

I n t e r

o f f i c e

Memorandum

v a n c o u v e r s c h o o l b o a r d



Date November 14, 2018
To: Facilities Planning Committee
From: D. Green, Secretary Treasurer
J. Dawson, Director of Educational Planning
Re: **Long Range Facilities Plan Overview**

ITEM 2.2

REFERENCE TO STRATEGIC PLAN:

Goal 4: Provide effective leadership, governance and stewardship

Objectives:

- Effectively utilize school District resources and facilities

INTRODUCTION:

This report is for information only.

BACKGROUND:

The purpose of this report is to provide an update to the Committee regarding revisions to the District's Long Range Facilities Plan (LRFP) and to provide an overview regarding the goals, priorities and District context that form the basis for the LRFP.

Reference Documents:

- [Ministry of Education Capital Plan Instructions 2018/19](#) – Appendix G Long Range Facilities Plan Guidelines
- [Memorandum of Understanding](#) Regarding Vancouver Board of Education Seismic Mitigation Project Office – Aug 21, 2017

LRFP RATIONALE and REQUIREMENTS:

The Long Range Facilities Plan Guidelines published by the Ministry sets out the rationale and requirements for school districts with respect to developing and maintaining a current LRFP.

Rationale:

A LRFP is a mechanism for school districts to effectively demonstrate that proper facility planning is taking place in support of the District's educational plan over a 10-year window.

The fundamental premise of the LRFP is to provide a mechanism for districts to demonstrate they are managing their facilities in an effective, economic and efficient way in support of their educational goals.

The LRFP places the need for capital projects in a district-wide context and becomes the basis for submission of capital project requests by the District and for investment decisions by the Ministry.

LRFP Development Criteria

The Ministry requires that LRFPs meet the following criteria:

- Be developed, maintained and made available upon Ministry's request.
- Have the concurrence of the appropriate Ministry Planning Officer (PO) prior to being approved by the Board.
- Be in planning, development or finalized upon receiving the Capital Plan Instructions which are usually received by the District in March or April
- The LRFP is expected to be developed in accordance with all Regulations, Orders-In-Council, School Act Ministerial Orders as well as Ministry Policies, Instructions and Guidelines provided by the Ministry.

Maintaining and Updating the LRFP

The Ministry requires that as part of their annual Five-Year Capital Plan submission, the Board will certify that no significant changes have occurred within the District that warrant a revision to the LRFP.

In general LRFPs remain valid until they are changed and are not required to be revised or re-submitted annually. Vancouver has agreed to submit a LRFP to the province for approval annually due to the ongoing seismic mitigation program (SMP).

Planning Requirements

The Ministry has identified the following requirements for an LRFP:

- Educational programs operating within the District
- Future trends or anticipated new initiatives, including both those of the school District and the government
- Current District enrolment and forecast enrolment trends for 10 years
- Potential reconfiguration of District programs
- Current capacity of all facilities, including temporary accommodation and/or rental facilities
- How maintenance of the District's permanent facilities will be carried out
- Building condition of all the District's facilities
- Implementation of sustainability initiatives to meet the goals of the Province
- Use of temporary accommodation including rental or leased space
- Transportation of students

Further details regarding the terms of reference and framework for the LRFP are available from the Ministry of Education Capital Plan Instructions 2018/19 – Appendix G Long Range Facilities Plan Guidelines.

VSB LRFP OVERVIEW:

The purpose of creating an LRFP is to provide the District with a detailed 10-year roadmap that coordinates District activities and informs decision-making processes that impact enrolment, student programs, and facilities usage and condition.

The two overarching goals for the LRFP are to ensure that the District maximizes operating funds directed for student programs and services and provides safe schools that best serve the needs of students in their communities.

The LRFP sets the following priorities that will enable the District to move towards the overarching goals of the LRFP:

- Provide seismically safe schools for all students
- Reduce surplus capacity
- Balance enrolment demand with available space
- Effectively manage capital assets

The guiding principles from the 2016 LRFP have been updated to better reflect the close alignment between the LRFP and the District Strategic Plan (VSB 2021).

