



Business Case:

Kapapamahchakwew - Wandering Spirit School

Business Case for a new, standalone, and fully Indigenized facility to provide a truly decolonized environment for Indigenous students and Communities across Toronto

Toronto District School Board

September 16, 2024

United Nations Declaration on the Rights of Indigenous Peoples

Article 14

1. Indigenous peoples have the right to establish and control their educational systems and institutions providing education in their own languages, in a manner appropriate to their cultural methods of teaching and learning.
2. Indigenous individuals, particularly children, have the right to all levels and forms of education of the State without discrimination.
3. States shall, in conjunction with indigenous peoples, take effective measures, in order for indigenous individuals, particularly children, including those living outside their communities, to have access, when possible, to an education in their own culture and provided in their own language.

2024-25 Capital Priorities Program

Business Case – Written Component

Using this document or by providing a separate submission please ensure your response considers all the aspects requested in the business case.

School Board	12 - Toronto DSB				
Project Name	New Kapapamahchakwew - Wandering Spirit School				
Project scope and Description	New Standalone JK to Grade 12 Fully Indigenized 304 Pupil Place School				
Substantial Completion Date	August 2029		Expected occupancy date	September 2029	
Project Category	Facility Condition		Project Type	New School	
Pupil Places	304	Child Care space	-	Child Care room	-
Child care	Yes	CMSM / DSSAB Name and number:	City of Toronto - CMSM (211)		
Municipality	Toronto		Site	Existing school	
Project Ranking	2		Panel	Both	
Cost (Including site)	TBD		Cost (Excluding site)	TBD	
Ministry contribution	\$21,962,231		Board contribution	TBD	
Is Site EDC Eligible	No		Joint-Use School	None	
Board Contact	<i>Daniel Castaldo, (416) 428-1857, daniel.castaldo@tdsb.on.ca</i>				
Key Facts	<p><i>The Board is requesting an increased funding allocation that reflects the current construction market that supports a 304pp, fully indigenized, JK to Grade 12 school.</i></p> <p><i>The Board has taken significant steps to reduce the scope of the replacement school that better aligns with Ministry benchmarks. The revised and refined proposal puts forward a much smaller replacement school in terms of capacity and square footage, as well as a lower cost.</i></p> <p><i>The funding allocated by the Ministry in early 2018 will not be sufficient to support the cost of the project, and the request is for an increased allocation that reflects the current market and aligns with the funding allocated to recently approved projects. This additional funding will allow the Board to move forward on this critical project that aligns with the Board's commitment to Truth and Reconciliation.</i></p>				

1.0 Rationale for Need

The new, standalone and fully Indigenized school for Kapapamahchakwew - Wandering Spirit School is being submitted to the Ministry of Education as the #2 ranked Capital Priority project to recognize and acknowledge the Board's strong commitment to Truth and Reconciliation.

The project was submitted as the Board's highest ranked project in 2023 and has only been moved to #2 for 2024 to recognize the time commitment associated with the project at 770 Don Mills Road.

The Board recognizes and acknowledges the Ministry's prior support for this project in 2018 through the allocation of an \$11.5M grant to support a 304pp, JK-12 school and childcare. This funding allocation and acknowledgement of the unique needs of Kapapamahchakwew - Wandering Spirit School demonstrated the Ministry's commitment to supporting indigenous education within the City of Toronto.

The Board's goal with the 2024 Capital Priorities submission is to secure additional funding to move the project forward, with the shared goal and vision to provide a standalone facility for Kapapamahchakwew - Wandering Spirit School, exclusively used by Indigenous programs and services is required to provide a truly decolonized environment where Indigenous programs can exist without the interference of colonial practices.

To this end the proposed project has been significantly revised since the previous submission in October 2023, with the goal of securing additional Capital Priorities funding that aligns with current funding benchmarks.

The current iteration of the project has been downsized even further to align with the scope approved by the Ministry in 2018. The proposed capacity has been reduced from 397 pupil places to 304, further reducing the total square footage and cost. Like the 2023 submission, the project is still phased to prioritize the school and childcare components only.

The Board is requesting that funding for the project be increased to reflect the current cost of construction. The funds allocated in 2018 are not sufficient to support the cost of the replacement school. The Board has made significant progress to align the future school to Ministry benchmarks, however, the current funding allocation is insufficient to support the construction of a new school due to existing market conditions.

High-Level Summary of Changes to the Proposal

The Board's submission in 2022 identified a 533-pupil place replacement school, which was downsized to 397 pupil places for the submission in October 2023.

The submission in October 2023 was also phased to prioritize the school and childcare components only, which could be followed by subsequent phases to accommodate the Urban Indigenous Education Centre, a swimming pool, and potential expansion if required.

Like the 2023 submission, these future components are not being submitted for capital funding consideration at the present time. The following changes have been made to the 2024 submission to better align with Ministry benchmarks and expectations for new capital projects.

- The capacity of the proposed school has been reduced from 397 pupil places to **304 pupil places**.
- Areas included within the 2023 project scope have been downsized or eliminated from the current submission to better align the project with Ministry expectations and benchmarks.
- The overall size of the proposed school and childcare has been reduced to **53,304ft²** from 66,353ft², a reduction of over 13,000ft².
- The project is phased to prioritize the school and childcare first; the Urban Indigenous Education Centre (UIEC) and other building elements such as the swimming pool have been removed from the scope.

Background Information

The Board has been pursuing a replacement school since 2022 as a more appropriate alternative to what was submitted in 2017-18, which was an addition/retrofit to the 16 Phin Avenue building, which currently accommodates the school and Urban Indigenous Education Centre.

As has been described in previous business cases, indigenizing and expanding the 16 Phin building is no longer an option. The recent uncovering of mass unmarked graves of Indigenous children subjected to the residential school system in this country has sparked a nation-wide reflection and discussion on our collective commitments to Truth and Reconciliation.

The 16 Phin building was designed and constructed to meet the needs of a colonial education system in the early 1900's. As an imposing and expansive monolith, the building is not well suited in its current design, layout, or presence to serve as the permanent home for Kapapamahchakwew - Wandering Spirit School and the Urban Indigenous Education Centre. The stark resemblance of 16 Phin to the many residential schools that dotted the Canadian landscape until the mid 1990's doesn't provide for an environment that honors Indigenous voices and self determination. The images on the following page juxtapose the Kamloops Indian Residential School in British Columbia, where the unmarked graves of 215 Indigenous children were tragically discovered in May 2021, with the 16 Phin building.

