

# DISTRICT-WIDE FACILITY PLANNING STUDY

PREPARED FOR:  
SCHOOL DISTRICT 68 (NANAIMO-LADYSMITH)

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# EXECUTIVE SUMMARY

School District #68 (Nanaimo-Ladysmith) has more than 16,000 students in over 40 schools. It is currently facing a 10-year period of declining enrolment, as well space shortages in the north end of the District. Its external environment is also characterized by both fiscal constraints and evolving Ministry of Education policy directions.

Given these pressures, it was decided that a District-Wide Facility Plan was required. The plan was to consider the next five years in detail, but also to consider the medium and long term to at least 2018.

The firm of Yates, Thorn & Associates was retained to prepare the plan, with assistance from Gerald Finger Consulting and JCM & Associates. The scope of work, as agreed with the consulting team, noted that the work to be undertaken was the first part of a process that would involve subsequent consultation with the public and partner groups.

The project examined relevant educational trends and issues, and reviewed all of the District's facilities and sites. It also developed comprehensive enrolment projections for the District as a whole, and for its seven zones, for 2008, 2014, and for 2020.

This data was used to define three planning options, describing the implications for facility planning of:

- Maintaining the status quo.
- Implementing extensive facility changes to accommodate the existing K/7, 8/12 grade configuration.
- Changing to a different grade configuration, with a K/5, 6/8, 9/12 (middle school model) being the only one that was considered feasible.

The project started in September 2002, with this report being produced in April 2003. Its principal conclusions are as follows:

## *Future Enrolment*

- Elementary enrolments will decline for five more years. These declines will be steep in those areas where there is little new housing development.
- A decline in secondary enrolment will inevitably follow the period of decline in elementary enrolments between 2008 and 2014, but should be planned for now.
- Both elementary and secondary enrolments will be growing from 2014 onwards. This too should be planned for now.
- District enrolment will continue to cycle up and down for several decades. Periods of declining enrolment should be used to consolidate students and programs into the best physical facilities, with plans in hand to react to the turnaround when it inevitably comes.
- The District must accept that its student population will continue to shift to the north end as development continues to focus on that area.

### *Facility Planning Options*

- A coherent plan based on the continuation of the current K/7 and 8/12 configuration is defined, along with estimated order of magnitude costs.
- The review of alternate grade configurations indicates that there is the potential to apply a middle school approach to the District in all areas except the Ladysmith zone. This option has also been costed, and would appear to be marginally less expensive over the long term than the current K/7, 8/12 configuration.
- A comparison of both options shows that, if the Ministry of Education's 95% utilization threshold is to be reached, certain schools can be closed in both options. These include one or two of the elementary schools in the Woodlands zone, Quarterway's English Track, Woodbank Primary, and Princess Royal, South Wellington and Waterloo Elementaries.
- Consolidation of the elementary French Immersion programs into three rather than four locations will also allow Harewood Elementary to be closed.
- In both options, a new elementary school should be built in Ladysmith to replace Ladysmith Intermediate and possibly Ladysmith Primary as well.
- While the decisions that flow from this Facility Planning Report will determine the future of many schools, those regarding the future of Woodlands are especially critical to the overall District-Wide Plan. The school is required in both options. Its role in the overall system would be different, with several alternatives being possible. A decision on the overall grade configuration must precede a decision on renovating Woodlands, since making those decisions in the reverse order would preclude one of the overall options.
- Educational planning must be at the heart of the District's response, not facility planning. These are turbulent times, but this makes a clear educational vision all the more important. Changing grade configurations will involve significant upheaval for students, staff and parents. Such changes as moving to a middle school approach should be based on the belief that it is the appropriate educational vision for the District.

The District is at a crossroads. The facility planning issues are of a scale such that simply changing catchment area boundaries and constructing additions will not be adequate. The District needs to take a long term, vision-oriented approach. This planning report is designed to provide the information and framework for this decision making.

Clearly the next steps for the District are to consult the public and its partners, to move forward to create a future vision for its educational programs, and to then formulate a District-wide facility plan that will provide the physical framework for this educational vision.

# 1. INTRODUCTION

## 1.1 BACKGROUND

School District 68 (Nanaimo-Ladysmith) was formed by the amalgamation of what had historically been two separate Districts. It covers the areas of the City of Nanaimo and Township of Ladysmith, and the more rural surrounding and intervening areas that are part of the Nanaimo and North Cowichan Regional Districts. The District extends from the community of Lantzville in the north to Ladysmith and Cedar in the south.

It has a population of 105,000, and a school enrolment of 16,000 students. It provides educational services out of 44 schools. Some of these facilities were built only recently, while others date back over 40 years. The oldest operating school building is Harewood Elementary, which opened in 1914.

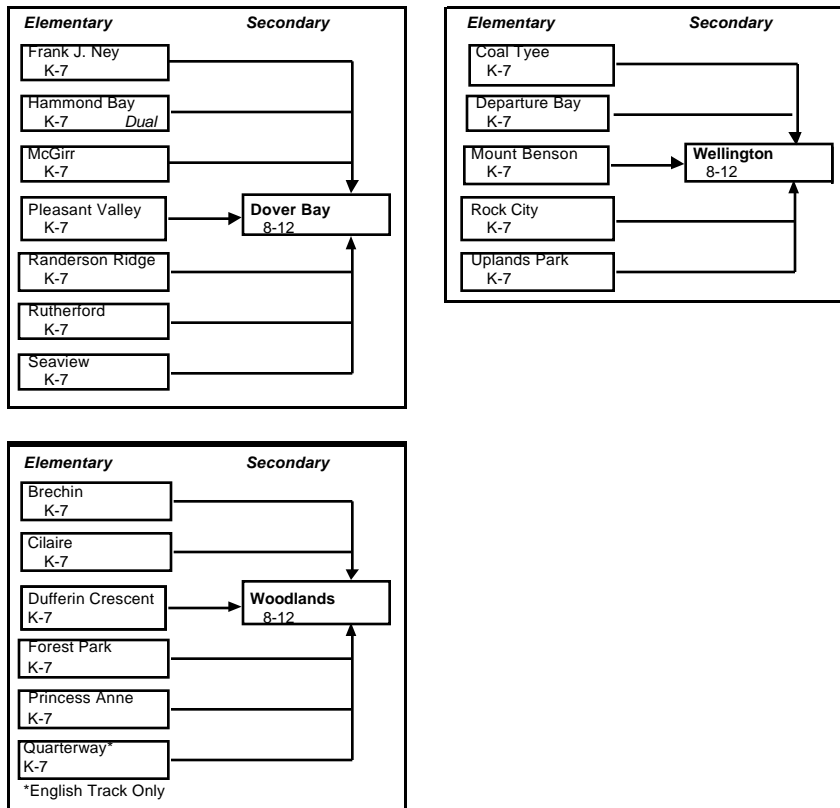
### District Organization

The District is organized into seven zones, corresponding to the catchment areas for each of the secondary schools: Dover Bay, Wellington and Woodlands in the north, John Barsby and NDSS in the central city core area, and Cedar and Ladysmith in the south.

It uses a K/7, 8/12 grade configuration, except for two pairs of K/3 primary and 4/7 schools in the south end.

Figure 1 illustrates the organization of secondary and feeder elementary schools in the north end.

**Figure 1: Organization of Feeder Schools, North Zone**

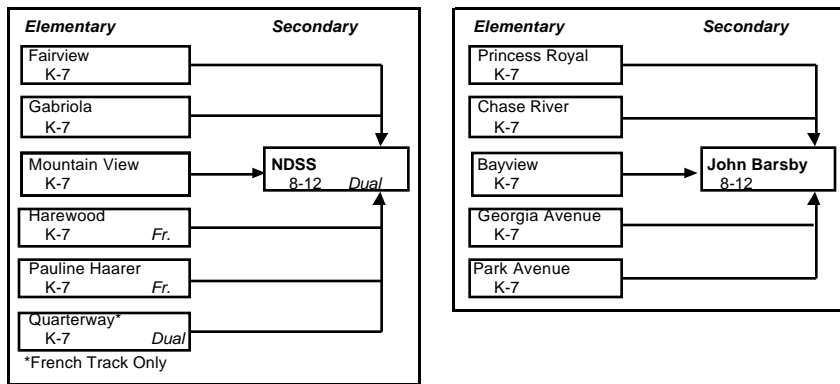


As indicated,

- Hammond Bay Elementary operates as a dual-track school, although the vast majority of students are enrolled in French Immersion.
- Quarterway Elementary similarly functions as a dual track school. English track students attend Woodlands, while all senior French Immersion programs are offered at NDSS.

