

Vancouver DPAC Comments & Questions on the VSB Long Term Investment Plan (LTIP) Nov 10, 2021

DPAC is seeking clarification about the LTIP. We have found that the LTIP hints at school closures: many concerns centre around the exploration of what the scenarios in the LTIP mean and how they will impact future facilities in the VSB. In the review we have done with both documents, we do not understand why both the LRFP and LTIP are so hard to understand in their goals and objectives.

During the Oct 6 VSB Facilities Planning Committee meeting, DPAC was only able to ask four questions on the Long Term Investment Plan. DPAC was asked to email the rest of the questions which would be answered and shared with stakeholders but not with the public as they could not form part of the meeting minutes, nor form part of an appendix to the meeting minutes, nor just be posted publicly on VSB's website. As such, DPAC respectfully requested another meeting to answer the remaining questions so that the discussion could form part of the public record, as these meetings are recorded. After some discussion via phone and a virtual meeting with the Superintendent and Board Chair on Oct 28, it was confirmed that no additional meeting would be made available and the only method available to get answers to questions would be to email them in and the answers would be made available by the VSB to all stakeholders, but not posted by the VSB for the public.

DPAC treats the "promise to the public" as a core value and believes that the VSB needs to do better in their promise to the public. By "promise to the public", VSB committed to adopt the International Association for Public Participation (IAP2) Core Values of Public Participation and the IAP2 Code of Ethics for Public Participation Practitioner with regards to the LRFP:

4. Participation Spectrum of the International Association for Public Participation (IAP2)

IAP2 Spectrum	Inform	Consult	Involve	Collaborate	Empower
(adapted)					
Public	To provide the public (s)	To obtain pubic	To work directly with the	To partner with the public in	To place final decision -making
Participation Goal	with balanced and	feedback on	public throughout the	each aspect of the decision	in the hands of the public
	objective information to	analysis,	process to ensure that	including the development	
	assist them in	alternatives	public concerns and	of alternatives and the	
	understanding the topic,	and/or decision.	aspirations are	identification of the	
	alternatives and/or		consistently understood	preferred solution.	
	solutions		and considered		
Promise to the	We will keep you	We will keep you	We will work with you to	We will look to you for	We will implement what you
Public	informed	informed,	ensure that your concerns	advice and innovation in	decide
		listened to and	and aspirations are	formulating solutions and	
		acknowledge	directly reflected in the	incorporating your advice	
		concerns and	alternatives developed	and recommendation into	
		aspirations, and,	and provide feedback on	the decision to the	
		provide feedback	how public input	maximum extent possible.	
		on how public	influenced the decision.		
		input influenced			
		the decision.			
Tactics/Tools/	newsletters, social	Surveys, Q&As,	Surveys, world cafes, open	Surveys, world cafes, focus	Require documentation of
Methodologies	media, email, website,	meetings,	houses, discussion guides	groups, early input on	process, analysis of public
	earned media,	information	+ feedback forms, talking	development, deliberative	participation and must be
	community updates,	sessions, open	circles, focus groups,	polling, etc.	consistent with Board policies,
	committee & Board	houses,	delegations, etc.		administrative procedures as
	reports for info,	discussion guides			well as legal and fiduciary
	information	and feedback			requirements of the District.

Reference: Section 8, 20, 22, 65, 85 School Act Freedom of Information and Protection of Privacy Act, Board Policies 1, 2 and 12, Administrative Procedures 105, 110, 114, 150, 153, 155 and 180

Effective: December 4, 2019

Vancouver School Board Administrative Procedures Manual

Source: VSB AP 106

The LTIP is an appendix to the VSB's Long Range Facilities Plan (LRFP) and the Ministry guidelines do provide clarity on the promise to the public where it is suggested that public consultation form a schedule and that the public also be informed on how their feedback was heard and used. DPAC formally requests that document, with 22 critical questions about the LRFP/LTIP, along with the corresponding answers from the VSB & Trustees, form part of the official record of public consultation in the format of an appendix to the LRFP, just as the LTIP is an appendix to the LRFP.

