

**Attachment 3**  
*November 8, 2022 Short-Term Capacity  
Review – Child Care Update and Timeline*



Supplement to: **OPERATIONS POLICY AND PLANNING MEETING**

Date: November 8, 2022

Submitted by: Bettina Ketcham, Secretary-Treasurer

Item: **Requiring Action** Yes  No  **For Information**

Subject: Short-Term Capacity Review – Childcare Update and Timeline

**Background:**

New Westminister Schools has reached a state of crisis in the lack of school capacity across the District with growth in the 22-23 school year alone of 347 FTE or 5.13% and across all brick and mortar schools K-12, capacity utilization of 110%. This situation can only be remedied through building new schools. For years, the District has put forward requests and advocated for additional school funding for an elementary school and middle school in the Fraser River Zone. It was not until March 2022 that the Ministry of Education and Childcare (MECC) acknowledged our capacity pressures in this region and allowed us to move forward to the first of two business cases for a new elementary school.

The District anticipates that the business case stage of approvals to completion of construction will take five (5) years. During this period, the District has a significant task of managing enrolment for our growing student population. The District has co-located schools adjacent to city park space to provide outdoor play and learning space for students. We have a land deficit of 31 acres in comparison to MECC area standards. It is because of this deficit of space that it makes is so challenging for the District to accommodate growth on both a temporary (via portables) or permanent basis.

Staff have been tasked with the creation of a short-term capacity review strategy to manage the growth within the confines of our existing spaces. At a June open board meeting, the Board of Education passed the following principles to guide staff work:

- Guiding Principle #1 – Prioritize the utilization of space within our schools to support K-12 in-catchment regular enrolment while also ensuring sufficient play and outdoor learning space.



Guiding Principle #2 – Programs of choice, community partnerships (including infant/toddler childcare), and non-instructional uses of space will be operated, and when necessary, relocated to school facilities where space permits.

The Board’s guiding principles are consistent with the *School Act* section 85.4(b):

***“Use of board property for child care programs***

**85.4** If a child care program is provided on board property by the board or by a licensee other than the board, the board must ensure...

(b) that the provision of the child care program does not disrupt or otherwise interfere with educational activities.”

The Board of Education is obligated to provide facilities and grounds sufficient to conduct school-aged educational programs. Providing priority to in-catchment regular enrolment students and those students enrolled in a program of choice are both educational activities which, per the School Act, should and must be placed ahead over the provision of child care within our board-owned property.

At the October 25, 2022 open board meeting, we reported that the application for both New Spaces Funds had been approved for the relocation of the Qayqayt and FRMS childcare centres to the grounds of FW Howay and Lord Tweedsmuir, respectively, with funding attached of \$2.8M which allows the District to mitigate any loss of childcare space. The pending acceptance of the application represents a recovery of spaces which the Ministry has accepted and allowed via the new creation of an exceptions policy offered to districts that have land space pressures in a desire to not lose childcare space. This change in policy was motivated by the unique situation of New Westminister Schools.

**Complexity in finding a downtown location**

The District has considered other district-owned sites closer to the core of town, however, no school sites are available to accommodate the facility and required outdoor play space to host an infant/toddler program. Within this District, there is a deficit of land by 31 acres, making space a significant challenge. The District has employed a model of locating schools next to city-owned parks to provide play and outdoor learning space.

We have heard loud and clear from most notably, families from the Qayqayt infant/toddler program, that a relocation would represent a hardship to families due to the lack of childcare in the downtown New Westminister core. We agree that the ideal solution would be to find a suitable location downtown, and look to working alongside our community partners, stakeholders, including the city and our infant/toddler operator, for viable solutions in the timeframe necessary to create classroom space to support growing enrolment.