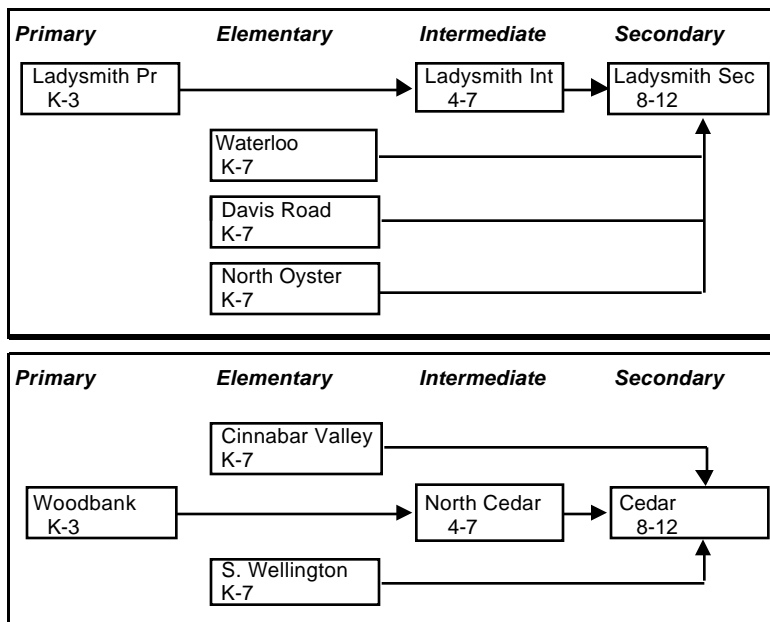
Figure 2 shows the organization of schools in the central zone. Three elementary French Immersion programs serve as feeder schools to NDSS: Harewood, Pauline Haarer, and the Quarterway French track. Space at Quarterway is also leased to School District 93, the Province-wide Francophone Education Authority.

**Figure 2: Organization of Feeder Schools, Central Zone**



The organization of schools in the south zone is shown in Figure 3. As noted, there are two exceptions to the District-wide K/7, 8/12 model: Ladysmith Primary and Intermediate Schools, and Woodbank Primary/North Cedar Intermediate. There are no French Immersion programs offered in the south zone.

**Figure 3: Organization of Feeder Schools, South Zone**



## **Current Challenges**

The District is currently experiencing various pressures related to enrolment and facilities. Changes to District values and Provincial policies must also be addressed.

Enrolment has grown considerably in the last 15 years, mostly in the north end of the District, although the passage of the 'baby boom echo' generation through the school system has kept enrolments high at most schools.

However, those students are now leaving the secondary schools and the next 10 years likely will see declining enrolment across the District. In the north end, however, the housing boom will continue for several years, while there is still land available for family and other housing.

Facilities in the north end are overcrowded, while there is some spare capacity in schools elsewhere. In addition, many elementary schools are quite small, and will have a difficult time maintaining an educational program as their enrolments continue to decline. The demand for more space is matched by a need to upgrade aging school buildings, of which the District has many.

The delivery of educational services has to be managed in an ever-tightening fiscal environment. Recent changes to the Ministry of Education ('the Ministry') operating funding formulas have placed a greater emphasis on minimizing under-utilized space. These changes have been reinforced by capital budget policies that require high space utilization across the District before the construction of any additional school capacity will be approved.

Several other BC districts are moving to a K-5, 6-8, 9-12 middle school configuration. This model has educational merit as well as offering the potential for improved facility utilization. In addition, the Ministry is in the process of changing the Graduation Requirements for Students, which might also influence the choice of the most appropriate grade configuration.

## **1.2 PURPOSE OF THE STUDY**

Within this context, the District decided in the summer of 2002 that a District-Wide Facility Plan was required. The terms of reference (see Appendix A) called for the following:

- The plan was to look in detail at the next five years, but also to consider the medium and long term (15 years to 2018).
- The short-term plan was to lay out key activities such as major capital projects and school closures.
- High and low enrolment scenarios were to be examined.
- Facility utilization was to be optimized and, if possible, meet Ministry utilization thresholds.
- Policies including those related to school size, walking distances, and out-of-boundary attendance were to be reviewed.
- The impacts of and potential for grade reconfiguration were to be examined.
- Ministry policy changes were to be considered.
- School buildings and sites to be kept open and those to be closed and/or sold were to be identified, together with their anticipated enrolments through the planning period.

- All projects were to be evaluated in terms of order of magnitude costs, and suggestions made for the sources of revenue to finance the plan.

The proposal to complete these terms of reference from Yates, Thorn & Associates, Gerald Finger Consulting, and JCM & Associates was accepted. In making their proposal they stressed that:

- The terms of reference constituted only the first part of the work required for defining and implementing such a plan. The second part, consisting of consultation with public and partner groups, would be based on the data prepared by the consulting team. It was therefore their intention to present the information in as clear a manner as possible, with a view to stimulating rational discussion and reasoned political judgment.
- A facility plan must be based on solid educational planning. The consulting team would identify some of the issues involved, but was not charged with resolving them. Key decisions, such as the identification of a preferred grade configuration, would need to precede the selection of one of several alternative scenarios as the basis for the final facility plan.
- The enrolment projections used for long term planning must be based on the most up-to-date population projections. They need to reflect such factors as birth rates and numbers of women of childbearing age, and must run as far into the future as possible.

### 1.3 PROJECT PROCESS

Key components of the study process included:

- Working closely with a Steering Committee of staff and trustees.
- Analyzing educational trends and issues.
- Reviewing all data relevant to the District's facilities and sites.
- Developing comprehensive enrolment projections for the District as a whole, for its seven zones and for individual schools. Projections were required for the short, medium and long terms, defined as 2008, 2014 and 2020 respectively.
- Using this data to define a series of enrolment scenarios, and assessing the implications of each scenario on school facilities.
- Developing criteria to evaluate these scenarios.
- Presenting this information to the Board's Business Committee.

The project started in November 2002 with the first of five Steering Committee meetings, with the final project report completed in early April 2003.

## 2. EDUCATIONAL CONTEXT

There are several elements of the District's educational planning and administration that provide a context for this facility planning. They include the following:

- The District's Vision, as laid out in its Accountability Contract with the Ministry.
- Programs that are delivered on a District-wide basis, require facilities and whose enrolment reduces the number of students who need to be accommodated within the regular neighbourhood school program.
- The impact of new and emerging educational issues which will impact the future delivery of District educational programs.

### 2.1 THE DISTRICT'S VISION

The School District's *Accountability Contract – 2002-2003* has been used as the core document to determine the District's current educational vision.

#### **The Accountability Contract**

This document is a revision of the original 2001 Accountability Contract prepared by senior educators in the District – the superintendent, deputy superintendent, and three directors of education consulting with principals and vice-principals. The Accountability Contract was also discussed at Board meetings and with Board standing committees. A coordinating team led by the superintendent, district administrators and school staff members were responsible for the revisions. The final document was reviewed by the Education Committee of the Board and approved by the Board.

Many of the District personnel who prepared the original Accountability Contract are no longer with the District. The Board of Trustees has seen a substantial change in membership since the Accountability Contract was prepared and approved. It may be advisable for the Board to review the vision and directions set forth in this document.

#### **District Vision**

The elements of the vision that have a bearing upon this Facilities Study include:

- *A belief in a balanced curriculum and the whole learner.*  
Parents and staff in School District 68 believe that while academic achievement or learning is the primary role of a school, areas such as social responsibility, the fine arts and physical wellness are equally important. District goals include Literacy, Numeracy, Critical Thinking, and Social Responsibility.
- *Recognition of the need for social equity programs.*  
"Our targets emphasize our commitment to narrowing the gap between high achieving and low achieving groups of students." This is also reflected in the Aboriginal Education Improvement Agreement the District has signed with the Aboriginal communities and the Ministry.

School District 68 has one of the highest, if not the highest, rates of student poverty in British Columbia. While students living in poverty can be found at every school in the District, they are concentrated in some specific schools. These schools are identified as "inner city schools", although not all are located in Nanaimo's city core.

The Board has made a commitment to “social equity” initiatives for inner city schools, such as enhanced library facilities, reduced class size, and the subsidizing of school meals and school supplies.

The District supports partnerships and programs that focus on early intervention, including child-care programs, partnerships with government Ministries and other agencies, First Nations pre-school programs, Community School programming, and full day kindergarten/primary enrichment programs.

- *A tradition of collaboration and consultation in all decision-making.*  
“From teachers, principals and support staff collaboration at the school level to parents and employee groups providing input to the Board of Trustees, we believe collaboration and consultation are necessary if we are to truly improve student learning.”

A number of areas addressed in this Facilities report will likely require consultation prior to any final decisions being taken by the Board. These include potential school closings and major changes in scheduling such as the introduction of an extended school year, or year round schooling. The future approach to District-wide initiatives such as French Immersion, First Nations, Alternate Education, Career and Technical and International Students programs will similarly need to be reviewed.

## 2.2 INVENTORY OF CURRENT DISTRICT PROGRAMS

### **French Immersion**

French Immersion is a District program offered at:

- Hammond Bay Elementary School (Dual Track)  
There are currently roughly 128 French Immersion and 12 English program students. The school is operating under capacity. The continuation of a small class of English students is problematic.
- Quarterway School (Dual track)  
There are currently some 140 French Immersion and 117 English program students. The Francophone Education Authority French Language School is also housed in the facility.
- Pauline Haarer School  
The school has an enrolment of 140 students. It is currently over capacity.
- Harewood School  
The school has an enrolment of 106 students. Although it is currently under capacity, its location and age are not conducive to long term continued use.
- Nanaimo District Secondary School (Dual Track)  
The District's 191 Senior Immersion students attend NDSS. The continuation of French Immersion through to Grade 12 is important but problematic with small enrolments. The District can probably only ever expect to have one centrally located secondary Immersion Program.

