. This route doubling creates an additional expense for TVDSB and exacerbates TVDSB's existing STS contract pressures.

Action: For the planned openings of 4 and 3 new schools during the 2026-27 and 2027-28 school years respectively, TVDSB may consider not offering grandfathering transportation.

Impact: By changing the policy on legacy transportation routes, TVDSB may incur cost savings of $1.7 to $2.4 million annually for each year where students would have been eligible for grandfathering.

Assumptions: Based on 2025-26 rates, the approximate annual cost of 1 bus route is $72,214. Management stated that 3 new schools are opening in September 2025, with 10 to 14 new bus routes being added to accommodate grandfathering with these resulting boundary changes. Using this range, an average range of bus routes added when 1 new school is opened was calculated. Management also stated that TVDSB is planning to open 4 new schools during the 2026-27 school year, and an additional 3 in 2027-28. By applying the average cost of a bus route to the range of routes required for the total number of schools opening each year, a savings amount of $1.7 to $2.4 million was calculated.

Risks and Considerations: By ceding to offer the legacy transportation routes, TVDSB may experience backlash from families and students who are impacted by rezoning and are not offered the continuity of education they expected due to TVDSB's historical policy application. It may not be feasible to implement this change for the 3 schools opening in the upcoming 2025-2026 school year. Implementing this change with the proposed future school openings and attendance boundary changes reflects a policy change that will require Trustee support. In addition, TVDSB will have to work with STS to coordinate the logistics of the single routing for the new schools.

2. **Elementary Teacher Return-to-Work Program**

Opportunity: TVDSB can expand its existing Educational Assistant return-to-work program to the Elementary Teacher employee group. This employee group was responsible for the greatest magnitude of supply staffing costs during the 2023-24 school year, surpassing funding by $14.2 million. With an average absence magnitude of 13.2 days in 2023-24 and a 2023-24 supply cost of $24.3 million, a 1-day reduction in the average absence of Secondary Teachers could result in savings of approximately $1.8 million, demonstrating the importance of expanding the return-to-work program to include this employee group.

Action: To implement this opportunity, TVDSB may establish two new roles with total FTE of 2.0 in Abilities and Wellness in the 2026-27 school year to focus attention on return-to-work processes for secondary teachers, including the Disability Management Support Program and the Early Safe Return to Work Program.

Impact: The expansion of the return-to-work program may result in Elementary Teacher supply cost savings of $1.6 to $3.4 million annually.

Assumptions: The estimated savings amount was calculated by applying the same 12% to 28% reduction rates identified in the Educational Assistant employee group in section 4.2.3 to the 2024-25 prorated Elementary Teacher supply cost. The 2024-25 salary cost was provided at 53% completion of the school year but was prorated at 50% to reflect a potential increase in absences closer to the end of the school year, as described by Management. Ministry funding for the cost of supply Elementary Teachers was maintained at 2023-24 funding-to-cost proportions. This estimated savings amount incorporates the offsetting cost of 2 FTE employees paid $75,000 each.[84] This program is assumed to roll out during the 2026-27 school year, following the expansion of the program to Secondary Teachers during the 2025-26 school year. This timing assumption was due to the population of these two teaching employee groups; during the 2024-25 school year, Management reported Secondary Teacher FTE of 1,691 and Elementary Teacher FTE of 3,645 based on revised estimates teacher staffing sheets. The Secondary Teacher employee group offers a smaller sample size that can be used to identify return-to-work pain points specific to licensed teaching staff and re-evaluate the Abilities and Wellness FTE staffing for the rollout to the larger Elementary Teacher group.

Risks and Considerations: With the consistent follow-up nature of the return-to-work program, there is the potential for negative employee perception and for TVDSB to strain its relationship with union representatives. A key consideration for the success of this program expansion is its relationship-oriented nature; as described by Management with the Educational Assistant program launched during the 2024-25 school year, it can be challenging for centralized staff to develop trust and rapport with school-specific employees, which is essential to drive employee engagement in the return-to-work process. While employees are entitled to their sick days as governed by the collective bargaining agreements, stability and continuity in the school and classroom are important. Educators who are consistently present and can better assess the learning needs of their students can plan their instruction responsively which is a key component to student learning and achievement. In addition, the consistent presence of all school staff helps to support student well-being and build a healthy school community. As per TVDSB, managing absences continues to be a challenge for school boards across the province given the centrally bargained language in collective agreements as it relates to sick leave and short-term disability. At the time of writing this report, beyond the SBCI absence reporting, we understand that there is not any working group or collaboration happening across Ontario school boards to discuss absenteeism in terms of leading practices, tactics, and lessons learned; when dedicating more employees to these absence management roles, TVDSB may consider openly collaborating with other school boards to develop leading strategies.

[84] Salary estimate based on a 2024 TVDSB job posting for an Abilities and Wellness specialist.

3. Secondary Teacher Return-to-Work Program

Opportunity: TVDSB can expand its existing Educational Assistant return-to-work program to the Secondary Teacher employee group. This employee group was responsible for the second-greatest magnitude of supply staffing costs during the 2023-24 school year, surpassing funding by $7.1 million. With an average absence magnitude of 11.7 days in 2023-24 and a 2023-24 supply cost of $10.0 million, a 1-day reduction in the average absence of Secondary Teachers could result in savings of approximately $850,000, demonstrating the importance of expanding the return-to-work program to include this employee group.

Action: To implement this opportunity, TVDSB may establish a new 1.0 FTE role in Abilities and Wellness in the 2025-26 school year to focus attention on return-to-work processes for secondary teachers, including the Disability Management Support Program and the Early Safe Return to Work Program.

Impact: The expansion of the return-to-work program may result in Secondary Teacher supply cost savings of $0.8 to $1.7 million annually.

Assumptions: The estimated savings amount was calculated by applying the same 12% to 28% reduction rates identified in the Educational Assistant employee group in section 4.2.3 to the 2024-25 prorated Secondary Teacher supply cost. The 2024-25 salary cost was provided at 53% completion of the school year but was prorated at 50% to reflect a potential increase in absences closer to the end of the school year, as described by Management. Ministry funding for the cost of supply Secondary Teachers was maintained at 2023-24 funding-to-cost proportions. This estimated savings amount incorporates the offsetting cost of 1 FTE employee paid at $75,000.[85] This program is assumed to roll out during the 2025-26 school year, prior to the expansion of the program to Elementary Teachers during the 2026-27 school year. This timing assumption was due to the population of these two teaching employee groups; during the 2024-25 school year, Management reported Secondary Teacher FTE of 1,730 and Elementary Teacher FTE of 3,645. The Secondary Teacher employee group offers a smaller sample size that can be used to identify return-to-work pain points specific to licensed teaching staff and re-evaluate the Abilities and Wellness FTE staffing for the rollout to the larger Elementary Teacher group.

Risks and Considerations: With the consistent follow-up nature of the return-to-work program, there is the potential for negative employee perception and for TVDSB to strain its relationship with union representatives. A key consideration for the success of this program expansion is its relationship-oriented nature; as described by Management with the Educational Assistant program launched during the 2024-25 school year, it can be challenging for centralized staff to develop trust and rapport with school-specific employees, which is essential to drive employee engagement in the return-to-work process. While employees are entitled to their sick days as governed by the collective bargaining agreements, stability and continuity in the school and classroom are important. Educators who are consistently present and can better assess the learning needs of their students can plan their instruction responsively which is a key component to student learning and achievement. In addition, the consistent presence of all school staff helps to support student well-being and build a healthy school community.

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[85] Salary estimate based on a 2024 TVDSB job posting for an Abilities and Wellness specialist.

As per TVDSB, managing absences continues to be a challenge for school boards across the province given the centrally bargained language in collective agreements as it relates to sick leave and short-term disability. At the time of writing this report, beyond the SBCI reporting, we understand that there is not any working group or collaboration happening across Ontario school boards to discuss absenteeism in terms of leading practices, tactics, and lessons learned; when dedicating more employees to these absence management roles, TVDSB may consider openly collaborating with other school boards to develop leading strategies.

4. Pupil Accommodation Review Including Lester B. Pearson School for the Arts (Pearson)

Opportunity: Pearson offers an audition-based enriched arts program for elementary students in grades 4 to 8, with an enrolment cap of 280 students. Students are required to pay for their own transportation, this may result in a lack of equitable access for students during the foundational skill-building period that elementary school provides. In addition, classes at this school are capped at 28 students, preventing TVDSB from being able to maximize class sizes.

Action: Contingent on the provincial moratorium on Pupil Accommodation Reviews being lifted and a Pupil Accommodation Review being undertaken including Pearson and other schools, TVDSB may consider closing and selling Pearson. Regardless of the moratorium, according to TVDSB, this change would not be feasible to implement for the 2025-26 school year due to change management and logistical obstacles such as staffing and student reallocations. As a result, TVDSB anticipates a minimum 1-year lag on school closures following any relief on the moratorium to conduct the Pupil Accommodation Reviews.

Impact: Should the outcome of a Pupil Accommodation Review result in a decision to close Pearson, TVDSB may benefit from run rate savings of $200,000 to $300,000 related to operating expenses. In addition, TVDSB could benefit from the one-time proceeds related to selling Pearson, with the range of estimated values provided in section 4.3.4.

Assumptions: TVDSB's actual cost of operating Pearson in the 2023-24 school year was $431,736. This includes utilities, operations, maintenance work orders, school budget, and custodian wages and benefits. There is a protected complement on custodial FTE, and custodial staff would be reassigned to another location if TVDSB is unable to reduce its total FTE count. In addition, the school budget spending is based on enrolment, and therefore the school budget portion of Pearson's costs would be reallocated to the elementary schools that students return to. As a result, the estimated impact range was calculated by removing the school budget cost from the 2023-24 total operating cost, and applying a custodial staff reduction rate of 0% to 50%.

Risks and Considerations: As noted, TVDSB's ability to execute on this opportunity would be dependent on the government lifting the moratorium on undertaking Pupil Accommodation Reviews, which can consider school closures, and TVDSB completing a Pupil Accommodation Review. TVDSB Management expressed concerns related to community response and the perceived negative impact on student programming, however Management also believes that there has been a sufficient expansion of arts programs, such as instrumental music, in elementary schools across the Board. Given that this programming is offered at the elementary level, Management would expect students to return to their home school instead of enrolling in a co-terminus board. As of January 2025, the school had 280 students enrolled.

It is important to note that Management described how closing Pearson may not necessarily allow for cost savings on salaries and wages due to protected complements, but would allow TVDSB to better allocate custodial staff, in addition to Pearson's 13.4 FTE teaching staff, across the region.

5. Termination of Tu Puente Partnership

Opportunity: TVDSB currently offers Tu Puente, which is a bridging program that supports students in the Low German Mennonite community from across Southwestern Ontario that experience gaps in their learning as a result of extended travel to Mexico. It is a multi-board partnership between TVDSB and five other school boards, including the Avon Maitland District School Board, District School Board of Niagara, Grand Erie District School Board, Lambton Kent District School Board, and Upper Grand District School Board.

Action: To improve its financial position, TVDSB may consider ending its involvement in the Tu Puente multi-board partnership during the 2025-26 school year.

Impact: TVDSB could achieve run rate savings of approximately $64,300 to $80,300.

Assumptions: TVDSB's portion of projected 2024-25 net program costs is $73,961. With prior year enrolment attributable to the program at 23 students, the estimated impact was calculated by applying the program cost per student to a range of 20 to 25 students.

Risks and Considerations: Tu Puente is not a standard program offered across Ontario, and TVDSB is not mandated by the Ministry to participate in the multi-board partnership; the Ministry ended its Priorities and Partnerships funding for the program during the 2023-24 school year. 23 TVDSB students are enrolled in Tu Puente, whose achievement may be negatively impacted with this opportunity as the program is designed to support development of literacy and numeracy skills and increase credit achievement and graduation rates. However, this is a multi-board partnership, and the program may continue throughout Southern Ontario without TVDSB's involvement.

6. Termination of Bealart Transportation (H.B. Beal Secondary School)

Opportunity: TVDSB offers Bealart at H.B. Beal Secondary School (H.B. Beal), which is a specialized application-based secondary school program with professionally equipped studios. Management explained that the cost pressure does not stem from the programming or its materials but instead relates to transportation. TVDSB provides transportation for Bealart students in grades 11 and 12; in March 2025, 115 students of the program's 305 students were eligible and registered for transportation. There are 17 H.B. Beal bussing runs, with 2 runs transporting regular attendance boundary students and 15 runs that transport a mix of art and ESL students. Management explained that it is cheaper to transport students under the current program model than run specialized arts in every school.

Action: TVDSB may consider no longer paying for Grade 11 and 12 bussing for Bealart students that reside outside of H.B. Beal's attendance area during the 2025-26 school year and instead require accepted students to pay for the transportation services offered through TVDSB and STS.

Impact: By eliminating the cost of transportation for the Bealart students beyond the attendance boundary, TVDSB could achieve run rate savings of $43,300 to $216,600.

Assumptions: There are 15 runs that transport a mix of art and ESL students, and 6 of these 15 bus runs are single routes. Based on 2025-26 rates, Management provided the approximate annual cost of one bus route at $72,214. The estimated opportunity of $43,300 to $216,600 was calculated by applying this route cost to the 6 single routes and adding an assumed savings range of 10% to 50%, given Management's perspective that there would likely be some savings by removing the cost of art students from the single routes.

Risks and Considerations: Management expressed concerns relating to TVDSB-wide retention, and by removing transportation funding, students may opt to enroll in the co-terminus boards that offer transportation within specialized programs. This opportunity would increase barriers to specialized programming, which would likely have a negative impact on community perception and equitable opportunities for students. In addition, the maximum ride time for the remaining ESL students on the remaining single routes would need to be evaluated to ensure compliance with the maximum ride time policy of 70 minutes.

7. Transportation Service Delivery Model Optimization

Opportunity: In 2025, STS proposed changing school bell times to save transportation costs. STS suggested a triple tier system where one bus could serve three schools with different start and end times, reducing the number of buses needed and lower transportation expenses. However, TVDSB ultimately decided against the suggestion without completing a comprehensive study, due to the following drawbacks:

- Many schools would be required to either start earlier and finish earlier or start later and finish later, impacting both established family schedules as well as changes for school staff.
- As vehicles would be required to operate longer in the mornings and afternoons the availability of buses for school charters would be greatly impacted; as a result the window for charter availability would be greatly reduced during the school day.

- A tiered school start and end time schedule would greatly impact the start times of athletic events throughout the school year.
- The proposed bell time changes would present a significant issue in that teachers would not be able to be shared between schools (half days).

According to interviews with the Ministry of Education, in addition to changing bell times, other boards have found success in reviewing and making updates to their transportation service delivery models. This includes changes to average ride times, transportation boundaries, and service windows.

Select Examples:

- In 2020, Toronto District School Board changed the start and end times at 131 elementary schools, resulting in savings of approximately $2.5 million.
- In early 2025, the Simcoe County District School Board identified $220,000 in savings.

Action: TVDSB should consider performing an end-to-end review of transportation service delivery model and implementation of recommendations with Southwestern Ontario Student Transportation Services.

Impact: Not quantified. Cost savings would be very difficult to predict without conducting a full review and identifying specific recommendations, as costs are based on variable time and kilometres per individual bus route and these variables would not be available until a review has concluded.

Assumptions: Both TVDSB and the LDCSB would need to support this plan for it to proceed given the shared use of the STS. The implementation timeline would be determined by the specific recommendations that come out of the transportation service delivery model review. the Board of Directors decided to explore this option a fulsome review of the transportation

Risks and Considerations: To undertake a service delivery model review and/or create a triple tier transportation system would take a significant amount of STS staff time to complete and it would be done in addition to regular staff workload, if executed in-house. Any implementation would require community and parental consultations and depending on the recommendations, a multi-year phased approach would be likely, given the overall disruption of the changes and impacts to sports timings and overall student achievement.

4.3. Real Estate Assessment Findings

4.3.1. Portfolio Overview

As of January 2025, the TVDSB owns and manages a portfolio of 176 properties, comprising a mix of vacant land, non-operational sites, administrative buildings, and operational school properties. Of these 176 properties, 157 properties (89%) are categorized as active school facilities, while the remainder include vacant lands (6 properties, 3.4%), non-operational properties (6 properties, 3.4%), and administrative buildings which includes dedicated facility services, storage, and educational centers designed for various purposes, such as accommodating records and serving community needs (7 properties, 4%).

TVSDB possesses a diverse portfolio of owned assets which include various schools strategically located across regions, characterized by varying property sizes and operational statuses. The TVDSB region covers a large area in southwestern Ontario, Canada and includes The City of London, Elgin County, Middlesex County and Oxford County. The TVDSB serves cities like London, St. Thomas, and Woodstock, as well as towns such as Ingersoll, Tillsonburg, and Strathroy-Caradoc. This region spans over 7,000 square kilometres and encompasses urban, suburban, and rural communities.

The following categories are aligned with the nomenclature established by the TVDSB and provide an overview of the properties categorized as vacant lands, non-operational, owned and operational administrative properties, and owned and operational school properties.

Table 42 - Summary table of TVSDB assets January 2025

Asset	Count
Vacant Land (including 4 schools under development)	6
Owned Property – Non-Operational	6
Owned and Operational - Admin Properties	7
Owned and Operational - School Properties	157
Total	**176**

Vacant Lands/Schools Inder Development

Vacant lands and Schools Under Development are defined as the lands owned by TVDSB that are either in the process of being sold, being developed for future schools, or being held for future school development. In summary, out of the six vacant lands, one has been sold, while four are actively designated for future school development with slated opening dates ranging from 2026 to 2028. 421 Finkle St, Woodstock is a property that is currently under consideration for potential sale while retaining a portion for educational purposes.

As a result, given the active sale process or plans for vacant lands within the portfolio there were no immediate opportunities for additional value creation considered in the assessment.

Below are the details of each property in this category, highlighting their operational status and future intentions:

- **20 Cranberry Rd, Tillsonburg** (68 acres): Most of this property has been deemed surplus, other than an approximately 8-acre site which is to be retained for a future school. As of the writing of this report, we understand per Management that 3 acres have been conditionally sold, and 57 acres are currently being marketed for sale.
- **Belmont, Central Elgin** (7 acres): This lot is expected to be developed into a future school, with an expected opening date in 2026.
- **SW London - Lambeth Community** (8 acres): This lot is similarly designated for future school development, with an expected completion in September 2025.
- **North Woodstock (25528), Woodstock** (6 acres): This property will also serve as a future school, with an anticipated opening in January 2026.
- **NW London, London** (8 acres): The plan for this property is to open a future school, with an expected launch date in September 2025.
- **421 Finkle St, Woodstock** (5 acres): This land has been earmarked for a Future Elementary School according to the TVDSB, but there are no near-term plans or defined timeline as to when it is to be developed as of the time of writing this report.

Owned Property but Non-Operational

Owned Property but Non-Operational are defined as the lands owned by TVDSB that are not currently in use for educational purposes or other operational activities. The overview of properties owned by the TVDSB that are categorized as non-operational indicates a mix of properties that were either sold or being repurposed for another use.

In summary, out of the six properties listed, four have been sold between 2023 and 2024, one is currently conditionally sold, and one remains owned by TVDSB with future repurposing plans. Overall, these properties reflect the TVDSB's efforts to manage and potentially repurpose assets for future uses.

As a result, given the status of Owned Property but Non-Operational within the portfolio there were no immediate opportunities for additional value creation considered in the assessment.

Below are the details for each of the six properties, summarizing their operational status and future intentions:

- Balaclava Street Education Centre, Saint Thomas (Buildings and Land): This asset was sold in 2024 to the City of St. Thomas for $1,320,000.
- Fairmont Elementary PS, London: This property was sold in 2024 to the Corporation of the City of London for $5,953,758 ($574,735/acre x 10.359136 acres).
- Westminster Central PS, London: This property was sold in 2024 to the Corporation of the City of London for $2,300,000.
- 25 Maple Lane, Tillsonburg: This property was sold in 2023 to the Corporation of the Town of Tillsonburg for $760,000.
- West Elgin Senior Elementary School, West Lorne: This property has been conditionally sold for $650,000 and is expected to close August 31, 2025.
- Tollgate FI PS, Woodstock: This facility is slated to be repurposed for facility services, focusing on storage and operations needs, with future plans for its adaptation.