This business case outlines the board’s proposal to construct a new, fully Indigenized standalone school to support Indigenous communities in the City of Toronto. This new building is planned to accommodate students in Grades JK-12, along with a childcare centre. The school will be rooted in Indigenous teachings and community, as well as being a welcoming and inclusive environment for all students across the city.



Kamloops Indian Residential School



16 Phin Avenue Building

This business case is intended to provide the Ministry of Education with an overview of the revised proposal, an understanding of the importance of this initiative, an overview of the rationale and to request the necessary capital funding to move this project forward together.

The vision is to integrate and be inclusive to the broader community in the teaching and learning approach, which will be designed to foster Indigenous values and culture; the intent will be to welcome all into the Indigenous context.

In 2017, Kapapamahchakwew – Wandering Spirit School was relocated into the former Eastern Commerce CI building located at 16 Phin Avenue to provide the school with space to expand its grades from JK-8 to JK-12 and to co-locate with the Urban Indigenous Education Centre. A location map and aerial photograph of the 16 Phin Avenue site can be found in Appendix A.

At the time, the building also accommodated an alternative secondary school (Subway Academy I), the TDSB’s museum and archives, a childcare centre (Creative Pre-School), and space for several TDSB administrative groups (Deaf and Hard of Hearing, Education and Community Partnerships Programs, Pay Equity, and Labour Relations). Since that time only Subway Academy I and Creative Pre-School remain in the building alongside Kapapamahchakwew and the Urban Indigenous Education Centre; all other groups have been relocated. The Board is currently working with Creative Pre-School on a relocation strategy to remove another user from the 16 Phin Avenue site and into the Jones Avenue building. Subway Academy I will also be relocated at the appropriate time, subject to the outcome of the Board’s review of all Secondary Alternative Schools, currently underway.

A benchmark allocation was made in 2018 through the Capital Priorities process to support renovating and expanding 16 Phin Avenue. A total of \$11.52M was allocated, which included \$8.87M

to support the aspect of the project associated with the school. This funding was allocated using a proxy new school of 304 pupil places as per Ministry benchmarks at that time. The remaining funds were allocated to support the construction of a 4-room childcare centre and EarlyON room.

In the design process, the Elders Council and the Indigenous communities expressed the need for a new, standalone facility that accommodates only Indigenous programs and services. A new facility is required because it is not possible to retrofit the 16 Phin Avenue building within the funds provided to create a fully Indigenized space.

Additionally, and more importantly, the 16 Phin Avenue building was constructed in 1924 in a colonial style of architecture that resembles many residential schools. Also of significant concern is the facility condition of the building and ongoing costs of maintenance and renewal. The building is also oversized for the needs of the school – a new facility would be right sized to align with the enrolment and program needs of Kapapamahchakwew - Wandering Spirit School, rather than the school needing to adjust to the conditions of the building. Photos of the façade can be found in Appendix B.

To eliminate the association with residential schools and to provide instructional spaces suited for Indigenous ways of learning, the best solution is to build a new facility designed by Indigenous architects for Indigenous communities.

Although the building isn't appropriate, the 16 Phin site is still the preferred geographic location to build the standalone Indigenous facility. At 4.9 acres it is large enough to accommodate a new facility and other important areas like a ground for community celebration/activities, and a lacrosse field. It is located centrally within the city and has excellent access to public transit – the Donlands subway station is only 190 metres away.

A new facility could be built on the current sports field while Kapapamahchakwew continues to operate in the existing 16 Phin building. Once the new facility opens, the existing 16 Phin building would be used for the Urban Indigenous Education Centre (UIEC) until funding is secured to expand the new school to include this group.

Discussions on relocating Creative Pre-School from the building are currently underway. Subway Academy I will also be relocated at the appropriate time, subject to the outcome of the Board's review of all Secondary Alternative Schools, currently underway. All other user groups have been relocated into other TDSB locations. The proposed new school does not include any other groups aside from Kapapamahchakwew and the new childcare centre (not Creative Pre-School).

Vision

The vision for the Indigenous school was and is to create an innovative hub for Urban Indigenous Education that will contribute to the growth of knowledge and demonstrate leadership in the field of Urban Indigenous Education.

This Centre will be dedicated to increasing cultural capacity across the Board through the implementation of inclusive curriculum, enhanced professional learning, and innovative program

partnerships. Although the project has been phased to allow the focus to be on the school and childcare at this time, the long-term vision is to incorporate a new addition for the Urban Indigenous Education Centre in the future. This is not included as part of the scope of this business case submission.

The UIEC will continue to support and actively engage participation by parents and members of the Indigenous communities in partnership with Kapapamahchakwew - Wandering Spirit School. The school will not only be welcoming of the community but also responsive to the community's needs. Partnerships with Indigenous service providers, post-secondary institutions and arts and culture organizations will be a priority as the project evolves.

Demographic Overview

A growing body of research points to the positive impact on student achievement of Culturally Relevant and Responsive Pedagogy (CRRP). At Kapapamahchakwew – Wandering Spirit School, CRRP has been the foundation of teaching and learning for nearly forty years. With educational programming grounded in the knowledge and traditions of First Nations peoples, and a learning environment that reflects their histories, experiences, cultures and understandings, the school has offered the children of Toronto's Indigenous communities an alternative to mainstream schooling.

The City of Toronto estimates that there are between 35,000 and 70,000 Indigenous people living in Toronto. (Anishinaabe, Haudenosaunee, Métis, Cree, Mi'kmaq, Inuit and more). Based on census data and information from various agencies working with the Indigenous communities, it is estimated that between 6,000-7,000 students of Indigenous heritage are currently enrolled in TDSB schools. The census indicators identified and explained below suggest that the Indigenous population is large, rapidly growing and very present within urban communities such as the City of Toronto.

Increase in Population is Much Higher for the Indigenous Population

Statistics Canada reports that past censuses have emphasized two key characteristics of the Indigenous population: that Indigenous peoples are both young and growing in number. The 2016 Census reaffirmed these trends. (Source: <https://www150.statcan.gc.ca/n1/daily-quotidien/171025/dq171025a-eng.htm?indid=14430-1&indgeo=0>)

Between 2006 and 2016, the Indigenous population has grown by 42.5% across Canada. This is more than four times the growth rate of the non-Indigenous population over the same period. According to population projections, the number of Indigenous people will continue to grow quickly. In the next two decades, the Indigenous population is likely to exceed 2.5 million persons. According to Statistics Canada, there are two primary factors that have contributed to the growing Indigenous population.

- The first is natural growth, which includes increased life expectancy and relatively high fertility rates; and

- The second factor relates to changes in self-reported identification: more people are identifying as Indigenous on the census.

According to the 2016 census, the First Nations population—including both those who are registered or treaty Indians under the Indian Act and those who are not—grew by 39.3% from 2006 to reach 977,230 people in 2016.