Guiding Principles from 2016 LRFP

- Safe and sustainable schools
- Facilities that support innovative educational approaches, and ultimately provide effective learning environments
- Schools located where they can support school-aged populations now and in the future
- Planning that considers economic, community, and environmental benefits for students, families, and all citizens of Vancouver
- Improved Facility Conditions

Updated Guiding Principles for 2018 LRFP

- Improve the overall safety and quality of facilities
- Plan for innovative learning environments that promote student engagement, student inclusion, and the delivery of diverse high quality programs
- Effectively use school District resources and facilities in alignment with long-term financial and sustainability goals
- Work towards a future where all students wishing to attend their catchment school have the option to do so
- Sustain and strengthen relationships with the City of Vancouver, and community partners to facilitate the delivery of services to the broader community

Enrolment Trends

The District has experienced enrolment decline since 1997. In 2017 there were 7,500 fewer students attending District schools than in 1997 which represents a 14.4% reduction in of enrolment. Further enrolment decline is forecast with approximately 2,300 fewer students expected to be enrolled in 2027 than in 2017. Enrolment decline was first felt disproportionately at elementary schools as the number of children being born in Vancouver declined and smaller grade cohorts moved through the system. Secondary schools experienced the majority of enrolment decline between 2011 and 2017. In the future, enrolment decline will be relatively balanced across all grades.

Market share measures the number of students enrolling in VSB schools compared with the population of children living within the boundaries of the VSB. VSB market share has remained stable for the past several years. A stable market share indicates that the VSB is not experiencing a significant net loss of students to other school Districts or independent schools.

Along with the decline in the number of children living in the District, the neighbourhoods in the District where families reside have changed significantly over time. There are large areas of the city, including the Northeast, Southeast, Central South, and West, that have experienced significant enrolment decline. In these areas schools are operating with large numbers of surplus student seats.

At the same time, enrolment pressure has increased in a large portion of the District including areas of Kitsilano, Downtown, Fairview, and the Cambie corridor. Overall, in 2017 the District had a surplus capacity of 8600 seats with significant surplus capacity localized in specific areas.

Figure 1 shows the enrolment history and forecast between 2012 and 2027. The orange reference line is the current total operating capacity for the District (58766 seats).