Owned and Operational - Administrative Properties

Owned and Operational – Administrative Properties are defined as properties owned by the TVDSB that serve administrative functions and support the operational management of the Board. These Properties serve various educational and administrative functions and are focused on supporting the operational needs of the Board and its commitment to education.

As per Management discussions, all of the properties listed fulfill essential functions within the TVDSB. Of the seven properties listed, one serves as the main Administration office, four are Facility Services buildings and two are Environmental Education Centers.

Below are the details of each property:

- **Education Centre 7947 – TVDSB HQ, London:** This property serves as the TVDSB's headquarters and functions as a central hub for various administrative activities. It features a large exterior soccer field, and the Board is exploring potential partnerships with the City of London to utilize part of the land for additional soccer-related activities, including considerations for a shared driveway.
- **Facility Services - Zone 3, Woodstock**: This property is approaching the end of its life cycle, and plans are currently on hold to consolidate its operations into the Tollgate site (see above description in Owned Property but Non-Operational), which per Management is more cost-effective for renovation than this existing facility. The appraised value by Metrix is $1,242,000 as of an effective date of March 4, 2024. Management indicated that the property will be put up for sale, targeted for the end of this fiscal year or the next.
- **Facility Services - Zone 4, St. Thomas**: This warehouse-style building operates on a small site, limiting the ability to consolidate services into a single location due to space constraints.
- **Facility Services - Corp. & Warehouse, London**: This facility supports multiple zones and houses essential records, student information, and media distribution resources.
- **Facility Services - Zone 5, Arva**: Located next to a school, this site has limited potential for any alternative use due to its size and logistical challenges.

- **London Environmental Education Centre, London**: This small building backs onto a conservation area or protected woodlot.
- **Environmental Education Centre, Aylmer**: This small building backs onto a conservation area or protected woodlot.

Our research into the Administrative Properties as well as our discussions with TVDSB revealed no immediate opportunities for additional value creation. However, we recommend that TVDSB conduct a more detailed assessment of the Administrative Properties to evaluate its utilization and potentially identify opportunities for optimization.

Owned and Operational School Properties

Owned and Operational – School Properties are defined as properties owned by the TVDSB that are specifically designated for educational purposes and are actively in use as schools. As of January 2025, the TVDSB oversees a total of 157 owned and operational school properties, which include a diverse mix of elementary (131 schools) and secondary schools (26 schools). These facilities are distributed across various urban and rural areas to ensure that educational services are accessible to all students in the region.

The Board appears to have proactively managed these assets as shown by it having divested of six surplus properties in the past two years while managing utilization rates across the majority of its schools; notably, only nine out of 157 schools operate below a 60% utilization rate defined as the actual number of students enrolled in the school compared to the school's total capacity.

We note the increasing reliance on portable classrooms, currently totaling 347 units—a recent net increase of 22. This change reflects the leasing and purchase of 42 new units, offset by the retirement of 20 units.

Schools Current Rental Income

Within these Operational School properties, the TVDSB leases spaces to several programs including Before and After Care, Childcare Centers, Family Centers, EarlyON programs and Other rental uses which includes Farmland lease, Employment centers, and Additional community space leases. Per Management, the Board is projected to generate approximately $1.3 million in 2024-2025 from the leasing of space at their schools which has increased from $921k in the 2021-2022 school year largely attributable to growth in Childcare Center revenues.

Table 43 - Schools Current Rental Income Summary

Section	2021-2022	2022-2023	2023-2024	2024-2025
Before & After School	$95,500	$104,500	$104,500	$103,750
Childcare Centres	$603,645	$704,690	$895,443	$955,792
Family Centres	$164,099	$180,408	$186,205	$211,307
EARLY ON	$1,975	$2,000	$2,000	$1,000
OTHER Rental income	$55,930	$56,917	$65,677	$69,939
Total	**$921,149**	**$1,048,515**	**$1,253,824**	**$1,341,787**

The following section, based on the documentation received from TVDSB, provides a breakdown of rental revenue across various segments, emphasizing trends, fluctuations, and significant changes in income generated from different programs and facilities. Of note, Management indicated that many of these leases are to organizations which are Not-for-profit and that the TVDSB is not focused on commercially maximizing the revenue derived from these leases. It should be noted that the Board is responsible for following all government legislation, regulations and policies, including Ontario Regulation 374/23 which requires property to be sold or leased at Fair Market Value.

- **Before & After School Programs**:
  - Currently, 9 schools are generating revenue from before & after school programs, with amounts ranging from $2,000/year to $53,500/year. The revenue varies based on population of schools and programs offered.
  - Year over year revenue trends from programs vary with some increases while others have fluctuations or decreases (e.g., Good Beginnings dropped from $8,000 in 2023-2024 to $5,250 in 2024-2025).
- **Childcare Centres**:
  - Currently, there are 21 childcare centers generating rental revenue, with amounts ranging from $14,188/year to $118,899/year.
  - There are significant increases across various locations. For example, London Bridge's projections show growth from $111,451 in 2023-2024 to $121,275 in 2024-2025.
  - There are 3 Childcare Centers operating on TVDSB properties on a land lease at no cost according to Management. In some cases, we understand that these childcare centers are located in separate buildings; however, specific lease terms were not provided.
- **Family Centres**:
  - The current rental revenue range for family centers is $16,628/year - $57,632/year. This segment consistently shows upward growth, with revenue rising from $164,099 in 2021-2022 to $211,307 in 2024-2025.
- **Early On Programs**:
  - Early ON facilities include Community Living Elgin at McGregor and Springfield generating rental revenue, of $500/year each.
  - Revenue remains modest in this category, with figures largely remaining stable across the reporting years.
- **Other Rental Income**:

  - Close to $70,000 per year is generated from other sources such as farmland lease at Cranberry Rd, Southwest Centre for Community Programme at Ingersoll, and similar properties.
  - This category includes a diverse array of income sources, with some stability noted in revenue from Bonaventure Field House, while other leases are projected to increase, such as a lease anticipated to reach $22,805 by 2024-2025.

The Board is currently evaluating opportunities to lease space to non-profit organizations, recognizing that this approach supports vital community services. However, subsidized leases typically result in rental agreements below market value, limiting potential revenue. The Board should ensure that lease values are aligned with applicable government regulations and policies.

To enhance financial sustainability, it is recommended that the Board also explore leasing opportunities with for-profit educational entities whose missions align closely with your core educational objectives. Expanding the pool of prospective tenants to include these businesses would enable the Board to negotiate leases at fair market rates as required by Ontario Regulation 374/23, thus boosting revenue while still addressing community needs and maintaining public trust.

4.3.2. Methodology and Evaluation Criteria

An evaluation methodology was established to determine a subset of properties with the highest potential for value creation within the TVDSB's owned and operational school properties (157 properties). This approach integrated both quantitative and qualitative factors with the objective of achieving a balanced assessment of asset use and monetization opportunities. Other categories of owned assets were excluded from this analysis for reasons as noted above.

The initial phase involved a review and validation of the existing school property portfolio as of January 2025, with a focus on quantitative factors such as capacity utilization rates, historical enrolment trends for the trailing 5 school years, and projected enrolment growth for the next 5 school years. This analysis identified schools with low utilization, high deferred maintenance, and operational challenges, as well as those with surplus land offering opportunities to sell, reduce deficits, generate one-time cash, or produce revenue through leasing.

Criteria were established to evaluate the portfolio, focusing on owned and operational properties with the highest potential for enhanced use or potential monetization. The key components of the criteria included:

- **Historical Enrolment Growth (Past 5 years):** Prioritizing properties that exhibit limited historical enrolment growth (past 5 years), using the compound annual growth rate (CAGR) from 2020 to 2024 to assess historic enrolment trends.
- **Projected Enrolment Growth (Next 5 years):** Prioritizing properties that exhibit limited enrolment growth projections, using the CAGR from 2025 to 2029 to assess growth potential. Projections were sourced from the documents outlining Elementary Projections and Secondary Projections for 2024-2025 as provided by TVDSB.

- **Capacity Utilization Rates:** Prioritizing properties with utilization rates below 60% to identify possible underutilization and opportunities for optimization. Capacity utilization is defined as the ratio of actual student enrolment to the total available capacity of the school property. We reviewed various utilization rates in consultation with TVDSB and settled on 60% as the threshold, as it effectively identifies properties with significant underutilization (below 60%) and highlights potential opportunities for improvement and optimization.
- **Facility Condition Index (FCI):** Identified properties with higher FCIs to ascertain which assets have the highest capital expenditure needs, signifying that these properties require a greater capital investment from the Board in order to remain operational. FCI is defined as the ratio of the total estimated costs of required repairs and maintenance to the current replacement value of the facility.
- **Year Built (Property Age):** Assessing the age of properties to focus on older buildings that may require significant maintenance or refurbishment.
- **Land Size and Potential Excess Land:** Identifying properties with potential excess land, which may present opportunities for monetization through lease or sale. This analysis considered the size, location, and potential zoning considerations of the potential excess land, as well as any community needs considerations that might be addressed through alternative uses. The understanding of the potential value of these parcels, and the associated risks and challenges of their use, was important to inform decisions regarding their enhanced utilization. This could involve partnerships, lease opportunities, or future development initiatives that align with the strategic goals of the Board and the community.
- **Location Assessment:** Evaluating the strategic significance of each property's location to assess its importance within the community and its potential value in the event of future development or sale.

This systematic approach enabled a thorough comparison of properties across various attributes, fostering an understanding of the assets and generating recommendations for value creation that align with the Board’s operational goals and the broader community's needs. Using this methodology, we identified properties with the greatest potential for optimization and monetization. These are detailed in the following section, which outlines the specific properties selected for potential optimization, proposed strategies, associated value ranges, and additional considerations.

4.3.3. Capital Assets for Review

To identify monetization opportunities for the TVDSB real estate assets and based on the above criteria, we identified 14 properties with potential for value creation and performed more detailed assessment. This selection was informed by an evaluation process that included site visits to selected schools, workshops, and a review of property documentation. These properties were selected based on their potential for generating revenue, as indicated by their utilization rates, location, excess land, and alignment with TVDSB's strategic goals. The following section provides an analysis of each property, highlighting the opportunities and challenges associated with their monetization.

Key assets identified for further review include:

This analysis categorizes 14 properties into four distinct groupings to facilitate strategic decision-making: properties with Merging and Disposition Opportunities, those designated for Disposition, assets identified for Potential Excess Land, and properties available for Facility Rentals (both interior and exterior spaces). Note that Merging and Disposition Opportunities of active schools are identified for analysis/scenario planning purposes only as Pupil Accommodation Reviews would need to be undertaken. By classifying these properties, we aim to streamline our approach to optimization and resource allocation. Each grouping highlights specific opportunities that can enhance operational efficiency, enhance asset value, and address community needs. Further review of these properties will provide insights into actionable strategies for each category.

Table 44 - Summary of Assets Identified for Further Review

Ref. #	School	City/Province	Elem./ Sec	Merging Opportunity *	Potential Disposition of Surplus	Excess Land (Sale/Leasing)	Facility Rentals
1	North Middlesex DHS	Parkhill, ON	SS				
2	East Williams Memorial PS	Ailsa Craig, ON	PS				
3	Parkhill West Williams	Parkhill, ON	PS				
4	Arthur Voaden SS	St Thomas, ON	SS				
5	Lester B. Pearson Arts School	London, ON	PS				
6	Sir Wilfrid Laurier Secondary School	London, ON	SS				
7	Westminster Secondary School	London, ON	SS				
8	Oakridge Secondary School	London, ON	SS				
9	Banting Secondary School	London, ON	SS				
10	Montcalm Secondary School	London, ON	SS				

Ref. #	School	City/Province	Elem./ Sec	Merging Opportunity*	Potential Disposition of Surplus	Excess Land (Sale/Leasing)	Facility Rentals
11	Clark Road Secondary School	London, ON	SS				
12	College Avenue Secondary School	Woodstock, ON	SS				
13	Arthur Stringer PS	London, ON	PS				
14	Chippewa PS	London, ON	PS				

**Merging opportunities and potential disposition of surplus assets are subject to undertaking of Pupil Accommodation Reviews. Specific schools are identified here for consideration/scenario planning purposes only.*

Optimizing real estate assets provides TVDSB with the chance to generate additional revenue, either as a one-time gain (e.g., through disposition) or as ongoing income (e.g., via leasing) for a specified or extended duration. Below are several key opportunities identified for enhancing the potential of TVDSB's real estate holdings. All sales and leases of the Board's property would need to be done in accordance with government legislation, regulation and policies, including Ontario Regulation 374/23:

- **Merging Opportunities:** While merging schools with low enrolment is typically viewed as a strategy to improve resource allocation and reduce costs, this approach is currently restricted by a moratorium imposed by the Ministry in 2017. The moratorium was implemented to address concerns about the effects of closing under-enrolled schools. As a result, all Ontario school boards are prohibited from merging or closing schools, even those that are underutilized, potentially leading to inefficiencies in maintaining and operating these schools that could otherwise be closed. We have considered potential opportunities related to consolidation but as noted would be dependent on the Government lifting this moratorium.
- **Potential Disposition of Surplus Assets:** Selling non-core properties via auctions or direct sales can free up capital tied to underperforming assets. This allows TVDSB to reinvest resources into areas that provide greater value and utility. This could include facilities that are not ideal for current operations due to site constraints, nearing the end of their life cycle, or providing an unjustified cost-benefit for capital investment.

- **Excess Land Sales:** Divesting land that is not essential to school operations offers the potential for immediate capital that can be reinvested into higher-priority initiatives on a one-time basis. To qualify for excess land sales, properties must have suitable external road access and must not be landlocked or otherwise constrained. The estimated illustrative valuation ranges for the listed properties can be found in the appendix 6.3, under Real Estate Illustrative Estimate Valuation Analysis.
- **Leasing Excess Land:** Leasing excess land on an interim basis can generate revenue prior to any potential redevelopment, sale, or changing needs by the TVDSB. This strategy maintains flexibility for future decisions while still allowing the Board to capitalize on its assets.
- **Facility Rentals at fair market value**
    - **Leasing Underutilized Interior Spaces:** Numerous community organizations, daycare centers, and employment hubs could benefit from occupying underutilized spaces. By providing these entities with access to school facilities, TVDSB can create a reliable stream of rental income while fostering greater community engagement.
    - **Maximizing Sports Field Use:** Creating year-round partnerships for sports fields, such as leasing field use or constructing winter domes, can facilitate long-term leasing agreements and generate consistent revenue.
    - **Partnerships:** Exploring innovative partnerships can provide significant benefits. While previous arrangements have been complex, establishing clear terms and expectations with stakeholders such as local businesses, non-profits, and community organizations can create new income-generating opportunities, such as facility rentals, joint programming, or shared services that enhance financial sustainability for TVDSB.

Monetization Strategy for Interior and Exterior Space Utilization

Collaborating with community partners to utilize both **interior and exterior spaces** can create diverse opportunities for recreational and educational initiatives, while generating additional revenue. This assumes that TVDSB maintains ownership of the properties and that any new leases will reflect fair market value in accordance with Regulation O. Reg. 374/23.

Examples of Exterior Space Utilization:

1. **Sports Fields Rental**:
    - **Multi-purpose Fields**: Rent out fields for local sports teams/leagues, schools, and community events. Establishing rental rates based on demand can generate significant income.
    - **Seasonal Sports Camps**: Host football, soccer, or baseball camps utilizing the fields, charging registration fees for participants.
2. **Creation of Domes**:
    - **Indoor Athletic Facilities**: Invest in inflatable or permanent sports domes to provide year-round facilities for soccer, tennis, and other sports. This can significantly increase the usage of the space, especially in inclement weather.

- **Events and Recreational Activities**: Domes can be utilized for community events, recreational activities, or even as venues for seasonal events like indoor markets or festivals.

3. **Community Partnerships for Educational Programming:**
    - Collaborate with local non-profit organizations and educational institutions to create outdoor classrooms or learning experiences, such as nature walks, science fairs, or gardening programs.

Examples of Interior Space Utilization:

1. **Leased Facilities at fair market value**:
    a. **Classroom Space for Educational Programs:** Allow local organizations to use classrooms for after-school tutoring, enrichment programs, or adult education classes, with rental fees contributing to the school's operational budget.

    b. **Fitness and Wellness Classes:** Lease the interior spaces to community wellness organization with fees supporting school health initiatives.

    c. **Employment Centres:** Utilize available spaces to host employment training and job placement services, generating revenue and providing valuable community resources.

2. **Workshops and Community Engagement:**
    a. Host workshops or events that focus on educational themes (STEM, arts, mental health) in the interior spaces, with fees to help fund school extracurricular activities and resources.

3. **Event Space Rental:**
    a. Rent out auditoriums or multipurpose rooms for community meetings, school-related events, or parent workshops, generating revenue for the school's programs while fostering community engagement.

Example Revenue Projections

- **Interior Gym Rental:** Rates in London, Ontario typically range around $80–$110 per hour for large gymnasium spaces (City of London rates). This projection assumes moderate usage of approximately 8-10 hours weekly, resulting in a monthly potential of approximately $3,200–$4,600 and an annual total of $38,400–$55,000.

- **Interior Space Leases:** Classroom rental rates within London are approximately $20–$35 per hour. Assuming regular utilization of about 10–12 hours weekly, monthly revenue potential is approximately $800–$1,400, leading to an annual projection of $9,600–$16,800.

- **Workshops/Programs:** Workshop spaces or community programs commonly generate between $750–$1,500 monthly based on local market rates. For example, the BMO Centre London offers medium-sized workshop rooms at about $221 per session (BMO Centre, 2023). Moderate utilization would equate to $9,000–$18,000 annually.

- **Dome Facilities Rental:** Dome or specialized sports facility rentals typically command rates of $125–$175 per hour. Centrefield Sports Indoor Sports Complex provides half-field rentals for $125 per hour (Centrefield Sports, 2023). Assuming steady utilization of approximately 10 hours weekly, this translates to $5,000–$7,000 monthly and an annual revenue of $60,000–$84,000.

This revenue projection assumes active participation and interest from additional public stakeholders to foster continuous sports opportunities throughout the calendar year.

TVDSB could explore partnerships with third-party entities for dome construction, as significant upfront capital and ongoing cost considerations will be associated with the establishment of these facilities. For example, Ontario school boards have successfully partnered with external organizations, such as the Conseil des écoles catholiques du Centre-Est (CECCE) collaborating with Ottawa TFC Soccer Club for dome management at École secondaire catholique Garneau, and Algoma District School Board (ADSB) seeking funding for a dome at Superior Heights Collegiate from Ontario's Community Sport and Recreation Infrastructure Fund. These examples demonstrate the feasibility and potential benefits of similar partnerships.

Table 45 - Total Annual Revenue Projection based on internal/external space leasing

Facility	Annual Revenue Projection
Interior Gym Rental	$38,400–$55,000 annually ($3,200–$4,600 monthly)
Interior Space Leases	$9,600–$16,800 annually ($800–$1,400 monthly)
Workshops/Programs	$9,000–$18,000 annually ($750–$1,500 monthly)
Dome Facilities Rental	$60,000–$84,000 annually ($5,000–$7,000 monthly)
Total Estimated Revenue	**$117,000–$174,800 annually**

These revenue estimates illustrate potential annual cash flow opportunities based on typical market rates within London, Ontario. However, actual revenue may vary depending on several factors, including individual school capacity, location attractiveness, facility condition, available equipment, operational efficiency, and the effectiveness of marketing efforts.

Furthermore, achieving these projected revenues is contingent upon market demand, competitive pricing, community interest, and consistent facility utilization. It is important to acknowledge that additional expenses—such as maintenance, staffing, utilities, insurance, construction cost, and administrative overhead—will also impact net profitability.

Therefore, these projections should be interpreted as illustrative scenarios to guide strategic planning and not as guaranteed outcomes.

4.3.4. Potential Opportunities

Through data analysis, workshops, and site visits, our review identified key themes across the selected schools. We observed high utilization rates in most institutions, significant reliance on portables, and potential avenues for alternative land use and partnerships. These observations have informed the development of illustrative potential real estate monetization opportunities for selected sample schools.

The intent of the illustrative analyses and valuations shown below is purely to reflect potential value creation opportunities for a sample set of properties but does not reflect a complete business case nor does it reflect all opportunities that may be available for the total portfolio. It is important to note that Merging and Disposition Opportunities of active schools are identified below for high level analysis/scenario planning purposes only as Pupil Accommodation Reviews would need to be undertaken. In addition, these opportunities are contingent on lifting the Moratorium in place.