French Immersion is intended to be a cost neutral program within the District. It is a program of choice for parents and students. A coherent, consolidated program of French Immersion at the elementary school level leading to secondary school is needed.

However, changes in the location of these programs are traditionally controversial. Considerable discussion and consultation should be undertaken before any

reconfiguration takes place. A District Information Sheet entitled *District Long Term Plan for French Immersion – September 2001* addresses the issues involved.

### **Alternate Education**

Alternate education programs are offered at a number of sites in the District both within existing secondary schools and in separate facilities.

Five Acres and Northfield house junior alternate programs for students who for various reasons are not accommodated in their neighborhood schools. These programs are high cost/low enrolment with a net cost to the District over and above facility costs.

VAST/Northbrook house senior alternate programs. These programs are low cost/high enrolment with a net gain to the District, excluding facility costs. Northbrook is housed in a leased facility. Ministry funding covers lease costs, although there is some question as to how long this funding will continue, given the surplus capacity within other District facilities.

A Teen Learning Centre program for students with children is currently housed along with the VAST Program. The program is largely funded from outside agencies but supported by the District. The future location of this program, including a proposal to house the program at John Barsby Secondary School, is under review.

All District secondary schools have also developed their own versions of in-school alternate education programs.

There is strong educational support for alternate programs. Wherever possible, schools should accommodate their own neighborhood students within the school by creating in-school alternatives to meet individual needs.

However, there will always be some students who, for a variety of reasons (school phobia, past record, severe behavior problems, social factors etc.) cannot and should not be in a regular school setting. Consideration should be given to retaining some community based alternate programs at both the junior and senior levels.

A number of options should be considered in an effort to rationalize these programs within the District, both from an educational perspective and to make efficient use of facilities. This could involve:

- Relocating all alternate programs to secondary schools.
- Combining junior and secondary alternate programs in two facilities, serving the north and south ends of the District.
- Combining all alternate programs in one central location.
- Merging the two junior and the two senior alternate programs in two separate central locations.

Given the relative numbers and costs, it appears that rationalization of facilities use could occur within the District, including assessing the relative costs of leased store-front space and continued use of District owned facilities. Further consultation with school administrators and professional staff should be undertaken.

### **First Nations Programs**

A total of 11.6 percent of students are of Aboriginal background, with 83 percent of these students living off-reserve. While there may be concentrations of Aboriginal students at some schools, (notably Princess Royal Elementary), students are generally registered at their neighbourhood schools. Both the *Memorandum of*

*Agreement – Aboriginal Improvement Agreement (October, 2001) and the School District Accountability Contract 2002-2003* outline programming commitments for Aboriginal students. However, these do not appear to have significant facility implications.

There is a Band School on the reserve adjacent to Princess Royal Elementary. It has an enrolment of 22 students, consisting of 12 in pre-school (ages 3-4) and 10 in grades K/1. Discussions are needed between the Band and the District to determine:

- Any plans for the future expansion of the Band School.
- The potential purchase by the First Nations of Princess Royal.
- Further cooperation in the operation of both schools.

**Career and Technical Centre**

Five programs with a current enrolment of 137 students are offered in the CTC. New programs are being explored. The programs are coordinated with Malaspina University-College. Funding is through both the Ministry of Education and Ministry of Advanced Education. Although the CTC is formally located at a new and renovated facility at NDSS, several of the programs are offered at one or more of the other secondary schools. Consequently, expansion of the physical facilities at NDSS is not anticipated in the near term.

While the current labour market in British Columbia and on Vancouver Island requires an increasing number of employees in skilled trades, there is little evidence of growth in the CTC programs. The program administrator indicates a potential growth to 300-350 students over the next 3-4 years. However, from a facilities point of view, these would not be additional enrolling students, but rather would be drawn from the student population enrolled elsewhere.

**International Students**

The International Student Program currently enrolls approximately 100 students. It is a net revenue generator for the District, with proceeds distributed through the general account. The Program Director anticipates an approximately 50 percent growth in the program, all at secondary schools. A small number of international students are registered at elementary schools, but there are no plans to increase enrolment at this level.

Figure 4 shows the anticipated distribution of students by school.

**Figure 4: Anticipated Distribution of International Program Students**

Secondary School	Students
John Barsby	35
NDSS	28
Wellington	28
Woodlands	25
Cedar	14
Dover Bay	14
<b>Total</b>	<b>144</b>

Higher numbers could in principle be accommodated at some secondary schools such as Dover Bay if space were available. However, international students are not included in Ministry calculations for space allocation. This would need to be factored into costing of the International Program should space become an issue in the future.

### **Special Education**

Special education students are distributed throughout the schools, with a general policy of inclusion in regular classes where practical. There are no plans to centralize special education in the foreseeable future. However, future reductions in funding and support for students with special needs may lead to pressure for consideration of other models for the delivery of special education services, including centralized locations for special programs.

### **Curriculum Resource Centre**

The extensive Curriculum Resource Centre formally housed on Selby Street is now closed. Materials have been distributed throughout the District, with a central collection of teaching materials retained in a new District Resource Centre housed in former classrooms at Dufferin Crescent. Given the current financial climate, there is little prospect of expanding the DRC.

### **Community Schools**

School District 68 has policies governing the designation of community schools (*Policy No. 3610*). The following schools are designated as Community Schools:

- Fairview Elementary
- Georgia Avenue Elementary
- Park Avenue Elementary
- Cedar Secondary
- John Barsby Secondary

The program is intended to support more extensive use of school facilities by the community, with the assistance of a designated school program coordinator.

## **2.3 EMERGING EDUCATIONAL ISSUES**

A number of issues and emerging trends have been considered in preparing this report. These include the implications of the current Graduation Requirements Review process, efficiency scheduling, grade configurations and school size. Some of these may have a bearing on future facility considerations.

### **Graduation Requirements Review**

The provincial government has undertaken a review of the current Graduation program and has made a number of recommendations for implementation beginning in September 2004.

It has been proposed that the existing program of grades 11/12 Provincial examinations be expanded to include grade 10. This clearly indicates that grade 10 will be considered part of the secondary program, and should not be isolated from grades 11 and 12. This has implications for any consideration of changing the existing grade configuration to provide senior secondary schools offering only grades 11 and 12.

The proposed change with the greatest potential impact on facilities is a requirement for mandatory physical education in grades 11 and 12. This could in principle increase the required gymnasium space in a secondary school by 30 percent.

However, the Ministry anticipates that students will achieve these credits through a variety of alternatives to the traditional physical education program. These include participation in extra-curricular school sports, equivalency credit for out of school activities such as community sports, dance programs, etc.

There do not appear to be any other significant facility implications of proposed changes, as currently outlined by the Ministry, to the Graduation requirements.

### **Efficiency Scheduling**

A number of attempts have been made over the years and across North America to make more efficient use of school facilities by changing the school day, week, or school year. These have met with varying degrees of success.

#### *Year Round Schooling*

School District 68 undertook an examination of changes to the school year during the 1990's with the assistance of funding from the Ministry. After extensive community consultation it was decided that the District would not go ahead with changes to the school year.

This situation has been common throughout BC school districts. None of the six pilot projects funded by the Ministry resulted in significant changes to the school year. As far as is known at the present time, only one relatively small elementary school has adopted year round schooling.

There are a number of districts across the United States (including San Diego, Orlando and others) which have gone to year round schooling, but generally this has been the result of very rapid and unexpected population growth. At the present time year round schooling is not seen as a viable option for the District.

#### *Extended School Day*

In times of rapid enrolment growth, some school districts have chosen to extend the school day to enable students to attend in shifts. One group of students would start classes in the early morning while another would begin and end later. Thus the capacity of the facility can be increased substantially.

This has not been an acceptable option for schools for a number of organizational and political reasons. Parents, students and teachers are seldom happy with the arrangement. Extracurricular activities are problematic. Administrators work extended hours and school cleaning and maintenance has to be accomplished at different hours when the school is not occupied.

However, the Ministry's *Five-Year Capital Plan Instructions* for 2003/04 require consideration of extended school days when seeking additional space for secondary school enrolments. Given the existing overcrowding at Dover Bay School, extended school days may have to be considered as one possible option for more intensive use of space before the Ministry will consider additions to the facility.

Expanding Dover Bay may not be necessary, at least in the short term, if the District proceeds with construction of a New North Secondary school. Preliminary discussions with Ministry staff have indicated that extended day requirements would not apply to

the new school, as the project was approved prior to implementation of this policy. It is suggested that the District request written confirmation from the Ministry.

#### *Four Day Week*

A number of school districts are contemplating moving to a four-day week in the coming school year. This is a direct response to limited funding and budget reductions. Savings can be realized from shortening the week and by lengthening the school day to ensure the same number of instructional minutes per week. While there may be operational cost savings, there does not seem to be a significant facilities saving.