APPENDIX C: LONG-RANGE FACILITIES PLAN GUIDELINES

h. Public Consultation

A board of education must decide how public consultation will be undertaken in the development of the LRFP for its school district. When a consultation process is completed, it is advisable that the public input be summarized and how that information was used by the board in the drafting of the LRFP.

PART IV: SUGGESTED SCHEDULES

E. Public Consultation Summary – summary that includes a description of the public consultation process undertaken; the type of public input received; and how the input was used during the development of the LRFP.

Source: Ministry LRFP Guidelines

PUBLIC TRUST

Through the Chair, question to the Trustees:

Q1: Will the Trustees ensure that our questions in this document, along with corresponding answers uphold the "promise to public" and become an appendix to the LRFP as part of the public feedback consultation?

Comment and follow up question, if the answer is "No"...

Comment: When our kids become parents with their own kids that go to our schools or when new parents arrive in Vancouver, some may look back and ask what the public and parents of the time said... Only the VSB has the onus and responsibility to document feedback, ensuring public trust in our public education.

F/U Question: Can the Trustees find an alternative method for the VSB to take the responsibility to make this important feedback part of the VSB's public record?

CAPACITY UTILIZATION

Through the Chair, comment and question to the Trustees:

On the evening of Oct 6th, we learned that the Ministry was highly involved in the creation of the Long Term Investment Plan and that the #1 thing that the Ministry looks at is Capacity Utilization.

Q2: What do the Trustees understand as the Ministry Capacity Utilization Target/s for Vancouver and/or areas of Vancouver? And what is the internal target that the Trustees want to strive to reach, overall and/or by areas of our school system?

Reference Source: https://voutu.be/vbhpvYiOP2E?t=3560

FRAMEWORK IN LTIP:

Through the Chair, comment and question to the Trustees:

On the evening of Oct 6th, we were informed that one of the reasons for seismically mitigating some of our larger schools and retaining capacity was for resiliency. However, the LTIP seems to have a framework that says that the primary reason for seismically mitigating our larger schools and retaining capacity is so that other nearby schools could close, thereby increasing our capacity utilization.

Q3: Is it the belief of the Trustees that the Ministry will only fund seismic mitigations where the VSB shows a plan to increase our capacity utilization and decrease the number of empty seats that we have?

F/U Question: To be clear, if the primary driver for Ministry funding is to increase capacity utilization, then in the Mackenzie Zonal Study Zone, would it imply that a school nearby Mackenzie, either Brock or Henderson would end up being closed, eventually, according to the LTIP framework?

F/U Question: Between Brock or Henderson, which school is ranked higher for its revenue generation potential in the VSB Land Asset Management Strategy?

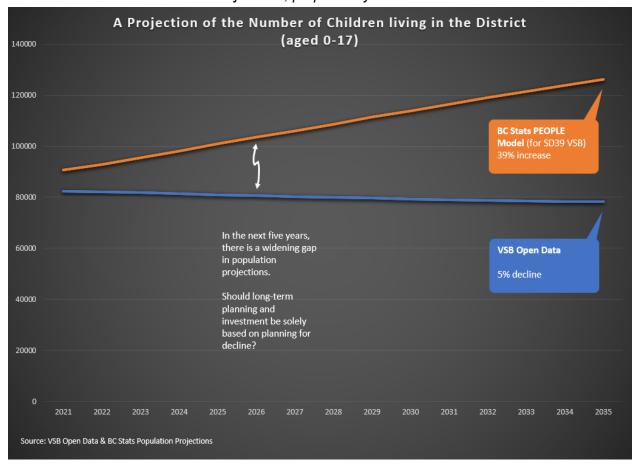
Reference Source: https://youtu.be/vbhpyYjOP2E?t=1090

MACRO DATA:

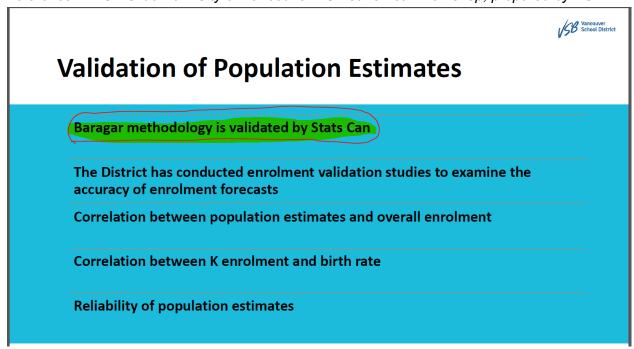
Through the Chair, comments & questions to the Senior Management Team on macro level data:

We had emailed the BC Stats projection vs. VSB projection comparison over to Director of Planning, John Dawson and received the reply that summarized by stating that BC Stats is unreliable and that VSB data (Baragar) is more reliable based on past predictive value and that the Baragar methodology has been validated by Stats Canada. Three reference charts follow.

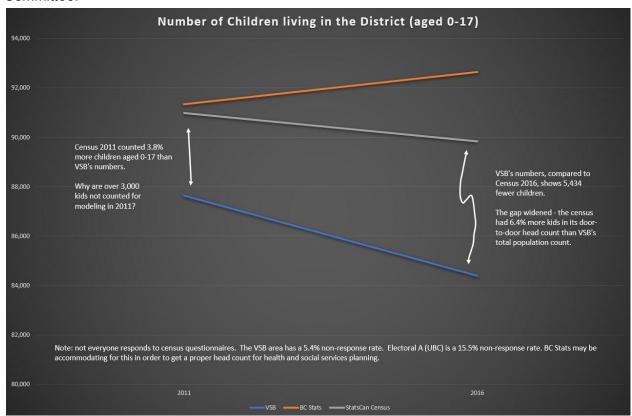
Reference 1: BC Stats vs. VSB Projections, prepared by DPAC Facilities Committee



Reference 2: VSB Slide from City of Vancouver/VSB June 28th Workshop, prepared by VSB:



Reference 3: Stats Can Census vs. Historical Actual Numbers, prepared by DPAC Facilities Committee.



In looking at the Census 2011 and Census 2016 for kids aged 0-17 is and comparing it with both VSB and BC Stats, we see that:

- Census numbers are closer to BC Stats than VSB Projections (BC Stats also adjusts for the number of people that do not report in the Census and are therefore not counted)
- 2011 Census had 3,000 more kids counted in VSB's area
- 2016 Census had 5,434 more kids counted in VSB's area

Q4: Is the underlying data Baragar uses for population counts in the VSB area Census data?

F/U: Can the VSB identify why there are 5,434 fewer children reported in VSB Open Data (from the Baragar model) vs. Census 2016 results?

Note: On Feb 9, 2022, the 2021 Census will be released.

PENDING LTIP QUESTIONS FROM OCT 6:

The Following questions relate to Long Term Investment Plan and for ease of navigation, referenced are the page numbers from the Oct 6th Facilities Planning Meeting agenda: https://www.vsb.bc.ca/District/Board-of-Education/Meeting_Minutes/Documents/agendas-files/2
1 10Oct06 Facilities Planning Agenda.pdf

Page 4

RATIONALE FOR THE LONG-TERM INVESTMENT PLAN:

The LTIP report is intended to support the capital investment priorities set out in the 2022-23 Five-Year Capital Plan Submission (Item 4.5) by highlighting and contextualizing information in the District Long-Range Facilities Plan (LRFP). In particular, the LTIP details the planning methodology used by the District to identify priorities for capital investment set out in the 5YCP in alignment with the mandate of the

Through the Chair, questions to the Senior Management Team:

Q5: How has the LTIP changed the VSB Project Prioritization Criteria? Does the VSB have a scorecard that can be shared that illustrates how the Project Prioritization Criteria came together for decision making?