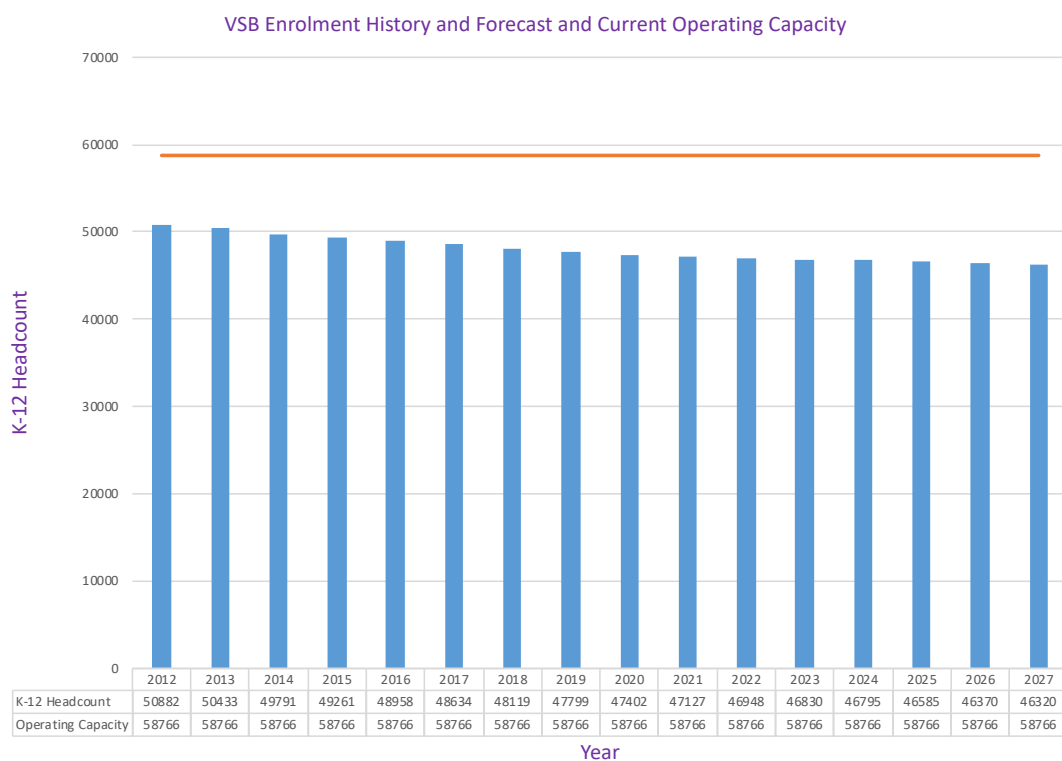


Figure 1: VSB Enrolment History and Forecast

Facility Capacity Utilization

The Ministry of Education provides classroom capacity averages (standards) to be used in determining operating capacity for each school. The District determines the operating capacity for each school by using the ministry standards in conjunction with information about the number and type of enrolling classroom space at schools. Operating capacity provides an indication of the number of students that can be reasonably accommodated at a school but is by no means definitive in this regard. Operating capacity is also used to determine capacity utilization which is the ratio of the student enrollment divided by operating capacity. Capacity utilization can be determined for the entire District, an area or zone in the District, or an individual school.

Many of the schools in the District have low capacity utilization, meaning that they enroll a lower number of students than the defined operating capacity. Capacity utilization for VSB schools ranges from 18% to 159%.

Table 1 shows the District capacity utilization for 2017.

Table 1 - District Capacity Utilization	
Operating Capacity	58766
2017 Enrolment	*50374
District Capacity Utilization	85.7%

*2017 enrolment includes International fee paying students.

Facilities Condition

The Facility Condition Index (FCI) is an industry standard index that measures the relative condition of a facility by considering the costs of deferred maintenance and repairs as a percentage of replacement value. An annual audit process determines the estimated cost of deferred maintenance for each VSB facility which is then used to determine its FCI. The total estimated deferred maintenance for VSB facilities is \$819M. A low FCI rating indicates better building condition than a high FCI rating. The FCI for VSB schools ranges from 0.0 (for newly built or replaced schools) to 0.87.

Seismic Mitigation Program

The District operates a large inventory of old schools, most of which require seismic upgrading to meet current safety standards. Since 2006 there has been an ongoing Seismic Mitigation Program (SMP) to upgrade or replace seismically unsafe schools. To date, 31 have been newly built or have moved through the SMP and are seismically safe with a total operating capacity for 17,000 students. There are 77 schools that are not yet seismically safe in the VSB with a total operating capacity of 41,500 seats. Of these 77 schools, 62 are categorized as high risk and 15 are categorized as low to medium risk during a seismic event.

In order to advance priorities identified in the Capital Plan for seismic upgrading the District will need to consider decreasing the capacity of schools where appropriate, and school consolidation to address the issue of surplus capacity at schools in surrounding catchments.

When schools are being upgraded through the SMP there is often a requirement for temporary accommodation to support seismic projects. The province requires the District to use surplus capacity available before portables will be funded for temporary accommodation. The District has made a commitment to the province to 'make every reasonable effort' to provide temporary accommodation to support seismic projects in schools with surplus capacity. The District has identified several temporary accommodation sites at schools with sufficient surplus capacity to use as the SMP proceeds.

The mandate of the SMP is to provide sufficient seismically safe seats to meet the enrollment needs of the District. The consequence of not reducing the surplus capacity in the District will be that at the conclusion of the SMP there will be schools in the District that have not been seismically upgraded.

Funding for Capital Projects and the SMP

For each seismic upgrade project the feasibility of three possible options is analyzed. The three options are as follows:

- An **upgrade** of the existing building(s) to bring it up to current seismic safety standards.
- A **partial replacement** whereby some of the existing building is seismically upgraded and a new portion for the school is built.
- A full **replacement** where an entirely new school is built generally on a different location of the same school property.

The province provides funds for the lowest cost option identified by the feasibility study. The District has the option of contributing capital funds to enhance seismic projects or advance new school construction.

Capital Asset Management

To address the priority of effectively managing its capital assets, the District has undertaken a significant review to support its goal of Sustainable Educational Service Delivery. Sound asset management practices will lead to informed decisions in the effective and efficient delivery of educational programs. The Asset Management Plan being developed will shift the District's approach to facilities related decisions from a reactive focus to a proactive and systematic process. The new approach to capital asset management is a priority of the LRFP and will be coordinated and aligned with District priorities.

Key Requirements to Meet LRFP Priorities

The following list articulates the key requirements to successfully implement the LRFP.

- Clear alignment of District priorities
- Staff capacity to complete work
- Support of the Board of Education
- Public support and awareness
- Clear process and expectations

CONCLUSION:

The Long Range Facilities Plan will meet the requirements set out by the Ministry and will serve as a detailed planning roadmap for the District which aligns with the goals of the Strategic Plan.