The reality is a narrow window exists to identify a viable solution for a downtown childcare location in keeping with our critical need to create classroom capacity for the start of the September 2024 school year. With a relocation of childcare, we can create 6 classrooms - 2 at Qayqayt and 4 at FRMS, or approximately 150 seats (which is in addition to 2 classrooms, or 50 seats, created by relocating community programming out of Qayqayt elementary for the 23-24 school year). While District staff hope for an alternate downtown site solution, we are also working against a reality where a solution may not present itself in time. We will continue to support Purpose Society in finding another location and will reach out to the City as our partner, to find options for space in the downtown core in parallel with the planning work that is currently underway for use of our district-owned site.

Questions have also arisen as to what sites the District has considered and why only City and District owned sites have been examined. The relationship with Purpose Society is one of a landlord/lessee relationship where we rent district property to provide childcare programming to the operator. The District has no ability to lease or purchase property to re-home a daycare facility which is why no other sites have been examined outside of district-owned property. We too, are a not-for-profit entity and all operational funding received at this time is for the provision of K-12 instruction. The operational funding model does not currently include amounts for the operation of childcare. Per confirmation with Ministry staff, there does not currently exist a funding envelope to purchase land/property for the provision of childcare. The funding for the acquisition of land/property is something under investigation as the Ministry explores and defines the true cost of capital planning and funding for childcare. The District also charges well-below market rent where we operate on a cost-recovery basis only. The going market rate on a cost per square foot lease rate in New Westminister is approximately \$22/sqft per annum plus common area maintenance costs. The District is charging an average of 64% less than the market rental rate (and no common area maintenance costs) to Purpose Society. Purpose Society would have to contend with paying higher level rents in a profit-oriented lease arrangement which presents a potential barrier to finding a downtown location. In addition, Purpose would have to pay significant tenant improvements to make the space ready for their purposes which can cost hundreds of thousands of dollars depending on the level of renovation needed.

As part of utilizing our district-owned site we are committing to ensure no disruption in service to childcare is created through the relocation. Staff are working on a plan which only relocates childcare after the new facilities are completed, licensed, and ready to accept children. Only after this time would we commence work to convert these previous childcare spaces to classrooms. Based on preliminary work on using our internal site, the documentation/permit, site prep and construction will take the better part of one year thus making a relocation of childcare possible for Spring 2024, leaving sufficient time for the renovation of classroom spaces for September 2024.

If an alternate solution is put forward that is not on District-owned lands, this may jeopardize the timeline in creating new classroom spaces in time for the start of the 2024-25 year. This is because the District gives up control over the completion of childcare spaces, with that responsibility falling to the owner/lessor of the alternate space in funding and constructing these spaces. It should also be highlighted that the funding received from MECC is specifically for the application that was put forward by the District using district-owned property and cannot be transferred to another entity.



Should a viable alternate space come forward, the District would be pleased to work as a conduit between that entity and the MECC to redirect funding earmarked for the District project.

### **Lottery process**

The lottery process per AP 300 “Student Admissions, Catchment Areas and Placement” is clear. Registration for in-catchment students opens Monday, November 7, 2022. Due to the capacity limitations of physical space, Qayqayt, Kelvin and Queen Elizabeth are at physical capacity limits (i.e. no further portables can or will be placed on premise). That means, the only space being “created” is with grade 5 (in the case of Queen Elizabeth, Grade 4) students moving on to middle school at these sites. When the number of registrations is greater than the space available, a randomized draw (lottery) will be conducted to determine if a student may be placed at that school. Section 3.3(b) of AP 300 outlines admission priority which is as follows:

1. Continuing catchment students are automatically re-enrolled;
2. Continuing out-of-catchment and out-of-district students are automatically re-enrolled when remaining in the same school and program;
3. Transfer requests from in-catchment students placed, by the District, in another school due to space limitations;
4. New catchment area students with siblings attending the same school;
5. New students within catchment area;
6. Transfer requests for out-of-catchment students with siblings attending the same school;
7. Transfer requests for students who are out of catchment and who are registered in and attending before and/or after school childcare at a licensed childcare facility within the catchment area;
8. Transfer requests for students who are out-of-catchment;
9. Siblings of continuing out-of-district students;
10. Students who are out-of-district.