Reference: VSB Project Prioritization Criteria chart prior to the LTIP, as presented in VSB June 14, 2021 Facilities Planning Meeting agenda: 21 06Jun14 Facilities Planning agenda.pdf

(vsb.bc.ca)

Figure 7 - Project Prioritization Criteria

Criteria	Priority	Description
High Seismic Risk Factor	1	Statistic - % High risk X Enrolment
Geographic Location is Essential	1	Geographic accessibility or isolation
Capacity	2	Prioritizing schools that have sufficient capacity to accommodate students from nearby schools that are not seismically safe
Forecast CU is high	2	Forecast Capacity Utilization % is high (2025)
Capacity of Surrounding Schools	3	Assessment of safe capacity in surrounding schools to receive students
Availability of TA	3	Temporary Accommodation site is available
Limited Scope	3	Potential for MOE support due to limited scope

Page 5

In recognition of the unique challenges and opportunities facing the VSB, the LTIP serves the broader purpose of providing a framework to enhance equitable access to licensed childcare spaces in the Vancouver School District in conjunction with the SMP. The proposed school at the Olympic Village site stands out as an opportunity to address enrolment pressure in the area and provide space for 0-5 age daycare, and school age care at a single site. Further, as the LTIP evolves it will support a more systematic approach to reviewing opportunities that emerge from the VSB Land Asset Management strategy that align with affordable housing objectives of the government and the Cit of Vancouver.

Through the Chair, comment and questions to the Trustees:

The framework to enhance equitable access in the LTIP likely refers to Safe Seats yet in the Trustee Vision, the top priority was Neighbourhood School followed by Safe Seats. Given that there is no VSB Project Prioritization Criteria for Neighborhood School, the Trustee vision has yet to be incorporated into operational plans such as the LTIP, LRFP and 5 Year Capital Plans.

Q6: Trustees have stated that the LRFP is "a living document" so when will the LRFP be upgraded to have a definition for neighbourhood school and use that for definition as VSB Project Prioritization Criteria for decision making?

LTIP Purpose

The Long-Term Investment Plan report is intended to support the capital investment priorities set out in the 2022-23 Five-Year Capital Plan Submission (5 YCP) by highlighting and contextualizing information in the District Long-Range Facilities Plan (LRFP). In particular, the LTIP details the planning methodology used by the District to identify priorities for capital investment set out in the 5YCP in alignment with the mandate of the provincial Seismic Mitigation Program (SMP) which is to provide seismically safe schools to accommodate students as quickly and as cost effectively as possible.

Through the Chair, question to the Senior Management Team:

Q7: What life-cycle timeframe is used for determining the lowest cost solution for SMP projects?

Page 7

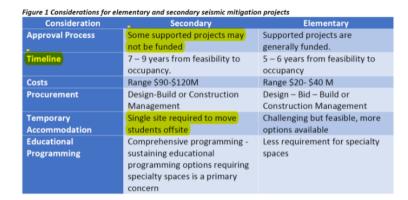
spaces in the Vancouver School District in conjunction with the SMP. The proposed school at the Olympic Village site stands out as an opportunity to address enrolment pressure in the area and provide space for 0-5 daycare, and school age care at a single site. Further, as the LTIP evolves it will support a more systematic approach to reviewing opportunities that emerge from the VSB Land Asset Management strategy that align with affordable housing objectives of the government and the CoV. To that end, the District has initiated conversation with BC Housing in anticipation of future opportunities for using VSB land deemed surplus by the Board to provide space for affordable housing projects. Regulations governing the disposition of

Through the Chair, questions to the Senior Management Team:

Q8: What input did the Musqueam, Squamish and Tsleil-Waututh nations have into the VSB Land Asset Management Strategy?

There is significant confusion as to what is now affordable in Vancouver. Can you detail what the VSB understands are the affordable housing objectives and if the VSB agrees with that being the definition of affordable?

Reflecting back on the <u>Fleming surplus information sessions</u>: Is the possibility to maximize revenue generation via the market sale of 99yr leasehold strata no longer being considered?



Through the Chair, question to the Senior Management Team:

Q9: Given these long timelines from feasibility to occupancy, what has the Ministry indicated for when the Seismic Mitigation Program will end?

Page 8

VSB Elementary Seismic Mitigation Program

The SMP has progressed to a point where there are discrete zones in the District that contain clusters of elementary schools that are not yet seismically safe. Many of these zones have overall low-capacity utilization.

Through the Chair, a question to the Senior Management Team:

Q10: What is the accepted industry standard "best practice" range for capacity utilization?

Page 9

The District systematically uses seven criteria in conjunction with local knowledge to identify capital investment priorities in each zone for schools that are most essential to meet the long-term educational programming needs of the District.