The LRFP sets the District on a path to achieve the following goals:

- Maximize operating funds directed to student programs and services
- Provide safe schools that best serve the needs of students in their communities

The District context for the LRFP includes the following factors:

- Declining Enrolment
- Surplus capacity in large areas of the District
- Select areas with enrolment pressure.
- Older facilities with high deferred maintenance costs

- An ongoing Seismic Mitigation program that has requirements for temporary accommodations for students
- Provincial funding parameters for seismic upgrades and new capital projects

Timeline

- Early December – draft preliminary LRFP available to trustees for feedback
- December 8, 2018 – Trustee Orientation Session
- Mid- December - Early January - Draft Preliminary LRFP available to stakeholders for feedback
- Mid- December - Early January – Stakeholder workshop
- January 23, 2019 – Draft LRFP and report to Facilities Planning Committee

RECOMMENDATION(S):

This report is provided for information.

Long Range Facilities Plan Overview

Facilities Planning Committee Nov 14, 2018

VSB

We inspire student success by
providing an innovative, caring
and responsive learning
environment



VSB
2021
Shaping Our Future, Together.

What is a Long Range Facilities Plan

- A detailed 10 year roadmap that coordinates district activities and informs decision-making processes that impact, enrolment, student programs, and facilities usage and condition.
- The LRFP is a Ministry of Education requirement for all school districts



What are the goals for Implementation LRFP?

- Maximize operating funds directed for student programs and services
- Provide safe schools that best serve the needs of students in their communities



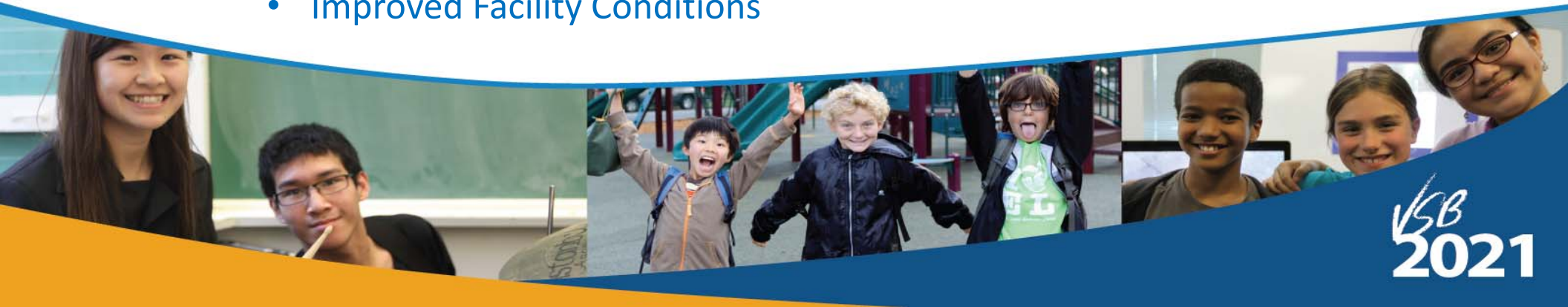
Vancouver School Board LRFP Priorities

- Seismically safe students for all students
- Reduce surplus capacity
- Balance enrolment demand with available space
- Effectively manage capital assets



Guiding Principles from 2016 LRFP

- Safe and sustainable schools
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- Improved Facility Conditions



Updated Guiding Principles

- Improve the overall safety and quality of facilities.
- Plan for innovative learning environments that promote student engagement, student inclusion, and the delivery of diverse high quality programs.
- Effectively use school District resources and facilities in alignment with long-term financial and sustainability goals.
- Work towards a future where all students wishing to attend their catchment school have the option to do so.
- Sustain and strengthen relationships with the City of Vancouver, and community partners to facilitate the delivery of services to the broader community.