- The Métis population (587,545) had the largest increase of any of the groups over the 10-year span, rising 51.2% from 2006 to 2016.
- The Inuit population (65,025) grew by 29.1% from 2006 to 2016.
- The number of First Nations people with Registered or Treaty status increased by 14%, while the number of First Nations people without Registered or Treaty status (Non-Status) increased by 61%.

Indigenous Population is Considerably Younger than the Non-Indigenous Population

As per the 2016 census the median age was much lower for the Indigenous population than for the non- Indigenous population. The average age of the Indigenous population was 32.1 years in 2016, nearly a decade younger than the non-Indigenous population (40.9 years). As reported in the 2011 census:

- Indigenous people and Inuit had higher fertility rates than the non- Indigenous population; and
- Métis had a slightly higher fertility rate than the non-Indigenous population.

Largest Indigenous Population Resides in Ontario

According to the 2016 census nearly a quarter (or 24.2%) of the total Indigenous population in Canada lived in Ontario; this was an increase of 2% from the 2011 census. Further, and for the first time, Ontario had the largest Métis population in Canada at 120,585, up 64.3% from 2006 and accounting for one-fifth (20.5%) of the total Métis population. Métis were also the most likely to live in a city, with 62.6% living in a metropolitan area.

Urban Indigenous Population is the Fastest Growing Segment of Canadian Society

The increase in the urban population of Indigenous peoples has been taking place for decades across Canada. The urbanization of Indigenous peoples in Canada is due to multiple factors—including demographic growth, mobility and changing patterns of self-reported identity.

In 2016, 867,415 Indigenous people lived in a metropolitan area of at least 30,000 people, accounting for over half (51.8%) of the total Indigenous population. From 2006 to 2016, the number of Indigenous people living in a metropolitan area of this size increased by 59.7%.

Facility Condition at the 16 Phin Building

16 Phin, the current location for Kapapamahchakwew - Wandering Spirit School, was constructed in 1924 to provide easier access to secondary education for students living east of the Don River. The program focus at the school was business and commercial studies.

The school is large, expansive, and complex. The school received 4 additions over the next 50 years, beginning in 1926 where 18 classrooms were added to the school. In 1930, another 6 classrooms, auditorium, swimming pool and 2 gyms were added. In 1961, 6 classrooms, a health centre and cafeteria were constructed. And finally, in 1966, a 3rd gymnasium, instruction room, data processing room and language lab were added. The total area of the building is approximately 197,000 ft².

As of the January 2024 report, the current renewal backlog at the 16 Phin building is **\$25M**. The total that is deemed to be 'high and urgent' is \$21.3, or 87% of the total backlog. The 5-year projected renewal backlog is **\$28M**, an increase of \$3M. The current Facility Condition Index (FCI) is 69%, projected to increase to 77% over the next 5 years.

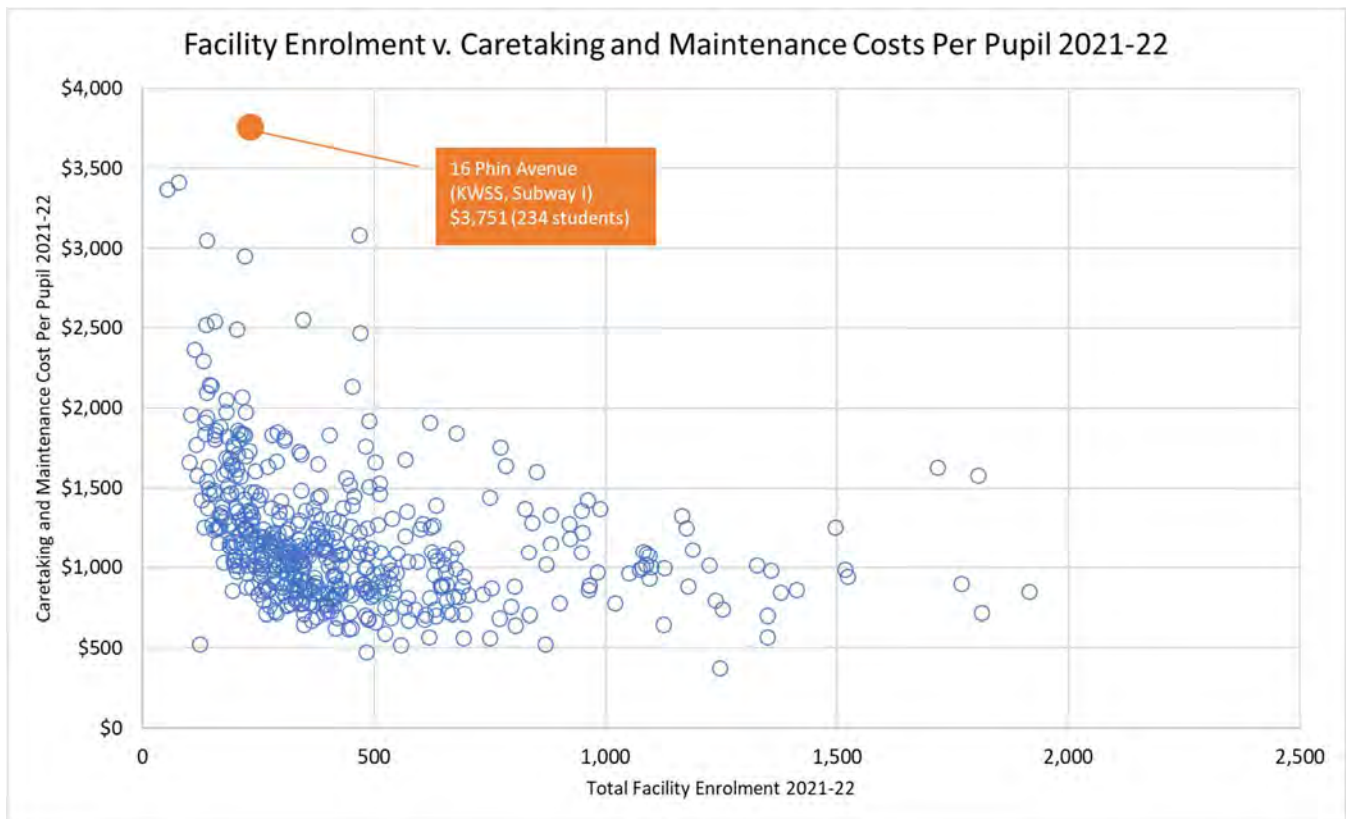
Since 2015-16 there has been over **\$16.7M** spent through the School Renewal Grant and School Condition Improvement Grant to maintain the facility. This ongoing maintenance and renewal of the facility will be required into the distant future if it is to be retained. There are significant facility condition issues that remain. A new replacement school would allow the Board to forgo ongoing and costly investment into an aging building that is vastly oversized for Kapapamahchakwew - Wandering Spirit School. In addition, there is currently an additional \$4.72M in planned expenditures to maintain the building into the 2024-25 school year.

