



Ministry of  
Education



**MINISTRY OF EDUCATION**

**OPTIONS ANALYSIS**

**APRIL 27, 2018**

**partnerships**  
British Columbia

## TABLE OF CONTENTS

<b>1</b>	<b>BACKGROUND</b> .....	<b>3</b>
<b>2</b>	<b>SITES</b> .....	<b>4</b>
<b>3</b>	<b>APPROACH</b> .....	<b>6</b>
<b>4</b>	<b>MULTIPLE CRITERIA ANALYSIS</b> .....	<b>7</b>
4.1	Multiple Criteria Analysis.....	7
4.2	Multiple Criteria Analysis Assumptions.....	7
4.3	Multiple Criteria Analysis Framework .....	8
<b>5</b>	<b>PRELIMINARY RISK ASSESSMENT</b> .....	<b>10</b>
<b>6</b>	<b>VSB POTENTIAL SCHOOL CLOSURE PROCESS</b> .....	<b>12</b>
<b>7</b>	<b>SUMMARY &amp; NEXT STEPS</b> .....	<b>14</b>
7.1	Summary.....	14
7.2	Next Steps .....	14
	<b>APPENDIX A – MCA ASSESSMENT</b> .....	<b>16</b>

## 1 BACKGROUND

The Ministry of Education (the “**Ministry**”) approached Partnerships BC (“**PBC**”) in December of 2017 to conduct a qualitative options assessment for an elementary school on the west side of Vancouver for the Conseil Scolaire Francophone (“**CSF**”). The assessment would entail a review of four options for a 435-student, kindergarten to grade six elementary school for the CSF (the “**Project**”). The following two sites were identified:

- Southlands Elementary School at 5351 Camosun Street; and
- Queen Elizabeth Elementary School Annex (“**QEA**”) at 4275 Crown Street.

Both sites are properties of the Vancouver School Board (“**VS**B”).

At a high level, the four options entail:

**Table 1: Project Options**

Options	Description	Potential Scope
Option 1	Property sale or long-term lease of the Southlands site to CSF.	<ul style="list-style-type: none"> <li>• New build for CSF and demolish existing Southlands; or</li> <li>• Renovate, seismically upgrade and expand Southlands to accommodate 435 students.</li> </ul>
Option 2	Co-locate VSB and CSF on the Southlands site.	<ul style="list-style-type: none"> <li>• Build new for CSF and VSB and demolish existing Southlands; or</li> <li>• Build new for CSF and renovate the existing Southlands for VSB.</li> </ul>
Option 3	Property sale or long-term lease of the Queen Elizabeth Annex site to CSF, with VSB’s swing space relocated to another site.	<ul style="list-style-type: none"> <li>• Build new for CSF and demolish existing QEA; or</li> <li>• Renovate, seismically upgrade and expand existing QEA school to accommodate 435 students.</li> </ul>
Option 4	Property sale or long-term lease of the Queen Elizabeth Annex site to CSF, with VSB continuing to use the QEA as swing space for their students.	<ul style="list-style-type: none"> <li>• Build new school for CSF while VSB students continue to use the portables on the QEA site; or</li> <li>• Renovate, seismically upgrade and expand existing QEA school to accommodate 435 students.</li> </ul>

### Southlands Elementary School (Options 1 and 2)

Southlands Elementary School (SES) is located on a 2.4 ha site, at 5351 Camosun St in the Dunbar-Southlands neighborhood of southwest Vancouver. It is surrounded on three sides by Pacific Spirit Park, near the University of British Columbia Endowment Lands and the Musqueam Lands. This year the student population is approximately 235 students from kindergarten to grade seven with a maximum operating capacity of 294. The Southlands Elementary School has been assessed an H1<sup>1</sup> seismic risk rating from the Provincial Seismic Mitigation Program.

**Figure 1: Southlands Site Plan**



### Queen Elizabeth Elementary School Annex (Options 3 and 4)

QEA is located on a 1.5 ha site at 4275 Crown St in the Dunbar-Southlands neighborhood of southwest Vancouver. On the very edge of UBC endowment lands, it is the Annex to the main school, Queen Elizabeth Elementary. QEA is home to a single-track French Immersion school serving 80 students from kindergarten to grade three with a maximum operating capacity of 103. Relocatable classrooms (portables) are also located on the site for utilization as swing space for the VSB's seismic program. The QEA has been assessed an H3<sup>2</sup> seismic risk rating from the Provincial Seismic Mitigation Program.

