

Ministry of Education

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**2011: B6**

MEMORANDUM TO: Directors of Education

**FROM: Gabriel F. Sékaly
Assistant Deputy Minister**

DATE: June 8, 2011

SUBJECT: Revised Capital Funding Benchmarks

I am pleased to advise school boards that the Ministry of Education is revising the capital funding benchmarks and geographic adjustment factor (GAF) that will be applied to funding approvals for new capital projects - new schools, additions and major retrofits. These changes are intended to address higher construction costs and programmatic changes introduced by the Ministry over time to better respond to the needs of schools of different sizes.

The Expert Panel on Capital Standards (the Panel) played a key role in the review of the Ministry's capital funding benchmarks. On behalf of the Ministry, I would like to acknowledge the work and commitment of Panel members in developing recommendations that have made this update to the capital benchmarks possible. The Report outlining all the recommendations, [Building Our Schools, Building Our Future](http://faab.edu.gov.on.ca/Capital%20Programs%20Branch/Report%20of%20Expert%20Panel%20-%20Building%20Our%20Schools%20Building%20Our%20Future%20-%20ENG.pdf), is accessible on-line at:

<http://faab.edu.gov.on.ca/Capital Programs Branch/Report of Expert Panel - Building Our Schools Building Our Future - ENG.pdf>

Please note the revised benchmarks and GAF will not apply retroactively to capital projects where funding has already been approved, even if an Approval to Proceed has not yet been received for a project.

A. CONSTRUCTION COST BENCHMARKS

The Ministry is increasing the elementary and secondary construction cost benchmarks to \$171.64/ft² (\$1,847.53/m²) and \$187.25/ft² (\$2,015.50/m²) respectively to reflect recommendations from the Panel. This represents a 4 per cent increase to both construction cost benchmarks. This increase to the cost benchmarks is intended to reflect higher construction costs since the benchmarks were last updated in 2008.

Application:

The revised cost benchmarks will apply on a go forward basis to future capital funding approvals by the Ministry, such as Full-Day Kindergarten (FDK) and Capital Priorities. The updated construction cost benchmarks will be specifically implemented as follows:

i. FDK Years 4 & 5

FDK allocations for approved capital projects will reflect the revised elementary cost benchmark for Year 4 and 5 sites.

ii. Capital Priority Projects

Capital Priority project funding approvals commencing in June 2011 will also reflect the revised cost benchmarks.

B. AREA BENCHMARKS

Another key Panel recommendation adopted by the Ministry is a variable area benchmark for the construction of new schools and additions. The Panel supports the Ministry's current benchmark approach to funding capital projects, but based on their building experience over the last decade they have recommended that a higher area benchmark be used for smaller elementary and secondary schools to off-set the lack of economies of scale due to the size of the project. Therefore, a 300 pupil place elementary school will have a higher per pupil area benchmark (i.e. 125.8 ft² or 11.69 m² per pupil) than a 500 pupil place elementary school (111.3 ft² or 10.34 m² per pupil). All schools, regardless of size, will have funding to support an equitable range of programs and services. These new area benchmarks account for changes in the space needs of schools as a result of revisions to the curriculum over the last decade.

Boards can easily identify the area benchmark that the Ministry will apply in calculating a future allocation by simply entering the number of pupil places to be accommodated by the capital project into the [Area Per Pupil Benchmark Calculator](#). The Calculator can be found at the following link:

http://faab.edu.gov.on.ca/Capital Programs Branch/Area Benchmark Calculator_Per Pupil - ENG.xls

Application:

The variable area benchmarks apply to elementary schools with a capacity of 200 pupil places or greater and secondary schools with a capacity of 300 pupil places or greater. Elementary and secondary schools with less than these pupil places will need to be reviewed by the Ministry on a case-by-case basis.

The variable area benchmarks will be specifically implemented as follows:

i. FDK Projects

FDK Years 4 and 5 funding allocations will continue to be based on an area benchmark of 104.4 ft²/pupil (9.7 m²/pupil). This approach ensures consistency with previous allocations in Years 1 to 3 and reflects the flexibility that boards have to apply FDK funding to a variety of FDK projects.

ii. Capital Priority Projects

Capital Priority project funding approvals commencing in June 2011 will be based on the new variable area per pupil benchmarks.