Through the Chair, questions to the Senior Management Team:

Q11: What extent of Local Knowledge is being used and is there a data source that quantifies it?

Is there another side to "most essential" - What does this LTIP framework imply for the schools that are least essential?

schools advanced in the SMP - even those that currently have low-capacity utilization - the overall number of projects requiring government investment may be reduced maintaining the cost effectiveness and time efficiency of the program. For example, if there is a requirement of 1500 seats within a zone to accommodate students at safe schools, it would be more cost effective and time efficient to fund three schools with capacity for 500 students than 5 schools with capacity for 300 students. In the past, the process of 'right-sizing' has, in nearly all instances

Through the Chair, questions to the Senior Management Team:

Q12: By seismically mitigating schools that have low capacity utilization instead of right-sizing them, is the intended end goal to close schools or keep operating unsafe schools letting parents make the decision between safe and unsafe seats?

F/U: If school closure will be considered, will it ONLY be considered when there are sufficient safe seats within the family of schools for all kids in that family of schools?

F/U: How does this LTIP framework interact with capacity utilization; that is, if there are the following scenarios:

- 1) One School of 610 kids built for OC of 550 = 111% Capacity Utilization Or
- 2) Two Schools of 305 kids each, built for OC of 350 each = 87% Capacity Utilization

Which one would this LTIP framework select?

Mackenzie Study Zone Identification

The Mackenzie study zone is centrally located in the District straddling Main Street. The zone includes the following elementary schools: Brock, Henderson, Mackenzie and Van Horne. Although McBride Annex is within the zone, it will not be considered in this analysis as McBride elementary is seismically safe and students at the McBride Annex could reasonably be accommodated at McBride elementary which is outside the zone. This study zone is not

Waverly Study Zone Identification

The 4 high risk schools in the Waverley zone are somewhat functionally isolated from schools in the Grenfell study zone to the North. Kingsway which is a major arterial road that separates these two zones. Boundary road forms the eastern boundary of this zone with Burnaby to the East.

There is some surplus seismically safe capacity in schools to the west and south of the zone. The overall enrolment in the zone is forecast to remain stable. Kingsford-Smith and Fleming are forecast to have surplus safe capacity. Tecumseh also has some surplus capacity available that could be used to accommodate students from Tecumseh annex in the future. There is ongoing development in the River District (East Fraser Lands) which is contributing to enrolment at schools further South in the District such as Oppenheimer and Cook that are seismically safe but do not have surplus capacity and are forecast to remain full. Overall, there is insufficient safe capacity within the Waverley study zone and at schools surrounding the zone to accommodate students at safe schools.

Through the Chair, comment and questions to the Senior Management Team:

Reference LRFP charts for McBride Annex & Tecumseh Annex:

Elementary Facilities Condition and Seismic Risk

School Name	Building Condition Rating	Seismic Risk Rating	SMP Status	Operating Capacity	2019 Enrolment	2029 Enrolment
Livingstone	Poor	H1	Design/Construction	331	323	248
Dickens	Fair	Completed	Completed	444	451	309
McBride	Very Poor	Completed	Completed	398	354	348
McBride Annex	Poor	Н3	Unsupported	118	73	70
Nightingale	Poor	H1	Unsupported	353	259	261
Brock	Poor	H2	Unsupported	353	227	234
Dickens Annex	Poor	M	Unsupported	116	114	88
Totals				2113	1801	1558

School Name	Building Condition Rating	Seismic Risk Rating	SMP Status	oc	2019 Total Enrolment	2029 Total Forecast Enrolment
Oppenheimer	Poor	M		376	376	374
Tecumseh	Very Poor	M	Completed	466	435	312
Douglas	Excellent	Completed	Completed	507	487	473
Tecumseh Annex	Poor	М		98	61	53
Fleming	Excellent	Completed	Completed	398	435	361
Douglas Annex	Very Poor	Completed	Completed	176	184	182
Total				2022	1978	1755

Q13: Does the LTIP framework for Annexes inform the Ministry that Annexes where annex students can be reasonably accommodated in the parent school be closed?

