

January 18, 2023

ITEM 3.2

TO: Facilities Planning Committee

FROM: J. David Green, Secretary-Treasurer/CFO
John Dawson, Director of Educational Planning
Jiana Chow, Communications Manager

RE: Queen Elizabeth Annex – Surplus Consideration

*Reference to
Education Plan*

GOAL: *The Vancouver School Board will increase equity by ...*

OBJECTIVE(S): *Improving stewardship of the district's resources by focusing on effectiveness, efficiency, and sustainability.*

INTRODUCTION

This report contains details of the consultation/engagement plan to address the motion (in italics below) and the key features to be addressed in the process.

BACKGROUND

At the November 28, 2022 Public meeting of the Board of Education one of the reporting out matters from the Private Board meeting of the same date was:

That the Board of Education authorized the Board Chair to report to the November 28, 2022 Public Meeting that, at the Private Session of November 28, 2022 the Board approved proceeding with the initial consultation process as described in Policy 20 – Disposal of Land or Improvements, to consider the potential declaration of the Queen Elizabeth Annex School Site as surplus to the educational needs of the School District.

ANALYSIS

The adoption of the motion at the Private meeting to undertake consultation to determine if the Queen Elizabeth Annex (QEA) site is surplus to the educational needs of the School District requires staff to undertake the procedures in Board Policy 20: Disposal of Land or Equipment.

The first step in the policy is to determine ownership of the property, which has been confirmed. The policy goes on to say that once ownership of the property has been confirmed, **and prior to disposing of the property**, the Board shall undertake a public engagement with stakeholders, local governments,

community organizations and/or the public to consider if the site is surplus to the District's educational needs.

As per Board Policy 20, this initial consultation process shall include:

- *Consideration of future enrolment growth in the School District, including K-12, adult programs and early learning;*
- *Consideration of alternative community use of surplus space in school buildings and other facilities; and*
- *A fair consideration of the community's input and adequate opportunity for the community to respond to the Board's plan for the Real Property.*

This last point is important in that the Board, if considering the disposal of a property, is required to have a plan for the property and must make that plan public for the consultation to occur. The last step in Board Policy 14 – School Closure provides direction for identifying a plan for real property: *Alternate use of a closed facility will be determined by the Board after receiving a recommendation from the Superintendent.* Given the two “legal” processes involving the Conseil scolaire francophone de la Colombie-Britannique (CSF) that were presented in the closure report in June, the engagement process will seek input on the plan to dispose of the site to the CSF.

In addition to Board Policy 20, Ministerial Order M193/08 requires:

Only after a decision to close a school has been finalized and the school has been properly closed in accordance with s. 5 of the School Opening and Closure, should the question of the potential disposition of the property be appropriately considered.

As stated above, prior to the consideration of the potential disposition, the Board must first engage on the consideration of whether the site is needed for future educational purposes or declared surplus to those educational needs.

COMMUNICATIONS AND ENGAGEMENT

To effectively make the determination of whether the QEA is needed for the future or is surplus to the needs of the district, an engagement process will be undertaken to meet the three requirements for the implementation of Board Policy 20 set out above in this report. The District implements the best practices for engagement by the International Association of Public Participation standards (IAP2) spectrum under [Administrative Procedure 106: District Public Engagement](#)

IAP2 Spectrum of Public Participation



IAP2's Spectrum of Public Participation was designed to assist with the selection of the level of participation that defines the public's role in any public participation process. The Spectrum is used internationally, and it is found in public participation plans around the world.

INCREASING IMPACT ON THE DECISION					
	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

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The engagement will ensure the following target audiences have information needed to meaningfully participate in the engagement process.

- District stakeholders
- xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səilwətał (Tsleil-Waututh) Nations
- School communities in the vicinity of QEA (Queen Elizabeth Annex, Queen Elizabeth Elementary, Jules Quesnel Elementary, Byng Secondary, and Kitchener Elementary)
- Neighbourhood associations in the vicinity of QEA (Dunbar, West Point Grey, UBC and Arbutus Ridge)
- Other civic agencies, such as the City of Vancouver

Communications

There are several communications objectives which will help to achieve the goal. Based on the IAP2 spectrum of engagement, the following communications objectives are at the INFORM level of the spectrum.