Each one-page summary outlines illustrative revenue-generating possibilities, including high-value land sales and leasing options, designed to enhance value creation for the schools subject to the caveats indicated above.

Property 1 - North Middlesex DHS

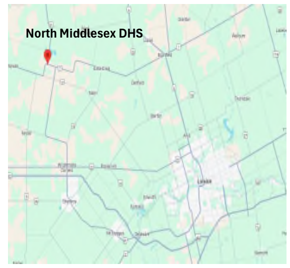
Property Information

Address:	100 Main Street
City	Parkhill
Province	Ontario
Postal Code	N0M2K0
Land	16.60 Acres
Potential Excess Land	N/A
Building Gross Floor Area	71,655 SF
Zoning	I2 - Institutional
School type	Secondary

School Overview

North Middlesex District High School (NMDHS) serves the largely farming community of North Middlesex and is part of the Thames Valley District School Board. Constructed in 1953, NMDHS offers a cooperative education program and caters to students from grades 9 to 12. Despite being the smallest high school in the district, it provides a comprehensive educational experience with various extracurricular activities.

Property Location



Exterior of the Property

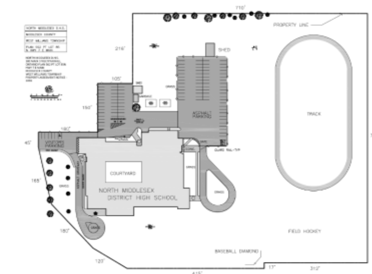
School Operation Information

	Metric
FCI	High
Utilization	28%
Historical 5 Year Enrollment CAGR (2020-2024)	-0.16%
5 Year Enrollment Projection CAGR (2025-2029)	-0.66%
Current Revenue (if applicable)	N/A
School Capacity	426
Student Enrollment in 2024-2025	119

Comments

North Middlesex District High School currently demonstrates a high FCI, indicating a high level of capital expenditure needs for maintenance and upgrades. The school's utilization rate stands at a notably low 28%, suggesting significant underutilization of available capacity. The 5-Year Enrollment Compound Annual Growth Rate (CAGR) from 2020 to 2024 reflects a decline of -0.16%, highlighting challenges in attracting and retaining students in the coming years. The current student enrollment for the 2024-2025 academic year is projected at 119, compared to a school capacity of 426, resulting in a substantial surplus of available space.

Property Layout



Strategy Recommendation

Strategy	Description	Potential Revenue / Value Creation (Low)	Potential Revenue / Value Creation (High)	One time vs annual	Implementation Complexity	Implementation and Other Comments
Merging Schools and Asset Disposition	For illustrative purposes, this location was selected as a potential for merging opportunities with other schools to optimize resource utilization. Specific locations have been selected to provide illustrative value opportunities and may not reflect the ultimate strategy. Note that Merging and Disposition Opportunities of active schools are identified for analysis/scenario planning purposes only as Pupil Accommodation Reviews would need to be undertaken. Given NMDHS's low utilization rate, merging with other schools can: - Help consolidate resources - Reduce operational costs, - Provide a more diverse range of programs and extracurricular activities for students.	N/A	N/A	N/A	N/A	Considering the merger of NMDHS with other schools involves undertaking a Pupil Accommodation Review. Key challenges and considerations include: - Navigating the 2017 school moratorium, which restricts school closures and consolidations - Addressing community backlash, particularly in rural areas where schools are central to community identity

Property 2 - East Williams Memorial PS

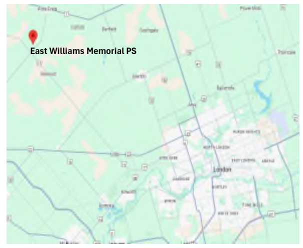
Property Information

Address:	4441 Queens Ave
City	Ailsa Craig
Province	Ontario
Postal Code	N0M1A0
Land	3.00 Acres
Potential Excess Land	N/A
Building Gross Floor Area	26,544 SF
Zoning	I1 - Institutional
School type	Elementary

School Overview

East Williams Memorial Public School is located in Ailsa Craig, catering to the rural community from kindergarten through grade 8. Built to accommodate a local population, the school emphasizes community engagement and operates on a compact site.

Property Location



Exterior of the Property

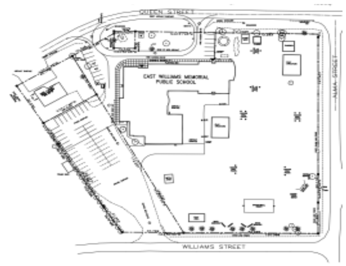
School Operation Information

	Metric
FCI	Low
Utilization	64.00%
Historical 5 Year Enrollment CAGR (2020-2024)	1.86%
5 Year Enrollment Projection CAGR (2025-2029)	-2.06%
Current Revenue (if applicable)	N/A
School Capacity	317
Student Enrollment in 2024-2025	203

Comments

East Williams Memorial Public School has a low FCI, suggesting a relatively low requirement for capital expenditures related to maintenance and refurbishment. The utilization rate is 64%, indicating effective use of the school's capacity. The 5-Year Enrollment CAGR stands at 1.86%, reflecting modest growth in student enrollment. The property occupies 3 acres and features a building gross floor area of 26,544 square feet.

Property Layout



Strategy Recommendation

Strategy	Description	Potential Revenue / Value Creation (Low)	Potential Revenue / Value Creation (High)	One time vs annual	Implementation Complexity	Implementation and Other Comments
Merging Schools and Asset Disposition	For illustrative purposes, this location was selected as a potential for merging opportunities with other schools to optimize resource utilization. Specific locations have been selected to provide illustrative value opportunities and may not reflect the ultimate strategy. Note that Merging and Disposition Opportunities of active schools are identified for analysis/scenario planning purposes only as Pupil Accommodation Reviews would need to be undertaken. Merging this school with others that have low utilization (i.e. NMDHS) can help: - Consolidate resources, - Reduce operational costs, and - Provide a more diverse range of programs and extracurricular activities for students.	$320,199	$843,462	One time	High	Considering the merger of East William Memorial Public School with other schools involves first undertaking a Pupil Accommodation Review. Key challenges include: - Navigating the 2017 school moratorium, which restricts school closures and consolidations, and - Addressing community backlash, particularly in rural areas where schools are central to community identity. - Demolition costs should be considered when assessing the overall financial implications of the potential disposition.

Property 3 - Parkhill-West Williams PS

Property Information

Address:	204 MCLEOD ST
City	Parkhill
Province	Ontario
Postal Code	N0M2K0
Land	4.90 Acres
Potential Excess Land	N/A
Building Gross Floor Area	25,586 SF
Zoning	I1 - Institutional
School type	Elementary

School Overview:
Parkhill West Williams School, situated in Parkhill, serves students from kindergarten through grade 8. Established to fulfill the needs of the rural community, the school operates on a smaller site, fostering a close-knit educational environment. This school was built in 1975.

Property Location

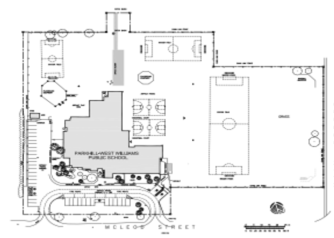
Exterior of the Property

School Operation Information

	Metric
FCI	Low
Utilization	81.00%
Historical 5 Year Enrollment CAGR (2020-2024)	-1.97%
5 Year Enrollment Projection CAGR (2025-2029)	-1.67%
Current Revenue (if applicable)	N/A
School Capacity	236
Student Enrollment in 2024-2025	191

Comments
Parkhill-West Williams PS has a low FCI, indicating a relatively low requirement for capital expenditures associated with maintenance and refurbishment. The utilization rate stands at 81%, reflecting effective use of the school's capacity. The 5-Year Enrollment CAGR is -1.97%, suggesting a decline in student enrollment. The property spans 4.9 acres and features a building gross floor area of 25,586 square feet, fostering a close-knit educational environment.

Property Layout



Strategy Recommendation

Strategy	Description	Potential Revenue / Value Creation (Low)	Potential Revenue / Value Creation (High)	One time vs annual	Implementation Complexity	Implementation and Other Comments
Merging Schools and Asset Disposition	For illustrative purposes, this location was selected as a potential for merging opportunities with other schools to optimize resource utilization. Specific locations have been selected to provide illustrative value opportunities and may not reflect the ultimate strategy. Note that Merging and Disposition Opportunities of active schools are identified for analysis/scenario planning purposes only as Pupil Accommodation Reviews would need to be undertaken. Merging this school with others that have low utilization (i.e. NMDHS) can help: - Consolidate resources, - Reduce operational costs, and - Provide a more diverse range of programs and extracurricular activities for students.	$522,992	$1,154,799	One time	High	Considering the merger of Merging Parkhill-West Williams Public School with other schools involves first undertaking a Pupil Accommodation Review. Key challenges include: - Navigating the 2017 school moratorium, which restricts school closures and consolidations, and - Addressing community backlash, particularly in rural areas where schools are central to community identity. - Demolition costs should be considered when assessing the overall financial implications of the potential disposition.

Property 4 - Arthur Voaden Secondary School

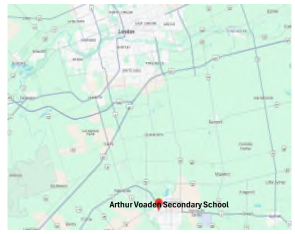
Property Information

Address:	41 Flora Street
City	St. Thomas
Province	Ontario
Postal Code	N5P 2X5
Land	3.31 Acres
Potential Excess Land	N/A
Building Gross Floor Area	175,889 SF
Zoning	R4 (Residential R4 Zone)
School type	Secondary

School Overview

Arthur Voaden Secondary School is situated in St. Thomas, an urban center that supports a diverse population. Established in 1962, the school provides education for grades 9 to 12 and occupies a moderate-sized campus, facilitating a variety of learning and extracurricular activities.

Property Location



Exterior of the Property

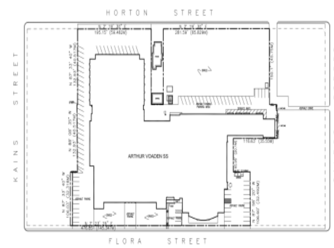
School Operation Information

	Metric
FCI	Very high
Utilization	30.00%
Historical 5 Year Enrollment CAGR (2020-2024)	2.74%
5 Year Enrollment Projection CAGR (2025-2029)	-0.14%
Current Revenue (if applicable)	N/A
School Capacity	1059
Student Enrollment in 2024-2025	318

Comments

Arthur Voaden Secondary School has a very high FCI, indicating that the facility requires significant capital expenditures for maintenance and refurbishment. The utilization rate stands at 30%, reflecting a considerable underutilization of available capacity within the school. The 5-Year Enrollment CAGR is 2.74%, suggesting a modest yet positive growth in student enrollment. The property encompasses 3.31 acres and features a building gross floor area of 175,889 square feet, which, while adequate, is relatively modest within the broader context of secondary education facilities owned by the board.

Property Layout



Strategy Recommendation

Strategy	Description	Potential Revenue / Value Creation (Low)	Potential Revenue / Value Creation (High)	One time vs annual	Implementation Complexity	Implementation and Other Comments
Asset disposition	For illustrative purposes, this location was selected as a potential candidate for a potential disposition given its very high FCI and low utilization at 30%. This is especially pertinent given the potential interest from the city in developing affordable housing on the site, which could reflect a growing need for residential space in the area. Note that Disposition Opportunities of active schools are identified for analysis/scenario planning purposes only as Pupil Accommodation Reviews would need to be undertaken.	$437,603	$1,002,958	One time	High	Considering a potential disposition of Arthur Voaden Secondary School involves first undertaking a Pupil Accommodation Review. Several limitations and challenges must be acknowledged: - Any decision to sell or repurpose the asset will need to navigate the provincial moratorium currently restricting school closures. - Community pushback is likely, especially from families, alumni, and local stakeholders who may have sentimental ties or concerns about losing a community resource. - There may also be regulatory challenges related to rezoning the property from institutional to residential use, requiring careful coordination with municipal authorities. - Demolition costs should be considered when assessing the overall financial implications of a potential disposition.
Excess land (Leasing or Selling)	N/A	N/A	N/A	N/A		- No excess land available

Property 5 - Lester B. Pearson School for Arts[1]

Property Information

Address:	795 Trafalgar St
City	London
Province	Ontario
Postal Code	N5Z 1E6
Land[2]	5.5 Acres
Potential Excess Land	N/A
Building Gross Floor Area	53,001 SF
Zoning	CF1 (Community Facility Zone)
School type	Elementary

School Overview

Lester B. Pearson School for the Arts offers a comprehensive arts program for elementary students, focusing on visual arts, music, drama, and dance. The school serves students in Grades 4 to 8 and was founded in 1989.

Property Location

Exterior of the Property

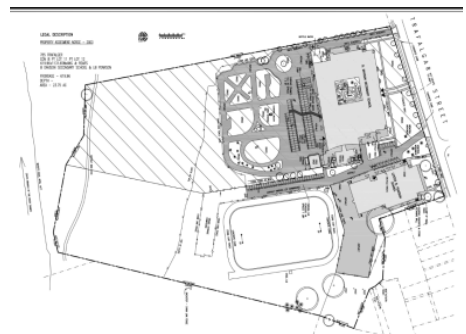
School Operation Information

	Metric
Moderate	Very high
Utilization	67.63%
Historical 5 Year Enrollment CAGR (2020-2024)	0.60%
5 Year Enrollment Projection CAGR (2025-2029)	0.00%
Current Revenue (if applicable)	N/A
School Capacity	414
Student Enrollment in 2024-2025	280

Comments

Lester B. Pearson School has a very high FCI, indicating that the facility requires significant capital expenditures for maintenance and refurbishment. The utilization rate stands at 67%, reflecting low to average utilization of available capacity within the school. The 5-Year Enrollment CAGR is 0%, suggesting no growth in student enrollment. The property encompasses 23.05 acres as a campus school shared between Lester B. Pearson School for Arts and B. Davison SS. For the purpose of this analysis, the site around Lester B. Pearson was illustratively estimated via Daft Logic as 5.5 acres for illustrative potential site size.[2] The school features a building with a gross floor area of 53,001 square feet, which, while adequate, is relatively high within the broader context of elementary education facilities owned by the board.

Property Layout



Strategy Recommendation

Strategy	Description	Potential Revenue / Value Creation (Low)	Potential Revenue / Value Creation (High)	One time vs annual	Implementation Complexity	Implementation and Other Comments
Merging Schools and Asset Disposition	The proposed strategy involves a potential merger of Lester B. Pearson School with other nearby schools to optimize resource utilization and improve educational offerings. Merging this school with others that have low utilization can help: - Consolidate resources, - Reduce operational costs, and - Provide a more diverse range of programs and extracurricular activities for students. Note that Merging and Disposition Opportunities of active schools are identified for analysis/scenario planning purposes only as Pupil Accommodation Reviews would need to be undertaken.	$4,480,084	$7,405,814	102 One time	High	Considering the merger of Merging Lester B. Pearson School for Arts with other schools involves first undertaking a Pupil Accommodation Review. Key challenges include: - Navigating the 2017 school moratorium, which restricts school closures and consolidations, and - Addressing community backlash, particularly in rural areas where schools are central to community identity. Note that demolition costs should be considered when assessing the overall financial implications of a potential disposition.
Excess land (Leasing or Selling)	N/A	N/A	N/A		N/A	- No excess land available

[1] Please refer to the opportunity provided in Section 4.2.4 for Item 1, Lester B. Pearson, which provides more information on the illustrative potential discontinuation of operations and potential disposition of the asset subject to Pupil Accommodation Reviews.

[2] The land area of the site considered for Lester B. Pearson is 5.5 acres, as measured by Daft Logic and noted by TVDSB. Pearson is a campus school shared with B. Davidson. Therefore, the specific land area attributed to the sale is not precisely clear and would require the site to be surveyed and severed for an exact figure. The 5.5 acres is an estimated illustrative area and should not be considered the actual specific land area, which would be determined through a professional survey.

Property 6 - Sir Wilfrid Laurier Secondary School

Property Information

Address:	450 Millbank DR
City	London
Province	Ontario
Postal Code	N6C4W7
Land	17.20 Acres
Potential Excess Land	3.00 Acres
Building Gross Floor Area	155,980 SF
Zoning	CF1 (Community Facility Zone)
School type	Secondary

School Overview:

Located in the suburban area of London, Sir Wilfrid Laurier Secondary School serves students in grades 9 to 12. Opened in the late 1980s, it sits on a medium-sized campus that reflects the surrounding residential neighborhoods.

Property Location

Exterior of the Property

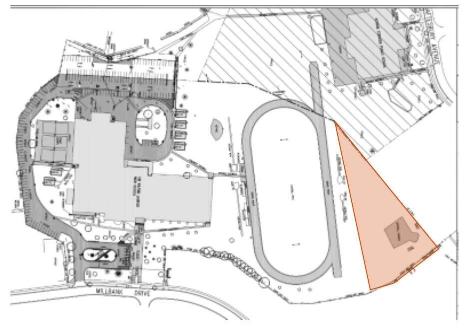
School Operation Information

	Metric
FCI	Moderate
Utilization	95%
Historical 5 Year Enrollment CAGR (2020-2024)	1.99%
5 Year Enrollment Projection CAGR (2025-2029)	0.61%
Current Revenue (if applicable)	N/A
School Capacity	1098
Student Enrollment in 2024-2025	1043
Potential Excess Land (acre)	3.00 Acres

Comments

Sir Wilfrid Laurier Secondary School has a moderate FCI, indicating a notable requirement for capital expenditures related to maintenance and refurbishment. The utilization rate stands at 95%, reflecting highly efficient use of the school's capacity. The 5-Year Enrollment CAGR is 1.99%, suggesting modest growth in student enrollment. The property spans 17.2 acres and features a building gross floor area of 155,980 square feet, providing ample space for educational programs and extracurricular activities. Given the large property's site, an assessment of potential excess land was conducted to evaluate opportunities for monetization.

Property Layout (showing excess land if applicable)



Strategy Recommendation

Strategy	Description	Potential Revenue / Value Creation (Low)	Potential Revenue / Value Creation (High)	One time vs annual	Implementation Complexity	Implementation and Other Comments
Leasing Surplus Land	- Leasing excess land offers an opportunity to generate consistent revenue while maintaining flexibility for future use. - The school's suburban location allows for potential partnerships with community organizations seeking space for activities or programs.	$127,511	$201,977	Annual	Medium	- Community engagement will be crucial to ensure support for leasing initiatives, particularly in suburban areas where schools play a significant role in the local community. - This approach can strengthen ties between the school and community while generating income.
Facility Rentals	- This strategy involves generating revenue by renting school facilities—such as gymnasiums, classrooms, and some sports facilities—to local organizations, businesses, and community groups for recreational activities, educational programs, and special events.	$117,000	$174,800	Annual	Medium	- Successful implementation depends on facility condition, availability, market demand, competitive pricing, effective marketing, and efficient administrative management. - Revenues may also be offset by operational expenses, including staffing, utilities, insurance, maintenance, and associated administrative costs.
Excess Land Disposition	N/A	N/A	N/A	N/A	N/A	- Excess land disposition was not considered due to site constraints and lack of access from the exterior.

Property 7 - Westminster Secondary School

Property Information

Address:	230 Base Line Road W
City	London
Province	Ontario
Postal Code	N6J1W1
Land	22.80 Acres
Potential Excess Land	1.81 Acres
Building Gross Floor Area	154,903 SF
Zoning	CF1 (Community Facility Zone)
School type	Secondary

School Overview:
Westminster Secondary School, situated in London, provides education for grades 9 to 12. Founded in the early 1970s, the school is located on a spacious site that supports a range of academic and extracurricular offerings.

Property Location

Exterior of the Property

School Operation Information

	Metric
FCI	High
Utilization	82%
Historical 5 Year Enrollment CAGR (2020-2024)	7.99%
5 Year Enrollment Projection CAGR (2025-2029)	0.98%
Current Revenue (if applicable)	N/A
School Capacity	1095
Student Enrollment in 2024-2025	898
Potential Excess Land (acre)	1.81 Acres

Comments
Westminster Secondary School has a high FCI, indicating a significant requirement for capital expenditures related to maintenance and refurbishment. The utilization rate stands at 82%, reflecting effective use of the school's capacity. The 5-Year Enrollment CAGR is 7.99%, suggesting robust growth in student enrollment. The property spans 22.8 acres and features a building gross floor area of 154,903 square feet, providing ample space for various academic and extracurricular offerings. Given the considerable size of the property, an assessment of potential excess land was conducted to explore opportunities for monetization.