<sup>1</sup> Most vulnerable structure; at highest risk of widespread damage or structural failure; not repairable after event. Structural and non-structural seismic upgrades required; Source [www.gov.bc.ca/seismic-mitigation-program](http://www.gov.bc.ca/seismic-mitigation-program)

<sup>2</sup> Isolated failure to building elements such as walls are expected; building likely not repairable after event. Structural and non-structural seismic upgrades required; Source [www.gov.bc.ca/seismic-mitigation-program](http://www.gov.bc.ca/seismic-mitigation-program)

**Figure 2: Queen Elizabeth Annex Site Plan<sup>3</sup>**



**Table 2: Site Information<sup>4</sup> (m<sup>2</sup>)**

Site	Site Area	Education Space	Play Areas	Parking
Southlands	24,000	3,594	15,500	800
Queen Elizabeth Annex	15,000	1,295	9,250	360

<sup>3</sup> VSB's project office records indicate five portables are presently situated on the QEA site.

<sup>4</sup> All numbers are approximate.

### 3 APPROACH

Prior to commencing the work, the Ministry shared PBC's scope of services with both the CSF and VSB both for transparency and to ensure alignment of expectations. PBC then met with each of the CSF, VSB and the Ministry individually to discuss the Project, develop an understanding of each parties' objectives for the Project and their related concerns.

These consultations informed the development of a list of Project objectives and associated criteria by which to evaluate each of the four options. The Project objectives and criteria are identified in Table 3.

**Table 3: Project Objectives and Criteria**

Project Objective	Criteria
Adequate capacity to meet demand, in accordance with Ministry requirements	<ul style="list-style-type: none"> <li>a) Provides CSF capacity to accommodate 435 kindergarten to grade six students within the required catchment area</li> <li>b) Maintains adequate space for VSB per Ministry requirements</li> </ul>
Equality for students	<ul style="list-style-type: none"> <li>a) A purpose built school that enables CSF to offer equivalent programs and curriculum to VSB</li> <li>b) Site supports Ministry standards with modifications for an urban setting, allowing adequate space for a school, parking, playground and sports fields.</li> </ul>
Time is of the essence	<ul style="list-style-type: none"> <li>a) Land arrangement can be resolved in a timely manner</li> <li>b) Expedites project delivery</li> </ul>
Highest likelihood of stakeholder acceptance	<ul style="list-style-type: none"> <li>a) Anticipate acceptance by each of CSF, VSB and the Ministry</li> </ul>



## 4 MULTIPLE CRITERIA ANALYSIS

### 4.1 MULTIPLE CRITERIA ANALYSIS

A Multiple Criteria Analysis (“MCA”) is a decision making tool often used when decisions can be characterized as a choice among alternatives. The decision criteria and options to be analyzed are organized in a decision matrix, in order to best evaluate the Project options. The MCA helps focus decision makers on what is important and is easy to use.

The MCA process used to assess the options for this Project include:

1. Establishment of Project objectives and corresponding criteria to evaluate the options; and
2. Qualitative assessment of each of the four options against the criteria.

### 4.2 MULTIPLE CRITERIA ANALYSIS ASSUMPTIONS

Based on the Ministry’s area standards, the following assumptions are applied throughout the MCA.

#### 1) Site Area

- A standard site for a 435-student elementary school would be 2.4 ha.

Student Capacity	Site Size (ha)
400	2.3
450	2.5
500	2.7

#### 2) Program Area

- The following program areas would be required for a 435-student CSF elementary school.

Space	Area
Education Space	3,225 m <sup>2</sup>
Community Space <sup>5</sup>	450 m <sup>2</sup>
Playfields	10,000 m <sup>2</sup>
Federally Funded Space <sup>6</sup>	450 m <sup>2</sup>
Parking	525 m <sup>2</sup>
<b>Total</b>	<b>14,650 m<sup>2</sup></b>

<sup>5</sup> The Ministry funds Community (or Neighbourhood Learning) Space as 15 per cent of the education space, to be programmed by each school.

<sup>6</sup> CSF has access to a federal funded program for additional program space, similar to provincially funded Community Space.

### 3) Project Delivery

- Each option could proceed with either a newly constructed school, or a renovated and expanded (as necessary) school.

## 4.3 MULTIPLE CRITERIA ANALYSIS FRAMEWORK

The MCA process provides a framework for evaluating both quantitative and qualitative factors and presents the advantages and disadvantages of each option in a form that can easily be assimilated by decision-makers.

The assessment framework of the qualitative criteria requires judgment to be made on the magnitude of the relative benefits, or impacts, of each option for a particular criterion. In order to discuss criteria and judge their values on a consistent basis, the assessment framework shown in Table 4 was used to assess how well each option achieves the stated objectives.

**Table 4: MCA Assessment Framework**

X	✓	✓✓	✓✓✓
Ineffective in satisfying project objective and criteria.	Partially effective in satisfying the project objective and criteria.	Somewhat effective in satisfying the project objective and criteria.	Extremely effective in satisfying the project objective and criteria.