New Schools

For example, a new 900 pupil place secondary school generates an area per pupil benchmark of 137.1 ft²/pupil (12.74 m²/pupil) and an allocation, exclusive of the geographic adjustment factor, of \$23,109,723 calculated as follows:

$$900 \text{ pupil places} \times 12.74 \text{ m}^2/\text{pupil} \times \$2,015.50 = \$23,109,723$$

Addition

The area per pupil benchmark that the Ministry will apply to funding an addition will be based on the total number of pupil places that will result for the school after the addition. For example, a 150 pupil place addition to an existing 750 pupil place secondary school would generate an area benchmark of 137.1 ft²/pupil (12.74 m²/pupil), the variable area benchmark for a 900 pupil place secondary school, and an allocation, exclusive of the geographic adjustment factor, of \$3,851,621 calculated as follows.

$$150 \text{ pupil places} \times 12.74 \text{ m}^2/\text{pupil} \times \$2,015.50 = \$3,851,621$$

iii. School Operations Allocation and School Renewal Allocation

The Ministry will continue to apply the existing non-variable area per pupil benchmark of 104.4 ft²/pupil (9.7 m²/pupil) for elementary and 130 ft²/pupil (12.07 m²/pupil) for secondary to the School Operations Allocation and the School Renewal Allocation that boards receive each year under the Grant for Student Needs (GSN).

C. COMBINED ELEMENTARY/SECONDARY SCHOOLS

School board proposals that involve a project that combines elementary and secondary grades will be funded using the updated construction cost and area benchmarks. In confirming the Ministry's allocation staff will look at the total number of pupil places to be accommodated by the joint elementary and secondary school, as well as the ratio of elementary to secondary pupil places. It is recommended that boards contact the Ministry when contemplating a joint elementary and secondary school so that Ministry staff can assess the potential funding for the project.

D. GEOGRAPHIC ADJUSTMENT FACTOR (GAF)

The GAF is a cost index used by the Ministry to identify and recognize regional variations in the construction and renewal costs of school facilities. It was first introduced in 1997 and subsequently revised in 2005. Each school board has had its own GAF to reflect regional construction cost variances in its jurisdiction. Capital allocations to school boards have been adjusted by this factor.

Due to consistent reports from boards on changing regional cost pressures in late 2009, the Ministry contracted a consultant to make recommendations and identify appropriate regional costing across Ontario. The consultant was provided an exemplar elementary and secondary school to ensure consistency of costing across the province. The exemplar schools were developed by the Ministry in cooperation with the Expert Panel. They are based on standard designs for new schools that have been built by boards within the existing cost and space benchmarks.

To accurately assess regional variations in building these exemplar schools, the consultant identified and recommended 114 geographic locations that would sufficiently represent the differences in costs across the province. Factors that were reviewed and impacted regional cost differences include: cost and availability of materials, equipment and labour; regional construction requirements; and, the level of competitiveness in the regional marketplace.

We are pleased to inform you that the Ministry is adopting the consultant's recommended 114 cost regions and the accompanying GAF for each region. Between these 114 cost regions, the GAF ranges from 1.0, for the lowest cost region, to 1.8 for the highest cost region. This updates the regional cost factors applied since 2005 and results in most boards having multiple GAFs in their jurisdiction.

Application:

While the Ministry is adopting the new GAF benchmarks, there will be some variance on how and when these benchmarks are applied to different capital programs.

i. Site Specific GAF

For capital programs that provide funding for new schools and additions, such as the Capital Priority Program, the Ministry will be using the site specific GAF. Projects funded under this approach will have a GAF applied to the funding calculation based on the specific location of the project. The GAF is the same for all school boards in any one of the 114 locations. For example, a capital project in Hamilton will be funded assuming a GAF of 1.02 for all four boards in that area.

A board can determine the GAF that will be applied to a project by accessing a map that shows the GAFs in the [114 cost regions](#) or more precisely through our online School Board Internet Mapping Tool.

Accessing the School Board Internet Mapping Tool Site:

The School Board Internet Mapping Tool can be accessed from the following password protected website: <https://gis4u.edu.gov.on.ca/default.htm>. If you do not know your board's password, click on the following link found on the site: "the School Board GIS User Group" and then select "Get Login\Password". You will be brought to a drop down menu where you will select your board. Once selected, an automated email will be sent to the board's GIS contact that will contain the required login and password and the person initiating this request will be provided with their e-mail address.