#### **Grade Configuration**

As noted previously, School District 68 currently has schools organized primarily as K/7 (elementary) and 8/12 (secondary) facilities, a model that was implemented after considerable discussion in 1988. Prior to that time secondary schools were divided into 8/10 (junior secondary) and 11/12 (senior secondary) facilities. Ladysmith secondary, not part of the District in 1988, has historically been an 8/12 school.

As requested in the Terms of Reference, several alternative configurations in use elsewhere were considered for the purposes of this facilities study. They included:

- A K/7, 8/10, 11/12 junior/senior secondary model.
- A K/6, 7/9, 10/12 senior middle school model.
- A K/5, 6/8, 9/12 junior middle school model.

#### *Junior/Senior Secondary Schools*

Given that the District moved away from the 8/10/11/12 model in the late 1980's, the Steering Committee determined that this option would not be considered.

#### *Senior Middle Schools*

The K/6, 7/9, 10/12 model is based on the concept generally known as the Junior High School. It has existed for many years in various Districts across Canada and the United States. Its popularity has declined in recent years with the inclusion of grade 9 in the high school program in many provinces and states. It similarly was excluded from further consideration.

#### *Junior Middle Schools*

The most common reconfiguration today is a move to Junior Middle Schools, the K/5, 6/8, 9/12 model. Virtually all Districts on Vancouver Island have adopted or are in the process of adopting this concept. The Qualicum School District was one of the first to adopt the junior middle model, with Victoria and Port Alberni among the latest.

Among the factors that are promoted in support of the junior middle school concept are the perceived unique needs of young adolescents during their rapid change from child to young adult, with all the associated physical, social and hormonal changes that occur during these years.

Middle schools focus proportionately more energy on such educational practices as advisory grouping, interdisciplinary studies, school transition activities, extra-help programs, mentoring, and student evaluation practices.

In considering changing the grade configuration of schools to this middle school concept, the District should move beyond issues of building renovation and refit, to

consider broader educational planning issues such as programs (e.g. practical and fine arts, physical education), the middle school philosophy, and appropriate staff training and in-service.

However the “fit” of changed configuration to existing buildings given current and projected enrolments is the focus of this facilities plan.

### **Range of School Sizes**

*Board Policy No. 4005* states the position of District 68 on preferred school sizes:

*Recognizing that school size is an important factor in the development of a healthy learning environment, the Board's goal is to construct schools to provide a full range of services, affirm the Board's commitment to neighbourhood schools and facilities, and to maintain a close pupil, staff, and school community relationship.*

*Board Procedure No. 4005* similarly states that:

*In recognition of the needs of the age levels of the children, the programs to be offered, the community to be served, the population density, the District's commitment to neighbourhood schools and the economics of program and building maintenance and efficiency, the following guidelines pertaining to preferred school size shall be considered:*

- a) Elementary (K/7)      400 FTE pupils*
- b) Secondary (8/12)      1000 FTE pupils*

Research into school size across North America provides varying views. It is generally accepted that schools can be larger with the increasing age of students. Elementary schools are generally considered to be best kept at between 250-300 students with an upper limit of 400; middle schools at 400-600 with an upper limit of 800; and secondary schools from 600-1000 with an upper limit of 1200.

There has been recent discussion around the significance for secondary school size of the socioeconomic nature of the neighborhood. This research suggests that smaller secondary schools in low socioeconomic areas are more beneficial to students, while larger school sizes are more likely to benefit students in high socioeconomic areas.

Secondary school size has a direct bearing on the range of options available to students. Generally enrolments below 500 make it very difficult to provide for and schedule required course at the graduation level. However, in BC there are many examples of small rural high schools that prepare students very well for their futures in post secondary education and/or the work place.

School size is an important factor in the consideration of facility development. However, current Board practice is educationally sound and should continue to be the foundation for determining school size. If the District decides to incorporate middle schools it should consider a range between 400 and 600 students with an upper limit of 800.

School District 70 (Port Alberni) is currently reviewing school configuration and school size. They have conducted extensive community discussion and compiled a considerable body of research from the literature. This information can be made available should District 68 consider proceeding with a reconfiguration of its schools.

### 3. PROJECTING ENROLMENT

The number of students enrolled in the District’s schools in future years is obviously critical to planning facilities. Some of the factors involved in determining this number, both for the District as a whole and for particular schools, are:

- The number of births.
- The number and location of new housing units.
- The state of the local and provincial economy, including resulting in-migration and out-migration.
- Student retention rates.
- The attractiveness of schools and programs in other districts.
- Enrolment in private and religious schools.
- The number of families opting for home schooling.
- The number and attraction of District programs such as French Immersion.

In this section, the likely number of students will be considered, and projections (best estimates) are presented.

#### 3.1 DISTRICT ENROLMENT HISTORY

The number of students in the school system varies from year to year. Data from 1997 to 2001 is provided in Figure 5:

**Figure 5: Historical Enrolment, 1997-2001**

Grade	1997	1998		1999		2000		2001		Difference, 1997-2001
K to 12	16352	16162	-190	15932	-230	15852	-80	15787	-65	-565
K to 7	9888	9574	-314	9366	-208	9216	-150	9036	-180	-852
8 to 12	6464	6588	124	6566	-22	6636	70	6751	115	287

Source: Baragar Demographics

Note: School District enrolments are for September 30 each year, which is the number used by the Ministry of Education for most statistical purposes. This data is for only regular programs, and excludes enrolment in District programs.

The following can be noted:

- The District has had in total about 16,000 students from kindergarten to grade 12, although enrolment declined steadily throughout this period.
- From 1997 to 2001, the elementary enrolment declined by 850 students.
- The secondary enrolment grew steadily through this period, but only by 300 students.

The number of students enrolled is related to the size of the population. Figures 6 and 7 show the population that matches the enrolment, and compares the two figures by means of a percentage.

**Figure 6: School Age Population, 1998-2002**

Group	1998	1999	2000	2001	2002	Change, 1998-2002
5/17 years	18339	18307	17985	17953	17649	-690
5/12 years	11058	10900	10671	10587	10364	-694
13/17 years	7281	7407	7314	7366	7285	4

Source: BC STATS P.E.O.P.L.E #27 Projections

**Figure 7: Comparing Enrolments to Population**

Group	1998	1999	2000	2001	2002
<b>K/12 to 5/17 years</b>	89.17%	88.28%	88.58%	88.30%	89.45%
<b>K/7 to 5/12 years</b>	89.42%	87.83%	87.77%	87.05%	87.19%
<b>8/12 to 13/17 years</b>	88.78%	88.94%	89.77%	90.09%	92.67%

Source: BC STATS P.E.O.P.L.E #27 Projections

Note: Population data is for June 1 of each year, and is therefore compared to the enrolment data for September 30 of the previous year to ensure comparability.

The following can be noted:

- Enrolments are always lower than population. There are always children who choose to be educated in different ways and in different places. Home schooling, District programs such as French Immersion, private and religious schools, and enrolment at schools in other school districts all account for the approximately 12% difference.
- The ratio of enrolment to population is remarkably consistent. If the last year is excluded, it varies from 87.05% to 90.09%, with most years averaging 88.5%. There is a slight upward trend in secondary enrolment in the last few years, which may indicate a greater attractiveness of District secondary schools or programs.

However, the general consistency of the ratio of population to enrolment does mean that population projections made by the Province, which now cover a period to 2031, can be used to develop long-term enrolment projections. These projections are also the base figures used by both the Ministry and local municipal planners.

### 3.2 DISTRICT POPULATION GROWTH

The total population living in the School District area will continue to increase over the next 20 years. Its current (2002) population is 105,000, and it is projected to increase to 150,000 in 2023.

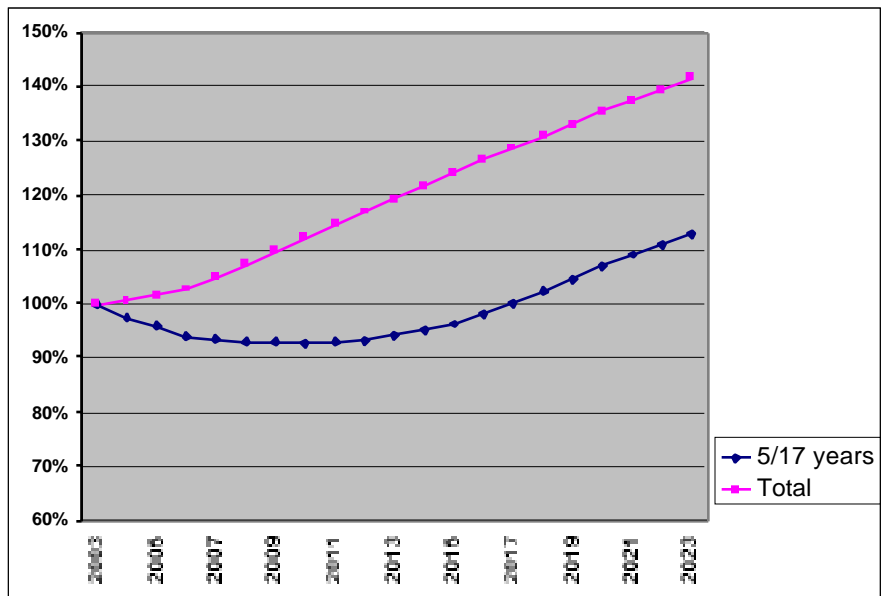
However, this growth masks changes in the age groups (called 'cohorts') that make up the total population. The largest cohorts in 2002 are the 45 to 64 group, called the 'boom' generation, and the 20 to 35 cohort, called the 'echo' generation. This latter cohort consists of the sons and daughters of the boomers.