As you can see from the priority list above, new students in the catchment area are 5<sup>th</sup> in priority. With limited space in the District, and growth anticipated, the reality of being redirected to another school is high, especially at Qayqayt Elementary. It is also possible that new catchment students with siblings already attending may not be able to attend the school as per priority 4, if displaced students from previous years’ are looking to come back to their in-catchment school. For families with multiple children, this is significantly disruptive. For students who have to be placed out of catchment and then move back to their in-catchment school after one or more years, transitions can be challenging.

### ***Timelines and Work Plan***

#### Qayqayt:

The level of growth we anticipate seeing at Qayqayt is significant over the coming years. Based on the enrolment below (preliminary estimates provided by our consultant for the 2023 LRFP refresh), the creation of 4 classroom spaces will provide capacity to 2024 (and maybe 2025 depending on the school organization which will also contemplate composition). It will be at least until the year 2027 when the new Fraser River Elementary School can be completed.



SCHOOLS	FCI	Nominal Capacity	Operating Capacity	Actuals			Enrolment Projections												
				2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035
Qayqayt Elementary	0.05	100K/450E	501	530	561	615	638	682	711	726	719	721	733	726	734	746	760	772	788
% Utilization				106%	112%	123%	127%	136%	142%	145%	144%	144%	146%	145%	147%	149%	152%	154%	157%

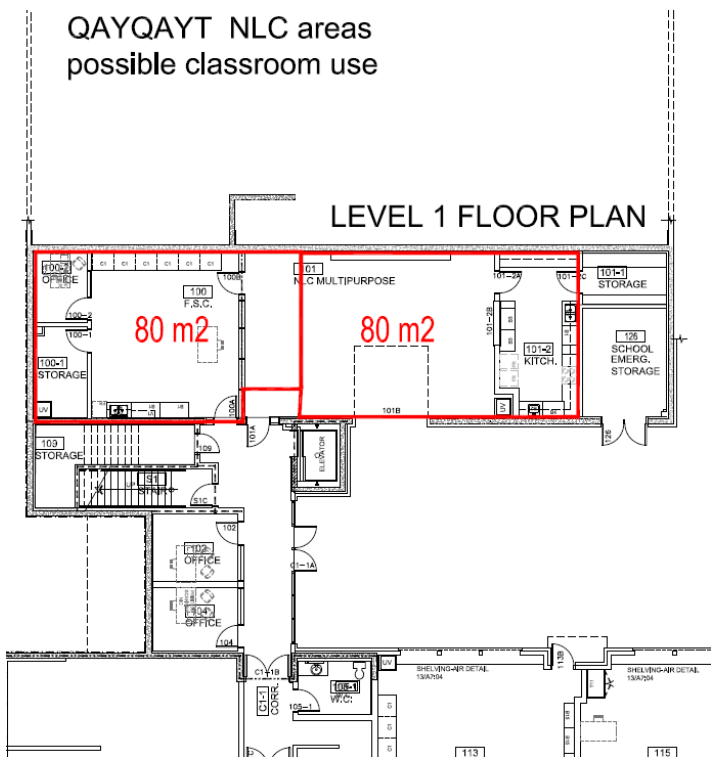
\*Note: we are refreshing the LRFP and new enrolment projections will be finalized by early 2023

As noted in the pages below, 33 students from the Qayqayt catchment have been relocated for the 22-23 year. It may be necessary for those enrolling in the school throughout the remainder of the year to continue to be diverted to another school. As you can see from the table above, we are anticipating significant levels of growth and without the ability to add any more portables on site, the growth anticipated annually represents the students that would have to be diverted to another non-catchment school.