The new standalone school will ultimately allow for the demolition of the 16 Phin building. Demolishing the existing 16 Phin building provides the Board with an opportunity to remove **\$28M** in renewal backlog from the system, while properly right sizing the facility to accommodate the school and childcare.

Operating Costs of the 16 Phin Building

The existing building is approximately 197,000ft², and as a result is incredible costly to operate and maintain, especially when compared to the actual and projected enrolment of Kapapamahchakwew - Wandering Spirit School.

In 2021-22 the 16 Phin building had the highest per pupil operating cost (caretaking and maintenance) of all facilities across the city at \$3,751 per pupil. The building had an enrolment of 234 students in 2021-22, which included Kapapamahchakwew - Wandering Spirit School (JK-12) and Subway I.



Part B: Alternative Accommodation Strategies

Funded Project

The proposed standalone Kapapamahchakwew - Wandering Spirit School is a unique project that should not be defined or analyzed in the same manner as other Capital Priority projects submitted by the Board. The enrolment, utilization rates and/or future plans for surrounding schools are not relevant to the needs of this project.

There has been an exhaustive discussion over the past decade about the most appropriate means of providing a dedicated facility to support urban indigenous education in the City of Toronto. The decision has been made to pursue a standalone facility, not using a nearby operating school to accommodate Kapapamahchakwew - Wandering Spirit School. The school serves Indigenous students from across the city and does not have a boundary – making boundary changes irrelevant. Grade changes are not applicable either; the school is JK-12, and a grade change would defeat the purpose of a standalone indigenous school.

In 2018, the school received funding from the Ministry through the Capital Priorities Program to right size, renovate and indigenize the 16 Phin building, based on benchmarks for a 304-pupil place school. Through the Ministry’s benchmark-based formula, the school was allocated a total grant of \$11.52M: \$8.87M to provide space for the school; \$2.12M to provide space for an Indigenous childcare centre; and \$0.53M to provide space for an Indigenous EarlyON Centre.

The Board has taken measures to reduce the size and scope of the project to better align with the original funding allocation of 304 pupil places. However, the funding benchmarks used to determine the allocation in early 2018 do not reflect current market conditions and are insufficient to support the cost of a new school.

There are elements of this project that may be considered ‘community’ and are intrinsically connected to the school and cannot be disconnected.

The foundation of this project is rooted in connecting the broader Indigenous communities with the school. These community elements are not reflected within the colonial approach to benchmark funding allocations. These elements include spaces like an Elder’s lounge, community kitchen and a sacred room – all are reflected in the Facility Space Template for the project.

Impact of Not Proceeding with the Project

Not proceeding with this project would not align with the Truth and Reconciliation Commission of Canada’s 94 Calls to Action, specifically numbers 62 and 63, which are outlined below:

Education for reconciliation

62. We call upon the federal, provincial, and territorial governments, in consultation and collaboration with Survivors, Aboriginal peoples, and educators, to:

- I. Make age-appropriate curriculum on residential schools, Treaties, and Aboriginal peoples’ historical and contemporary contributions to Canada a mandatory education requirement for kindergarten to Grade Twelve students.*
- II. Provide the necessary funding to post-secondary institutions to educate teachers on how to integrate Indigenous knowledge and teaching methods into classrooms.*
- III. Provide the necessary funding to Aboriginal schools to utilize Indigenous knowledge and teaching methods in classrooms.*
- IV. Establish senior-level positions in government at the assistant deputy minister level or higher dedicated to Aboriginal content in education.*

63. We call upon the Council of Ministers of Education, Canada to maintain an annual commitment to Aboriginal education issues, including:

- I. Developing and implementing Kindergarten to Grade Twelve curriculum and learning resources on Aboriginal peoples in Canadian history, and the history and legacy of residential schools.*
- II. Sharing information and best practices on teaching curriculum related to residential schools and Aboriginal history.*
- III. Building student capacity for intercultural understanding, empathy, and mutual respect.*
- IV. Identifying teacher-training needs relating to the above.*

A fully indigenized, standalone facility for Kapapamahchakwew - Wandering Spirit School aligns with these commitments to action and would represent a significant step forward for both the Government of Ontario and Toronto District School Board in recognizing and supporting Indigenous self-determination.

Not proceeding with the project would leave Kapapamahchakwew - Wandering Spirit School in the current 16 Phin building, which, as has been explicitly expressed by members of Indigenous communities, is not appropriate given its resemblance to that of a residential school. This is a cause of ongoing trauma to the community that requires immediate action and attention.

From a facilities perspective the building is grossly oversized relative to the enrolment of the school, is Prohibitive to Repair with over \$28M in 5-year renewal backlog and will require a substantial amount of ongoing investment to keep in a state of good repair. These are ongoing and significant costs to both the Province and the Board and could be avoided through the provision of a new school.

A new, state of the art school with building systems that incorporate best practices in environmental sustainability would be a dramatic shift from the costly monolith that is 16 Phin Avenue.

2.0 School Enrolment and Capacity Overview

The proposed capacity for the new Indigenous school is 304 pupil places, this has been reduced since the October 2023 submission of 397 pupil places, which had been reduced from the February 2022 submission when a replacement school of 533 pupil places was originally proposed.

The current organization and use of the existing 16 Phin building results in a capacity of 924 pupil places. As per the original project proposal the 16 Phin building was to be renovated and expanded, approximately 33,400ft² of the existing facility would have been demolished to allow the addition to be constructed onto the building.

This addition would have included gymnasiums, a swimming pool, classrooms, and associated spaces like washrooms, change rooms and cafeteria. The proposed changes to the facility, including the addition and planned renovations to the interior, would have resulted in a capacity of 1,005 pupil places. This iteration of the project would have resulted in a facility that is a significant mismatch with the school's enrolment and supporting uses. A substantial amount of renewal backlog would have remained unaddressed, and elements of the oversized facility would continue to deteriorate.