Navigating the site to obtain a Site Specific GAF:

At the site, the user first must select the Internet Mapping Tool. Once the application has loaded, select the "Find" tab, which is under the "Data Tools" menu, and then select "Find GAF" from the list. The user can then determine a site specific GAF using any of the following search methods: Address, Postal Code or Map Click.

The last column in the table in Appendix A provides the range of site specific GAFs for each board.

ii. Revised Board-wide GAF

For capital programs that allow boards to allocate their funds over a variety of projects, such as Full-Day Kindergarten, a revised board-wide GAF will be applied to the calculation of the funding allocations. This reflects that boards can use capital funds allocated under these programs at different locations throughout their jurisdiction.

The board wide GAF has been calculated by applying the revised GAF to every open and operating school and then taking an average of these GAFs. The revised board-wide GAFs can be found in the table in Appendix A.

iii. School Renewal Grant

A GAF is applied to the School Renewal Grant that boards receive each year under the Grant for Student Needs (GSN). For 2011-12, the Ministry is not applying the revised GAF to this School Renewal Grant. As a result, the GAF Table in the GSN will not change.

iv. School Condition Improvement Allocation

A GAF is included in the calculation of the School Condition Improvement Allocation, but board allocations for 2011-12 will not be revised based on the new GAF.

E. PROJECTS JOINTLY FUNDED WITH CAPITAL PRIORITY AND FDK CAPITAL ALLOCATIONS

In some circumstances new capital projects will be funded with a combination of Capital Priority and FDK funds. In these situations, the total project funding will be based on the new area, cost and the site specific GAF benchmarks. The amount funded through FDK will be netted off to determine the remaining allocation to be funded through the Capital Priority program.

For example:

- 600 pupil place elementary school
- 78 FDK spaces and 522 non-FDK spaces
- A site specific GAF of 1.04
- A board-wide GAF of 1.0

Would be funded based on the following approach:

1. Determine funding for a 600 pupil place elementary school (based on Capital Priorities area benchmark for 600 pupil place school)

$$600 \text{ pupil places} \times 10.14 \text{ m}^2/\text{pupil} \times \$1,847.53 \times 1.04 \text{ (site specific GAF)} = \$11,689,987$$

2. Determine FDK funding allocated for 78 pupil places (based on FDK Capital area benchmarks)

$$78 \text{ pupil places} \times 9.7 \text{ m}^2/\text{pupil} \times \$1,847.53 \times 1.00 \text{ (board-wide GAF)} = \$1,397,841$$

3. Determine Capital Priority Funding allocated for project

$$= \text{Capital Priority Funding for 600 pupil places} - \text{FDK funding for 78 pupil places}$$

$$= \$11,689,987 - \$1,397,841$$

$$= \$10,292,146$$

This project would be allocated \$10,292,146 in Capital Priority funding.

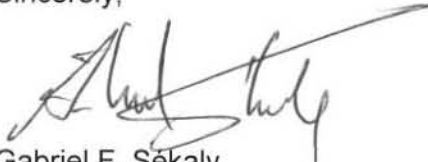
F. SUMMARY

The introduction of variable area benchmarks and updated cost benchmarks is intended to enhance board flexibility to tailor their capital projects to recognize the individual circumstances of their schools, the specific needs of their students and their communities. As in the past, the Ministry will continue to require boards to adjust their school facility projects to meet the Ministry's area benchmarks and funding allocation to ensure value for cost. This approach to capital funding provides accountability and flexibility so that boards can continue to build schools that are excellent places for both teaching and learning to support higher student achievement across the province.

The Ministry will continue to work with boards on funding requests to determine the appropriate size of schools being funded and will be monitoring the school size through project development and completion.

If you have any questions or require additional information about the revised cost benchmarks, area benchmarks or the geographic adjustment factor, please contact the Capital Programs Branch analyst assigned to your board.

Sincerely,



Gabriel F. Sékaly
Assistant Deputy Minister

Copy: Superintendents of Business and Finance
Superintendents of Plant/Facilities