Property Layout (showing excess land if applicable)

Strategy Recommendation

Strategy	Description	Potential Revenue / Value Creation (Low)	Potential Revenue / Value Creation (High)	One time vs annual	Implementation Complexity	Implementation and Other Comments
Leasing Surplus Land	- This strategy involves leasing excess land to community organizations and severing and selling portions of land as necessary. - With a utilization at 82%, the school can create a steady revenue stream while maintaining flexibility for future decisions.	$76,932	$121,859	Annual	Medium	- Community engagement will be crucial to ensure support for leasing initiatives, particularly in suburban areas where schools play a significant role in the local community. - This approach can strengthen ties between the school and community while generating income.
Facility Rentals	- This strategy involves generating revenue by renting school facilities—such as gymnasiums, classrooms, and some sports facilities—to local organizations, businesses, and community groups for recreational activities, educational programs, and special events.	$117,000	$174,800	Annual	Medium	- Successful implementation depends on facility condition, availability, market demand, competitive pricing, effective marketing, and efficient administrative management. - Revenues may also be offset by operational expenses, including staffing, utilities, insurance, maintenance, and associated administrative costs.
Excess Land Disposition	N/A	N/A	N/A	N/A	N/A	- Excess land disposition was not considered due to site constraints and lack of access from the exterior.

Property 8 - Oakridge Secondary School

Property Information

Address:	1040 Oxford Street W
City	London
Province	Ontario
Postal Code	N6H1V4
Land	19.30 Acres
Potential Excess Land	2.79 Acres
Building Gross Floor Area	155,528 SF
Zoning	CF1 (Community Facility Zone)
School type	Secondary

School Overview:
Oakridge Secondary School is located in a suburban neighborhood of London and serves students in grades 9 to 12. Established in 1971, the school is built on a moderately sized site that accommodates various educational programs and community activities.

Property Location

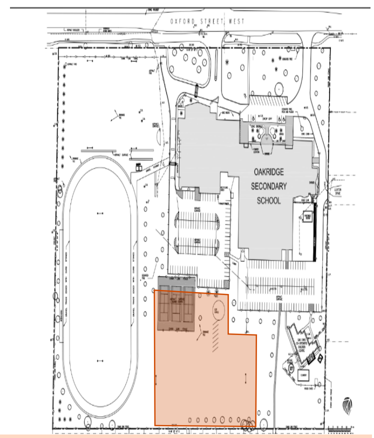
Exterior of the Property

School Operation Information

	Metric
FCI	Moderate
Utilization	105%
Historical 5 Year Enrollment CAGR (2020-2024)	1.33%
5 Year Enrollment Projection CAGR (2025-2029)	2.37%
Current Revenue (if applicable)	N/A
School Capacity	909
Student Enrollment in 2024-2025	954
Potential Excess Land (acre)	2.79 Acres

Comments
Oakridge Secondary School has a moderate, indicating a notable requirement for capital expenditures associated with maintenance and refurbishment. The utilization rate is 105%, demonstrating efficient use of the school's capacity. The 5-Year Enrollment CAGR is 1.33%, suggesting modest growth in student enrollment. The property spans 19.3 acres and includes a building gross floor area of 155,528 square feet, which supports a variety of educational programs and community activities. Given the size of the property, an assessment of potential excess land was conducted to evaluate opportunities for monetization.

Property Layout (showing excess land if applicable)



Strategy Recommendation

Strategy	Description	Potential Revenue / Value Creation (Low)	Potential Revenue / Value Creation (High)	One time vs annual	Implementation Complexity	Implementation and Other Comments
Leasing Surplus Land	- Leasing excess land offers an opportunity to generate consistent revenue while maintaining flexibility for future use. - The school's suburban location allows for potential partnerships with community organizations seeking space for activities or programs.	$118,585	$187,838	Annual	Medium	- Community engagement will be crucial to ensure support for leasing initiatives, particularly in suburban areas where schools play a significant role in the local community. - This approach can strengthen ties between the school and community while generating income.
Community Facility Rentals	- This strategy involves generating revenue by renting school facilities—such as gymnasiums, classrooms, and some sports facilities—to local organizations, businesses, and community groups for recreational activities, educational programs, and special events.	$117,000	$174,800	Annual	Medium	- Successful implementation depends on facility condition, availability, market demand, competitive pricing, effective marketing, and efficient administrative management. - Revenues may also be offset by operational expenses, including staffing, utilities, insurance, maintenance, and associated administrative costs.
Excess Land Disposition	N/A	N/A	N/A	N/A	N/A	- Excess land disposition was not considered due to site constraints and lack of access from the exterior.

Property 9 - Banting Secondary School

Property Information

Address:	125 Sherwood Forest SQ
City	London
Province	Ontario
Postal Code	N6G2C3
Land	28.80 Acres
Potential Excess Land	5.65 Acres
Building Gross Floor Area	211,855 SF
Zoning	CF1 (Community Facility Zone)
School type	Secondary

School Overview:

Banting Secondary School is situated in London and serves a diverse student body in grades 9 to 12. Founded in the 1960s, the school is located on a larger campus that enables a comprehensive range of educational and extracurricular opportunities.

Property Location

Exterior of the Property

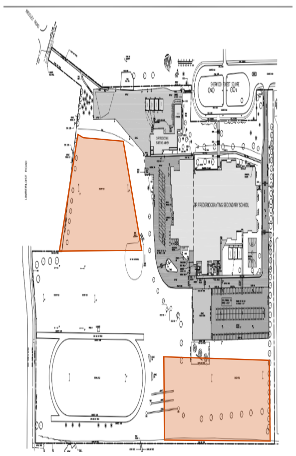
School Operation Information

	Metric
FCI	Moderate
Utilization	112%
Historical 5 Year Enrollment CAGR (2020-2024)	0.93%
5 Year Enrollment Projection CAGR (2025-2029)	2.91%
Current Revenue (if applicable)	N/A
School Capacity	1308
Student Enrollment in 2024-2025	1465
Potential Excess Land (acre)	5.65 Acres

Comments

Banting Secondary School has a moderate FCI, indicating a notable requirement for capital expenditures related to maintenance and refurbishment. The utilization rate stands at 112%, reflecting a highly efficient use of the school's facilities. The 5-Year Enrollment CAGR is 0.93%, suggesting slight growth in student enrollment. The property occupies 28.8 acres and features a building gross floor area of 211,855 square feet, facilitating a comprehensive range of educational and extracurricular opportunities. Given the larger site, an assessment of potential excess land was conducted to evaluate monetization opportunities.

Property Layout (showing excess land if applicable)



Strategy Recommendation

Strategy	Description	Potential Revenue / Value Creation (Low)	Potential Revenue / Value Creation (High)	One time vs annual	Implementation Complexity	Implementation and Other Comments
Leasing Surplus Land	- Leasing excess land offers an opportunity to potentially generate consistent revenue while maintaining flexibility for future use. - The school's suburban location allows for potential partnerships with community organizations seeking space for activities or programs.	$230,113	$380,390	Annual	Medium	- Community engagement will be crucial to ensure support for leasing initiatives, particularly in suburban areas where schools play a significant role in the local community. - This approach can strengthen ties between the school and community while generating income.
Facility Rentals	- This strategy involves generating revenue by renting school facilities—such as gymnasiums, classrooms, and some sports facilities—to local organizations, businesses, and community groups for recreational activities, educational programs, and special events.	$117,000	$174,800	Annual	Medium	- Successful implementation depends on facility condition, availability, market demand, competitive pricing, effective marketing, and efficient administrative management. - Revenues may also be offset by operational expenses, including staffing, utilities, insurance, maintenance, and associated administrative costs.
Excess Land Disposition	N/A	N/A	N/A	N/A	N/A	- Excess land disposition was not considered due to site constraints and lack of access from the exterior.

Property 10 - Montcalm Secondary School

Property Information

Address:	1350 Highbury Ave N
City	London
Province	Ontario
Postal Code	N5Y1B5
Land	21.60 Acres
Potential Excess Land	3.35 Acres
Building Gross Floor Area	204,934 SF
Zoning	CF1 (Community Facility Zone)
School type	Secondary

School Overview:
Montcalm Secondary School serves grades 9 to 12 in a suburban area of London. Established in the late 1990s, it is positioned on a relatively spacious site, allowing for a variety of programs designed to meet the needs of its students.

Property Location

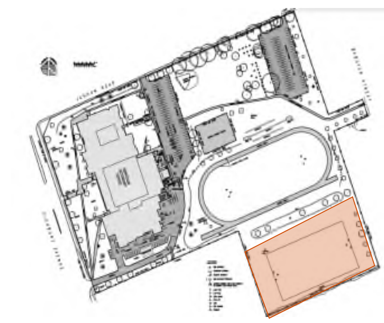
Exterior of the Property

School Operation Information

	Metric
FCI	Moderate
Utilization	65%
Historical 5 Year Enrollment CAGR (2020-2024)	1.60%
5 Year Enrollment Projection CAGR (2025-2029)	3.15%
Current Revenue (if applicable)	N/A
School Capacity	1251
Student Enrollment in 2024-2025	813
Potential Excess Land (acre)	3.35 Acres

Comments
Montcalm Secondary School has a moderate FCI, highlighting a notable requirement for capital expenditures related to maintenance and refurbishment. The utilization rate is 65%, indicating effective use of the school's capacity. The 5-Year Enrollment CAGR is 1.60%, suggesting modest growth in student enrollment. The property spans 21.6 acres and features a building gross floor area of 204,934 square feet, providing ample space for a variety of educational programs. Given the substantial size of the property, an assessment of potential excess land was conducted to evaluate opportunities for monetization.

Property Layout (showing excess land if applicable)



Strategy Recommendation

Strategy	Description	Potential Revenue / Value Creation (Low)	Potential Revenue / Value Creation (High)	One time vs annual	Implementation Complexity	Implementation and Other Comments
Leasing Surplus Land	- Leasing excess land presents a valuable opportunity to generate steady revenue while retaining flexibility for future use. Considering the projected student enrollment at this school, keeping the additional land allows for potential expansion, the development of new facilities, or the possibility of accommodating future community needs. - The school's suburban location allows for potential partnerships with community organizations seeking space for activities or programs.	$142,387	$239,637	Annual	Medium	- Community engagement will be essential to ensure support for leasing initiatives, particularly in suburban areas where schools play a significant role in the local community. - This approach can strengthen ties between the school and community while generating income.
Facility Rentals	- This strategy involves generating revenue by renting school facilities—such as gymnasiums, classrooms, and some sports facilities—to local organizations, businesses, and community groups for recreational activities, educational programs, and special events.	$117,000	$174,800	Annual	Medium	- Successful implementation depends on facility condition, availability, market demand, competitive pricing, effective marketing, and efficient administrative management. - Revenues may also be offset by operational expenses, including staffing, utilities, insurance, maintenance, and associated administrative costs.
Excess Land Disposition	N/A	N/A	N/A	N/A	N/A	- Excess land disposition was not considered due to site constraints and lack of access from the exterior.
Reduction of Access Space in Schools	This property presents an opportunity to minimize the access space. This reduction could lead to decreased maintenance costs by eliminating areas that are not essential to the schools' operations, allowing for more efficient use of the property.	N/A	N/A	N/A	High	To reduce access space effectively, an evaluation of the property's layout is necessary to identify areas that are not essential. Collaborating with school administrators and staff will help address operational requirements and ensure practical solutions. After completing this assessment, a detailed plan should be created, including clear timelines and potential disruption management strategies. Approval from local authorities or the school board may also be required. Ultimately, optimizing property use can result in cost savings and enhanced efficiency.

Property 11 - Clarke Road Secondary School

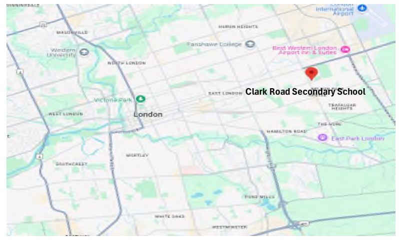
Property Information

Address:	300 Clark Road
City	London
Province	Ontario
Postal Code	N5W 5N4
Land	17.30 Acres
Potential Excess Land	1.43 Acres
Building Gross Floor Area	224,836 SF
Zoning	CF1 (Community Facility Zone)
School type	Secondary

School Overview:

Clark Road Secondary School is located in London and provides education for grades 9 to 12. Opened in the late 1960s, the school occupies a sizable campus that supports multiple academic and extracurricular activities.

Property Location



Exterior of the Property

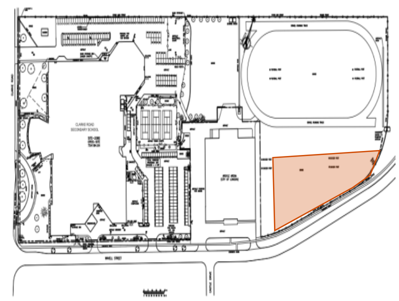
School Operation Information

	Metric
FCI	Low
Utilization	66%
Historical 5 Year Enrollment CAGR (2020-2024)	2.91%
5 Year Enrollment Projection CAGR (2025-2029)	-2.41%
Current Revenue (if applicable)	N/A
School Capacity	1545
Student Enrollment in 2024-2025	1020
Potential Excess Land (acre)	1.43 Acres

Comments

Clark Road Secondary School has a low FCI, indicating a relatively low requirement for capital expenditures associated with maintenance and refurbishment. The utilization rate is 66%, reflecting effective usage of the school's capacity. The 5-Year Enrollment CAGR is 2.91%, suggesting modest growth in student enrollment. The property spans 17.3 acres and features a building gross floor area of 224,836 square feet, allowing for various academic and extracurricular activities. Given the property size, an assessment of potential excess land was conducted to explore monetization opportunities.

Property Layout (showing excess land if applicable)



Strategy Recommendation

Strategy	Description	Potential Revenue / Value Creation (Low)	Potential Revenue / Value Creation (High)	One time vs annual	Implementation Complexity	Implementation and Other Comments
Leasing Surplus Land	- Leasing excess land offers an opportunity to generate consistent revenue while maintaining flexibility for future use. - The school's suburban location allows for potential partnerships with community organizations seeking space for activities or programs.	$60,780	$96,276	Annual	Medium	Community engagement will be crucial to ensure support for leasing initiatives, particularly in suburban areas where schools play a significant role in the local community. This approach can strengthen ties between the school and community while generating income.
Sell a portion of excess land	- This strategy involves assessing portions of the school's excess land for severance and potential sale - This would generate immediate capital that can be reinvested into school facilities.	$1,215,603	$1,925,512	One Time	High	The key challenges include potential community opposition, fluctuating property values, and the risk of underestimating future enrollment needs. Navigating bureaucratic processes for land sales can also cause delays. Transparency and a focus on long-term educational benefits are essential to address these challenges and ensure successful implementation. Market analysis will be necessary to determine optimal timing for the sale, as well as community consultation to address potential concerns regarding the use of school land.
Facility Rentals	- This strategy involves generating revenue by renting school facilities—such as gymnasiums, classrooms, and some sports facilities—to local organizations, businesses, and community groups for recreational activities, educational programs, and special events.	$117,000	$174,800	Annual	Medium	Successful implementation depends on facility condition, availability, market demand, competitive pricing, effective marketing, and efficient administrative management. Revenues may also be offset by operational expenses, including staffing, utilities, insurance, maintenance, and associated administrative costs.

Property 12 - College Avenue Secondary School

Property Information

Address:	700 College Ave
City	Woodstock
Province	Ontario
Postal Code	N4S2C8
Land	24.30 Acres
Potential Excess Land	3.50 Acres
Building Gross Floor Area	159,410 SF
Zoning	CF (Community Facility)
School type	Secondary

School Overview:

The property is situated in Woodstock, Ontario, in a rural area. It features a large outdoor space; however, the topography poses challenges for potential development. This region is experiencing significant growth, with a population increase of 12.35% between 2018 and 2022, making it one of Canada's fastest-growing cities. This growth is strategically driven by the intersection of Highways 401 and 403, and the city is home to several major manufacturing establishments that have bolstered its expansion. The school was originally constructed in 1962, with subsequent additions made in 1974 and 2011.

Property Location

Exterior of the Property

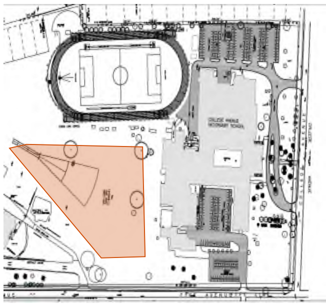
School Operation Information

	Metric
Moderate	Moderate
Utilization	81%
Historical 5 Year Enrollment CAGR (2020-2024)	7.55%
5 Year Enrollment Projection CAGR (2025-2029)	3.38%
Current Revenue (if applicable)	N/A
School Capacity	1053
Student Enrollment in 2024-2025	853
Potential Excess Land (acre)	3.50 Acres

Comments

College Avenue Secondary School has a moderate, indicating a significant requirement for capital expenditures related to maintenance and refurbishment. The utilization rate is 81%, reflecting effective use of the school's capacity. The 5-Year Enrollment CAGR stands at 7.55%, suggesting robust growth in student enrollment. The property spans 24.3 acres and features a building gross floor area of 159,410 square feet, providing ample space for various educational programs and extracurricular activities. Given the substantial size of the property, an assessment of potential excess land was conducted to explore opportunities for monetization.

Property Layout (showing excess land if applicable)



Strategy Recommendation

Strategy	Description	Potential Revenue / Value Creation (Low)	Potential Revenue / Value Creation (High)	One time vs annual	Implementation Complexity	Implementation and Other Comments
Leasing Surplus Land	- Leasing excess land offers an opportunity to generate consistent revenue while maintaining flexibility for future use. - The school's suburban location allows for potential partnerships with community organizations seeking space for activities or programs.	$125,964	$184,459	Annual	Medium	- Community engagement will be crucial to ensure support for leasing initiatives, particularly in suburban areas where schools play a significant role in the local community. - This approach can strengthen ties between the school and community while generating income.
Facility Rentals	- This strategy involves generating revenue by renting school facilities—such as gymnasiums, classrooms, and dome sports facilities—to local organizations, businesses, and community groups for recreational activities, educational programs, and special events.	$117,000	$174,800	Annual	Medium	- Successful implementation depends on facility condition, availability, market demand, competitive pricing, effective marketing, and efficient administrative management. - Revenues may also be offset by operational expenses, including staffing, utilities, insurance, maintenance, and associated administrative costs.
Excess Land Disposition	- This strategy involves assessing portions of the school's excess land for severance and potential sale - This would generate immediate capital that can be reinvested into school facilities.	$2,519,280	$3,689,189	One Time	High	- The key challenges include potential community opposition, fluctuating property values, and the risk of underestimating future enrollment needs. Navigating bureaucratic processes for land sales can also cause delays. Transparency and a focus on long-term educational benefits are essential to address these challenges and ensure successful implementation. - Market analysis will be necessary to determine optimal timing for the sale, as well as community consultation to address potential concerns regarding the use of school land.
Long term land lease (e.g. to a real estate developer)	N/A	N/A	N/A	N/A	N/A	- Long Term Land leases were not considered due to due to significant constraints including divergent differing stakeholder priorities and potential conflicts between educational mandates and commercial interests.

Property 13 - Arthur Stringer PS

Property Information

Address:	43 Shaftesbury Avenue
City	London
Province	Ontario
Postal Code	N6C2Y5
Land	8.41 Acres
Potential Excess Land	3.00 Acres
Building Gross Floor Area	33,260 SF
Zoning	CF1 (Community Facility Zone)
School type	Secondary

School Overview:

The property is situated in southern part of London, Ontario. The school was originally constructed in 1969, with subsequent additions made in 1981. The Property is bounded by Shaftsbury avenue to the north, residential houses to the west, Sir Wilfred Laurier Secondary School to the south, and park to the east.