Given that the data from a school enrollment perspective shows that if the annex schools were accommodated into their parent school, then could exceed 100% capacity, what is the definition of reasonable in the "reasonably be accommodated?"

If one looked at "Where Kids Live and Will Live" in the Tecumseh area or the Number of Births, would one see a corresponding decline from what is being forecasted for the future enrolment of Tecumseh, going from 435 in 2019 to 312 as stated in the LRFP?

F/U: On what assumptions is the decline in enrolment at Tecumseh based on?

Page 26 There are three high risk schools in the Carr study zone. The overall capacity utilization in the zone is above 100%, schools in the Carr study zone have been operating either near or over the capacity for many years. Capacity utilization in this zone is forecast to remain high. Shaughnessy elementary is seismically safe and there are other seismically safe schools adjacent to the Carr study zone. Overall, there is minimal surplus seismically safe capacity at schools adjacent to Carr zone that could be used to accommodate students from within the zone.

Through the Chair, question to the Senior Management Team:

Q14: In the recent past when the expansion of a nearby Edith Cavell had come up, the Ministry had stated that there was seismically safe capacity at nearby schools with choice programs and that the VSB should do a choice program review. By co-authoring this LTIP, is the Ministry now agreeing to treat French Immersion in the area differently?

In Future Scenario A, completing SMP project for Carr with the existing capacity will create safe seats to accommodate about 55% of the students in the Carr study zone. Remaining students would not have access to a safe school within the zone, or at schools adjacent to the Carr zone. Advancing an expansion project at Carr in conjunction with an SMP project would be a cost efficient option to provide additional safe capacity where there is current and future need. Without a detailed feasibility study the optimal capacity of an expansion at the Carr site cannot be fully assessed. For the purpose of this report an eight classroom expansion is proposed (1K/7E) which would increase the nominal capacity at Carr to 485. This would place Carr within the preferred school size range for VSB elementary schools.

Through the Chair, question to the Senior Management Team:

Q15: Has the Ministry confirmed that the upgrade for Carr could be feasible; have they indicated any update to their funding formulas or their decision-making criteria, to exclude all VSB standalone choice program school facilities?

Page 33

School Name	SMP Status	*CP Priority	NC	ос	2020	2020	Enr	2030
School Name					Enrolment	CU	2030	CU
	Construction	n/a	290	263	317	121%	234	89%
	Completed	n/a	195	177	333	189%	379	215%
False Creek	Feasibility	n/a	290	263	293	112%	334	127%
Mount Pleasant	Unsupported	Year 3	315	285	251	88%	274	96%
Nightingale	Unsunnorted	Vear 1	390	353	250	71%	279	79%

1444

112%

Through the Chair, questions to the Senior Management Team:

Total

Q16: When the Olympic Village (OV) school is approved/built, will portables which impede the usability of other over 100% capacity schools, such as Simon Fraser, be removed?

Cavell's 2030 Enrolment project seems to defy all ground truth and speaks to using "Where Kids Live & Will Live" but can you please comment on the underlying assumptions for why Cavell's enrolment will decline?

Given that with OV, the safe capacity will be 60%, and that Nightingale was Year 1 priority in 2013 in the Capital Plan submission and was removed to be a Year 4 priority in 2018 and was back to Year 1 priority in 2021, why would there now be a reprioritization for the SMP at Nightingale? In addition to not enough safe capacity, there is the belief that this Olympic Village Study Zone is going to need additional school spaces in the future based on the many developments taking place which does not yet include what is to come once the Broadway Plan is approved, so why is Olympic Village School causing a reset and reevaluation of this zone?

Impact of Kindergarten Waitlists on Enrolment Forecasts

This report presents baseline enrolment forecasts from Baragar. For many VSB catchments the baseline forecasts are accurate and reliable for planning purposes. The presence of persistent unmet catchment demand and evidenced by long kindergarten waitlists suppresses enrolment forecasts for these schools. In other words, the baseline forecasts likely do not fully represent the actual number of catchment students who would choose to attend these schools if space were available.

Through the Chair, question to the Trustees:

Q17: When the Trustees read: "In other words, the baseline forecasts likely do not fully represent the actual number of catchment students who would choose to attend these schools if space were available" do the Trustees feel that this illustrates why we should at the very least understand more by using: "Where Kids Live & Will Live" as something that is measured and incorporated into planning?