Appendix A: Geographic Adjustment Factor

Board		GAF		Site Specific GAF Range	
#	Name	Current GAF (2005)	New GAF	Min	Max
2	Algoma District School Board	1.15	1.30	1.24	1.68
55	Algonquin and Lakeshore Catholic District School Board	0.98	1.06	1.04	1.25
8	Avon Maitland District School Board	1.00	1.05	1.03	1.06
7	Bluewater District School Board	1.01	1.05	1.03	1.05
51	Brant Haldimand Norfolk Catholic District School Board	0.98	1.03	1.02	1.04
35	Bruce-Grey Catholic District School Board	1.01	1.05	1.03	1.05
52	Catholic District School Board of Eastern Ontario	0.98	1.05	1.04	1.08
59	Conseil des écoles publiques de l'Est de l'Ontario	0.96	1.04	1.03	1.25
64	Conseil scolaire de district catholique Centre-Sud	0.98	1.02	1.00	1.20
65	Conseil scolaire de district catholique de l'Est ontarien	1.01	1.04	1.04	1.08
62	Conseil scolaire de district catholique des Aurores boréales	1.34	1.52	1.30	1.70
60a	Conseil scolaire de district catholique des Grandes Rivières	1.30	1.56	1.50	1.68
66	Conseil scolaire de district catholique du Centre-Est de l'Ontario	0.96	1.03	1.03	1.25
61	Conseil scolaire de district catholique du Nouvel-Ontario	1.19	1.26	1.17	1.68
60b	Conseil scolaire de district catholique Franco-Nord	1.15	1.21	1.17	1.55
63	Conseil scolaire de district des écoles catholiques du Sud-Ouest	0.97	1.04	1.00	1.06
58	Conseil scolaire de district du Centre-Sud-Ouest	0.98	1.02	1.00	1.20
57	Conseil scolaire de district du Grand Nord de l'Ontario	1.23	1.30	1.17	1.70
56	Conseil scolaire de district du Nord-Est de l'Ontario	1.24	1.42	1.10	1.68
22	District School Board of Niagara	0.97	1.03	1.02	1.03
1	District School Board Ontario North East	1.29	1.54	1.50	1.68
43	Dufferin-Peel Catholic District School Board	1.00	1.00	1.00	1.04
45	Durham Catholic District School Board	0.97	1.00	1.00	1.00
13	Durham District School Board	0.98	1.00	1.00	1.00
23	Grand Erie District School Board	0.99	1.03	1.02	1.04
9	Greater Essex County District School Board	0.97	1.04	1.05	1.05
46	Halton Catholic District School Board	0.99	1.02	1.02	1.02
20	Halton District School Board	0.99	1.02	1.02	1.02
47	Hamilton-Wentworth Catholic District School Board	0.95	1.02	1.02	1.02
21	Hamilton-Wentworth District School Board	0.96	1.02	1.02	1.02
29	Hastings and Prince Edward District School Board	0.99	1.07	1.04	1.25
36	Huron Perth Catholic District School Board	1.00	1.05	1.03	1.06
31	Huron-Superior Catholic District School Board	1.13	1.30	1.20	1.68
14	Kawartha Pine Ridge District School Board	0.99	1.04	1.03	1.15
5a	Keewatin-Patricia District School Board	1.39	1.63	1.60	1.70
33b	Kenora Catholic District School Board	1.39	1.62	1.60	1.70
6a	Lakehead District School Board	1.22	1.35	1.30	1.70
10	Lambton Kent District School Board	0.99	1.05	1.04	1.06
27	Limestone District School Board	0.98	1.06	1.05	1.25
38	London District Catholic School Board	0.96	1.02	1.00	1.06
4	Near North District School Board	1.14	1.19	1.10	1.55
50	Niagara Catholic District School Board	0.97	1.03	1.02	1.03
30b	Nipissing-Parry Sound Catholic District School Board	1.12	1.19	1.17	1.55