The results of the MCA assessment for the options are summarized in Table 5. For the detailed assessment of each of the options, see Appendix A [MCA Assessment].



**Table 5: Summary of Options MCA Results**

Project Objectives and Criteria	Option 1		Option 2		Option 3		Option 4	
	New Build	Reno	New Build	Reno	New Build	Reno	New Build	Reno
<b>Objective 1: Adequate capacity to meet demand, in accordance with Ministry requirements</b>								
a) Provides CSF capacity to accommodate 435 kindergarten to grade six students within the required catchment area	✓✓✓	✓✓	✓✓✓	✓✓✓	✓✓✓	✓	✓✓	✓
b) Maintains adequate space for VSB per Ministry requirements	X	X	✓✓✓	✓✓✓	✓	✓	X	X
<b>Objective 2: Equality for students</b>								
a) A purpose built school that enables CSF to offer equivalent programs and curriculum to VSB	✓✓✓	✓✓	✓✓	✓	✓✓✓	✓	✓	X
b) Site supports Ministry standards with modifications for an urban setting, allowing adequate space for a school, parking, playground and sports fields	✓✓✓	✓✓✓	✓	✓	✓✓	✓	✓✓	X
<b>Objective 3: Time is of the essence</b>								
a) Land arrangement can be resolved in a timely manner	✓	✓	X	X	✓✓	✓✓	X	X
b) Expedites Project delivery	✓✓✓	✓✓	✓✓	✓	✓✓✓	✓	✓	X
<b>Objective 4: Highest likelihood of stakeholder acceptance</b>								
a) Anticipate acceptance by each of CSF, VSB and the Ministry	✓✓	✓	✓✓	X	✓✓✓	✓	X	X

As Options 1, 2 and 4 clearly do not meet one or more of the criteria, the results of the MCA favour Option 3, with a newly constructed school for the CSF on the QEA site, as the recommended option.

## 5 PRELIMINARY RISK ASSESSMENT

The preliminary risk assessment provides a high-level overview of potential risks associated with proceeding with any of the options. The process identified categories of risk that included:

- Land agreement;
- Site; and
- City approvals.

The table below identifies which risks are inherent to each option.

**Table 6: Preliminary Risk Assessment**

Risk	Risk Description	Options			
		1	2	3	4
<b>Category: Land Agreement Risks</b>					
VSB Potential School Closure Process [See Section 6]	VSB's potential school closure process requires a decision prior to proceeding to land lease negotiations and is therefore on the critical path, approval delays will impact the schedule.	✓		✓	✓
	The policy requires broad public consultation to be undertaken, extensive consultation or an unfavourable response from the public may impact the schedule and viability of an option.	✓		✓	✓
Land Lease Approval	Completion of the land lease is on the critical path, approval delays will impact the schedule. Where a school is being closed, school closure policy must be followed prior to completing negotiations.	✓	✓	✓	✓
	Both school boards must agree to the land lease for the option to be viable. A delay in approval or outright rejection will impact viability of the option.	✓	✓	✓	✓
Negotiation process and timelines	Extensive negotiations for complicated lease terms or joint-use requirements would delay project execution.	✓	✓	✓	✓
2018 Trustee Election	Trustee elections in the fall of 2018 may deter current VSB board member's from initiating the decision making process until a new board and mandate is set.	✓	✓	✓	✓

Risk	Risk Description	Options			
		1	2	3	4
Parents do not accept arrangement	Parents of students in both districts may not accept the land arrangement agreed to between the parties putting pressure on the boards to alter, change or reject the land arrangement, further delaying the critical path land lease.	✓	✓	✓	✓
<b>Category: Site Related Risks</b>					
Size	Approval of a site below the Ministry standard may establish an undesirable precedent for schools in urban environments (e.g. underground parking, stacked design for elementary schools).		✓	✓	✓
	Site size may drive an undesirable density and design solution in an effort to achieve all program scope.		✓	✓	✓
Geotechnical	There is a lack of information available about the site's geotechnical condition. Unforeseen conditions may impact possible location of the school, budget and schedule.	✓	✓	✓	✓
Environmental	There is a lack of information available about the site's environmental condition. Unforeseen conditions may impact budget and schedule.	✓	✓	✓	✓
Archaeological	There is a lack of information available about the site's archaeological condition. Unforeseen conditions may impact budget and schedule.	✓	✓	✓	✓
First Nations	While consultation is not traditionally required as part of School Board to School Board property dispositions, both sites border the University of BC Endowment Lands, are within traditional Musqueam Territory and are close to the Musqueam Reserve, therefore consultation would be recommended. A poorly executed communications strategy would impact consultation timelines and extend the schedule.	✓	✓	✓	✓
<b>Category: City Approval Risks</b>					
Joint-Use Agreement	CSF would benefit from negotiating a joint-use agreement with the City of Vancouver for the use of Chaldecott Park during the school day. Extended negotiations may impact timelines and extend the schedule.			✓	✓