Between these two cohorts are the generation born in the decade after the invention of the contraceptive pill and the subsequent decrease in birth rates. This is the 'bust' generation, and it is smaller in size than either the boom or echo generations.<sup>1</sup>

The impact of the echo generation on the school system over the last 20 years has been increased enrolments: first at the elementary schools, then a few years later at secondary schools. However, this period is just about over. Elementary enrolments have been declining for at least five years, and secondary enrolments will soon follow suit.

The relative size of the school age population is shown in Figure 8.

**Figure 8: Percentage Growth of School Age Population, 2003-2023**



Group	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
5/17 years	100%	98%	96%	94%	94%	93%	93%	93%	93%	94%	94%
Total	100%	101%	102%	103%	105%	107%	110%	112%	115%	117%	120%
Group	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	
5/17 years	95%	97%	98%	100%	102%	105%	107%	109%	111%	113%	
Total	122%	124%	127%	129%	131%	133%	135%	138%	140%	142%	

While the total population is expected to increase by over 40% over the next 20 years, the change in the school age population is much more limited. Indeed, for the next eight or so years it is negative, picking up again around 2012 and increasing thereafter. What is happening is as follows:

- For the next five years, both elementary and secondary enrolments are declining.
- By about 2008, the elementary enrolment 'bottoms out' and starts to increase as the 'echo' generation's babies start entering kindergarten.
- By 2014, the decline in secondary enrolments turns around, and starts increasing again, and increases through to the end of the period.

<sup>1</sup> For a more complete understanding of these terms and the impacts of demographics, see Foote, D, and Stoffman, D (1996), *Boom, Bust and Echo – How to Profit from the Coming Demographic Shift*.

- By 2023 however, the echo generation has had its babies and the smaller post-echo generation is in its fertile years. The result is fewer kindergarten enrolments again.

These cycles are caused by the difference in size of those two generations: those born in the 1950's and very early 1960's, and those born in the rest of the 1960's and 1970's. With each passing generation the effects get smaller, but in school planning terms they must be recognized and their impacts dealt with for another several decades yet.

It is that task that is now at hand in Nanaimo.

### 3.3 DISTRICT ENROLMENT PROJECTIONS

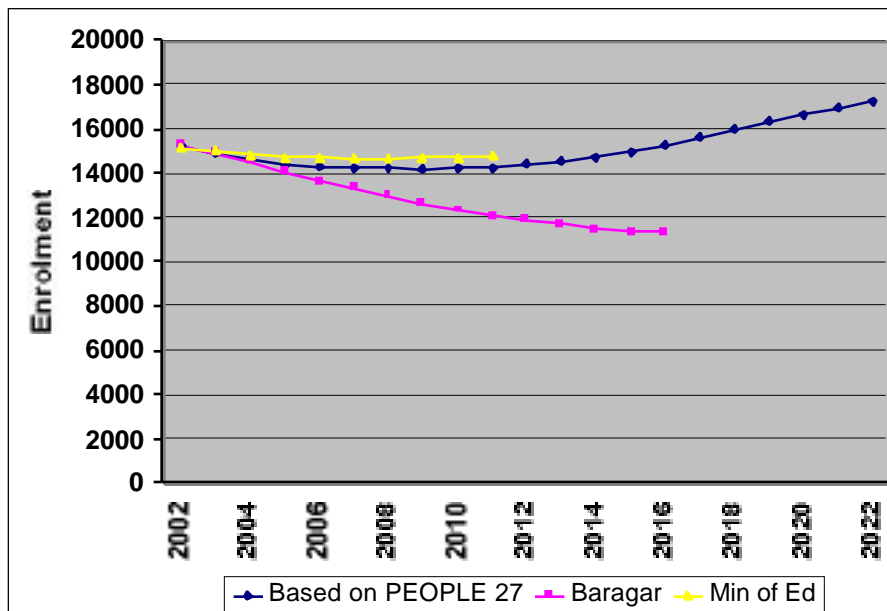
Three enrolment projection models are considered in this report:

- Baragar Demographics has provided a computerized model to the District for the last several years. It uses data on births gathered from family allowance data to project enrolments over the next 15 years.
- The Ministry projects enrolments over an eight-year period as part of its capital planning process. Their most recent model is based on the P.E.O.P.L.E. Population Projection 26 produced by BC STATS in August 2001.
- Enrolment projections have been developed for this report using the ratio of enrolment to school age population. The base data for these forecasts is the August 2002 P.E.O.P.L.E. Projection, which is referred to as P.E.O.P.L.E. 27.

#### K/12 Enrolment Projections

Alternative K/12 enrolment projections are illustrated in Figure 9. The Baragar model projects a continuing downward trend in K-12 enrolment for the next 15 years. The Ministry model forecasts more or less flat enrolment. The P27 model correlates with the Ministry model for the first ten years, with enrolments rising thereafter.

**Figure 9: Comparison of K/12 Enrolment Projections**

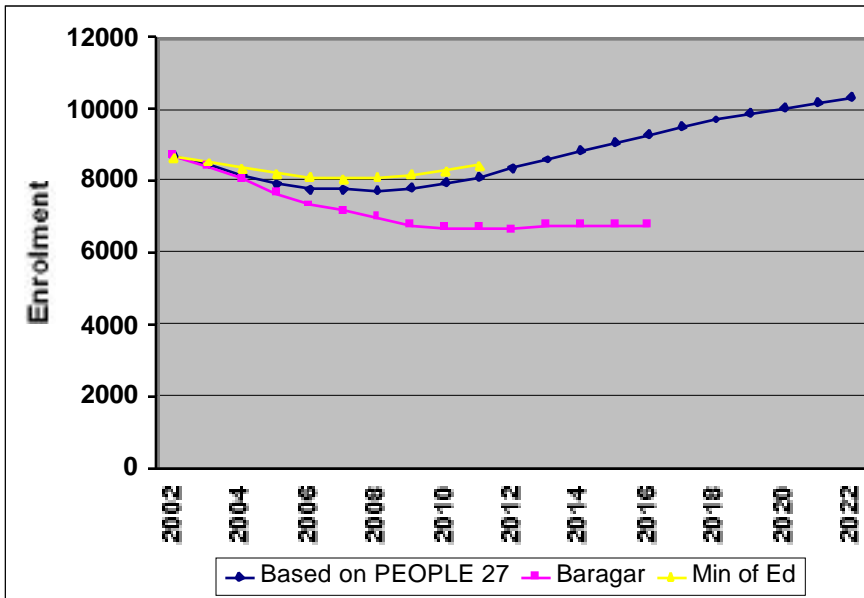


Projection	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
PEOPLE 27	15329	14966	14708	14443	14359	14302	14293	14251	14292	14336	14468
Baragar	15305	14948	14606	14159	13742	13389	13065	12724	12388	12119	11903
Min of Ed	15231	15065	14902	14809	14767	14749	14744	14769	14791	14850	
Projection	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	
PEOPLE 27	14583	14784	15047	15340	15677	16046	16405	16726	17021	17291	
Baragar	11719	11491	11406	11379							
Min of Ed											

### K/7 Enrolment Projections

Alternative K/7 enrolment projections are illustrated in Figure 10. The P27 and Ministry models again project similar patterns, with declining enrolment to around 2008, and then increasing from there. The Baragar model projects a decline through to 2012, leveling off after that.