Property Location

Exterior of the Property

School Operation Information

	Metric
FCI	Low
Utilization	77%
Historical 5 Year Enrollment CAGR (2020-2024)	1.99%
5 Year Enrollment Projection CAGR (2025-2029)	-1.86%
Current Revenue (if applicable)	N/A
School Capacity	381
Student Enrollment in 2024-2025	295
Potential Excess Land (acre)	3.00 Acres

Comments

Arthur Stringer Public School has a low FCI, indicating a significant requirement for capital expenditures related to maintenance and refurbishment. The utilization rate is 77%, reflecting effective use of the school's capacity. The 5-Year Enrollment CAGR stands at 1.99%, suggesting a slow growth in student enrollment. The property spans 8.4 acres and features a building gross floor area of 33,260 square feet, providing ample space for various educational programs and extracurricular activities. Given the substantial size of the property, an assessment of potential excess land was conducted to explore opportunities for monetization

Property Layout (showing excess land if applicable)

Strategy Recommendation

Strategy	Description	Potential Revenue / Value Creation (Low)	Potential Revenue / Value Creation (High)	One time vs annual	Implementation Complexity	Implementation and Other Comments
Leasing Surplus Land	- This strategy involves leasing excess land to community organizations and severing and selling portions of land as necessary. - With a utilization at 77.43%, the school can create a steady revenue stream while maintaining flexibility for future decisions.	$127,511	$201,977	Annual	Medium	- Community engagement will be crucial to ensure support for leasing initiatives, particularly in suburban areas where schools play a significant role in the local community. - This approach can strengthen ties between the school and community while generating income.
Facility Rentals	- This strategy involves generating revenue by renting school facilities—such as gymnasiums, classrooms, and some sports facilities—to local organizations, businesses, and community groups for recreational activities, educational programs, and special events.	$117,000	$174,800	Annual	Medium	- Successful implementation depends on facility condition, availability, market demand, competitive pricing, effective marketing, and efficient administrative management. - Revenues may also be offset by operational expenses, including staffing, utilities, insurance, maintenance, and associated administrative costs.
Excess Land Disposition	N/A	N/A	N/A	N/A	N/A	- Excess land disposition was not considered due to site constraints and lack of access from the exterior.

Property 14 - Chippewa PS

Property Information

Address:	1035 Chippewa Drive
City	London
Province	Ontario
Postal Code	N5V2T6
Land	9.83 Acres
Potential Excess Land	3.00 Acres
Building Gross Floor Area	62,915 SF
Zoning	NF1 (Neighbourhood Facility Zone)
School type	Secondary

School Overview:

The property is situated in north-eastern part of London, Ontario and is located close to the London International Airport. The school was originally constructed in 1968, with subsequent additions made in 1996 and 2007. The site is bounded by Chippewa Drive to the north, residential houses of Pawnee Road to the west and south, and residential houses of Oakville Avenue to the east. The school serves a population of approximately 525 students from JK to Grade 8.

Property Location

Exterior of the Property

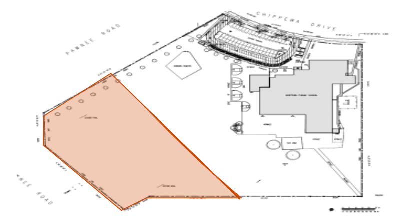
School Operation Information

	Metric
FCI	Moderate
Utilization	93%
Historical 5 Year Enrollment CAGR (2020-2024)	3.13%
5 Year Enrollment Projection CAGR (2025-2029)	-1.49%
Current Revenue (if applicable)	N/A
School Capacity	605
Student Enrollment in 2024-2025	564
Potential Excess Land (acre)	3.00 Acres

Comments

Chippewa Public School has a 3-Year FCI of 25%, indicating that the facility requires significant capital expenditures for maintenance and refurbishment. The utilization rate stands at 95%, reflecting effective use of available capacity within the school. The 5-Year Enrollment CAGR is 3.13%, suggesting a modest yet positive growth in student enrollment. The property encompasses 9.83 acres and features a building gross floor area of 62,915 square feet, providing ample space for various educational programs and extracurricular activities. Given the substantial size of the property, an assessment of potential excess land was conducted to explore opportunities for monetization.

Property Layout (showing excess land if applicable)



Strategy Recommendation

Strategy	Description	Potential Revenue / Value Creation (Low)	Potential Revenue / Value Creation (High)	One time vs annual	Implementation Complexity	Implementation and Other Comments
Leasing Surplus Land	- Leasing excess land offers an opportunity to generate consistent revenue while maintaining flexibility for future use. - The school's suburban location allows for potential partnerships with community organizations seeking space for activities or programs.	$122,184	$189,353	Annual	Medium	- Community engagement will be crucial to ensure support for leasing initiatives, particularly in suburban areas where schools play a significant role in the local community. - This approach can strengthen ties between the school and community while generating income.
Facility Rentals	- This strategy involves generating revenue by renting school facilities—such as gymnasiums, classrooms, and dome sports facilities—to local organizations, businesses, and community groups for recreational activities, educational programs, and special events.	$117,000	$174,800	Annual	Medium	- Successful implementation depends on facility condition, availability, market demand, competitive pricing, effective marketing, and efficient administrative management. - Revenues may also be offset by operational expenses, including staffing, utilities, insurance, maintenance, and associated administrative costs.
Excess Land Disposition	N/A	N/A	N/A	N/A	N/A	- Excess land disposition was not considered due to site constraints and lack of access from the exterior.

Potential Opportunities Summary

Our analysis concentrated on 14 schools, allowing us to create strategies aimed at generating value through optimization and monetization strategies. By examining various methods to leverage both interior and exterior spaces, we identified several opportunities for revenue generation that directly benefit the schools. Key opportunities include property or land sales, where we explore excess land potential for sale, focusing on specific properties based on location, market demand, and estimated value range. Additionally, we identified leasing opportunities, detailing which properties could be leased and the expected value ranges. The proposed strategies encompass both low and high complexity initiatives designed based on their projected potential for value creation during implementation. Consideration would need to include feasibility and alignment government legislation, regulation and policies. From our assessments, noteworthy opportunities include:

1. **Potential Disposition:** The potential for high complexity strategies, particularly through the sale of excess land, could yield substantial one-time revenue for the schools. Specifically, the illustrative estimated valuation analysis shows s value range for the portfolio between $9.5 million to $16.0 million. These funds could be reinvested to enhance the educational environment and infrastructure significantly. The total range of estimated values is based on the sum of the entire lands of schools 2-5, without considering the buildings on the site, and the potential excess land of schools 11 and 12 indicated in Table 45- Summary of Assets Identified for Further Review. The estimated illustrative valuation range analysis of each property is provided in the appendix in section 6.3 - Estimated Illustrative Real Estate Valuation Analysis. It is to be noted that this estimated illustrative valuation analysis is not considered to be an "Appraisal Report" as defined by the Appraisal Institute of Canada since it does not comply with all of the reporting requirements set forth in the Real Estate Appraisal Standard - Rules of the Canadian Uniform Standards of Professional Appraisal Practice ("CUSPAP") or Uniform Standards of Professional Appraisal Practice ("USPAP") as issued by the Appraisal Institute of Canada and the Appraisal Standards Board respectively. This estimated illustrative valuation analysis only considers land value. The estimated illustrative valuation range analysis of each property is provided in the appendix section 6.3 - Estimated Illustrative Real Estate Valuation Analysis. It is to be noted that this estimated illustrative valuation analysis is not considered to be an "Appraisal Report" as defined by the Appraisal Institute of Canada since it does not comply with all of the reporting requirements set forth in the Real Estate Appraisal Standard - Rules of the Canadian Uniform Standards of Professional Appraisal Practice ("CUSPAP") or Uniform Standards of Professional Appraisal Practice ("USPAP") as issued by the Appraisal Institute of Canada and the Appraisal Standards Board respectively. This estimated illustrative valuation analysis only considers land value.

2. **Leasing Surplus Land:** For medium complexity strategies, leasing surplus lands, in accordance with government policies and directive, is an alternative strategy that presents a consistent revenue stream, with annual payments projected from $1.1 million to $1.8 million. This approach creates opportunities for sustainable income while fostering community partnerships. The Board will need to seek further guidance or direction from the Ministry. Note that the identified surplus lands are landlocked and do not have external access, which precludes them from being viable options for land sale.

3. **Merging Schools and Asset Disposition:** As part of a comprehensive strategy, schools can consider merging with neighboring institutions which would be contingent on the moratorium on school closures to be lifted. This can optimize operational costs and resources while enriching the educational offerings by providing a wider range of programs and activities for students.

4. **Leasing Space for Community Partnerships or other For-Profit Organizations:** Collaborating with local organizations can help maximize the utilization of interior and exterior spaces, enhancing educational programs and extracurricular activities while generating additional revenue. Based on space available and school location, this could generate $1.1 million - $1.6 million additional revenue for the shortlisted properties. Leasing school facilities to for-profit organizations could be relevant to all owned schools and has the potential to capture greater market rents. However, a more detailed analysis of available space on a square-footage basis is required to accurately determine the full revenue potential and financial upside across the entire portfolio of owned schools.

The following tables summarize the potential revenue for various strategies segmented by complexity.

Potential Capital Generation – High Complexity Recommendations

High complexity initiatives are defined as strategies that require significant planning to implement and are contingent on lifting the moratorium in place yet have the potential to yield substantial one-time payments. Specifically, these high complexity strategies are centered on property and land sales as well as potential school mergers, which necessitate thorough due diligence and stakeholder engagement. The estimated valuation range of $9.5 million to $16.0 million has been calculated based on the sum of the illustrative property values from schools 2 to 5, alongside potential excess land from schools 6 to 14, as detailed in Table 44.

Table 46 - Potential Capital Generation Through Asset/Excess Land Disposition

Complexity Level	High Complexity (Low, One-Time Payment)	High Complexity (High, One-Time Payment)
Potential Capital Generation	**$9,500,000**	**$16,020,000**

Potential Ongoing Revenue - Medium Complexity Recommendations

Medium complexity recommendations are characterized by strategies that require moderate assessment and coordination but can lead to valuable ongoing revenue streams with manageable implementation efforts. These initiatives primarily focus on leasing surplus lands and school facilities, which can cultivate consistent income sources while fostering partnerships with local organizations and for-profit entities. The projected annual payments from leasing surplus land range from $1.1 million to $1.8 million, while revenue from facility rentals is estimated to generate between $1.1 million and $1.6 million.

By optimizing the use of both interior and exterior spaces, these strategies not only create financial benefits for the schools but also enhance community engagement and support educational programs.

Table 47 - Potential Ongoing Revenue Through Facilities and Surplus Land Lease

	Medium Complexity (Low, Annual Payments)	**Medium Complexity (High, Annual Payments)**
Potential Surplus Land Lease Revenue	$1,130,000	$1,770,000
Potential Facility Rentals Revenue	$1,050,000	$1,570,000
Total	$2,180,000	$3,350,000

Additional potential opportunities

We have explored other potential opportunities for strategic asset utilization; however, due to significant constraints including divergent objectives, differing stakeholder priorities, and potential conflicts between educational mandates and commercial interests, we have not further explored them at this stage. Nonetheless, these opportunities should remain considerations for the future.

Partnerships with Third Party to Maximize the Value of the Excess Land: TVDSB could strategically explore partnerships with third parties to maximize the value of the excess land, including municipalities. Arrangements should prioritize the sale of the excess land. The Board would need to seek further guidance or direction from the Ministry.

This strategy is a long-term initiative contingent upon the availability of sufficiently large and underutilized urban sites, as well as adequate market demand in the London area to support the proposed development. Additionally, it is dependent on potentially lifting any existing moratorium that restricts closing schools for redevelopment purposes.

Land Lease Development Partnerships: TVDSB could also explore opportunities to partner with developers through land leases on excess property. Such arrangements would enable the development of excess land parcels into revenue-generating uses such as residential, commercial, or mixed-use projects. This approach could provide ongoing revenue streams without the loss of ownership.

This strategy requires careful consideration of long-term impacts, including land use compatibility, community acceptance, market demand in the specific area, and adherence to municipal zoning and planning regulations. In addition, any leases entered into has to be for fair market value, including long-term lease agreements. Successful implementation would depend on appropriate site selection and thorough due diligence to ensure alignment with the Board’s long-term objectives.

4.3.5. Implementation Constraints

Exploring opportunities to optimize the TVDSB real estate assets involves recognizing several important implementation constraints. Balancing the need for enhanced asset utilization with community expectations is essential. Factors such as community reliance on school facilities, legal and policy considerations, and alignment with long-term strategic goals must all be thoughtfully considered. Understanding these constraints will help guide TVDSB in making informed decisions that support both financial sustainability and community engagement.

Several constraints have been identified that must be managed thoughtfully to facilitate the implementation of the recommendations outlined in this report.

Community Impact: The community's reliance on school properties and the potential for resistance to changes should be thoughtfully considered.

Strategic Alignment: Each opportunity should be evaluated for its alignment with TVDSB's long-term capital planning and student accommodation strategy. This consideration aims to support the Board's overall goals and objectives.

Policy Constraints: The provincial moratorium on school closures presents a significant barrier for TVDSB in addressing the potential closure or consolidation of underutilized schools. Without the lifting of this moratorium or the granting of specific exemptions, TVDSB cannot proceed with any changes to these institutions. While recognizing that schools serve as vital community hubs, any attempts to repurpose or monetize school properties must be approached with utmost sensitivity to local considerations, as community resistance can pose substantial obstacles. Furthermore, low-density rural schools face additional complexities, as consolidating them may be challenging due to extended commuting distances. This situation not only affects operational efficiency but also limits potential cost savings and resource allocation, thereby complicating the financial sustainability of these educational facilities.

Feasibility of Implementation: Financial, regulatory, and logistical challenges should be assessed to determine the viability of proposed initiatives. This will help identify any barriers to implementation and inform strategies to mitigate risks.

Market Demand Forecasting: Understanding land valuation trends is important for assessing the optimal timing for property disposition.

5. Recommended Options for Future Action

5.1. Summary of Recommended Options for Future Action

The tables below provide a summary of all opportunities discussed across the Operations and Real Estate workstreams, including a financial impact range and potential total impact to the project in-year surplus (deficit).

Note that the timing of the potential savings measures outlined in these tables are illustratively outlined, based on ease of implementation, complexity, and risk level. However, implementation of these opportunities is highly dependent on approvals, capacity of TVDSB to execute, community consultations, capacity of stakeholders to absorb changes, and other constraints such as CBAs and the moratorium on school closures.

Table 48 - Impact of Implemented Savings Measures on In-Year Surplus (Deficit)

		Low		High
Adjustments - Total Implemented Savings in 2024-25 Revised Estimates				
Bus Monitor Reduction (implemented)		840,000		840,000
Procurement Savings (implemented)		450,000		450,000
Educational Assistant Return-to-Work Program (implemented)		300,000		300,000
Total 2024-25 Implemented Savings		1,590,000		1,590,000
2024-25 In-Year Surplus (Deficit) at Revised Estimates	**$**	**(16,816,487)**	**$**	**(16,816,487)**
Adjustments - Additional Savings in 2024-25 Revised Estimates				
Bus Monitor Reduction (additional potential)		-		1,660,000
Procurement Savings (additional potential)		-		100,000
Educational Assistant Return-to-Work Program (additional potential)		-		400,000
Bill 124 Additional Funding		700,000		700,000
Online Summer School		265,000		265,000
Total 2024-25 Additional Savings		965,000		3,125,000
Adjusted 2024-25 In-Year Surplus (Deficit)	**$**	**(15,851,487)**	**$**	**(13,691,487)**

In the next three tables, we have assumed that the in-year surplus (deficit) remains the same as the prior year. However, this is a best-case scenario where external and structural funding pressures such as inflation as well as one-time costs related to implementation are excluded from the analysis. It is our understanding, based on conversations with Management, that the opportunities presented in Table 49 are measures that TVDSB intends on implementing in the 2025-26 school year. The timing of the opportunities presented in Table 50 and Table 51 are based on our view of risk, feasibility, and complexity, and has not been validated or agreed to by TVDSB.

Table 49 - Estimated 2025-26 In-Year Surplus (Deficit)

		Low		High
Estimated 2024-25 In-Year Surplus (Deficit)	$	(15,851,487)	$	(13,691,487)
Reversal of One-Time 2024-25 Bill 124 Additional Funding		(700,000)		(700,000)
2025-26 Known Savings Measures				
Reduction in Learning Coordinators & Teachers on Special Assignment		4,123,495		7,750,000
Reduction in Teachers from Enhanced Enrolment Forecasting		2,378,967		3,519,552
Administrative Restructuring		1,710,000		2,090,000
Vice Principal Reduction		1,085,760		1,327,040
Elementary School Supervision Adjustments		400,000		490,000
Total 2025-26 Known Savings		9,698,222		15,176,592
Estimated 2025-26 In-Year Surplus (Deficit)	**$**	**(6,853,265)**	**$**	**785,105**

Assuming the in-year deficit remains the same as the prior year in the 2025-26 school year, we can infer that the estimated in-year surplus (deficit) for 2025-26 could range from a $6.9 million deficit to a $0.8 million surplus, assuming these know savings measures are all successfully implemented.

Table 50 - Estimated 2026-27 In-Year Surplus (Deficit)

		Low		High
Estimated 2025-26 In-Year Surplus (Deficit)	$	(6,853,265)	$	785,105
Additional Savings Opportunities for 2026-27				
Absenteeism - Secondary Teachers Return-to-Work Program		700,000		1,700,000
Optional Programming - Termination of Tu Puente Partnership		64,000		80,300
Optional Programming Termination of Bealart Transportation		43,300		216,600
Total 2026-27 Additional Savings		807,300		1,996,900
Estimated 2026-27 In-Year Surplus (Deficit)	**$**	**(6,045,965)**	**$**	**2,782,005**

Assuming the in-year deficit remains the same as the estimated prior year in the 2026-27 school year, we can infer that the estimated in-year surplus (deficit) could range from a $6.0 million deficit to a $2.8 million surplus, assuming these are all successfully implemented.

Table 51 - Estimated 2027-28 In-Year Surplus (Deficit)

		Low		High
Estmated 2026-27 In-Year Surplus (Deficit)	$	(6,045,965)	$	2,782,005
Additional Savings Opportunities for 2027-28				
Removal of Transportation Legacy Route Policy		1,685,000		2,359,000
Absenteeism - Elementary Teachers Return-to-Work Program		1,560,000		3,448,000
Total 2027-28 Additional Savings		3,245,000		5,807,000
Estimated 2027-28 In-Year Surplus (Deficit)	**$**	**(2,800,965)**	**$**	**8,589,005**

Finally, assuming the in-year deficit remains the same as the estimated prior year in the 2027-28 school year, we can infer that the estimated in-year surplus (deficit) could range from a $2.8 million deficit to a $8.6 million surplus, assuming these are all successfully implemented.

In addition to the above opportunities, seven additional opportunities that may have an impact on future in-year deficits or future accumulated surplus (deficit) balances were identified:

Table 52 - Additional Potential Savings (High Risk and/or Complexity)

Additional Potential Savings (High Risk and/or Complexity)				
Transportation Service Delivery Model Optimization		Not quantifiable		Not quantifiable
Pupil Accommodation Review	$	200,000	$	300,000
Community Facility Rentals at fair market value (Yearly Revenue)	$	1,050,000	$	1,570,000
Surplus Land Lease Revenue Potential (Yearly Revenue)	$	1,130,000	$	1,800,000
Total Potential Impact on Future In-Year Surplus (Deficit)	$	2,380,000	$	3,670,000
School Potential Merging Opportunities and Disposition [86]	$	843,200	$	1,998,300
Potential Disposition of Surplus Assets [86]	$	4,917,700	$	8,408,800
Potential Disposition of Excess Land	$	3,734,883	$	5,614,701
Potential Impact on Proceeds of Disposition	$	9,495,783	$	16,021,801
Total Financial Impact of Additional High Risk and/or Complexity Opportunities	$	11,875,783	$	19,691,801

[86] This recommendation is contingent on lifting the school closure moratorium that is currently in place and is subject to pupil accommodation review.

The first four opportunities could have a direct impact on future in-year surpluses (deficits). The other three opportunities could impact TVDSB's proceeds of disposition, which could impact the future accumulated surplus (deficit). All seven of these opportunities were not included as having an impact on the estimated in-year surplus (deficit) or accumulated surplus (deficit) for 2024-25, 2025-26, 2026-27, and 2027-28, as these opportunities require further detailed analysis and assessment due to complexity and risk.