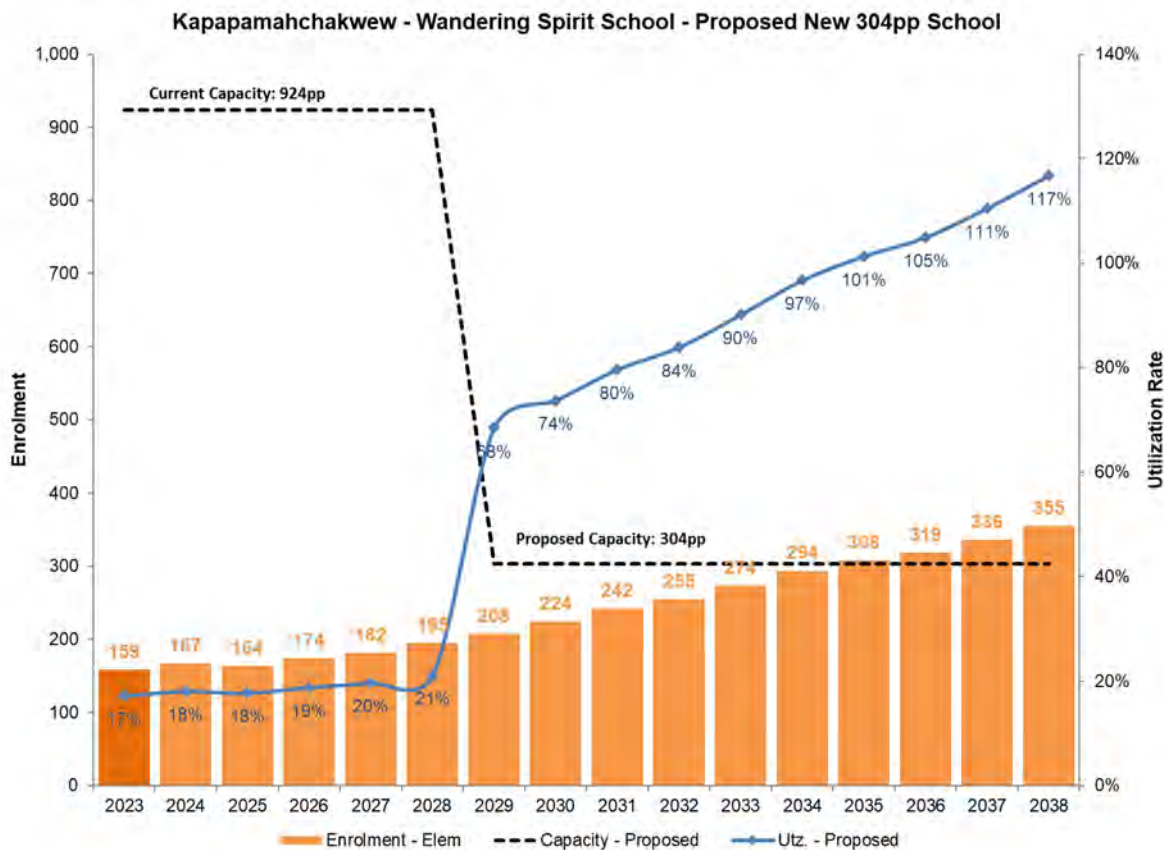
The February 2022 proposal sought a much larger standalone facility, not only in capacity, but one that would have also included the Urban Indigenous Education Centre and swimming pool. The Board reduced the capacity to 397 pupil places in the October 2023 with hopes that it would have been viewed as a better match with the current and projected enrolment for the school and represents a much more efficient model. The revised scope proposes a school of 304 pupil places, which aligns with the original funding approval in 2018.

Enrolment at Kapapamahchakwew - Wandering Spirit School is currently 110 students in JK to Grade 8 and 49 students in Grade 9-12 for a total of 159 students. The proposed capacity of the new school is 304 pupil places: 199 associated with the elementary portion and 105 with the secondary portion. The represents an overall reduction of 93 pupil places from the October 2023 proposal.

The following graphs illustrate the current and projected enrolment of Kapapamahchakwew - Wandering Spirit School under the two different scenarios. The first reflects the proposed option, which is a new replacement school of 304 pupil places, the second is the original proposal (2018) which would see an interior renovation and expansion of the 16 Phin building to a capacity of 1,005 pupil places.

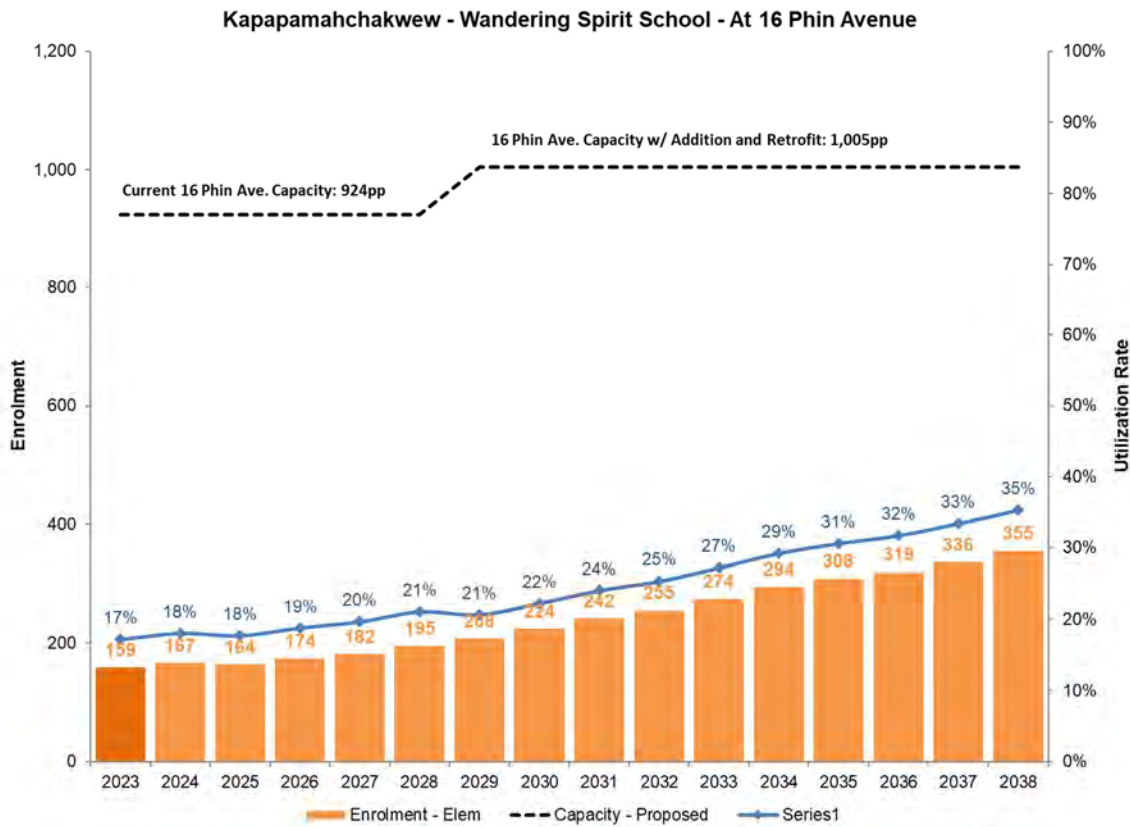
Under the current proposal the school would be right sized to a capacity of 304 pupil places, with an opening date of September 2029. Upon opening, the school would increase in utilization from 21% to 58% with an enrolment of 208 students.