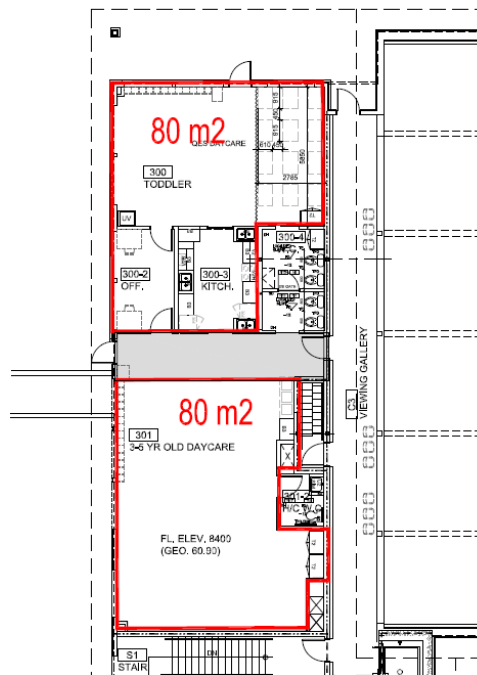
Proposed Timeline:

- September 2023: District will create 2 classroom spaces on the first floor of Qayqayt which is currently used for community programming. This creates some relief for the 2023-24 school year allowing for up to 2 new divisions.
- September 2024: District to complete renovation of 2 remaining classrooms once the childcare facility is completed and the operator and families are relocated to FW Howay.

QAYQAYT NLC areas possible classroom use

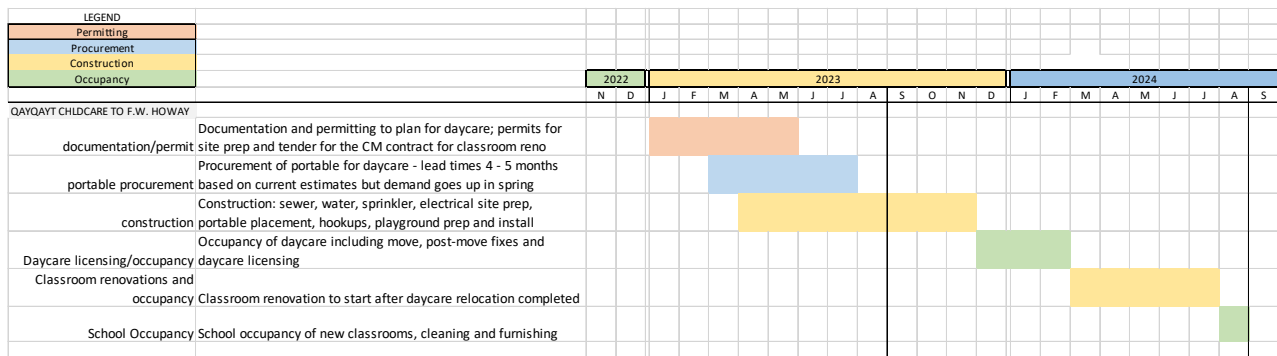


LEVEL 3 FLOOR PLAN



The process of a seamless transition to avoid disruption to daycare necessitates a careful sequencing of work. The work is complex as the site prep needed to accommodate the childcare facility requires work to upgrade site services such as power, water and sewer. All these pieces of work require permits with the city. Another variable is the length of time to get the daycare licensed which can be a longer process. Below is a chart timelining the various pieces of work. This has been created by our Director of Facilities and Director of Capital projects based on their expertise in construction.

Based on the timeline below, we must commence work in January 2023 to ensure that we can create classrooms in time for the September 2024 school year.



See appendix 1 for a larger view of this table

Qayqayt: Daycare and/or Program of Choice Relocation

Several parents have raised the question of whether the relocation of daycare eliminates the need to relocate programs of choice.

The Program of Choice (POC) review is being conducted district-wide over all programs including, early, late and secondary French Immersion, Montessori and the Home Learners’ Program. The work will be conducted from the lens of creating more robust educational programming, better alignment to the educational strategic directions and available capacity based on likely future capital projects (such as the new Fraser River Elementary School). While the creation of capacity may be a byproduct of the program of choice review, the recommendations will center first and foremost on teaching and learning. Of course, facility capacity will need to be part of the context and conditions for future planning for all POC which is consistent with AP 220 “Programs of Choice” procedure 2.11 “Be housed in facilities where space permits and which are suitable to the program”. The timing of the program of choice review will take some several months and any recommendations will be made and presented to the Board in the Spring of 2023. Recommendations will still come forward regardless of the childcare relocation decision.