Enrolment Context

- Declining enrolment since 1997
- Further enrolment decline forecast
- Stable market share – the proportion of 5-17 year old children attending VSB schools versus independent schools is relatively constant
- Large portions (areas) of Vancouver where schools have surplus capacity
- Large portion of Vancouver with with insufficient capacity

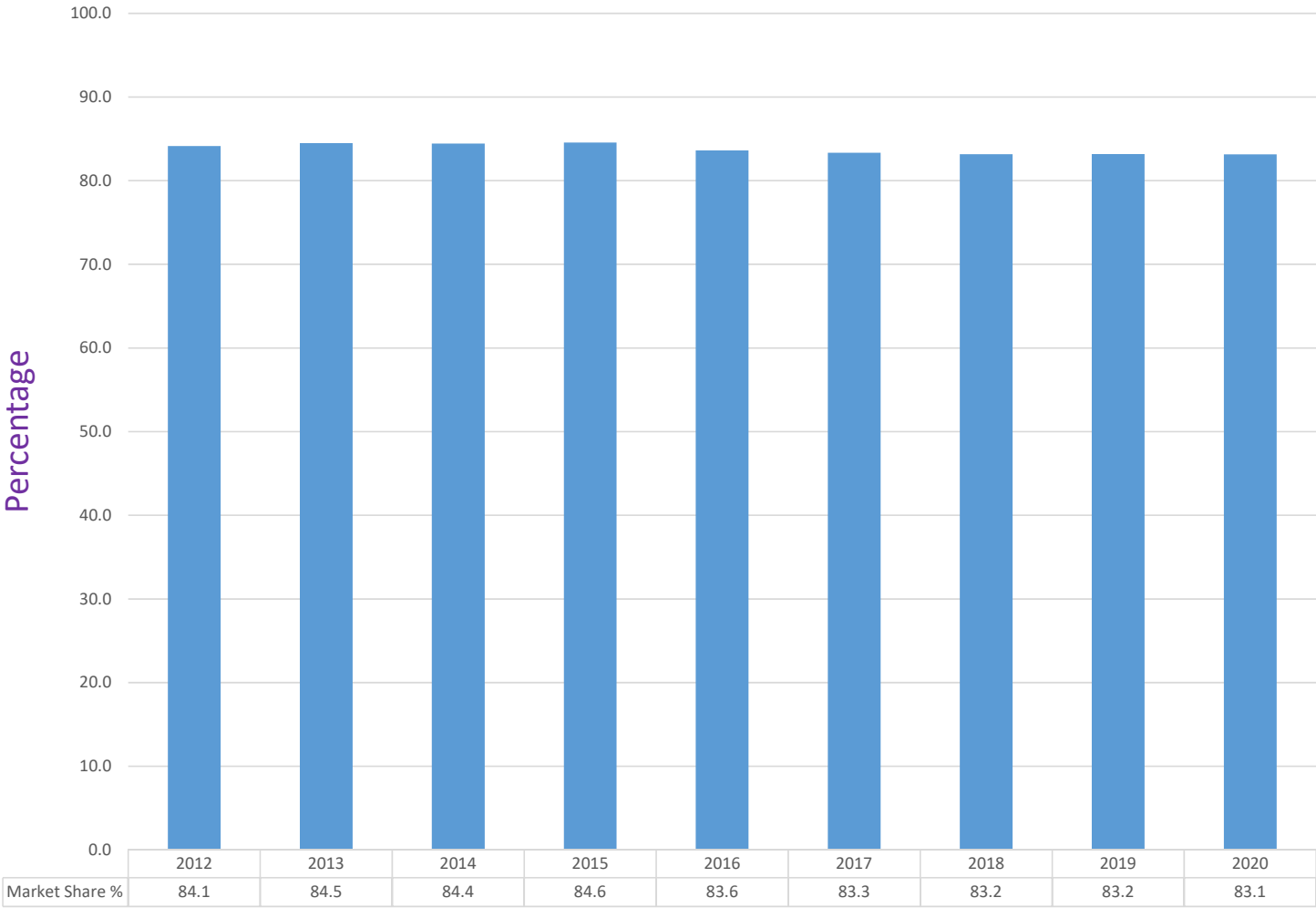


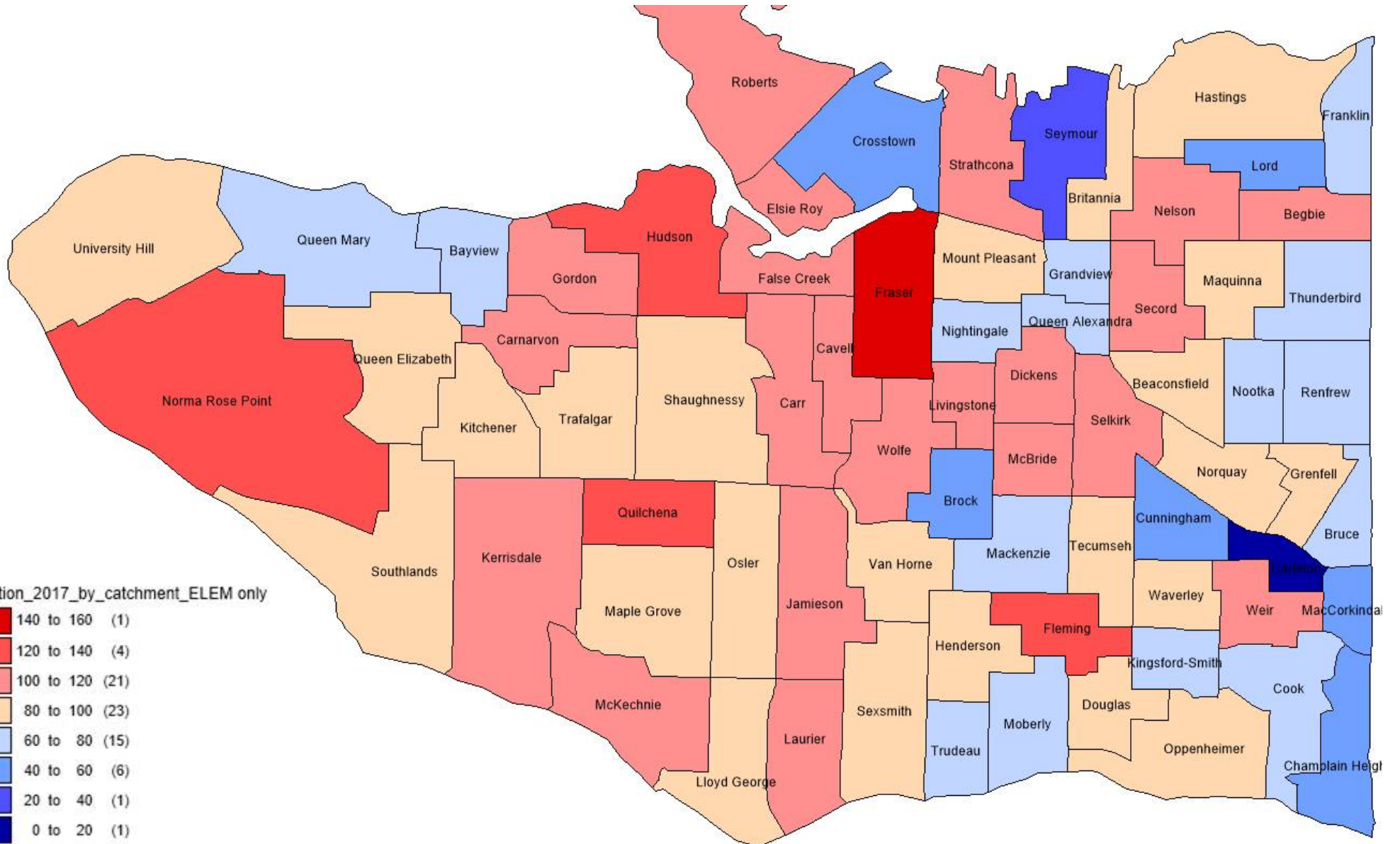
VSB Enrolment History and Forecast and Current Operating Capacity



Year

Market Share = Enr/Pop*100





Facilities Capacity Utilization

Table 1 - District Capacity Utilization	
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Facilities Condition

- A large inventory of old schools that require seismic upgrading
- An ongoing Seismic Mitigation Program (SMP) to upgrade (or replace) schools
- Requirement for temporary accommodation to support Seismic Projects
- Total District deferred maintenance is in excess of \$800M



Consequence of not addressing surplus capacity

When the SMP work is complete there will be sufficient safe seats to meet our district enrolment needs; however the district will still have many schools that have not been seismically upgraded.



Funding for Capital Projects and SMP

- The province funds the lowest cost option to provide seismically safe schools
- The province requires the District to utilize surplus capacity before they will fund portables
- The District has committed to making 'every reasonable effort' to provide temporary accommodation in existing schools with surplus capacity
- The District has the option to contribute funds to enhance seismic projects or advance new school construction



Key Requirements to Meet Priorities

- Clear alignment of District priorities
- Staff capacity to complete work
- Support of the Board of Education
- Public support and awareness
- Clear process and expectations



Next Steps

- Early December - Draft Preliminary LRFP available for feedback
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