By January 13, 2023, share information with District stakeholders, three host Nations, as well as QEA and Jules Quesnel school communities about the upcoming engagement opportunities and timeline.

In early February, launch the project website and share information with all target audiences about:

- The land disposal process and the engagement process
- The District’s recommendations to surplus the site and dispose it to CSF, as well as the rationale
- How participant feedback will be considered in the Board’s decision

By March 31, 2023, share information with all audiences about what was heard in the engagement process.

After April 3, 2023, share information with all audiences about:

- The Board’s decision.
- Next steps based on the Board’s decision.

Engagement

The engagement goal is to provide an opportunity, as outlined in the Board policy, for all parties to share feedback regarding the surplus consideration and possible disposition of the QEA site for the Board’s consideration. Results of the engagement process will be considered by the Board as it decides about the educational needs and potential use of the site.

The engagement objective listed below are at the CONSULT level of the IAP2 spectrum, which seeks feedback about a proposed decision or approach.

By early March gather feedback from target audiences and the public about the educational needs for the school site, possible disposition the site to CSF, and other potential alternative community use for the site.

See Appendix A for a detailed schedule.

ENGAGEMENT REQUIREMENTS

Future Enrolment Growth (Policy 20 Requirement)

District Context

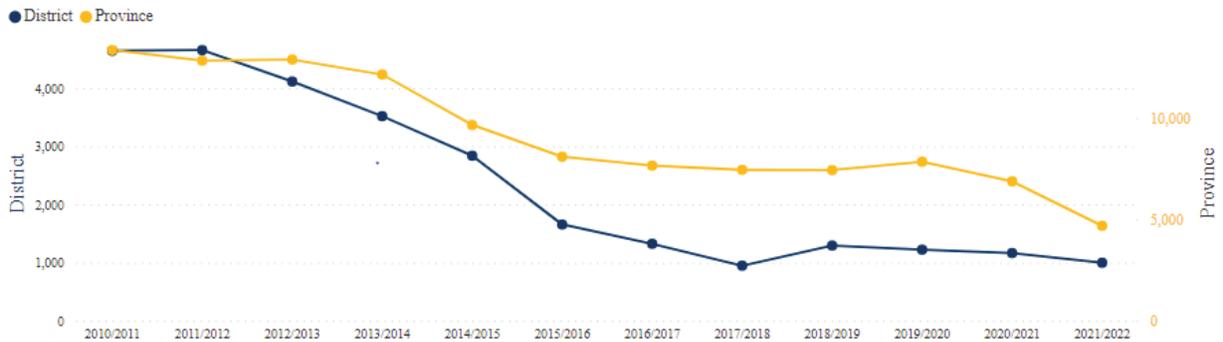
Despite an overall increase in Vancouver’s population, both the birth rate and the percentage of school-aged children continues to decline. In fact, enrolment in Vancouver schools has been declining since 1997. Throughout the past 10 years, the District has seen an 8.4 per cent decline in enrolment at standard K-12 schools, representing approximately 4,400 fewer students. Further enrolment decline is forecast in the years ahead.

While enrolment has declined, the total operating capacity of the District has increased as new schools have been built in zones of the District experiencing localized enrolment pressure. Most recently, Norma Rose Point and ƒxʷwəq̓wəθət Crosstown elementary schools have added capacity to accommodate growth from development at UBC and downtown respectively. A new elementary school in Coal Harbour, currently under construction and the new K-7 school at the Lord Roberts Annex site will provide additional

operating capacity where the population of school aged children is increasing and leading to enrolment pressure at existing schools.

Continuing Education

Enrolment in VSB Adult Educational Programming has declined during the past decade in alignment with the overall provincial trend. The VSB has two adult learning centers that are centrally located to provide convenient access to adult learners. In consideration of its location, the QEA site will not be required to accommodate adult programs in the future.