Risk	Risk Description	Options			
		1	2	3	4
	CSF's ability to deliver full program scope may be impacted if a joint-use agreement cannot be reached for the use of Chaldecott Park.			✓	✓
Permitting	City of Vancouver permitting timelines and requirements can cause delays and extend schedules.	✓	✓	✓	✓
Land Use (e.g. zoning, density)	Existing zoning bylaws and density regulations will influence the design solution. If rezoning is required to accommodate additional density, this would extend the schedule.	✓	✓	✓	✓
	A rejected rezoning would impact the viability of the option.	✓	✓	✓	✓

Further development of the Preliminary Risk Assessment would be required to more fully understand any quantitative impacts of the risks materializing. A risk mitigation plan should be developed for the selected option early in the process to manage risks before they materialize.

## 6 VSB POTENTIAL SCHOOL CLOSURE PROCESS

All VSB facilities are regularly reviewed and assessed to ensure they are being utilized for efficient and effective delivery of a comprehensive educational program and associated services. Any school may be considered for closure when such an assessment:

- a) Identifies that the students could reasonably be accommodated in other local schools; and
- b) Those students can be provided with access to appropriate educational programs.

For options 1, 3 and 4 the moving of the existing educational programs at both Southlands (kindergarten to grade five) and QEA (kindergarten to grade three French immersion) to another school in the catchment would constitute a school closure in accordance with the VSB School Closure Policy and require the process outlined in the policy to be followed<sup>7</sup>. The potential school closure policy dictates the detailed steps, process and including, but not limited to, the following:

- Distribution of letters to the school principals and PACs two months prior to finalizing an administrative report to the Board;
- Two months after the above notification, an administrative report detailing which schools are recommended to be considered for closure is presented to Board committees;

<sup>7</sup> VSB Policy Manual, F: Facilities Development, FL-R: School Closures, [www.vsb.bc.ca/district-policy/fl-r-school-closures](http://www.vsb.bc.ca/district-policy/fl-r-school-closures)

- If consideration for closure is supported by the committees, then the recommendation is forwarded to the Board;
- At least one public meeting is to be scheduled to allow communication and consultation prior to a final determination being made by the Board;
- a consultation report summarizing the results of each public meeting will be provided to the committees;
- Additional consultation may be undertaken by the Board;
- If the Board decides to permanently close a school, then the Board will, without delay, provide the Minister of Education with written notification of the decision; and
- A decision to close a school will be communicated to the school and the general public as soon as practical following the Board decision.

DRAFT

## 7 SUMMARY & NEXT STEPS

### 7.1 SUMMARY

This Options Assessment has:

- Identified objectives and considerations that are important to the stakeholders;
- Completed a qualitative assessment of each of the options against the objectives and considerations established; and
- Identified the option that best satisfies the objectives and is most likely to be accepted by the stakeholders.

Based on the assessment summarized in this report, it is recommended that the Ministry further investigate the development of a new CSF elementary school on the Queen Elizabeth Annex site under a long-term lease from VSB. This option provides the highest likelihood of acceptance by CSF, VSB and the Ministry. With successful negotiation of a joint-use agreement, the site can accommodate a purpose built school for 435 students, enabling CSF to offer equivalent programs and curriculum to VSB. CSF can be the sole tenant of their site and VSB is more likely to dispose of the Annex site over Southlands.

Key considerations and critical path items for the Project include:

- Initiating the process contained within the VSB School Closure policy;
- Developing a framework to establish the terms and conditions of land lease that both parties can agree to;
- Engaging with the City of Vancouver for clarity on land-use, zoning bylaws and density regulations; and
- Establishing a joint-use agreement between the City of Vancouver and CSF.

### 7.2 NEXT STEPS

Based on the assessment summarized in this report, it is recommended that the Ministry consider the following next steps:

- Development of a joint project plan and associated schedule between Ministry, CSF and VSB;
- Proceeding with discussions and negotiations with both school districts towards achieving a land arrangement that works for all parties on the QEA site;
- Initiate discussions with the City of Vancouver to understand the development opportunity on the site within the zoning regulations as well as the process for demolishing the existing QEA;
- CSF to prepare a Project Definition Report for Ministry approval;

STRICTLY CONFIDENTIAL

- Undertake testing on the QEA site to better understand geotechnical and environmental conditions; and
- Develop a consultation and communications strategy for the Project.

DRAFT

STRICTLY CONFIDENTIAL



## APPENDIX A – MCA ASSESSMENT

MCA attached as a separate document

DRAFT