**Figure 10: Comparison of K/7 Enrolment Projections**

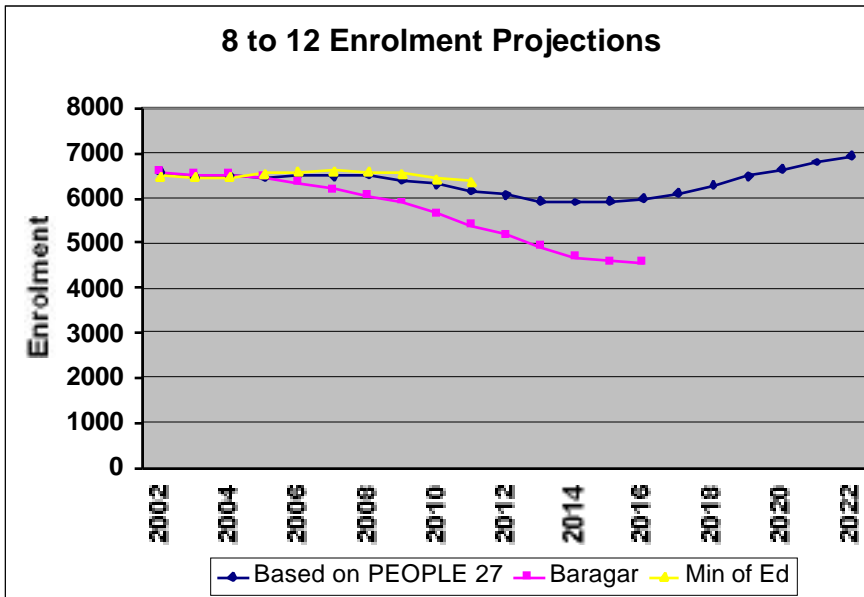


Projection	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
PEOPLE 27	8747	8496	8188	7949	7811	7787	7761	7832	7963	8137	8356
Baragar	8723	8419	8074	7678	7383	7168	6998	6794	6722	6710	6696
Min of Ed	8692	8551	8380	8212	8127	8091	8120	8183	8300	8433	
Projection	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	
PEOPLE 27	8612	8858	9087	9313	9529	9731	9904	10066	10209	10334	
Baragar	6780	6784	6785	6779							
Min of Ed											

### 8/12 Enrolment Projections

With secondary enrolment, as shown in Figure 11, all models project a flat or slightly increasing enrolment over the next five or eight years, then a decline from there, bottoming out around 2016. The Baragar model projects a steeper decline in the 2008/2016 period than the other two models.

Figure 11: Comparison of 8/12 Enrolment Projections



Projection	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
PEOPLE 27	6582	6470	6520	6494	6548	6515	6532	6420	6329	6199	6111
Baragar	6582	6529	6532	6481	6359	6221	6067	5930	5666	5409	5207
Min of Ed	6505	6480	6488	6563	6606	6624	6590	6552	6457	6383	
Projection	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	
PEOPLE 27	5970	5926	5960	6026	6148	6315	6501	6660	6811	6957	
Baragar	4939	4707	4621	4600							
Min of Ed											

## Conclusions

These projection models help to understand the likely patterns of enrolment growth and change over the whole District. They provide a 'high' and 'low' level of projections: the actual numbers will likely be somewhere in between. Three factors must be stressed:

- This is a District projection and patterns will vary from school to school to reflect local situations such as housing growth, programs offered, school image, etc.
- This is the total number of students that the District can expect. Growth in one area of the District will be matched by declines elsewhere.
- These projections are based on 'steady state' assumptions: the factors that determine population movements will be the same in the future as they were in the past.

Over the last five years the economy has been depressed in comparison with previous periods. If the economy picks up markedly, resulting in increased District employment levels, this could have significant impacts on future enrolments. However, recognizing such uncertainties, these projections are the best available at the present time.

### 3.4 ENROLMENT BASE AND PROJECTING THE BASE NUMBERS

So far in this section, the focus has been on the total numbers of elementary (K/7) and secondary (8/12) students. In order to project student numbers at the school level, programs and the students enrolled in them must be subdivided into regular programs and District programs. Regular program enrolment is driven primarily by District and local demographics. Enrolment in District programs is a function of Board policy decisions, such as to offer a French Immersion class in a particular location. Program enrolments for September 30, 2002 are summarized in Figure 12.

**Figure 12: Base Enrolment**

Grades	Program Type	Program	Enrolment
Elementary	Regular Programs	Kindergarten	914
		Grades 1/7	7751
	District Programs	Home Schooling	20
		French Immersion - K	104
		French Immersion - 1/7	562
		Ungraded (Life Skills)	16
		International Students	16
<b>Total</b>			<b>9383</b>
Secondary	Regular Programs	Grades 8/12	6381
		Ungraded in Regular Schools	248
		Adults in Regular Schools	13
	District Programs	Home Schooling	5
		Sr. French Immersion (NDSS)	191
		Alternate Education	237
		Adults in Alternate Education	31
		Sec Students in Elem. Schools	2
Other	1		
<b>Total</b>			<b>7109</b>

The majority of students are enrolled in the regular programs. District programs with significant enrolment are offered in French Immersion (elementary and secondary), and in Alternate Education (secondary only). Home schooling only has a small number of students registered, but other students in the District may well be home schooled.

Based on the assessment of high and low enrolments made by the various projection models, the projections used for this plan are shown in Figure 13.

**Figure 13: Base Enrolment and Plan Projections**

Grades	Program Type	Program	2002 Base	2008 Plan	2014 Plan	2020 Plan
Elementary	Regular Programs	Kindergarten	914	825	900	1200
		Grades 1/7	7751	6500	7230	7600
	District Programs	Home Schooling	20			
		French Immersion - K	104	105	105	105
		French Immersion - 1/7	562	679	679	679
		Ungraded (Life Skills)	16	16	16	16
		International Students	16	16	16	16
<b>Total</b>			<b>9383</b>	<b>8141</b>	<b>8946</b>	<b>9616</b>
Secondary	Regular Programs	Grades 8/12	6381	6165	5430	6015
		Ungraded in Regular Schools	248	250	225	250
		Adults in Regular Schools	13	13	13	13
	District Programs	Home Schooling	5	5	5	5
		Sr. French Immersion (NDSS)	191	180	0	0
		Alternate Education	237	240	215	240
		Adults in Alternate Education	31	31	31	31
		Sec Students in Elem. Schools	2	2	2	2
		Other	1	1	1	1
<b>Total</b>			<b>7109</b>	<b>6887</b>	<b>5922</b>	<b>6557</b>

The following assumptions have been made about District programs in order to determine these overall plan projections.

### **Elementary French Immersion**

Currently these programs are located at Harewood, Quarterway, Pauline Haarer and Hammond Bay, with a 2002 enrolment of 104 kindergarten students and 562 students in grades 1/7. Not all programs have students enrolled in each grade. It was assumed that three full elementary programs would be in operation by 2008, with an enrolment of 679 1/7 students plus 105 students in kindergarten. It was also assumed that the program at Harewood would be closed by 2008, while the other programs would continue in their current locations.

### **Other Elementary Programs**

It was assumed that the enrolment in these programs would not change markedly over the planning period.

### **Secondary French Immersion**

It was assumed that this program would continue to be located at NDSS through the planning period to 2020. Its enrolment was projected using the current retention ratios between grades 7 and 8, and between secondary grades.

### **Other Secondary Programs**

It was assumed that the enrolment in these programs would not change markedly over the planning period.

The facility implications of these assumptions are as follows:

- Harewood Elementary would be phased out as a location for the French Immersion program and the building, which has the lowest building condition rating in the District, would be closed.

- A single-track French Immersion program running at Quarterway would require the English track program at that school to be closed, or the lease with the Francophone Education Authority to be terminated.
- The consolidation of secondary alternate programs is unlikely to impact any other facility planning considered in this report.

The distribution of these students between District zones is discussed in the following sections.

### 3.5 URBAN PLANNING CONTEXT

While the major factor influencing a school's enrolment is the demographics of its catchment area, it is also impacted by the addition of new housing stock. This has been clearly evident in the north of Nanaimo over the last decade or more. It is therefore important to assess changes planned for the housing stock of each part of the district. These decisions are made by the local governments and their planning departments. This section of the report will review each of the four local government areas encompassed by the school district.

#### **City of Nanaimo**

In 2000, the City conducted an extensive assessment of its growth potential as part of a Development Cost Charge Review. This review identified the land zoned for various uses, the capacity of those sites, and the likelihood of their being developed within the next five years (resulting in an additional 11,000 people) or to house the next 30,000 residents (over approximately 15 years).

In particular, new housing sites likely to be developed for single and multi-family dwellings were identified. An analysis of this data as part of this study included the following:

- The number of additional children likely to live in this housing was estimated at 0.5 children per single family dwelling and 0.3 children per multiple family dwelling.
- The location of these dwellings by school zone was determined.

In this manner, it was possible to estimate the likely numbers of additional students who would be living in this housing and in which zone they would attend school. This data is shown in Figures 14 and 15.

Over the next 15 years, new housing is projected to provide accommodation for approximately 5,500 students. Of these, 45% will attend schools in the Dover Bay area, 20% in the Wellington area and 23% in the John Barsby area. There is little new housing proposed for the other areas of the City.

The data for the next five years is even more marked in its focus on the north end, which will receive 83% of additional students, mainly at Dover Bay schools. Clearly, the north end of the School District will represent a growing proportion of the overall enrolment over the next five, ten and fifteen years.

**Figure 14: Anticipated Distribution, Next 30,000 Residents**

School Zone	City of Nanaimo Planning Area	Children Anticipated	
		Number	Percent
Dover Bay	Dover	499	
	Hammond Bay	295	
	Linley Valley	273	
	North Slope	459	
	Pleasant Valley	106	
	Rutherford	843	
	Subtotal	2,475	45%
Wellington	Departure Bay	168	
	Diver Lake	315	
	Linley Valley	273	
	Long Lake	233	
	Pleasant Valley	106	
	Subtotal	1,096	20%
Woodlands	Departure Bay	0	
	Newcastle	61	
	Northfield	19	
	Townsite	36	
	Westwood	0	
	Subtotal	117	2%
NDSS	City Centre	330	
	Harewood	116	
	Protection Island	15	
	Westwood	76	
	Subtotal	537	10%
John Barsby	Chase River	698	
	Five Acres	471	
	Harewood	39	
	Southend	30	
	Subtotal	1,237	23%
Cedar	Duke Point	0	
	Subtotal	0	0%
Totals		5,461	100%

Note: This data is only for housing within the City limits.