Notwithstanding the above, as you can see from the projections of student enrolment for Qayqayt, we are anticipating growth of students to 788 FTE by the year 2035 for which some pressure will be relieved with the construction of the (to-be-approved) new Fraser River Elementary School. The



uncertainty with a POC relocation, if that is indeed a recommendation falling out the review, is that we cannot predict how many families will remain loyal to the program and move, or how many families will end up staying in the regular English stream. The actual results can only be known once we open the registration and families are advised which alternate location was selected, if indeed that is a recommendation that comes forward.

**Timelines and Work Plan**

Fraser River Middle School:

As FRMS has no programs of choice, the only way to create capacity would be to relocate the infant/toddler spaces. This is especially necessary in light of the District’s recommendations to the Ministry of Education to create a school campus around the City-owned Simcoe Park inclusive of a 600-capacity elementary school and purpose-built alternate education centre. The FRMS annex which currently houses approximately 100 students (in 4 classrooms within portables) will have to be relocated to make way for construction.



The following represents the timeline of the new Fraser River Elementary School planning and construction process. As you can see, construction will commence in January 2025, meaning that by September 2024, we must relocate the students in the FRMS annex into the main school through the creation of new classes.



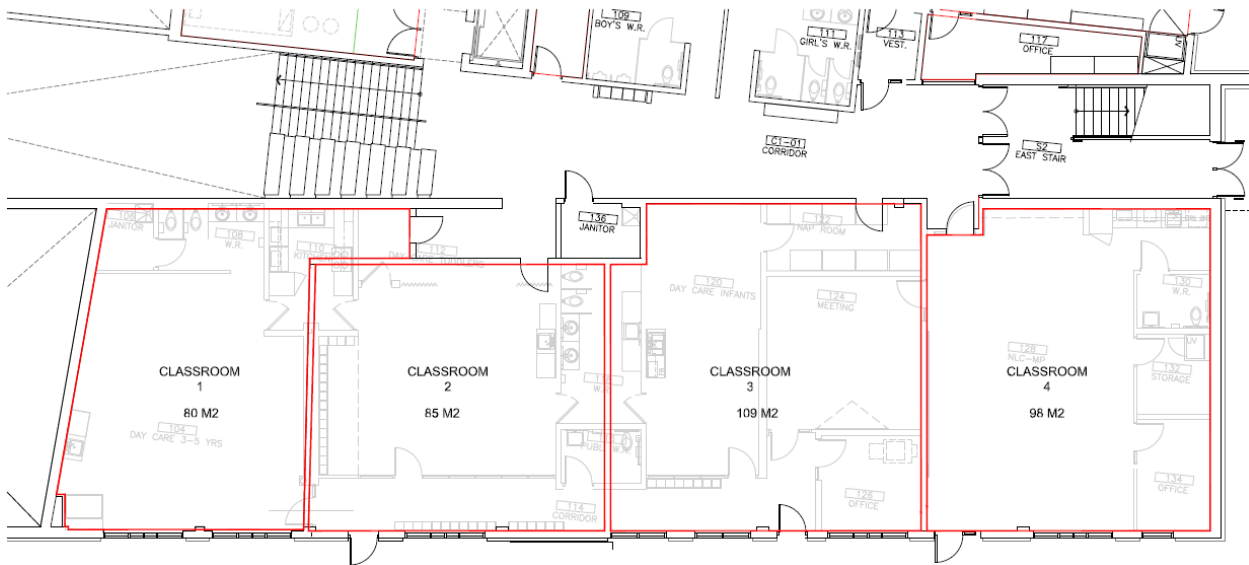




The District's intent is to first place portables 3 and 4 first and place portable 1 and 2 at a later time as enrolment is required. Portables 1 and 2 necessitate a variance from the city which can be a lengthy process.