With the new facility and increasing enrolment year-over-year, the school is expected to reach 75% utilization the following year, and 97% utilization by 2034 with 294 students. Enrolment is then projected to exceed capacity in 2035, reaching 308 students and a utilization rate of 101%. By 2038 the school is projected to be overutilized at 117% utilization with 355 students. As outlined, the building will be planned in a manner that allows for future expansion if/when required.



The current funded model is outlined in the graph below (as per the 2017 business case to renovate and expand the 16 Phin Ave. building). Under this model the existing 16 Phin Avenue building would be renovated and expanded to a capacity of 1,005 pupil places. This is the capacity that was reflected in the February 2022 business case where a new replacement school was first identified.

Under this model the school’s capacity would increase from 924 to 1,005 in 2029, resulting in a utilization rate of 21%. Although enrolment is projected to grow, the building is still significantly oversized relative to the population of the school. By 2034 the school’s utilization rate is projected to be 29%, and by 2038 only 35%. This does not align with Ministry’s parameter for schools to be utilized at 100% within 5 years of opening.



A new standalone school of 304 pupil places is a much more appropriate alignment of enrolment to capacity. The existing 16 Phin building is far too large for the enrolment of Kapapamahchakwew - Wandering Spirit School, and projections suggest that even over the long-term the school would only reach 35% utilization. This does not align with Ministry expectations for the utilization of space within a school or group of schools.

The 16 Phin building is not only too large, represents an inefficient use of space and is highly inappropriate to serve as an indigenous school, the building is extremely costly to operate. On a per pupil bases the building is the costliest to operate in all of the TDSB, which is a drain on limited resources allocated to the Board each year. Further, the renewal needs of the building, which are currently listed at \$25M will need to continue to be addressed, which is also a drain on limited capital

resources. The current renewal backlog of \$25M is believed to be underrepresented, and when other factors and costs are considered – such as the siporex roof on the building – would be substantially higher.

The new school of 304 pupil places would improve conditions for students, address a significant amount of (known and unknown) renewal backlog, reduce annual operating costs, and provide the indigenous students and community of Toronto with a truly decolonized environment for learning.

Part B: Alternative Strategies

Surrounding schools have not been considered as a solution to this project due to the unique and culturally sensitive nature of the proposal. It has already been determined through extensive consultation with Indigenous communities that co-existing with another TDSB school and/or group is not feasible and that a standalone facility is the only appropriate solution that aligns with commitments to Truth and Reconciliation.

The 16 Phin site is still the most appropriate location for the Kapapamahchakwew - Wandering Spirit replacement school. Other sites in the area have been investigated in the past and do not provide opportunities for another standalone school to be constructed.

An added benefit of the 16 Phin site is the ability for the Urban Indigenous Education Centre to continue operating while the new school is constructed and operational. The UIEC is connected to Kapapamahchakwew - Wandering Spirit school, but also supports Indigenous instruction across the entire City.

3.0 Proposed Scope of Work

Part A: School Project Scope

The revised scope of work for Kapapamahchakwew - Wandering Spirit school involves the construction of a new, standalone 304pp JK-12 school, childcare and EarlyON. The new building would be constructed on the playfield of 16 Phin Avenue. There would be no need to relocate the school or UICE during construction.

The new school would allow for a significant portion of the existing 16 Phin building to be demolished, reducing renewal backlog and operating costs. The building would continue to be used for the UICE until a future phase of the project can be completed.

The scope of the project includes the following areas,

- 2 Full Day Kindergarten Classrooms
- 6 Elementary Classrooms

- 1 Instrumental Music / Drama / Dance Room
- 1 Special Education Room
- 1 Resource and 1 Seminar Room
- 1 Seminar Room
- 5 Secondary Classrooms
- 1 Resource and 1 Seminar Room
- 1 Fitness Room
- Double Gymnasium
- Library / Learning Commons
- 1 Cafeteria
- 4 Child Care Rooms (1 infant, 1 toddler, 1 pre-school, 1 Family Centre)
- 1 EarlyON room
- Other operational areas as per Ministry benchmarks
- 1 Elders Room
- 1 Sacred Space

These are unique and critical components of the new build that are required to support indigenous instruction. These spaces are beyond what the Ministry benchmark supports.

Based on an analysis of the most recent Capital Priority approval (2023), the new elementary school in central Etobicoke, the allocation per square foot was approximately \$412.02. This factor, when applied to the proposed gross square footage of 53,304, results in an allocation of **\$21,962,231**. This is an increase of \$10,448,925 over the funding received in 2018 (\$11,513,306), which includes the school, childcare and EarlyON centre.

The Board has not had an opportunity to prepare revised schematic diagrams for the proposed school with the reduced capacity. The Board will continue to work with staff from Kapapamahchakwew - Wandering Spirit and the Elders Council on the revised proposal. The Board will endeavour to have revised schematic drawings and associated costing prepared and submitted for consideration this Fall.

Part B: Child Care Project Scope, if applicable

Is the board requesting childcare funding to support child care space with the Capital Priorities project request? **No**

6.0 Project Readiness Assessment

Part A: Site Ownership

- Do you require Land Priorities funding or do you have other sources of funding available?

The 16 Phin Avenue site is owned by the TDSB, and no land priorities funding is required.

- Has the board secured a site for the project? If not, what progress has been made? When does the board expect to have secured a school site?

The 16 Phin Avenue site is owned by the TDSB and is of a sufficient size to accommodate the proposed replacement school. No additional land is required to support the project.

- What is the status of the identified site?

Owned by the Board.

- Are all or some of the utilities connected? If not, when does the board expect this work to be complete?

The 16 Phin Avenue building is an operating school, and all utilities are connected.

- Are the roads providing access to the site developed and usable? If not, when does the board expect this work to be complete?

The 16 Phin Avenue building is an operating school and is serviced by an existing road network.

- Has the board completed phase 1 of the environmental assessment? If not, when will the board be able to do so? If applicable, were there any issues identified that will influence the timelines or budget of the project and by how much?