**Figure 15: Anticipated Distribution of New Residents, Next 5 Years**

School Zone	Nanaimo Planning Area	Children Anticipated	
		Number	Percent
Dover Bay	Dover	455	
	Hammond Bay	135	
	Linley Valley	145	
	North Slope	271	
	Pleasant Valley	64	
	Rutherford	341	
	Subtotal	1,411	69%
Wellington	Departure Bay	9	
	Diver Lake	-	
	Linley Valley	145	
	Long Lake	77	
	Pleasant Valley	64	
	Subtotal	294	14%
Woodlands	Departure Bay	-	
	Newcastle	1	
	Northfield	19	
	Townsite	6	
	Westwood	-	
	Subtotal	27	1%
NDSS	City Centre	300	
	Harewood	-	
	Protection Island	-	
	Westwood	18	
	Subtotal	318	15%
John Barsby	Chase River	-	
	Five Acres	-	
	Harewood	-	
	Southend	-	
	Subtotal	-	0%
Cedar	Duke Point	-	
	Subtotal	-	0%
Total		2,050	100%

### Regional District of Nanaimo

Development in the RDN will be limited by both the recently adopted Regional Growth Strategy and by the commitment not to allow development outside the Urban Containment Boundary. Growth will be encouraged in the smaller communities of the region. The Growth Strategy advocates 'complete communities' and recognizes that a neighbourhood school is an essential part of such a community.

However, demographics are working against this strategy. With little or no new growth being allowed it is difficult to see how small communities can justify the provision of anything but a very small school. The economics of keeping such small schools open will be a great challenge for the School Board.

While there will be some growth in the larger of these communities, such as Cedar, it is unlikely, given present projections, to offset the anticipated decline in school age population and therefore school enrolment that the community will experience.

### **Township of Ladysmith**

Housing development in Ladysmith will continue at a level over the entire planning period that will generally offset the declines in enrolment due to demographic shifts.

Major developments are planned for:

- Holland Creek area – 2,000 to 2,500 people over a ten-year period, mostly in single family housing.
- North End of Ladysmith – 1,000 people over a ten-year period, mostly in single family housing.
- Waterfront – 2,500 people over a fifteen-year period, with multiple family housing focused on a retired population.
- Infill in the downtown area – mostly commercial but with some attractive residential units in mixed use developments.
- South End - 2,000 people over a ten-year period, mostly in single family housing.

### **Cowichan Valley Regional District**

The only school in this local government area is North Oyster Elementary. No significant new housing is anticipated.

## **3.6 IMPACTS ON FUTURE DISTRICT ENROLMENT**

This expansion of housing stock in the north end of the District will continue to give the schools serving this area an increasing proportion of the total District enrolment.

Using the data from each of these local governments and applying it to the current distribution of enrolment, impacts on future District enrolments were estimated.

### **Projected Distribution of K/7 Enrolment**

At the present time, the elementary schools in the Dover Bay zone enroll 24% of the total regular 1/7 enrolment. By 2008 this will increase to 30%, but then increase only slightly as the pace of growth in the north eventually subsides due to limited land availability. The schools in the Wellington, NDSS, John Barsby and Ladysmith zones will hold roughly steady in percentage terms. Schools in the Woodlands and Cedar zones will see their percentages of the total decline. This is illustrated in Figure 16.

**Figure 16: Projected Distribution of K/7 Enrolment**

Zone	2002	2008	2014	2020
Dover Bay	24%	30%	32%	32%
Wellington	17%	16%	17%	17%
Woodlands	11%	10%	8%	8%
NDSS	13%	13%	12%	12%
John Barsby	15%	13%	14%	14%
Cedar	8%	7%	5%	5%
Ladysmith	12%	12%	11%	11%

### **Projected Distribution of 8/12 Enrolment**

The same patterns apply to secondary school enrolments, although based on slightly different starting percentages.

**Figure 17: Projected Distribution of 8/12 Enrolment**

Zone	2002	2008	2014	2020
Dover Bay	26%	31%	33%	33%
Wellington	16%	15%	16%	16%
Woodlands	11%	10%	8%	8%
NDSS	15%	15%	14%	14%
John Barsby	11%	10%	12%	12%
Cedar	8%	7%	5%	5%
Ladysmith	13%	12%	12%	12%

## 4. EXISTING FACILITIES

As noted in Section 1, the District operates a total of 44 schools (excluding alternate programs), organized into seven zones. They include:

- Seven Grade 8/12 secondary schools.
- Thirty-three Grade K/7 elementary schools.
- Two Grade K/3 primary schools and two Grade 4/7 intermediate schools.

There are also four alternate programs: two for younger secondary students and two for older ones.

### 4.1 CONDITION ASSESSMENT

The table on the following page summarizes the condition of the schools within each zone. It provides the following information:

- School Name.
- Year of Original Construction.
- Building scores on Level 1 Building Audits conducted in 1994 and 2001.
- Building scores on Level 2 Building Audits, where available.
- Notes regarding recent, current or proposed upgrading.

#### **Level 1 Audit Reports**

The consulting team was instructed to use previously completed Building Audit reports as the primary basis for assessing the condition of the building inventory.

Technical assessments of District schools, using the Ministry's Level 1 Audit form, were conducted by District staff in 1994 and updated in 2001. As indicated, 1994 audits were not completed for several more recently constructed schools: Cedar Secondary; and Cinnabar Valley, Frank J. Ney, Randerson Ridge and Coal Tyee Elementary Schools.

In line with Ministry instructions, District staff assessed each facility based on a limited review, rather than a detailed analysis. The scores were intended to provide a way to compare the condition of buildings using the same criteria. They are based on the condition of each building system, including structural, architectural, mechanical, electrical, life safety and accessibility. Each building is assigned a single summary score, based on a 100-point scale.

**Figure 18: Summary of Condition of School Buildings**

Zone	School	Date Opened	1994 Level 1	2001 Level 1	Notes
Cedar	Cedar Secondary	2000	n/a	83	Originally opened as Cedar Secondary. Converted 2000.
	Cinnabar Valley Elementary	2001	n/a	n/a	
	North Cedar Intermediate	1969	73	45	
	South Wellington Elementary	1969	74	49	Previously closed. No gymnasium — uses facility at adjacent Fire Hall.
	Woodbank Elementary	1967	64	60	Recent addition when converted to Primary.
Dover Bay	Dover Bay Secondary	1992	95	77	
	Frank J. Ney Elementary	1999	n/a	75	
	Hammond Bay Elementary	1967	59	72	
	McGirr Elementary	1991	91	76	
	Pleasant Valley Elementary	1969	92	62	
	Randerson Ridge Elementary	1994	n/a	69	
	Rutherford Elementary	1964	75	58	Proposed \$1.8M renovation
	Seaview Elementary	1952	71	54	40% of total area constructed in 1987. Proposed \$1.9M renovation
John Barsby	John Barsby Secondary	1957	60	68	
	Bayview Elementary	1949	51	62	51% of building consists of additions constructed 1967-95.
	Chase River Elementary	1952	55	54	
	Georgia Avenue Elementary	1967	94	59	
	Park Avenue Elementary	1962	71	64	
	Princess Royal Elementary	1950	59	45	
Ladysmith	Ladysmith Secondary	1952	54	60	48% of building consists of additions constructed 1969-98. Currently being expanded and renovated.
	Davis Road Elementary	1962	71	62	Significant structural seismic problems
	Ladysmith Intermediate	1955	64	52	Proposed \$2.2M renovation
	Ladysmith Primary	1968	84	71	
	North Oyster Elementary	63	91	59	Renovated 1993
	Waterloo Elementary	1978	68	53	Gym upgraded for seismic. Proposed \$2.6M renovation
NDSS	Nanaimo District Secondary	1951	54	62	Proposed \$3.7M renovation
	Fairview Elementary	1950	64	59	75% of building consists of additions constructed 1964-1996.
	Gabriola Elementary	1954	62	50	
	Harewood Elementary	1914	40	34	See discussion of Level 2 Audits
	Mountain View Elementary	1959	94	57	60% of area consists of 1998 addition.
	Pauline Haarer Elementary	1947	67	56	65% of building consists of additions constructed 1978-95.
	Quarterway Elementary	1955	58	59	1998 addition constitutes 53% of area.
Wellington	Wellington Secondary	1967	77	69	
	Coal Tye Elementary	1996	n/a	74	
	Departure Bay Elementary	1951	64	52	70% of building consists of additions constructed 1961-94.
	Mount Benson Elementary	1950	72	48	
	Rock City Elementary	1964	72	57	
	Uplands Park Elementary	1981	94	64	
Woodlands	Woodlands Secondary	1955	59	35	See discussion of Level 2 Audits
	Brechin Elementary	1993	95	70	
	Cilaire Elementary	1967	80	47	Proposed \$2.3M renovation
	Dufferin Crescent Elementary	1958	67	57	Proposed \$1.9M renovation
	Forest Park Elementary	1964	55	64	
	Princess Anne Elementary	1950	71	53	
Alternate	Five Acres	1984	60	36	
	VAST	1984	66	44	
Possible Score			100	100	

The 2001 scores are typically lower than for 1994, although there are several exceptions. Differences between the two sets of assessments reflect several factors:

- The Final Facility Rating in 1994 was a weighted average based on both building and site conditions. The form was revised for 2001 to emphasize building conditions.
- Excluding the new schools, all of the schools were seven years older by the time of the 2001 audit. Lower scores would be expected based on the additional period of use.
- Some of the schools underwent major expansion and/or renovation projects in the intervening period, resulting in higher 2001 ratings.
- Different staff members were involved in completing the two audits. It has been suggested that the lower scores for 2001 may in general represent a more critical assessment of the condition of the facilities.
- The Level 1 Audit scores, typically ranging from 40 to 100, indicate that most of the schools are in adequate condition, although some upgrading is clearly required. The scores for only two schools, Harewood Elementary and the Five Acres Alternate School, suggest that they may be in poor enough condition to affect their future role in meeting program needs.