- September 2024: it is proposed that the District complete renovation of 4 classrooms that will be converted once the childcare facility is completed and the operator and families are relocated to Lord Tweedsmuir. The following represents the revised floor plan for FRMS once the space conversion is completed.



To achieve the creation of 4 classroom spaces for September 2024, the Board will have to decide by the December 2022 to confirm accepting the New Spaces Funding. The process of a seamless transition to avoid disruption to daycare necessitates a careful sequencing of work. The work is complex as the site prep needed to accommodate the facility requires work to upgrade site services such as power, water and sewer. All these pieces of work require permits with the city. Also, a variable is the length of time to get the daycare licensed which can be a longer process. The timeline is nearly identical to the Qayqayt/Howay transition and will be run in parallel with that project:

	2022		2023												2024									
	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	
FRMS CHILDCARE TO TWEEDSMUIR																								
Documentation and permitting to plan for daycare; permits for documentation/permit																								
site prep and tender for the CM contract for classroom reno																								
Procurement of portable for daycare - lead times 4 - 5 months																								
portable procurement based on current estimates but demand goes up in spring																								
Construction: sewer, water, sprinkler, electrical site prep, construction																								
portable placement, hookups, playground prep and install																								
Occupancy of daycare including move, post-move fixes and daycare licensing																								
Daycare licensing/occupancy																								
Classroom renovations and occupancy																								
Classroom renovation to start after daycare relocation completed																								
School Occupancy																								
School occupancy of new classrooms, cleaning and furnishing																								

See appendix 1 for a larger view of this table

**Amendment of the 2023-24 major capital plan**

The New Spaces Funding only allows for the creation of the childcare facility, not the renovation of school spaces into classrooms. With the approval of the New Spaces Fund for the relocation of both the Qayqayt and FRMS child care centers, and with Board approval, the District has now submitted an additional project for funding to support the interior classroom renovations should the relocation of childcare move ahead. The anticipated costs for renovation of classroom spaces are \$1.5 million for both sites. Approvals of major capital projects do not come until March 2023.



**Students moved out of catchment**

The following represent the number of students displaced from their neighborhood school. By far, most of the students that have been displaced from their neighborhood school is Qayqayt Elementary. Note that this information may change daily as new registrations are received.

**Herbert Spencer**

Grade	Number of Students	Placement School
KF	1	Skwo:wech
1	1	F. W. Howay
2	1	F. W. Howay
3	1	F. W. Howay
5	2	F. W. Howay
<b>TOTAL</b>	<b>6</b>	

**Lord Kelvin**

Grade	Number of Students	Placement School
4	2	Tweedsmuir

**Qayqayt**

Grade	Number of Students	Placement School
KF	13	<ul style="list-style-type: none"> <li>• 5@Tweedsmuir</li> <li>• 5@Kelvin</li> <li>• 2@Connaught</li> <li>• 1@Skwo:wech</li> </ul>
2	2	<ul style="list-style-type: none"> <li>• 1@Tweedsmuir</li> <li>• 1@Kelvin</li> </ul>
3	5	<ul style="list-style-type: none"> <li>• 3@Tweedsmuir</li> <li>• 1@Kelvin</li> <li>• 1 at Qayqayt in EFI (wants to switch to English)</li> </ul>
4	9	<ul style="list-style-type: none"> <li>• 1 staying in previous district until space opens at Qayqayt</li> <li>• 6 @Tweedsmuir</li> <li>• 2 @Connaught</li> </ul>
5	4	<ul style="list-style-type: none"> <li>• 3 @Tweedsmuir</li> <li>• 1@Kelvin</li> </ul>
<b>TOTAL</b>	<b>33</b>	



The following table represents inter-year growth at some of Fraser River Zone schools over the last few years. The significance of this table represents information about potential students that may move into the neighborhood and has to be redirected to their non in-catchment school for the remainder of the year. We can see that in the 2021-22 year, the District experienced a tremendous amount of mid-year growth which remains to be seen if the same growth happens during the year for the 22-23 year we are currently in.