TBD

- Has the board completed a geotechnical assessment of the site? If not, when will the board be able to do so? If applicable, were there any issues identified that will influence the timelines or budget of the project, and by how much?

TBD

- Is the site topography suitable for this project? If not, what are the board's plans to address this issue and what are the implications for project timelines and budget?

16 Phin Avenue is a flat parcel of land with an existing school and associated functions. There are no topographical issues to resolve that would impact the Board proceeding with the replacement school project.

- Does the current zoning enable the construction of a school? If not, please provide details on the requirements for rezoning and any implications on timelines or budget.

The site is appropriately zoned; there are no implications on timelines or budget related to Zoning.

- Have all unique site costs been identified? If not, when does the board expect to have an estimate with ~80% confidence?

TBD

- For additions and renovations only: Does the board know with certainty whether the project will require relocating students currently enrolled at the school? If not, please provide additional information about how that decision is being made.

There is no need to relocate students. The replacement school can be constructed on the site while the existing school remains operational.

- If alternative accommodation is required during the project, please provide information about the board's plan for relocating the students and any further steps you need to complete to finalize this plan.

Alternative accommodation is not required. Students will remain on-site while the replacement school is constructed.

Please elaborate if the school board anticipates any challenges in securing a site for this project when working with municipalities or developers.

The site is owned; therefore, no challenges are expected.

Part B: Project Design

As noted above, the Board has not yet had an opportunity to have revised schematics prepared for the project. These will be prepared and submitted later this Fall after consultation with the school and Elders.

The unique pedagogical requirements of this school which will provide curriculum focused on Indigenous culture and teachings, requires a newly conceived facility based on indigenous design principles.

As shared in previous submissions, the 16 Phin building is in disrepair and is unfit to host any students, let alone Indigenous students who carry the intergenerational trauma from Canada's legacy of Residential Schools. This is the result of the aesthetics, smell, and unpleasant acoustic qualities which are representative of the colonial residential schools.

The design of the replacement school will be scalable to allow for future phases of the school to plug-in to the proposed Phase 1 of the school.

The Board will consider options for partial demolition of the existing 16 Phin building to commence prior to the construction of the new facility. This will allow for temporary site storage and parking to occupy the area of partial demolition.

Part C: Project Milestones

The project milestone schedule is based on durations of key project activities and approvals. The schedule is largely affected by City of Toronto approval processes, such as Site Plan Approval, and by internal approval timelines.

The dates provided in this business case are the best high-level projections based on current and previous project experience and may be subject to change if projected activities are delayed, particularly those that are not within the Board's control.

Project completion is contingent on timely approvals from the City of Toronto, such as Site Plan and Building Permit. Furthermore, delays can also be due to unknowns during construction such as unforeseen soil condition, weather conditions, and labour/manufacturing delays.

The most likely impediment on this project timeline will be the Zoning amendment and Site Plan approval processes in which the board and its consultants have the least control over. Additionally, the process to acquire funding from the Ministry to support the project will need to be expedited to ensure the years long effort of the Indigenous community to move this project forward is not delayed any longer. Furthermore, delays can also be due to unknowns during construction such as soil conditions, weather conditions, and labour/manufacturing delays.

Delays will be mitigated by ensuring project team will explore opportunities for pre-approvals such as partial building permits, undertaking early works such demolition and overlap project activities where possible.

Delays will be mitigated by ensuring the project team explores opportunities for pre-approvals such as partial building permits, undertaking early site works such demolition and by overlapping project activities where possible.

TDSB has undertaken an exercise to identify key project milestone durations such as internal reviews and approvals, which has been applied to the projected schedules and gives the project schedule a level of certainty as a result.

For project delays that cannot be mitigated, the schedule will be extended to suit in the future. Please refer to attached high level project schedule in Appendix C that identifies key milestones and durations. A critical element of the projected schedule is the Site Plan Approval (SPA) process, which has been estimated to be 18 months from submission to NOAC (Notice of Approval of Conditions) and is one of the key drivers for the overall completion date.

TDSB has engaged a City of Toronto Planner who will continue to assist the project team by advocating for an expedited SPA process, which can significantly improve the project timeline.

Part D: Predictors of On-Budget Completion

The Board will endeavor to have revised schematic drawings prepared later this fall. A cost consultant will be engaged to provide an updated estimate for the project based on the revised scope. These materials will be submitted to the Ministry as soon as they are available.

7.0 Risk and Mitigation

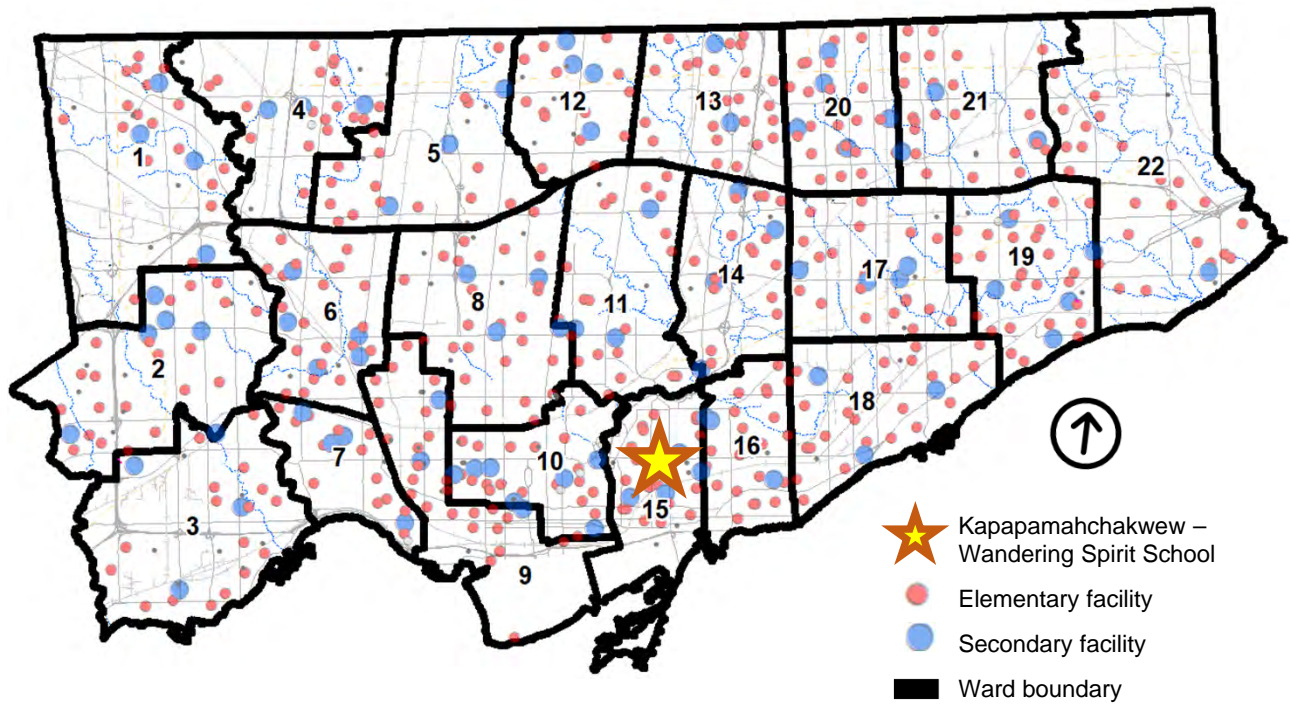
The timeline of the project, if not met, will impact current and future students, staff and community members. As outlined in this business case, the current 16 Phin building is in a state of considerable disrepair, is vastly oversized relative to the enrolment of Kapapamahchakwew - Wandering Spirit School. A new school is required to address the facility condition, improve the utilization of space, reduce annual operating costs, and to provide a fully indigenized environment.