Page 42

Figure 41 Seismically Safe Capacity and Enrolment SE FOS

School Name	Seismic Program Status	CP Priority	NC	ос	Enr 2020	2020 Cu	Enr 2030	2030 Cu
Thompson	Supported	Supported	1550	1550	1275	82%	1116	72%
Gladstone	Unsupported	n/a	1600	1600	932	58%	957	60%
Killarney	Supported	Supported	2200	2200	1550	70%	1496	68%
Windermere	Unsupported	Year 4	1500	1500	973	65%	1021	68%
Total			6850	6850	4730	69%	4590	67%

Through the Chair, questions to the Senior Management Team:

Q18: If Thompson and Killarney both end up being seismically mitigated with higher capacity than they require at their current OC, what is the implication to Windermere and/or Gladstone; will one of them be seismically mitigated and the other close?

F/U: Why is right-sizing within +/-10% of VSB Preferred School Size not a viable option?

Page 44

Childcare Opportunities and Considerations

The VSB has a long-standing commitment to working with the City of Vancouver (CoV), childcare providers, and the provincial government to support the provision of childcare in school buildings and on school sites. Government investment in prioritized projects in the VSB's 5-year capital plan provides a further opportunity to enhance public benefit through the creation of additional childcare spaces in conjunction with seismic and expansion projects. This section of the LTIP summarizes the opportunities and approaches that may be used in future projects to increase equitable access to childcare programs and services.

Through the Chair, question to the Senior Management Team:

Q19: When childcare moves into the Ministry of Education, what additional resources does the VSB expect; that is, does the VSB expect funding to change from how it is done today to how childcare will be funded in the future?

Page 45 Figure 44 Summary of Childcare Programs and Services

Program/Option	Number of Sites	Number of Spaces
StrongStart	18	450-570*
O-5 Childcare	32	971
School Age Care (SAC)	72	3631

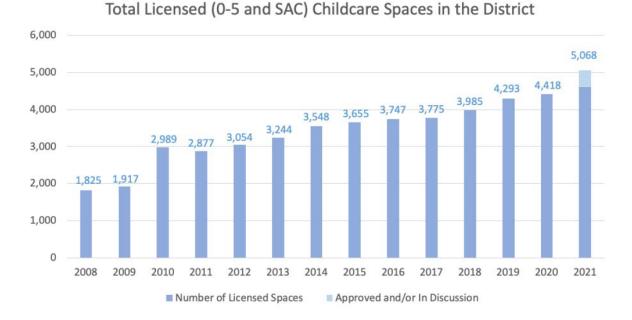
Through the Chair, question to the Senior Management Team:

Q20: Does figure 44 refer to only VSB sites and if so, then it would be good to know how big a contribution to childcare and school age care VSB facilities are making. As such is it known how many liaison programs exist in community centres and neighbourhood houses and what the total of those are?

Page 45

In partnership with the CoV and childcare service providers, the VSB has supported significant expansion of access to 0-5 Childcare and SAC. Since 2008, when there were 1825 spaces, access to space that meets licencing requirements has increased by 250% to the current total of 4602 licensed Childcare and SAC spaces in the District. Further growth is anticipated in the next 3 to 4 years with up to 466 new spaces becoming available.

Figure 45 Growth of licensed childcare spaces



Through the Chair, questions to the Senior Management Team:

Q21: Of the 466 new spaces, is it known how many will be childcare and how many will be school age care?

Could figure 45 bars be colored separately and/or be reported separately for childcare and school age care?

Page 47

Expanding access to SAC by 10-15% at the existing operations would be possible once the licensing requirements for SAC are reviewed and aligned with requirements governing K-7 school operations.

Through the Chair, question to the Senior Management Team:

Q22: Where does the 10-15% possible increase in the capacity of existing programs on school grounds come from? Is it a result of the change in licensing regulations allowing a smaller floor area per child for school age care on school grounds than in other forms of group childcare (more typically for preschool age children), more in harmony with Ministry of Education's area per child standards for elementary schools?