Early Learning

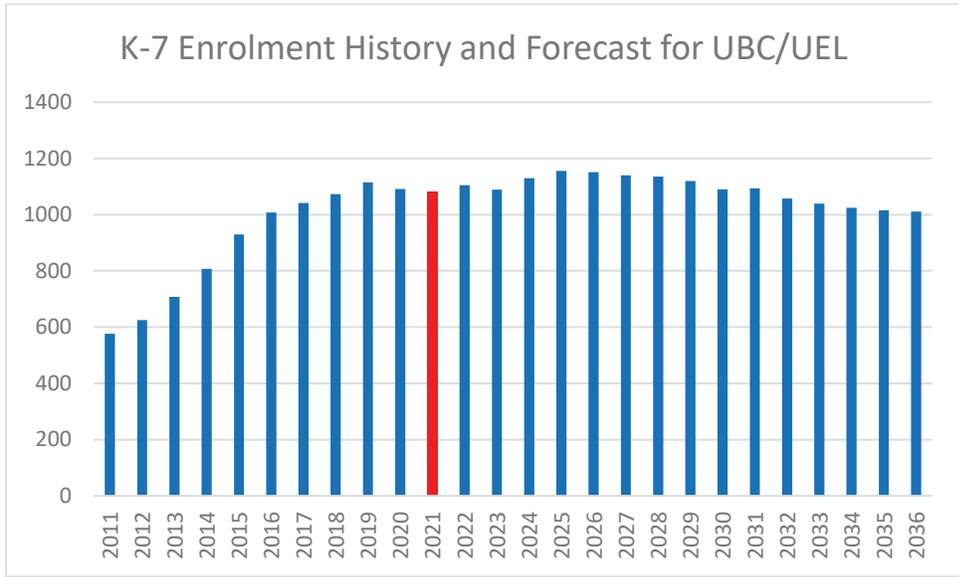
VSB offers early learning through its StrongStart programs which are located at operating elementary schools. The QEA site will not be required to accommodate a StrongStart program in the future.

University of British Columbia and University Endowment Lands (UBC/UEL)

Enrolment Forecast

The catchments of Norma Rose Point Elementary and University Hill Elementary define the geographical region referred to as UBC/UEL.

Enrolment trends in UBC/UEL are unique and different than elsewhere in the VSB. A considerable proportion of families in this area have temporary student or work permits. In contrast to the rest of the District where birth rate is a strong leading indicator of future enrolment trend, the birth rate in the UBC/UEL region does not correlate strongly with future enrolment.



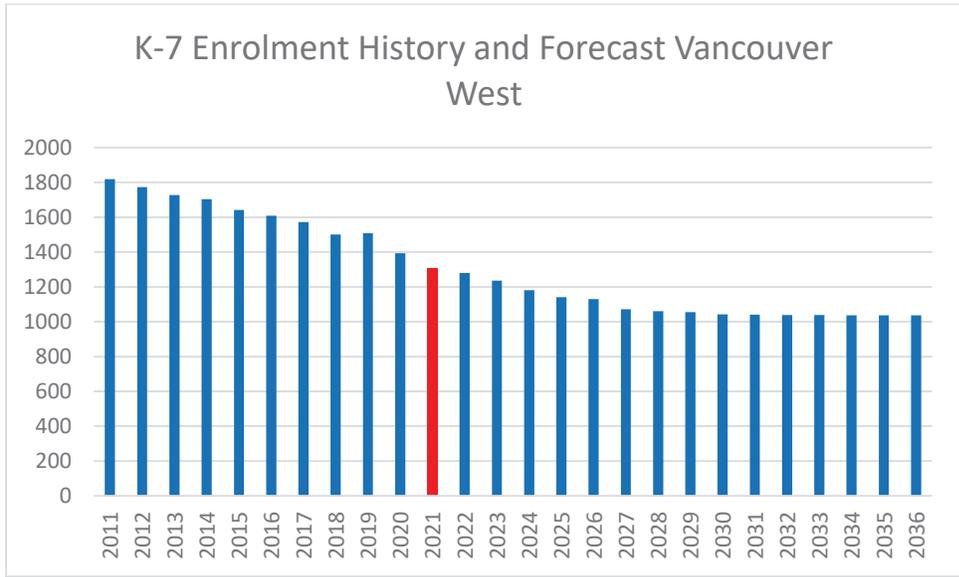
The forecast above is the baseline forecast for UBC/UEL. VSB monitors enrolment in the UBC/UEL area closely and collaborates with UBC planning staff to ensure that the District has up to date development information.