In summary, in the 2024-25 school year, it is probable that TVDSB will incur an in-year deficit despite several implemented savings measures. However, there is a path forward for TVDSB to achieve an in-year surplus in future school years, though this is heavily dependent on the approval and successful full implementation of the recommended opportunities and management of external and structural costs pressures, such as inflation, CBA negotiations, CPP/EI rate changes, etc.

Assuming operating allocation from the 2024-25 revised estimates (Compliance Report line 4.1) remains flat, an accumulated surplus of 2% of TVDSB's operating allocation by 2027-28, would represent $22 million. Taking the best-case scenario, where TVDSB would implement all recommendations as outlined in the "high" scenarios in the tables above, TVDSB would not achieve this $22 million target by 2027-28.

5.2. Recommendation on Ministry Control and Charge Over the Board

As per the Education Act, R.S.O. 1990, c. E.2, an investigator may not recommend that control and charge over the administration of the affairs of the Board be vested in the Ministry unless the investigation discloses evidence of:

- **Item 1** - Financial default or probable financial default
- **Item 2** - An accumulated deficit or a probable accumulated deficit; or
- **Item 3** - Serious financial mismanagement

Item 1 - Evidence of financial default or probable financial default

The *Education Act* does not include a specific definition of "financial default or probable financial default". For these purposes we considered the following indicators to be relevant:

- Cash flow and cash position
- Borrowings available
- Other sources of funding (e.g. POD)

At August 31, 2024, TVDSB's cash position was negative $4.4 million, and TVSDB had drawn on an overdraft facility. The year-end cash balances for the in-scope periods of this assessment illustrate that TVDSB had a net outflow of cash of $44.5 million from the end of FY20-21 to FY23-24.

Table 53 - Cash and Cash Equivalents Balances at August 31

	2020-21	2021-22	2022-23	2023-24
Cash & Cash Equivalents	$ 40,091,438	$ 18,033,122	$ 18,045,450	$ (4,372,991)

Management of TVDSB stated that the deteriorating cash position at year end over the period under review is a result of using accumulated surplus to fund deficits and capital projects. They also shared that the negative cash balance at August 31, 2024 was temporary and related to the timing of Ministry and municipal tax cash flows, and indicated that the cash balance was positive again on September 18, 2024. It is noted that TVDSB had an accounts receivable balance of $262.9 million at August 31, 2024.

It can be inferred that if TVDSB continues to incur in-year deficits, the cash balance may continue to deteriorate, pressuring TVDSB to increase borrowing should they not be able to increase other funding sources.

As per the draft 2023-24 financial statements, we understand TVDSB has lines of credit available to the maximum of $118 million to address operating requirements and/or to bridge capital expenditures. In addition, the draft financial statements also indicates that TVDSB had a banker's acceptance facility to draw from, and on August 31, 2024, the amount drawn under this banker's acceptance facility was $26.5 million ($42.9 million in 2023). TVDSB confirmed that this banker's acceptance facility is no longer available to TVDSB once the current facility is repaid as banks no longer issue this type of facility. In addition, the draft financial statements indicate that TVDSB has a Canadian Overnight Repo Rate Average (CORRA) facility, a new short-term borrowing facility effective July 1, 2024.

Per discussions with TVDSB Management, they anticipate any deficit growth to be minimal, indicating that monthly Ministry cash flows, municipal tax cash flows and the current available temporary borrowing facilities are expected to be sufficient to ensure expenses can be paid in the near term. Based on the TVDSB's available borrowing sources, we can infer that during the 2024-25 school year TVDSB lacked evidence of financial default, however, given that the Board did not share any cash flow forecasts, we are not able to conclude on the potential for any prospective financial default.

Item 2 – Evidence of an accumulated deficit or a probable accumulated deficit

After adjustments, TVDSB's projected accumulated surplus (deficit) available for compliance (leveraging the Ministry's approach for calculation and the 2024-2025 revised estimates) for the 2024-25 school year is $3.1 million. However, it is important to note that TVDSB would have had a total accumulated <u>deficit</u> available for compliance of $9.4 million had it not received approval in January 2025 for a one-time transfer $12.5 million from proceeds of disposition to the unappropriated accumulated surplus available for compliance.

According to Ontario Regulation 193/10: Restricted Purpose Revenues (the "Regulation"), proceeds of dispositions should be used to repair, renew, and improve existing school buildings and other infrastructure or for acquiring land and adding school buildings. This one-time transfer does not align with the intended use of proceeds of disposition. Typically, when school boards dispose of property, they use the POD to reinvest back in school facilities as per the Regulation, however TVDSB was granted an exception for this POD. As such, this POD was not used for its intended purpose and is not a sustainable measure to balance the budget into the future.

Table 54 - Estimated Accumulated Surplus (Deficit) Available for Compliance

Line Item	2024-25 (Revised Est.)
a. Total Ending Accumulated Surplus (Deficit) Available for Compliance [1]	**$ 37,776,084**
b. Committed Capital Projects [2]	$ (37,999,969)
c. Thames Valley Education Foundation [3]	$ (8,439,113)
d. Staff Development [4]	$ (712,220)
e. Subtotal Accumulated Surplus (Deficit) Available for Compliance - Ending Balance	**$ (9,375,218)**
f. POD exemption [5]	$ 12,475,614
g. Total Accumulated Surplus (Deficit) Available for Compliance - Ending Balance	**$ 3,100,396**

[1] The Board noted that an entry for salaries and benefits in 2022-23 did not get reversed in 2023-24. In 2022-23, school boards were required to establish a contingency accrual for those labour groups which had not settled their collective agreements. This accrual should have been reversed as all labour payments related to 2022-23 were rendered in 2023-24 as all collective agreements were settled and paid. This adjustment reflects the reversal of the accrual in 2023-24, and at the time of writing this report, was not captured in the draft audited financial statements. However, TVDSB advised that it is working with its auditors to make the necessary adjustments to the draft 2023-24 audited financial statements. As a result, this balance was adjusted by $7.8 million from the $30.0 million reported on the Revised Estimates Schedule 5 Line 3.

[2] Per the Ministry, for the purpose of the calculation of the accumulated surplus (deficit), there are two lines that are excluded which are the committed Capital Projects Revised Estimates Schedule 5 Line 2.21.1 Column 4 (amounting to $ 38.0 million) and the Committed Sinking Funds Interest Revised Estimates Schedule 5 Line 2.20.1 Column 4 (amounting to $0).

[3] TVDSB has an Education Foundation, and this foundation is a separate registered charitable organization whose mission is to provide enhanced learning opportunities for students across the district. This amount needs to be excluded from the available accumulated surplus and ties to Capital Projects Revised Estimates Line 2.21.1 Column 4.

[4] The Ministry advised that there is also a legally binding amount of $0.7 million that needs also to be excluded being a part of the amount of $1.2 million on Revised Estimates Line 2.10.1 Column 4 "Staff Development/Professional Development/Classroom Expense and Other"; TVDSB had explained to the Ministry that Staff development are funds provided through Terms and Conditions of Employment for the Director, Superintendents, Principals, Vice-Principals and Managers totaling $0.7 million.

[5] In January 2025, TVDSB received approval to transfer $12.5 million from Proceeds of Disposition to the unappropriated accumulated surplus to fund portable purchases. This was a one-time transfer.

Based on our analysis and interviews, we understand that TVDSB has already implemented several savings measures as outlined in the table below. The "low" scenario estimated savings related to the bus monitor reduction, procurement, and the educational assistant return-to-work program were included and captured in the 2024-25 revised estimates deficit of $16.8 million.

Further to these initiatives, TVDSB announced the transition from in-person to online summer school and this savings measure is expected to result in additional savings of $265,000. With the Ministry-issued additional funding related to Bill 124 and collective agreement costs announced on March 31, 2025, Management anticipates an additional deficit reduction of $0.7 million. These impacts, in combination with any incremental savings (based on the "high" scenario) from the initiatives already captured in the 2024-25 revised estimates, will bring the revised estimates in-year deficit of $16.8 million to an adjusted revised estimates in-year deficit ranging between $15.9 million to $13.6 million for the 2024-25 school year.

Table 55 - Estimated Impact of Implemented Savings Measures in 2024-25

		Low		High
2024-25 In-Year Surplus (Deficit) at Revised Estimates	$	(16,816,487)	$	(16,816,487)
Adjustments - Already Captured in 2024-25 Revised Estimates				
Bus Monitor Reduction		840,000		2,500,000
Procurement Savings		450,000		550,000
Educational Assistant Return-to-Work Program		300,000		700,000
Adjustments - Not Captured in 2024-25 Revised Estimates				
Bill 124 Additional Funding		700,000		700,000
Online Summer School		265,000		265,000
Total 2024-25 Implemented Savings		2,555,000		4,715,000
Adjusted 2024-25 In-Year Surplus (Deficit)	**$**	**(15,851,487)**	**$**	**(13,691,487)**

We also understand that TVDSB has announced several additional savings measures that would likely impact the 2025-26 school year. Assuming the in-year deficit remains the same as the prior year in the 2025-26 school year (adjusted revised estimates of $15.9 million to $13.6 million), then we can infer that the estimated 2025-26 in-year surplus (deficit) could range from a $6.9 million deficit to a $0.8 million surplus assuming these are all successfully implemented and based on assumptions outlined earlier in this report. Note that this is a best-case scenario where external and structural funding pressures such as inflation are excluded from the analysis.

This analysis indicates that an accumulated deficit is probable in the 2025-26 school year. We note that there are additional savings measures outlined in this report which could be considered for implementation by the Board to further improve the accumulated surplus (deficit) position; however, we also note there are several other factors such as inflation which continue to challenge the TVDSB and would mitigate the impact of those additional savings. The “high” scenario indicates that there is a possibility that TVDSB will finish in an accumulated surplus position in 2025-26, but this is highly dependent on TVDSB’s ability to accurately project enrolment forecasting in that year. An accumulated deficit becomes more probable if TVDSB’s Board of Trustees and Management do not commit fully to implementing the savings actions noted in a timely manner, including allocating resources to this effort and aligning its other actions consistent with the aim of managing this deficit.

Item 3 – Evidence of serious financial mismanagement.

The Education Act does not include a specific definition of “serious financial mismanagement”. For these purposes we considered the following indicators, among others, to be relevant:

- Recklessness or deliberate wrongdoing
- Lack of financial oversight or governance
- Actions resulting in reputational damage

Through the Executive Compensation assessment, we identified two instances of policy and procedure exceptions, and five compensation framework exceptions were noted within the in-scope assessment period. These exceptions resulted in a total cost of approximately $733,849 from 2016-17 to 2024-25, $92,500 of which was incurred in the 2024-25 school year (see appendix 6.4). Despite the relatively low financial impact of these framework and policy/procedure deviations, these exceptions could result in significant reputational damage for TVDSB and may be an indication of some form of mismanagement.

Through the Operations assessment set out above, we identified several drivers of the annual deficits of the TVDSB, including overspending in multiple categories. Some of these factors were comparatively outside of the control of the TVDSB, including the impact of Bill 124 and the treatment of CPP/EI increases, as well as the broader impact of the COVID-19 pandemic. Other factors, most notably the forecasting process for enrolment which drove the number of teachers hired by the Board, were directly in the TVDSB's control. Rising enrolment in 2020-21 and 2021-22 required teachers to be added to support; however, when enrolment was over forecasted, the Board was not able to effectively reduce expenses in line with the lower enrolment. As a result, our work identified a number of indicators of lack of financial oversight or governance in the budgeting process which has contributed to the increasing deficits in the TVDSB.

It is understood that as at the time of this report, the Board is the subject of a separate management audit of the TVDSB's executive members' administration of the Board, which may ultimately indicate recklessness or deliberate wrongdoing, and ultimately gross misconduct or serious financial mismanagement. The results of this investigation were not available at the time of writing of this report but would provide further indications of the financial management of the TVDSB.

We observed that a number of management changes and leaves of absence have occurred or commenced since the start of the 2024-25 school year in September 2024 while the separate management audit has been conducted. The former Director of Education at TVDSB, Mark Fisher, formally resigned on March 7, 2025, and as of March 6, 2025, Linda Nicholls, Associate Director was no longer employed by TVDSB as per the Board website. On March 26, 2025, the Ontario College of Teachers was notified that Mark Fisher was found to have been the subject of a number of professional breaches. As of March 3, 2025, Ali Chahbar, Executive Officer and General Legal Counsel, and Andrew Canham, Superintendent of Student Achievement, both went on paid leave.

In September 2024, Bill Tucker was appointed Interim Director of Education. Bill had served as Director of Education for TVDSB from 2008 until his retirement in 2013. Prior to becoming Director, Bill assumed a number of system responsibilities as Superintendent in the areas of Special Education, School Operations and Human Resources.

While the above leadership changes have occurred, we note that many of the same trustees of the Board remain in place that were elected in October 2022, who have acted as trustees during the period reviewed which showed the financial deterioration of TVDSB. We do note that trustee Beth Mai, Chair of the Trustees, went on leave as of March 7, 2025, noting health-related matters.

Summary

Based on the findings of this assessment, TVDSB has a projected accumulated deficit of $9.4 million, when excluding the one-time exception for the transfer of proceeds of disposition for the 2024-25 school year. In addition, as outlined earlier in this report there is an indication of a probable accumulated deficit in the 2025-26 school year. As such, we consider that one of the criteria for vesting control and charge over the administration of the affairs of the Board has been met.

Moreover, there are indications of potential financial mismanagement for the period under review, including a $7.8 million accrual reversal that was missed in the 2024-23 school year, demonstrating a lack of adequate controls in place at TVDSB. While we have noted over the course of this review that Management has a strong focus and made efforts to improve the financial position of TVDSB for the current and 2025-26 school year, we note that two of the key leaders (Interim Director of Education and Interim Associate Director of Education) are in interim positions until August 31, 2025 as of the time of this report. Given the importance of these roles into the 2025-26 school year and beyond, this is uncertainty creates significant execution risk on timely and effective progress on reducing the deficit go forward. Further, an ongoing management audit of administration is still underway at the time of this report and this audit may disclose further insights in consideration of some of the other criteria. Additional information from the management audit of administration, and from further interviews with staff currently on leave or who have now left the TVDSB, may provide further insight to assist with these findings and considerations of some of the other criteria.

This investigation has identified evidence of a probable accumulated deficit, in combination with other extenuating circumstances. We recommend that supervision of the TVDSB is warranted based on the TVDSB having met a condition in subsection 257.30 (6) of the Education Act.

5.3. Additional Recommendations and Considerations

5.3.1. Controls & Operating Procedures

Through the course of our work, we noted two instances of policy and procedure exceptions during the in-scope assessment period. These exceptions are described in section 4.1 – Compensation Assessment Findings of this report. In addition, we noted lack of adherence to the holdback process when doing enrolment and staffing, which TVDSB management informed was a result of lack of institutional knowledge that was not retained and applied by individuals doing the enrolment and staffing process for the first time. This instance is documented in section 4.2 – Operations Assessment Findings of this report. In addition, TVDSB noted that an accrual of $7.8 million was not reversed in the appropriate year, indicating a lack of controls. From these factors, we can infer that stronger controls and operating procedures may need to be put in place by TVDSB. To do so, recommended actions include:

- **Training and Awareness:** Provide regular training to the relevant stakeholders at TVDSB on the importance of adhering to established frameworks and procedures, and to ensure understanding of these key procedures.
- **Policy and Procedure Review:** Ensure TVDSB and the Board of Trustees are aware of the policies and understand the consequences of non-compliance. Ensure review of key policies and obtain sign-off of understandings from the relevant TVSDB stakeholders on a yearly basis.
- **Standard Operating Procedure Documentation:** All key processes and procedures should be formally documented and leveraged by the relevant TVDSB stakeholders when carrying out said process or procedure.
- **Exception Reporting Mechanism:** Develop a reporting system to capture any exceptions to the compensation framework or hiring procedures. Require detailed justification and approval for any exceptions, with documentation maintained for review.

Business Intelligence

During our engagement and the development of our analyses, we encountered challenges with the data provided, primarily due to its format. Much of the information was not in a readily digestible or usable state for quick analysis. For instance, we relied on data from EFIS forms, which were delivered in PDF format. We needed to analyze 14 PDF documents—three for each school year (estimates, revised estimates, and actuals), except for 2024-25—with each document exceeding 200 pages.

Additionally, while Accountability Reports were made available, they were also shared in PDF format and as Excel spreadsheets. The Excel spreadsheets were not easy to interpret either, as each tab represented a single page from the PDF document.

We recognize that TVDSB oversees a substantial budget and must comply with the Ministry's guidelines for reporting and information dissemination while preparing financial information three times a year. Nevertheless, we believe that TVDSB—and potentially other school boards across the province—could benefit from enhanced business intelligence processes and systems. Streamlining data management and reporting formats would not only facilitate more effective analysis but also support improved decision-making and financial oversight.

We encourage the consideration of initiatives aimed at enhancing the accessibility and usability of data, as detailed below.

- **Data format**: As noted previously, TVDSB could greatly benefit from improved formatting of data to facilitate quick analyses of historical trends, variances between estimates, revised estimates, and actuals, and over/underspending in relation to allocated revenues. Streamlining the data presentation would enable more efficient and comprehensive analysis.
- **Data Form D integrity:** During our analysis of over/under spending, we attempted to compare allocated grants from the Ministry with TVDSB's net expenses to build a variance analysis. We were informed that EFIS Data Form D contains this information; however, TVDSB's Management team indicated that Data Form D has limitations due to discrepancies in revenue allocations and net expenses. The revenue allocations provided in Data Form D are categorized by the Ministry and do not always align with the categories used for TVDSB's expenses, making direct comparisons challenging. While we recognize that allocations may not align perfectly due to the distinction between restricted and unrestricted grants, which offers school boards greater flexibility in expenditures, TVDSB and other school boards could benefit from implementing a process in which actual expenses are continuously mapped back to the respective revenue sources being used to fund the expenses and any other allocations made during the budgeting process. This would ensure that areas of over- and underspend can be more accurately identified in a timely manner.
- **Rapid data-driven decision-making**: In the 2023-24 and 2024-25 school years, TVDSB overestimated its enrolment projections by approximately 1,000 students, leading to grant revenue shortfalls of around $10 million when the actual enrolment figures were confirmed. Despite the decline in enrolment, TVDSB maintained its spending at the budgeted levels due to the inability to adjust expenses quickly enough in response to the reduced revenue, ultimately resulting in overspending.

Establishing better processes and visibility for rapid expense adjustments other than labour related could enhance TVDSB's flexibility in responding to changes in enrolment. In preparation for the 2025-26 budget, TVDSB indicated that it will adopt a conservative approach to enrolment forecasting, which should help mitigate overspending in certain areas.

- **Procurement and Specialty Programs Data:** While exploring potential savings opportunities related to Procurement and Specialty Programs, we found that data was not readily available for analysis or for quantifying potential savings. TVDSB would benefit from implementing a spend cube to analyze vendor purchases more effectively. The management team indicated that approximately 40% of its supplies and services are sourced outside of centralized purchasing platforms, such as the Ontario Education Collaborative Marketplace (OECM). Improving visibility into spending patterns and vendor usage could lead to cost reductions or negotiated lower prices. Furthermore, enhanced data on programs would provide a clearer understanding of which programs incur the highest costs for the organization, allowing potential targeted cost reductions.

Budget Process Considerations

As detailed in section 4.2, the budgeting process at TVDSB appears robust overall, allowing sufficient time for each budget holder to develop a bottom-up budget, with multiple review cycles conducted by TVDSB by managers, superintendents and directors, as well as by the Board of Trustees and with approvals from the Ministry. However, some process challenges related to enrolment forecast and timing of grant releases have been identified:

1. **Discrepancy between staff hiring and actual enrolment**: The recall of teacher and staff vacancies by August 31 is based on enrolment projections completed five months earlier in March. This timing can create discrepancies between the number of teachers hired and the actual enrolment figures when school starts. Management has acknowledged that this issue has persisted for the past two years due to a more aggressive staffing approach and a lack of staff optimization processes, resulting in overstaffing costs of $3.5 million in 2023-24 and $2.3 million in 2024-25. To address this, Management intends to implement a more conservative approach and enhance staffing optimization starting in the 2025-26 school year.
2. **Timing of grant releases and preliminary budget finalization**: Management indicated that the quick turnaround required for finalizing the preliminary budget is challenging, as it depends on Ministry grant releases that occur between March and May.