If the project is delayed (or not supported) then it would impact current and future students, families, community members and staff. The school will continue to operate within an oversized, deteriorating building with inappropriate colonial architecture. The Board will continue to invest scarce resources into an aging facility that should be demolished.

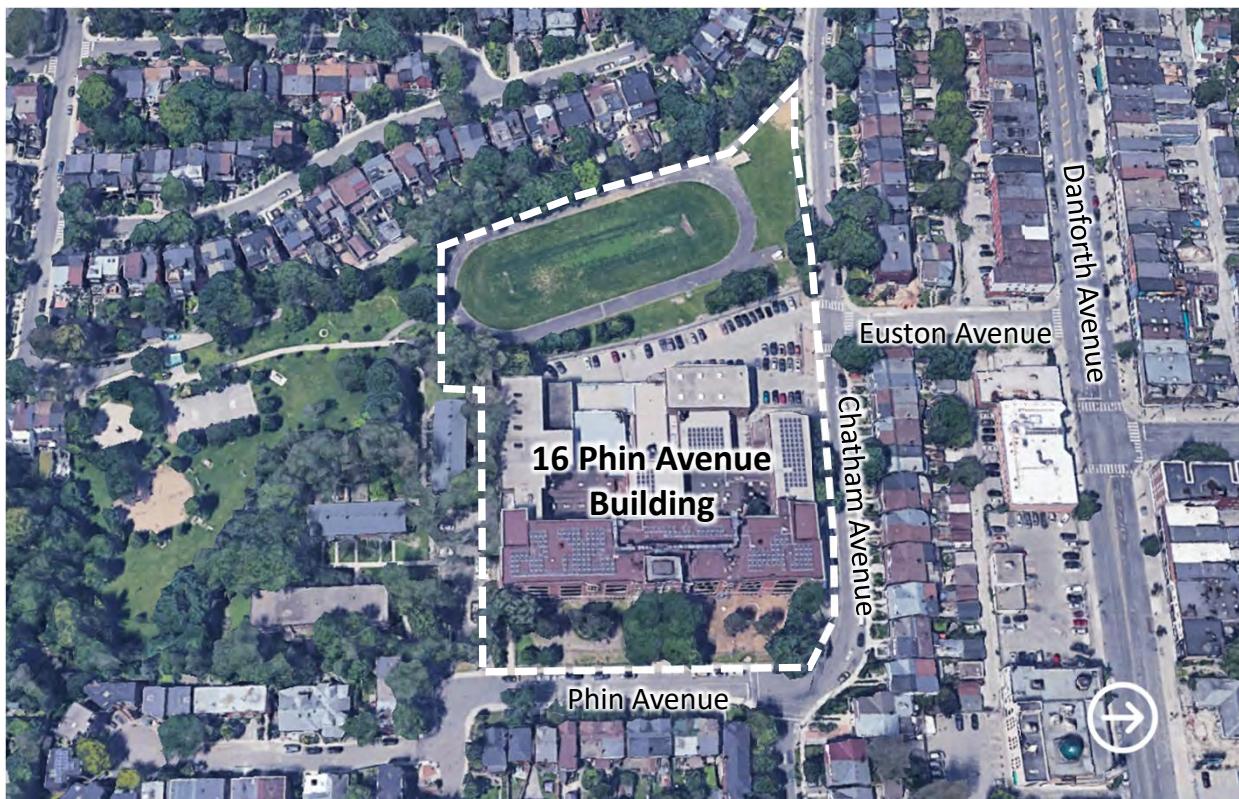
A TDSB Project Manager or Project team would be assigned to the new school build to ensure that any risks are mitigated to the extent possible, and that any delays are communicated to all impacted stakeholders as soon as possible. Planning staff will monitor enrolment and demographic trends carefully to determine if alternative accommodation measures are required.

TDSB staff communicate regularly with impacted stakeholders on all capital projects. If there are delays with the construction of a new, standalone Kapapamahchakwew - Wandering Spirit School then details would be shared with the community. The Board introduced a public webpage dedicated to capital projects that would also contain information about any delays, revisions to timelines, and mitigation strategies (if required).

Location of Kapapamahchakwew – Wandering Spirit School



Aerial Photo of Kapapamahchakwew – Wandering Spirit School



Façade of 16 Phin Avenue Building Compared to Façade of Kamloops Indian Residential School

16 Phin Avenue Building



Kamloops Indian Residential School



Kapapamahchakwew - Wandering Spirit School

Appendix C

		Start	Finish
Pre-Design	Ministry Project Approval	April 2025	
	Architect Selection	May 2025	July 2025
Design	Schematic Design	Jul-25	Nov-25
	Background Site Studies	Oct-25	
	Class C Estimate (25%)	Dec-25	Feb-26
	Design Development	Feb-25	Jul-26
Approvals	SPA Pre-Consultation Meeting	Jan-26	
	Zoning Review	Jan-26	Feb-26
	Site Plan Approval	Dec-25	Jun-27
	Minor Variance (if required)		Jun-27
	Building Permit	Jun-27	Sep-27
Construction Documents	30% Construction doc Submission	Jul-26	Nov-26
	85% Construction doc Submission	Nov-26	May-27
	Class B Estimate and Board Review	May-27	Jun-27
Bidding & Negotiation	Tender	Sep-27	November 2027
	Award Construction Contract	Nov-27	December 2027
Construction	Construction (incl partial demolition of eastern commerce)	Jan-28	Jul-29
	Occupancy	Jul-29	Aug-29
	School Opening	Sep-29	Sep-29