Long Term Student Accommodation Plan for UBC/UEL

The Wesbrook site near University Hill Secondary school has been set aside for the construction of a new elementary school as required when capital funding becomes available. A new elementary school at UBC is prioritized in Year 5 of the [Capital Plan](#). Locating a new school at the Wesbrook site is the preferred solution to accommodating future enrolment growth at UBC in the long-term. The QEA school site will not be required to accommodate students from UBC/UEL in the future.

Vancouver West - Point Grey, Dunbar, and Southlands

The catchments of Southlands, Kitchener, Queen Mary and Bayview elementary schools are adjacent to the Queen Elizabeth catchment in which QEA is located and define a geographical study area.



Since 2011, enrolment in the Vancouver West study area has declined by 511 students which is a 28 per cent decline in alignment with declining youth population in the study area.

Long-Term Student Accommodation Plan for Vancouver West

The combined operating capacity of the five schools in the Vancouver West study area is 1,871 students, with a surplus capacity of 564. The forecast enrolment in 2030 is 1,042 students. At that time, surplus capacity will be 829 student spots. There is sufficient capacity now, and for many years, to accommodate catchment enrollment in the Vancouver West study area and any additional students from UBC/UEL that cannot be accommodated in Norma Rose Point or University Hill Elementary.

Impact of Development at Jericho Lands

The Jericho Lands Planning Program is in phase 4, which is the final phase prior to developing a policy statement with preferred site options and site-specific policies to bring to City Council. VSB staff have been working with City of Vancouver staff as the planning program progresses. The VSB has requested that a school site be designated within the Jericho Lands for potential future use. Using District student yield ratios and estimates of the number and type of housing units that will be developed on the Jericho Lands at full build out in about 30 years’ time, staff have estimated a student yield of between 144 and 477 additional elementary students could be expected from development on the site.

The increase in student enrollment from the Jericho Lands will be welcome as it may at least partially offset demographically driven enrollment decline that is forecast to continue in Vancouver West for many years. The QEA school site will not be required to accommodate students from Vancouver West including the Jericho Lands development.

Alternative Community Use (Policy 20 Requirement)

'Alternative community use' means a use by a community agency or organization for the land or improvement owned by the Board **other than for the educational purposes** of the Board.

The Superintendent has recommended that the site be disposed of to the CSF which intends to offer public education programming on the site.

Staff intends to engage with stakeholders, the three Host Nations, as well as school communities and neighbourhood associations in the vicinity to provide them with an opportunity to respond to the plan to dispose of the site to the CSF.

Fair Consideration of Community Input (Policy 20 Requirement)

Staff will provide the Board with an engagement summary report to inform the Board's decision about the proposed surplus declaration of the QEA site. At the public Board meeting on April 3, 2023, the Board will decide whether to declare the QEA site is surplus to the needs of the school district. Following the consultation process, if the Board declares the QEA site as surplus, it can then instruct staff to proceed with the land disposal process, which includes either sale or long-term lease of the land.

Adequate Opportunity for the community to respond the Board's plan for the Real Property

The engagement process set out above provides adequate opportunity and time for the community to respond to the District's recommendation to declare the QEA site surplus to District needs and dispose it to CSF.

RECOMMENDATION

This report is for information only.

Appendix A: Engagement Schedule

Appendix A

Date	Activity	Process
Jan 13	Inform QEA/JQ	Admin to inform school community of Facilities Planning Committee (FPC) report
Jan 13	Inform Stakeholders	Send letters via email about the FPC report
Jan 13	Inform the Three Host Nations	Send letters to Three Host Nations inviting their feedback on the surplus declaration of the QEA site.
Jan 13	Publish FPC agenda and staff report	Post on District website
Jan 18	Facilities Planning Committee	District staff to present staff Report QEA Disposition Process
Early February	Launch project website and inform the target audiences (see Communications and Engagement Section)	Website to include: <ul style="list-style-type: none"> • The land disposal process and the engagement process • The District's recommendations to surplus the site and dispose it to CSF, as well as the rationale • How participant feedback will be considered in the Board's decision
Month of February	Begin engagement	Receive feedback from all target audiences
Feb 8	Special stakeholder meeting for FPC members	Receive feedback specifically from stakeholders
Feb 21	Special Board Meeting	Public Delegations
March 13-24	March Break	
March 29	Engagement summary report to FPC	Share results with participants and post the report on the District's website
April 3	Board Meeting	Board Decision – Surplus Declaration