Appendix A: Geographic Adjustment Factor

Board		GAF		Site Specific GAF Range	
#	Name	Current GAF (2005)	New GAF	Min	Max
30a	Northeastern Catholic District School Board	1.27	1.55	1.50	1.68
33a	Northwest Catholic District School Board	1.39	1.62	1.60	1.70
25	Ottawa-Carleton District School Board	0.96	1.03	1.03	1.03
53	Ottawa Catholic District School Board	0.95	1.03	1.03	1.03
19	Peel District School Board	1.00	1.00	1.00	1.00
41	Peterborough Vic. Northumberland and Clarington Catholic DSB	0.98	1.04	1.03	1.15
3	Rainbow District School Board	1.16	1.20	1.17	1.58
5b	Rainy River District School Board	1.39	1.62	1.60	1.70
54	Renfrew County Catholic District School Board	1.00	1.11	1.05	1.25
28	Renfrew County District School Board	1.00	1.12	1.05	1.25
17	Simcoe County District School Board	1.00	1.04	1.02	1.05
44	Simcoe Muskoka Catholic District School Board	1.01	1.04	1.02	1.20
39	St. Clair Catholic District School Board	0.98	1.05	1.04	1.06
32	Sudbury Catholic District School Board	1.15	1.17	1.17	1.20
6b	Superior-Greenstone District School Board	1.39	1.56	1.50	1.70
34b	Superior North Catholic District School Board	1.39	1.58	1.50	1.70
11	Thames Valley District School Board	0.97	1.02	1.00	1.06
34a	Thunder Bay Catholic District School Board	1.20	1.30	1.30	1.60
40	Toronto Catholic District School Board	1.00	1.03	1.02	1.05
12	Toronto District School Board	1.00	1.03	1.02	1.05
15	Trillium Lakelands District School Board	1.08	1.10	1.04	1.20
26	Upper Canada District School Board	0.99	1.05	1.04	1.08
18	Upper Grand District School Board	0.98	1.02	1.00	1.04
49	Waterloo Catholic District School Board	0.96	1.00	1.00	1.03
24	Waterloo Region District School Board	0.96	1.00	1.00	1.03
48	Wellington Catholic District School Board	0.97	1.01	1.00	1.04
37	Windsor-Essex Catholic District School Board	0.96	1.05	1.05	1.05
42	York Catholic District School Board	1.00	1.00	1.00	1.00
16	York Region District School Board	1.00	1.00	1.00	1.00

Appendix B: List of Capital Analysts

School Board	Analyst	Telephone	Email
Algoma DSB	Cameron Whitehead	416-325-4297	Cameron.Whitehead@ontario.ca
Algonquin and Lakeshore CDSB	Catherine Morris	416-326-9932	Catherine.Morris@ontario.ca
Avon Maitland DSB	Michael Wasylyk	416-326-9924	Michael.Wasylyk@ontario.ca
Bluewater DSB	Mersad Fard	416-325-2018	Mersad.Fard@ontario.ca
Brant Haldimand Norfolk CDSB	Michael Wasylyk	416-326-9924	Michael.Wasylyk@ontario.ca
Bruce-Grey CDSB	Mersad Fard	416-325-2018	Mersad.Fard@ontario.ca
CDSB of Eastern Ontario	Cameron Whitehead	416-325-4297	Cameron.Whitehead@ontario.ca
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CSDC Centre-Sud	Anne Virely	416-212-4818	Anne.Virely@ontario.ca
CSDC de l'Est Ontarien	Anne Virely	416-212-4818	Anne.Virely@ontario.ca
CSDC des Aurores boréales	Anne Virely	416-212-4818	Anne.Virely@ontario.ca
CSCD des Grandes-Rivières	Anne Virely	416-212-4818	Anne.Virely@ontario.ca
CSDC du Centre-Est de l'Ontario	Alexandre Beaudin	416-235-2372	Alexandre.Beaudin@ontario.ca
CSDC du Nouvel-Ontario	Alexandre Beaudin	416-235-2372	Alexandre.Beaudin@ontario.ca
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CSD du Centre-Sud-Ouest	Anne Virely	416-212-4818	Anne.Virely@ontario.ca
CSD du Grand Nord de l'Ontario	Anne Virely	416-212-4818	Anne.Virely@ontario.ca
CSD du Nord-Est de l'Ontario	Anne Virely	416-212-4818	Anne.Virely@ontario.ca
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DSB Ontario North East	Cameron Whitehead	416-325-4297	Cameron.Whitehead@ontario.ca
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Durham DSB	Catherine Morris	416-326-9932	Catherine.Morris@ontario.ca
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Rainy River DSB	Kristin Grunenکو	416-326-9445	Kristin.Grunenko@ontario.ca
Renfrew County CDSB	Cameron Whitehead	416-325-4297	Cameron.Whitehead@ontario.ca
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Simcoe Muskoka CDSB	Michael Wasyluk	416-326-9924	Michael.Wasyluk@ontario.ca
St. Clair CDBS	Diamond Tsui	416-325-2017	Diamond.Tsui@ontario.ca
Sudbury CDSB	Kristin Grunenکو	416-326-9445	Kristin.Grunenko@ontario.ca
Superior-Greenstone DSB	Kristin Grunenکو	416-326-9445	Kristin.Grunenko@ontario.ca
Superior North CDSB	Kristin Grunenکو	416-326-9445	Kristin.Grunenko@ontario.ca
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