School	2022/2023	2021/2022			2020/2021		2019/2020		2018/2019	
	1701 - Sept. 2022	1701 - Sept. 2021	1701 - Feb. 2022	June 30, 2022	1701 - Sept. 2020	1701 - Feb. 2021	1701 - Sept. 2020	1701 - Feb. 2021	1701 - Sept. 2020	1701 - Feb. 2021
Qayqayt	615	561	584	597	522	527	525	534	509	508
Kelvin	580	521	532	551	486	495	496	511	455	459
Tweedsmuir	393	357	367	385	354	359	370	377	357	356
FRMS	622	555	564	574	539	535	493	494	493	487

**Conclusions**

Staff recommend, consistent with the Board approved guiding principles, that childcare be relocated. The District continues to show our commitment to childcare (i.e. no loss or deficits) while creating 200 seat capacity and doing so in a fiscally responsible way that does not burden our operational funding.

A delay in decision of the New Spaces Funding would have the following repercussions:

- Jeopardizing the time we have to mitigate capacity pressures for the next few years pushing out capacity creation beyond September 2024.
- Continuing to displace many students at Qayqayt and redirecting them to schools such as Lord Tweedsmuir and Connaught Heights.
  - Due to the lack of other options, Kelvin has no ability to create more capacity and is deemed full with any new registrations over and above existing capacity redirected to Lord Tweedsmuir and Connaught Heights.
- Delays in executing on the new childcare facilities may lead to significant escalation of expenses for which, if the District ends up relocating childcare after an unsuccessful search for a downtown location, will be borne by the District’s operating fund.

A decision to forego the relocation childcare would have the following repercussions:

- Foregoing an approximate 200 seat creation in the Fraser River Zone.



- Continuing to displace large number of students at Qayqayt and redirecting them to schools such as Lord Tweedsmuir and Connaught Heights.
- Foregoing \$2.8 M in New Spaces Funding (or, reapplying at a later date)
- Foregoing \$1.5 M in Major Capital Projects in Ministry of Education and Childcare Funding to create new spaces in the District and therefore utilizing operational dollars to fund any new portable placements at alternate school sites (or, reapplying at a later date)
- Placing more pressure on other space-creating alternatives.

**Recommendation:**

***THAT* the Operations Policy and Planning Committee recommend to the Board of Education of School District No. 40 (New Westminister) to provide notice to Purpose Society that existing childcare spaces within Qayqayt and Fraser River Middle School be needed by March 2024.**

***AND THAT* that staff continue to work with community partners to assist Purpose Society in identifying alternate downtown/central locations up to December 2022 in parallel with planning for a District-owned site to be utilized in the event no other options are identified.**

**APPENDIX 1**

**Qayqayt Childcare to FW Howay (same as below as the projects will run in parallel)**

LEGEND																									
Permitting																									
Procurement																									
Construction																									
Occupancy																									
		2022		2023												2024									
		N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	
QAYQAYT CHLDCARE TO F.W. HOWAY																									
documentation/permit	Documentation and permitting to plan for daycare; permits for site prep and tender for the CM contract for classroom reno																								
portable procurement	Procurement of portable for daycare - lead times 4 - 5 months based on current estimates but demand goes up in spring																								
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Classroom renovations and occupancy	Classroom renovation to start after daycare relocation completed																								
School Occupancy	School occupancy of new classrooms, cleaning and furnishing																								

**Fraser River Middle School Childcare to Lord Tweedsmuir (same as above as the projects will run in parallel)**

		2022		2023												2024									
		N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	
FRMS CHLDCARE TO TWEEDSMUIR																									
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Appendix 2 - SD 40 ownership of lands for Glenbrook Middle School