Enrolment Forecasting Process Considerations

As detailed in section 4.2, the enrolment projection process is also comprehensive, incorporating multiple inputs and review cycles, the following improvements have been identified to enhance its effectiveness:

1. **Improve forecasting related to Residential Developments**: To enhance its enrolment forecasting process, TVDSB could utilize external data sources such as the Conference Board of Canada and the Canada Mortgage and Housing Corporation (CMHC) to enhance its development and enrolment forecasting process. The Conference Board of Canada offers a range of data related to demographic trends, economic indicators, housing market dynamics, and migration patterns. In addition, CMHC provides detailed residential development data at the postal code level. By leveraging these valuable data sources, TVDSB can better inform its enrolment forecasts and improve its planning efforts.
2. **Visibility on Dual Registrations**: Work with the other local Boards to improve visibility regarding the number of students registering at multiple school boards, potentially through coordination with other boards or the Ministry. The impact of this issue was not quantified however we understand the potential for students to enrol at more than one board would be reversed at the count date; however, may impact the accurate forecasting of enrolment.
3. **Staffing Allocation**: Establish more efficient staffing allocation processes to optimize teacher assignments based on enrolment numbers, class sizes, and compliance guidelines.

Absenteeism Working Committee

Throughout this investigation, both TVDSB and the Ministry described staff absenteeism as a systemic issue impacting school boards across the province. We understand that the SBCI conducts an annual absence study that provides relevant insights and offers workplace support strategies; however, TVDSB Management confirmed that there is no ongoing collaborative effort between school boards to share absenteeism strategies, best practices, and lessons learned. As a result, school boards across Ontario would likely benefit from a provincial working group as a means of providing school boards with a centralized forum to develop and share strategies for managing absenteeism.

For example, TVDSB started to dedicate staff to return-to-work programs in 2024-25 and is currently in the process of developing a centralized school-level dashboard control to ensure that staffing complements are not exceeded. These are strategies that other school boards may find valuable and effective in managing the costly issue of absenteeism but currently lack access to or awareness of due to the lack of knowledge sharing across the province.

6. Appendix

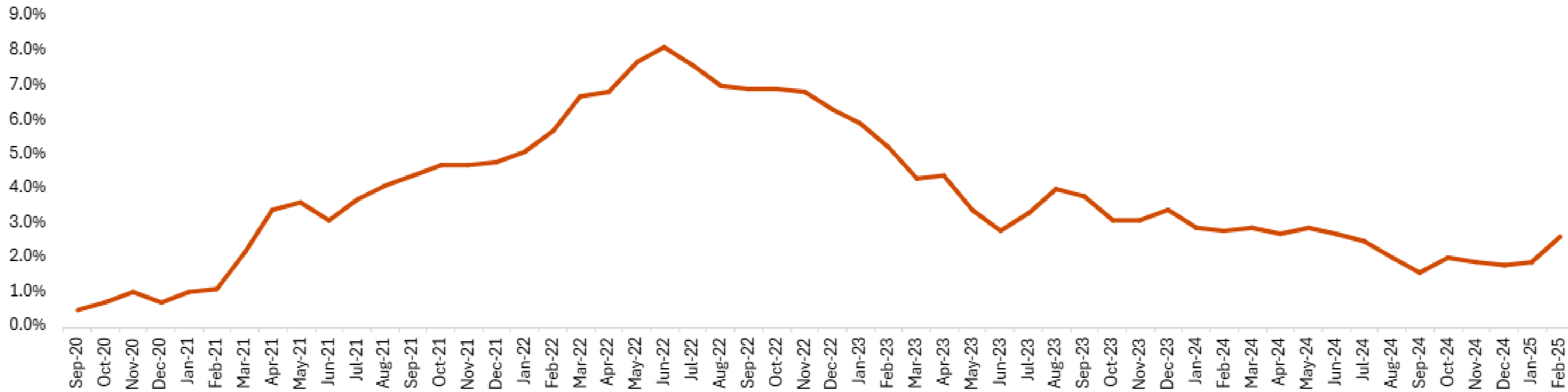
6.1. Data Form D Variance

Table 56 - Variance from Revenue Allocation and Net Expenses, Data Form D EFIS, in millions $

		2020-21			2021-22			2022-23			2023-24		
#	Expense Categories	Revenue Allocation	Net Expenses	Variance	Revenue Allocation	Net Expenses	Variance	Revenue Allocation	Net Expenses	Variance	Revenue Allocation	Net Expenses	Variance
1.2	Teachers	511.75	514.21	-2.46	516.61	521.12	-4.51	547.40	548.32	-0.92	598.23	599.88	-1.65
1.3	Supply Staff	19.87	29.56	-9.69	26.72	36.70	-9.98	25.81	37.43	-11.62	23.68	39.17	-15.49
1.4	TAs	53.79	52.72	1.07	53.53	53.22	0.32	50.84	52.42	-1.58	59.27	61.19	-1.92
1.4.1	ECEs	23.02	22.21	0.80	22.85	21.42	1.43	24.72	22.52	2.20	26.26	25.98	0.28
1.5	Textbook & Sup.	19.31	11.74	7.57	19.91	14.72	5.19	22.47	17.43	5.05	22.48	15.50	6.97
1.6	Computers	1.71	8.16	-6.45	7.51	8.46	-0.95	5.10	5.78	-0.68	5.20	6.34	-1.14
1.7	Para. & Techn.	29.60	29.31	0.29	27.06	27.44	-0.38	32.45	32.45	0.00	35.17	36.02	-0.84
1.8	Library & Guid.	20.26	19.94	0.32	20.72	20.78	-0.06	21.23	21.44	-0.21	24.17	24.17	0.00
1.9	Staff Dev.	4.64	1.85	2.79	4.25	1.84	2.41	3.49	2.83	0.66	1.90	2.65	-0.75
1.1	Depart. Heads	1.16	1.08	0.08	1.16	1.08	0.08	1.22	1.22	0.00	1.32	1.23	0.09
1.11	Principals/VPs	38.43	37.91	0.52	39.07	40.00	-0.93	39.94	40.38	-0.44	40.44	40.46	-0.02
1.12	School Office	21.13	21.86	-0.72	22.62	23.94	-1.32	22.38	23.02	-0.64	24.38	25.31	-0.93
1.13	Coord. & Cons.	9.80	8.68	1.12	8.96	9.76	-0.80	9.48	10.53	-1.06	11.44	11.50	-0.06
1.14	Board Admin.	22.42	22.03	0.39	22.39	22.32	0.07	23.20	24.33	-1.13	25.83	26.06	-0.22
1.15	School O&M	85.66	79.25	6.42	85.13	86.65	-1.52	89.43	91.41	-1.98	93.90	94.06	-0.16
1.16	Cont. Education	3.36	3.34	0.02	3.66	3.39	0.27	3.95	4.09	-0.15	5.24	5.44	-0.20
1.17	Transportation	46.55	42.84	3.71	52.61	47.49	5.12	55.75	50.28	5.46	54.07	54.15	-0.08
1.18	**Total Opex**	**912.46**	**906.68**	**5.78**	**934.77**	**940.33**	**-5.56**	**978.84**	**985.89**	**-7.05**	**1052.97**	**1069.10**	**-16.13**
1.20	School Renewal	0.69	0.69	0.00	1.53	1.53	0.00	0.77	0.77	0.00	0.77	0.77	0.00
1.21	Other Pupil Acc.	7.87	7.88	-0.01	6.99	6.99	0.00	7.76	7.81	-0.05	8.65	8.65	0.00
1.22	**Pupil Acc. Exp.**	**8.56**	**8.57**	**-0.01**	**8.52**	**8.52**	**0.00**	**8.53**	**8.58**	**-0.05**	**9.42**	**9.42**	**0.00**
1.23	Amortization	45.56	47.71	-2.14	47.73	48.35	-0.62	48.95	49.78	-0.82	49.01	49.92	-0.91
1.24	Disposal Gain-L	0.00	-0.04	0.04	0.00	0.00	0.00	0.00	-0.01	0.01	0.00	-0.03	0.03
1.25	SGF & Other Non-Opex	7.98	8.09	-0.11	7.98	7.87	0.10	7.98	16.00	-8.02	7.98	8.29	-0.31
1.27.1	**Total Expense**	**974.56**	**971.01**	**3.54**	**999.00**	**1005.08**	**-6.07**	**1044.31**	**1060.24**	**-15.93**	**1119.38**	**1136.71**	**-17.33**

6.2. Consumer Price Index

Figure 6 - Total Consumer Prince Index, Percentage Change from September 2020 to February 2025[87]



[87] Bank of Canada. *Consumer Price Index* (2025).

6.3. Estimated Illustrative Real Estate Valuations Analysis

This real estate valuation analysis (“Estimated Illustrative Valuation Analysis”) was prepared to calculate the potential capital generation (“Potential Income”) of the properties (“Subject Properties”) owned by the TVDSB as outlined in the summary below as of March 21, 2025 (the "Effective Date"). The analysis of the Subject Properties is in Canadian Dollars (“CAD”).

This Estimate Illustrative Valuation Analysis is not considered to be an “Appraisal Report” as defined by the Appraisal Institute of Canada since it does not comply with all of the reporting requirements set forth in the Real Estate Appraisal Standard - Rules of the Canadian Uniform Standards of Professional Appraisal Practice (“CUSPAP”) or Uniform Standards of Professional Appraisal Practice ("USPAP") as issued by the Appraisal Institute of Canada and the Appraisal Standards Board respectively.

We considered information with respect to sales and listings and leases, at or before the Valuation Date, of properties considered to be similar to the Subject Properties.

We note that we have not:

- Conducted a detailed site inspection of the Subject Properties; and
- Conducted interviews with the Subject Properties’ management.
- Considered any potential portfolio premium or discount.
- Considered any value change associated with any potential buildings situated on the land.

Table 56 - Estimated Illustrative Valuation Analysis and Revenue Summary

Ref #	School Names	Total Land Area (Acre)	Address	City	Potential Excess Land (acre)	Total High Complexity		Total Medium Complexity		Medium Complexity		Medium Complexity	
	1. Schools (Building)					**Estimated Illustrative Value Range for Excess Land**		**Leasing & Rental Revenue**		**Potential Surplus Land Lease Revenue**		**Community Facility Rentals**	
						Low	**High**	**Low**	**High**	**Low**	**High**	**Low**	**High**
1	North Middlesex DHS	16.6	100 Main St	Parkhill	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
2	East Williams Memorial PS	3.0	4441 Queens Ave	Ailsa Craig	N/A	$320,199	$843,462	N/A	N/A	N/A	N/A	N/A	N/A
3	Parkhill-West Williams PS	4.9	204 McLeod St	Parkhill	N/A	$522,992	$1,154,799	N/A	N/A	N/A	N/A	N/A	N/A
4	Arthur Voaden SS	3.3	41 Flora St	St Thomas	N/A	$437,603	$1,002,958	N/A	N/A	N/A	N/A	N/A	N/A
5	Lester B. Pearson Art School	5.5	795 Trafalgar St	London	N/A	$4,480,084	$7,405,814	N/A	N/A	N/A	N/A	N/A	N/A
	2. Secondary Schools (Excess Land)												
6	Sir Wilfrid Laurier Secondary School	17.2	450 Millbank Dr	London	3.00	N/A	N/A	$244,511	$376,777	$127,511	$201,977	$117,000	$174,800
7	Westminster Secondary School	22.8	230 Base Line Rd W	London	1.81	N/A	N/A	$193,932	$296,659	$76,932	$121,859	$117,000	$174,800
8	Oakridge Secondary School	19.3	1040 Oxford St W	London	2.79	N/A	N/A	$235,585	$362,638	$118,585	$187,838	$117,000	$174,800
9	Banting Secondary School	28.8	125 Sherwood Forest Sq	London	5.65	N/A	N/A	$347,113	$555,190	$230,113	$380,390	$117,000	$174,800
10	Montcalm Secondary School	21.6	1350 Highbury Ave N	London	3.35	N/A	N/A	$259,387	$414,437	$142,387	$239,637	$117,000	$174,800
11	Clark Road Secondary School	17.3	300 Clarke Rd	London	1.43	$1,215,603	$1,925,512	$177,780	$271,076	$60,780	$96,276	$117,000	$174,800
12	College Avenue Secondary School	24.3	700 College Ave	London	3.50	$2,519,280	$3,689,189	$242,964	$359,259	$125,964	$184,459	$117,000	$174,800
	3. Elementary Schools (Excess Land Opportunities)												
13	Arthur Stringer PS	8.4	43 Shaftesbury Avenue	London	3.00	N/A	N/A	$244,511	$376,777	$127,511	$201,977	$117,000	$174,800
14	Chippewa PS	9.8	1035 Chippewa Drive	London	3.00	N/A	N/A	$239,184	$364,153	$122,184	$189,353	$117,000	$174,800
						High Complexity One Time Payment		**Medium Complexity Annual Payment**		**Medium Complexity Annual Payment**		**Medium Complexity Community Facility Rentals**	
					Total	**$9,500,000**	**$16,020,000**	**$2,180,000**	**$3,380,000**	**$1,130,000**	**$1,800,000**	**$1,050,000**	**$1,570,000**

Property 1 - North Middlesex DHS - Land Sales Comparable Transaction and Suggested Range					
Details	**Subject Property**	**Comparable - 1**	**Comparable - 2**	**Comparable - 3**	**Comparable - 4**
Property Address	**100 Main Street, Parkhill, Ontario**	1965 Upperpoint Gate, London, ON	2166 Oxford St West, London, ON	1710 Ironwood Rd, London, ON	2426 Brigham Rd, Middlesex Centre, ON
Distance from Subject (Kms)	-	41	39.7	43.1	43.1
Property Type/Current Use	**Secondary School**	Land	Land	Land	Land
Proposed use		Residential	Residential	Residential	Residential
Current Zoning	**I2 - Institutional**	R	AG	R	R
Sale Date	-	11/27/2024	6/24/2024	7/10/2023	Listing
Potential Excess Land (Acres)	-	-	-	-	-
Land Area (Acres)	**16.60**	4.51	31.36	14.24	23.82
Unadjusted Price (CAD)	-	$662,500	$7,995,000	$1,215,903	$2,650,000
Unadjusted Price ($/Acre)		$146,896	$254,943	$85,386	$111,251
Adjustments					
Market Condition		Similar	Similar	Similar	Similar
Location		Superior	Superior	Superior	Superior
Size & Configuration		Superior	Inferior	Similar	Similar
Zoning		Inferior	Inferior	Similar	Inferior
Adjusted Price (CAD)		$563,125	$6,795,750	$1,094,313	$3,312,500
Adjusted Price ($/Acre)		**$124,861**	**$216,701**	**$76,848**	**$139,064**
Estimated Illustrative Value Range ($/Acre)			**$76,848 - $216,701**		
Estimated Illustrative Value Range for Excess Land			**Low** **$1,275,674**	**High** **$3,597,242**	

Property 2 - East Williams Memorial PS - Land Sales Comparable Transaction and Suggested Range					
Details	**Subject Property**	**Comparable - 1**	**Comparable - 2**	**Comparable - 3**	**Comparable - 4**
Property Address	**4441 Queens Ave, Ailsa Craig, ON**	1965 Upperpoint Gate, London, ON	6377 Egremont Dr, Komoka, ON	1731 Fanshawe Park Rd W, London, ON	1710 Ironwood Rd, London, ON
Distance from Subject (Kms)	-	41	17.6	40.7	43.1
Property Type/Current Use	**Elementary School**	Land	Land	Land	Land
Proposed use		Residential	Residential	Residential	Residential
Current Zoning	**I1 - Institutional**	R	C2	R1-14(2)	R
Sale Date	-	11/27/2024	4/12/2024	8/31/2023	7/10/2023
Potential Excess Land (Acres)	-	-	-	-	-
Land Area (Acres)	**3.00**	4.51	3.49	3.90	14.24
Unadjusted Price (CAD)	-	$662,500	$1,175,000	$1,290,000	$1,215,903
Unadjusted Price ($/Acre)		$146,896	$336,676	$330,769	$85,386
Adjustments					
Market Condition		Similar	Similar	Similar	Similar
Location		Superior	Superior	Superior	Superior
Size & Configuration		Similar	Similar	Similar	Inferior
Zoning		Similar	Similar	Similar	Similar
Adjusted Price (CAD)		$563,125	$940,000	$1,096,500	$1,519,879
Adjusted Price ($/Acre)		**$124,861**	**$269,341**	**$281,154**	**$106,733**
Estimated Illustrative Value Range ($/Acre)			**$106,733 - $281,154**		
Estimated Illustrative Value Range for Excess Land			**Low** **$320,199**	**High** **$843,462**	

Property 3 - Parkhill-West Williams PS - Land Sales Comparable Transaction and Suggested Range					
Details	**Subject Property**	**Comparable - 1**	**Comparable - 2**	**Comparable - 3**	**Comparable - 4**
Property Address	**204 McLeod St, Parkhill, ON**	1965 Upperpoint Gate, London, ON	6377 Egremont Dr, Komoka, ON	1731 Fanshawe Park Rd W, London, ON	1710 Ironwood Rd, London, ON
Distance from Subject (Kms)	-	41	30.3	40.7	43.1
Property Type/Current Use	**Elementary School**	Land	Land	Land	Land
Proposed use		Residential	Residential	Residential	Residential
Current Zoning	**I1 - Institutional**	R	C2	R1-14(2)	R
Sale Date	-	11/27/2024	4/12/2024	8/31/2023	7/10/2023
Potential Excess Land (Acres)	-	-	-	-	-
Land Area (Acres)	**4.90**	4.51	3.49	3.90	14.24
Unadjusted Price (CAD)	-	$662,500	$1,175,000	$1,290,000	$1,215,903
Unadjusted Price ($/Acre)		$146,896	$336,676	$330,769	$85,386
Adjustments					
Market Condition		Similar	Similar	Similar	Similar
Location		Superior	Similar	Superior	Superior
Size & Configuration		Similar	Similar	Similar	Inferior
Zoning		Superior	Superior	Superior	Superior
Adjusted Price (CAD)		$530,000	$822,500	$903,000	$1,519,879
Adjusted Price ($/Acre)		**$117,517**	**$235,673**	**$231,538**	**$106,733**
Estimated Illustrative Value Range ($/Acre)	**$106,733 - $235,673**				
Estimated Illustrative Value Range for Excess Land			**Low** **$522,992**	**High** **$1,154,799**	

Property 4 - Arthur Voaden Secondary School - Land Sales Comparable Transaction and Suggested Range					
Details	**Subject Property**	**Comparable - 1**	**Comparable - 2**	**Comparable - 3**	**Comparable - 4**
Property Address	**41 Flora Street, St. Thomas ON**	1965 Upperpoint Gate, London, ON	6377 Egremont Dr, Komoka, ON	1731 Fanshawe Park Rd W, London, ON	41365 Major Line, St. Thomas, ON
Distance from Subject (Kms)	-	41	39.4	40.7	5
Property Type/Current Use	**Secondary School and Soccer Field**	Land	Land	Land	Land
Proposed use		Residential	Residential	Residential	Residential
Current Zoning	**R4 (Residential R4 Zone)**	R	C2	R1-14(2)	I1
Sale Date	-	11/27/2024	4/12/2024	8/31/2023	9/19/2022
Potential Excess Land (Acres)	-	-	-	-	-
Land Area (Acres)	**3.31**	4.51	3.49	3.90	1.81
Unadjusted Price (CAD)	-	$662,500	$1,175,000	$1,290,000	$315,000
Unadjusted Price ($/Acre)		$146,896	$336,676	$330,769	$174,033
Adjustments					
Market Condition		Similar	Similar	Similar	Superior
Location		Superior	Superior	Superior	Similar
Size & Configuration		Similar	Similar	Similar	Superior
Zoning		Similar	Similar	Similar	Similar
Adjusted Price (CAD)		$596,250	$1,057,500	$1,096,500	$283,500
Adjusted Price ($/Acre)		**$132,206**	**$303,009**	**$281,154**	**$156,630**
Estimated Illustrative Value Range ($/Acre)	**$132,206 - $303,009**				
Estimated Illustrative Value Range for Excess Land			**Low** **$437,603**	**High** **$1,002,958**	

Property 5 - Lester B. Pearson Art School - Land Sales Comparable Transaction and Suggested Range					
Details	**Subject Property**	**Comparable - 1**	**Comparable - 2**	**Comparable - 3**	**Comparable - 4**
Property Address	**795 Trafalgar St, London, ON**	1350 Webster St, London, ON	Commissioners Rd E, London ON	1400 Dundas St, London ON	1438 Highbury Av N, London ON
Distance from Subject (Kms)	-	6.9	3.1	4.8	7.1
Property Type/Current Use	**Secondary School and Soccer Field**	Land	Land	Land	Land
Proposed use		Residential	Residential	Commercial	Residential
Current Zoning	**CF1 (Community Facility Zone)**	R1(6)	R4	RF	R5-6(5)
Sale Date	-	1/16/2025	11/9/2023	5/18/2023	8/29/2022
Potential Excess Land (Acres)	**N/A**	-			
Land Area (Acres)	**5.50**	1.72	3.47	5.92	2.64
Unadjusted Price (CAD)	-	$2,895,000	$3,277,500	$5,076,000	$4,100,000
Unadjusted Price ($/Acre)		$1,683,140	$944,524	$857,432	$1,553,030
Adjustments					
Market Condition		Similar	Similar	Similar	Superior
Location		Similar	Similar	Similar	Similar
Size & Configuration		Superior	Similar	Similar	Similar
Zoning		Superior	Superior	Superior	Superior
Adjusted Price (CAD)		$2,316,000	$2,949,750	$4,822,200	$3,280,000
Adjusted Price ($/Acre)		**$1,346,512**	**$850,072**	**$814,561**	**$1,242,424**
Estimated Illustrative Value Range ($/Acre)			**$814,561 - $1,346,512**		
Estimated Illustrative Value Range for Excess Land			**Low** **$4,480,084**	**High** **$7,405,814**	

Property 6 - Sir Wilfrid Laurier Secondary School - Land Sales Comparable Transaction and Suggested Range					
Details	**Subject Property**	**Comparable - 1**	**Comparable - 2**	**Comparable - 3**	**Comparable - 4**
Property Address	**450 Millbank Dr, London, ON**	1350 Webster St, London, ON	Commissioners Rd E, London ON	1420 Hyde Park Rd, London ON	1438 Highbury Av N, London ON
Distance from Subject (Kms)	-	12.2	3.1	16.8	13.3
Property Type/Current Use	**Secondary School**	Land	Land	Land	Land
Proposed use		Residential	Residential	Residential	Residential
Current Zoning	**CF1 (Community Facility Zone)**	R1(6)	R4	R9-4(2)	R5-6(5)
Sale Date	-	1/16/2025	11/9/2023	5/18/2023	8/29/2022
Land Area (Acres)	**17.2**	-			
Potential Surplus Land (Acres)	**3.00**	1.72	3.47	1.65	2.64
Unadjusted Price (CAD)	-	$2,895,000	$3,277,500	$2,700,000	$4,100,000
Unadjusted Price ($/Acre)		$1,683,140	$944,524	$1,636,364	$1,553,030
Adjustments					
Market Condition		Similar	Similar	Superior	Superior
Location		Similar	Similar	Similar	Similar
Size & Configuration		Superior	Similar	Superior	Similar
Zoning		Superior	Superior	Superior	Superior
Adjusted Price (CAD)		$2,316,000	$2,949,750	$2,160,000	$3,280,000
Adjusted Price ($/Acre)		**$1,346,512**	**$850,072**	**$1,309,091**	**$1,242,424**
Estimated Illustrative Value Range ($/Acre)			**$850,072 - $1,346,512**		
Estimated Illustrative Value Range for Excess Land			**Low** **$2,550,216**	**High** **$4,039,535**	

Property 7 - Westminster Secondary School - Land Sales Comparable Transaction and Suggested Range					
Details	**Subject Property**	**Comparable - 1**	**Comparable - 2**	**Comparable - 3**	**Comparable - 4**
Property Address	**230 Base Line Rd W, London, Ontario**	1350 Webster St, London, ON	Commissioners Rd E, London ON	1420 Hyde Park Rd, London ON	1438 Highbury Av N, London ON
Distance from Subject (Kms)	-	12.4	6.7	9.1	14.2
Property Type/Current Use	**Secondary School**	Land	Land	Land	Land
Proposed use		Residential	Residential	Residential	Residential
Current Zoning	**CF1 (Community Facility Zone)**	R1(6)	R4	R9-4(2)	R5-6(5)
Sale Date	-	1/16/2025	11/9/2023	5/18/2023	8/29/2022
Land Area (Acres)	**22.8**	-			
Potential Surplus Land (Acres)	**1.81**	1.72	3.47	1.65	2.64
Unadjusted Price (CAD)	-	$2,895,000	$3,277,500	$2,700,000	$4,100,000
Unadjusted Price ($/Acre)		$1,683,140	$944,524	$1,636,364	$1,553,030
Adjustments					
Market Condition		Similar	Similar	Superior	Superior
Location		Similar	Similar	Similar	Similar
Size & Configuration		Superior	Similar	Superior	Similar
Zoning		Superior	Superior	Superior	Superior
Adjusted Price (CAD)		$2,316,000	$2,949,750	$2,160,000	$3,280,000
Adjusted Price ($/Acre)		**$1,346,512**	**$850,072**	**$1,309,091**	**$1,242,424**
Estimated Illustrative Value Range ($/Acre)			**$850,072 - $1,346,512**		
Estimated Illustrative Value Range for Excess Land			**Low** **$1,538,630**	**High** **$2,437,186**	

Property 8 - Oakridge Secondary School - Land Sales Comparable Transaction and Suggested Range					
Details	**Subject Property**	**Comparable - 1**	**Comparable - 2**	**Comparable - 3**	**Comparable - 4**
Property Address	**1040 Oxford Street W, London, Ontario**	1350 Webster St, London, ON	Commissioners Rd E, London ON	1420 Hyde Park Rd, London ON	1438 Highbury Av N, London ON
Distance from Subject (Kms)	-	12.4	6.7	9.1	14.2
Property Type/Current Use	**Secondary School**	Land	Land	Land	Land
Proposed use		Residential	Residential	Residential	Residential
Current Zoning	**CF1 (Community Facility Zone)**	R1(6)	R4	R9-4(2)	R5-6(5)
Sale Date	-	1/16/2025	11/9/2023	5/18/2023	8/29/2022
Land Area (Acres)	**19.3**				
Potential Surplus Land (Acres)	**2.79**	1.72	3.47	1.65	2.64
Unadjusted Price (CAD)	-	$2,895,000	$3,277,500	$2,700,000	$4,100,000
Unadjusted Price ($/Acre)		$1,683,140	$944,524	$1,636,364	$1,553,030
Adjustments					
Market Condition		Similar	Similar	Superior	Superior
Location		Similar	Similar	Similar	Similar
Size & Configuration		Superior	Similar	Superior	Similar
Zoning		Superior	Superior	Superior	Superior
Adjusted Price (CAD)		$2,316,000	$2,949,750	$2,160,000	$3,280,000
Adjusted Price ($/Acre)		**$1,346,512**	**$850,072**	**$1,309,091**	**$1,242,424**
Estimated Illustrative Value Range ($/Acre)			**$850,072 - $1,346,512**		
Estimated Illustrative Value Range for Excess Land			**Low** **$2,371,701**	**High** **$3,756,767**	

Property 9 - Banting Secondary School - Land Sales Comparable Transaction and Suggested Range					
Details	**Subject Property**	**Comparable - 1**	**Comparable - 2**	**Comparable - 3**	**Comparable - 4**
Property Address	**125 Sherwood Forest SQ, London, Ontario**	1350 Webster St, London, ON	Commissioners Rd E, London ON	1400 Dundas St, London ON	1438 Highbury Av N, London ON
Distance from Subject (Kms)	-	12.4	13.9	4.8	12.4
Property Type	**Secondary School**	Land	Land	Land	Land
Current Use		Residential	Residential	Commercial	Residential
Current Zoning	**CF1 (Community Facility Zone)**	R1(6)	R4	RF	R5-6(5)
Sale Date	-	1/16/2025	11/9/2023	5/18/2023	8/29/2022
Land Area (Acres)	**28.8**				
Potential Surplus Land (Acres)	**5.65**	1.72	3.47	5.92	2.64
Unadjusted Price (CAD)	-	$2,895,000	$3,277,500	$5,076,000	$4,100,000
Unadjusted Price ($/Acre)	-	$1,683,140	$944,524	$857,432	$1,553,030
Adjustments					
Market Condition		Similar	Similar	Similar	Superior
Location		Similar	Similar	Similar	Similar
Size & Configuration		Superior	Similar	Similar	Similar
Zoning		Superior	Superior	Superior	Superior
Adjusted Price (CAD)		$2,316,000	$2,949,750	$4,822,200	$3,280,000
Adjusted Price ($/Acre)		**$1,346,512**	**$850,072**	**$814,561**	**$1,242,424**
Estimated Illustrative Value Range ($/Acre)	**$814,561 - $1,346,512**				
Estimated Illustrative Value Range for Excess Land			**Low** $4,602,269	**High** $7,607,791	

Property 10 - Montcalm Secondary School - Land Sales Comparable Transaction and suggested range					
Details	**Subject Property**	**Comparable - 1**	**Comparable - 2**	**Comparable - 3**	**Comparable - 4**
Property Address	**1350 Highbury Ave N, London, ON**	1350 Webster St, London, ON	Commissioners Rd E, London ON	1420 Hyde Park Rd, London ON	1438 Highbury Av N, London ON
Distance from Subject (Kms)	-	0.6	8.6	14.1	0.5
Property Type	**Secondary School and Soccer Field**	Land	Land	Land	Land
Current Use		Residential	Residential	Residential	Residential
Current Zoning	**CF1 (Community Facility Zone)**	R1(6)	R4	R9-4(2)	R5-6(5)
Sale Date	-	1/16/2025	11/9/2023	5/18/2023	8/29/2022
Land Area (Acres)	**21.6**				
Potential Surplus Land (Acres)	**3.35**	1.72	3.47	1.65	2.64
Unadjusted Price (CAD)	-	$2,895,000	$3,277,500	$2,700,000	$4,100,000
Unadjusted Price ($/Acre)		$1,683,140	$944,524	$1,636,364	$1,553,030
Adjustments					
Market Condition		Similar	Similar	Superior	Superior
Location		Similar	Similar	Similar	Similar
Size & Configuration		Superior	Similar	Superior	Similar
Zoning		Superior	Superior	Superior	Superior
Adjusted Price (CAD)		$2,460,750	$2,949,750	$2,160,000	$3,485,000
Adjusted Price ($/Acre)		**$1,430,669**	**$850,072**	**$1,309,091**	**$1,320,076**
Estimated Illustrative Value Range ($/Acre)	**$850,072 - $1,430,669**				
Estimated Illustrative Value Range for Excess Land			**Low** $2,847,741	**High** $4,792,740	

Property 11 - Clarke Road Secondary School - Land Sales Comparable Transaction and suggested range					
Details	**Subject Property**	**Comparable - 1**	**Comparable - 2**	**Comparable - 3**	**Comparable - 4**
Property Address	**300 Clarke Rd, London, ON**	1350 Webster St, London, ON	Commissioners Rd E, London ON	1420 Hyde Park Rd, London ON	1438 Highbury Av N, London ON
Distance from Subject (Kms)	**-**	5.6	6.8	16.1	6.9
Property Type/Current Use	**Secondary School and Soccer Field**	Land	Land	Land	Land
Proposed use		Residential	Residential	Residential	Residential
Current Zoning	**CF1 (Community Facility Zone)**	R1(6)	R4	R9-4(2)	R5-6(5)
Sale Date	**-**	1/16/2025	11/9/2023	5/18/2023	8/29/2022
Land Area (Acres)	**17.3**	-			
Potential Excess Land (Acres)	**1.43**	1.72	3.47	1.65	2.64
Unadjusted Price (CAD)	**-**	$2,895,000	$3,277,500	$2,700,000	$4,100,000
Unadjusted Price ($/Acre)		$1,683,140	$944,524	$1,636,364	$1,553,030
Adjustments					
Market Condition		Similar	Similar	Superior	Superior
Location		Similar	Similar	Similar	Similar
Size & Configuration		Superior	Similar	Superior	Similar
Zoning		Superior	Superior	Superior	Superior
Adjusted Price (CAD)		$2,316,000	$2,949,750	$2,160,000	$3,280,000
Adjusted Price ($/Acre)		**$1,346,512**	**$850,072**	**$1,309,091**	**$1,242,424**
Estimated Illustrative Value Range ($/Acre)			**$850,072 - $1,346,512**		
Estimated Illustrative Value Range for Excess Land			**Low** **$1,215,603**	**High** **$1,925,512**	

Property 12 - College Avenue Secondary School - Land Sales Comparable Transaction and suggested range					
Details	**Subject Property**	**Comparable - 1**	**Comparable - 2**	**Comparable - 3**	**Comparable - 4**
Property Address	**700 College Ave, Woodstock, ON**	1377 Commerce Way, Woodstock, ON	615278 Pittock Park Rd, Woodstock, ON	640 Finkle St, Woodstock, ON	499 Norwich Ave, Woodstock, ON
Distance from Subject (Kms)	**-**	Commercial, Industrial	Residential	Industrial	Commercial
Property Type/Current Use	**Secondary School and Soccer Field**	Land	Land	Land	Land
Proposed use		Commercial, Industrial	Residential	Industrial	Commercial
Current Zoning	**CF (Community Facility)**	M3	R	M1-3	C6-1
Sale Date	**-**	1/22/2025	12/14/2022	4/28/2022	4/1/2022
Land Area (Acres)	**24.3**	-			
Potential Excess Land (Acres) / Land Area	**3.50**	5.25	1.48	3.89	2.63
Unadjusted Price (CAD)	**-**	$5,439,000	$2,400,000	$3,500,000	$4,050,000
Unadjusted Price ($/Acre)		$1,036,000	$1,621,622	$899,743	$1,539,924
Adjustments					
Market Condition		Similar	Superior	Superior	Superior
Location		Similar	Similar	Similar	Similar
Size & Configuration		Similar	Superior	Similar	Superior
Zoning		Superior	Superior	Superior	Superior
Adjusted Price (CAD)		$4,895,100	$1,560,000	$2,800,000	$2,632,500
Adjusted Price ($/Acre)		**$932,400**	**$1,054,054**	**$719,794**	**$1,000,951**
Estimated Illustrative Value Range ($/Acre)			**$719,794 - $1,054,054**		
Estimated Illustrative Value Range for Excess Land			**Low** **$2,519,280**	**High** **$3,689,189**	

Property 13 - Arthur Stringer PS - Land Sales Comparable Transaction and suggested range					
Details	**Subject Property**	**Comparable - 1**	**Comparable - 2**	**Comparable - 3**	**Comparable - 4**
Property Address	**43 Shaftesbury Avenue, London, ON**	1350 Webster St, London, ON	Commissioners Rd E, London ON	1420 Hyde Park Rd, London ON	1438 Highbury Av N, London ON
Distance from Subject (Kms)	**-**	12.8	3.4	16.6	12.9
Property Type/Current Use	**Elementary School**	Land	Land	Land	Land
Proposed use		Residential	Residential	Residential	Residential
Current Zoning	**CF1 (Community Facility Zone)**	R1(6)	R4	R9-4(2)	R5-6(5)
Sale Date	**-**	1/16/2025	11/9/2023	5/18/2023	8/29/2022
Land Area (Acres)	**8.41**	-			
Potential Surplus Land (Acres)	**3.00**	1.72	3.47	1.65	2.64
Unadjusted Price (CAD)	**-**	$2,895,000	$3,277,500	$2,700,000	$4,100,000
Unadjusted Price ($/Acre)		$1,683,140	$944,524	$1,636,364	$1,553,030
Adjustments					
Market Condition		Similar	Similar	Superior	Superior
Location		Similar	Similar	Similar	Similar
Size & Configuration		Superior	Similar	Superior	Similar
Zoning		Superior	Superior	Superior	Superior
Adjusted Price (CAD)		$2,316,000	$2,949,750	$2,160,000	$3,280,000
Adjusted Price ($/Acre)		**$1,346,512**	**$850,072**	**$1,309,091**	**$1,242,424**
Estimated Illustrative Value Range ($/Acre)	**$850,072 - $1,346,512**				
Estimated Illustrative Value Range for Excess Land			**Low** **$2,550,216**	**High** **$4,039,535**	

Property 14 - Chippewa PS - Land Sales Comparable Transaction and suggested range					
Details	**Subject Property**	**Comparable - 1**	**Comparable - 2**	**Comparable - 3**	**Comparable - 4**
Property Address	**1035 Chippewa Drive, London, ON**	1350 Webster St, London, ON	Commissioners Rd E, London ON	1400 Dundas St, London ON	1438 Highbury Av N, London ON
Distance from Subject (Kms)	**-**	1.7	9.9	4.8	2.5
Property Type/Current Use	**Elementary School**	Land	Land	Land	Land
Proposed use		Residential	Residential	Commercial	Residential
Current Zoning	**NF1 (Neighbourhood Facility Zone)**	R1(6)	R4	RF	R5-6(5)
Sale Date	**-**	1/16/2025	11/9/2023	5/18/2023	8/29/2022
Land Area (Acres)	**9.8**	-			
Potential Surplus Land (Acres)	**3.00**	1.72	3.47	5.92	2.64
Unadjusted Price (CAD)	**-**	$2,895,000	$3,277,500	$5,076,000	$4,100,000
Unadjusted Price ($/Acre)		$1,683,140	$944,524	$857,432	$1,553,030
Adjustments					
Market Condition		Similar	Similar	Similar	Superior
Location		Similar	Similar	Similar	Similar
Size & Configuration		Superior	Similar	Similar	Similar
Zoning		Superior	Superior	Superior	Superior
Adjusted Price (CAD)		$2,171,250	$2,949,750	$4,822,200	$3,280,000
Adjusted Price ($/Acre)		**$1,262,355**	**$850,072**	**$814,561**	**$1,242,424**
Estimated Illustrative Value Range ($/Acre)	**$814,561 - $1,262,355**				
Estimated Illustrative Value Range for Excess Land			**Low** **$2,443,682**	**High** **$3,787,064**	

6.4. Summary of Executive Compensation Exceptions

Table 57 - Summary of Executive Compensation Exceptions

Compensation Non-Compliance	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	Total
2017-18 Executive Envelope Distribution [1]	-	$36,297	$8,900	$4,450	$4,450	$4,450	$4,450	-	-	**$62,997**
2020-21 to 2021-22 COVID-19 Stipend [2]	-	-	-	-	$158,335	$316,671	-	-	-	**$475,006**
2022-23 Promotion of General Counsel [3]	-	-	-	-	-	-	$24,000	$24,000	$24,000	**$72,000**
2023-24 Superintendent Promotion to Associate Director [4]	-	-	-	-	-	-	-	$40,000	$40,000	**$80,000**
2024-25 Associate Director Above Band [5]	-	-	-	-	-	-	-	-	$28,500	**$28,500**
New Hire Compensation [6]	-	-	-	-	$7,673	$7,673	-	-	$28,500	**$15,346**
Total Cost	**-**	**$36,297**	**$8,900**	**$4,450**	**$170,458**	**$328,794**	**$28,450**	**$64,000**	**$92,500**	**$733,849**

[1] During the 2017-18 school year, all executives below the maximum of Step 2 advanced through the salary grid prior to the application of this increase; this step change applied to 1 Associate Director and 4 Superintendents and resulted in a total increase of $27,397. Trustees approved an envelope increase of 5% for the Director of Education, Superintendents, and Executive Officers, and 7.5% for Associate Directors; the total 7.5% increase for the Associate Directors exceeded the approved 5% amount by a combined $8,900. As a result, the approved envelope was exceeded by a total of $36,297.

[2] Framework exception. 10% COVID-19 stipends were introduced as an additional form of compensation.

[3] Policy and procedure exception. The maximum salary band for an Executive Officer was $175,000 in 2022-23. The General Counsel received an annual salary of $199,000 as a result of the promotion.

[4] Both policy and procedure and framework exception. The maximum salary band for a Superintendent was $199,000 in 2023-24 and remains the same for 2024-25. The Superintendent is earning an annual salary of $239,000.

[5] Framework exception. The maximum salary band for an Associate Director in 2024-25 is $239,000. The Associate Director is earning an annual salary of $267,500.

[6] The $28,500 cost in 2024-25 is quantified entirely in Item 5 and is excluded from the 2024-25 Total Cost calculation as a result.