## 4.2 LEVEL 2 AUDITS

Two of the schools, Harewood Elementary and Woodlands Secondary, were also the subject of Level 2 Audit reports. These are more detailed studies conducted by a team of professional architects, engineers and planning consultants. They are normally conducted at the point when decisions need to be made as to whether it would be more cost-effective to redevelop or replace a facility.

In recent years, the Ministry has typically considered only those buildings with scores below 40 as candidates for replacement. A November 1995 Level 2 Audit of Harewood assigned it a score of 38, while a similar April 2001 assessment of Woodlands resulted in a score of 44. The score for Woodlands takes into account the major upgrading of building heating and ventilating systems that took place around the time of the study.

A third school, Davis Elementary, is also of concern, despite its 2001 Level 1 Audit score of 65 and the lack of a Level 2 Audit. The District has identified Davis as requiring costly structural seismic upgrading. However, both the Level 1 and 2 Audit forms specifically *exclude* any consideration of potential structural seismic problems in assessing building structural systems.

## 4.3 CURRENT CAPITAL PLANS

Both the District's approved and proposed major and minor capital projects are intended to address many of the shortcomings of the existing facilities.

### **Approved Major Capital Projects for 2002**

Approved 2002 major capital projects are listed in Figure 19. More than half of the total of \$22 million is designated for the construction of a new North Secondary School, to alleviate overcrowding at Dover Bay. The balance is allocated for building upgrading and expansion projects.

Most of the projects have either been completed or are underway. However, two of the projects have been approved but not yet implemented: construction of the New North Secondary, and the expansion of Mt. Benson Elementary.

**Figure 19: 2002 Approved Major Capital Projects**

School	Project	Cost
North Secondary School	New Construction	\$13,801,331
Ladysmith Secondary	6 Classroom Addition & Renovations	\$1,634,235
Woodlands Secondary	Ventilation System Upgrade	\$1,429,571
Mount Benson Elementary	2 Classroom Addition	\$876,750
Seaview Elementary	Heating and Ventilating Upgrade	\$613,128
Fairview Elementary	Heating and Ventilating Upgrade	\$606,863
Coal Tye	2 Classroom Addition	\$452,335
Waterloo Elementary	Seismic Upgrade of Gym	\$193,812
Rock City Elementary	Parking Upgrade	\$188,185
Seaview Elementary	Septic Upgrade	\$181,924
Cilaire Elementary	Handicap Lift and Washroom	\$122,452
Princess Royal Elementary	Seismic Upgrade	\$109,753
Fairview Elementary	Handicap Lift and Washroom	\$95,339
	Subtotal	\$20,305,678
District-Wide Projects	Structural Seismic-Variou Schools	\$524,515
	Seismic Planning-Variou Schools	\$104,167
	Non-Structural Seismic	\$185,000
	Annual Capital Allowance	\$1,166,939
	Relocate Bus Lift	\$8,000
	Dust Collector Upgrade-Wood Shops	\$595,020
	Asbestos Removal-Occupied Areas	\$109,302
	Subtotal	\$2,692,943
	Total	\$22,998,621

**Proposed Major Capital Projects in 5-Year Plan**

The District's 2003-2004 5-Year Capital Plan consists of an additional 17 proposed major capital projects, ranked in order of priority. The phasing of costs for each project over a five-year period is also indicated. The projects are listed in Figure 20, along with the requested funding.

The major upgrading of Woodlands Secondary is one of some 40 proposed projects under review by the Ministry of Education. An announcement is anticipated in early 2003 on which projects will be funded during the Ministry's next three-year funding period. Consideration of the remaining projects will be deferred until the next funding cycle, in four years.

**Figure 20: Five-Year Capital Plan Summary**

Priority	School	Project	Cost
1	Ladysmith Area Elementary	New 225+40K Elementary School	\$4,203,014
2	Woodlands Secondary	Renovations	\$6,064,800
3	N/A	Replace 42 Passenger Bus	\$96,700
4	Cilaire Elementary	Renovations	\$2,361,491
5	N/A	Replace 3x84 Passenger/1x42 Passenger Buses	\$518,700
6	Hammond Bay Elementary	Increase capacity from 175+80K to 275+80K	\$1,736,817
7	Ladysmith Intermediate	Renovations	\$2,198,910
8	Seaview Elementary	Renovations	\$1,923,870
9	Rock City Elementary	Renovations	\$2,277,671
10	Dufferin Crescent	Renovations	\$1,889,860
11	Rutherford Community	Renovations	\$1,805,906
12	Fairview Elementary	Renovations	\$1,501,951
13	N/A	Replace 3x84 Passenger/1x42 Passenger Buses	\$518,700
14	Ladysmith Secondary	Renovations	\$1,846,414
15	NDSS	Renovations	\$3,724,691
16	John Barsby	Renovations	\$54,197
17	Wellington Secondary	Renovations	\$75,748
<b>Total</b>			<b>\$32,799,440</b>

**Anticipated Upgrading Requirements**

An analysis of the condition of District schools has resulted in their being grouped into three categories, based on anticipated upgrading requirements:

- Those with significant deficiencies requiring substantial upgrading within the next five years to improve both functionality and the quality of the learning environment.
- Those that are likely to require upgrading within the next 10 years.
- Newer schools that are unlikely to require significant expenditures on the upgrading of building systems for at least the next 20 years.

The school ratings reflect primarily their scores on the Level 1 and 2 Building Audits summarized above. Typically:

- Next five years — scores at or below 50.
- Next 10-years — scores from 51 to 64.
- Next 20-years — scores at or above 65.

The upgrading priority rating for each of the schools is shown in Figure 21.

**Figure 21: Anticipated Upgrading Requirements**

Group	School	2001 Audit	Group	School	2001 Audit
5 Year	Harewood Elementary	34%	20 Year	John Barsby Secondary	68%
	Woodlands Secondary	44%		Wellington Secondary	69%
	Princess Royal Elementary	45%		Randerson Ridge Elementary	69%
	North Cedar Intermediate	45%		Brechin Elementary	70%
	Cilaire Elementary	47%		Ladysmith Primary	71%
	Mount Benson Elementary	48%		Hammond Bay Elementary	72%
	South Wellington Elementary	49%		Coal Tye Elementary	74%
	Ladysmith Intermediate	52%		Frank J. Ney Elementary	75%
	Waterloo Elementary	53%		McGirr Elementary	76%
	Seaview Elementary	54%		Dover Bay Secondary	77%
	Dufferin Crescent Elementary	57%		Cedar Secondary	83%
	Rutherford Elementary	58%		Cinnabar Valley Elementary	N/A
10 Year	Gabriola Elementary	50%			
	Departure Bay Elementary	52%			
	Princess Anne Elementary	53%			
	Chase River Elementary	54%			
	Pauline Haarer Elementary	56%			
	Mountain View Elementary	57%			
	Rock City Elementary	57%			
	North Oyster Elementary	59%			
	Fairview Elementary	59%			
	Quarterway Elementary	59%			
	Georgia Avenue Elementary	59%			
	Ladysmith Secondary	60%			
	Woodbank Elementary	60%			
	Bayview Elementary	62%			
	Nanaimo District Secondary	62%			
	Davis Road Elementary	62%			
	Pleasant Valley Elementary	62%			
	Park Avenue Elementary	64%			
Forest Park Elementary	64%				
Uplands Park Elementary	64%				

Recognizing the limitations of the Audits, the following have also been taken into account, in addition to the building's date or original construction and subsequent expansion and renovation history.

- Approved renovation projects listed in the 2002 Capital Plan. These would not have been reflected in the 2001 Audits.
- Current proposed major capital renovation projects, as prioritized in the District's 2003-2004 Five-Year Capital Plan.
- Approved and proposed funding for renovation projects listed in the District's 2002-2005 Annual Capital Grant (ACG) Proposed 3-Year Plan.
- The allocation of funds in the District's 2001/2002 Provisional Annual Capital Allowance (ACA) budget. Site visits to selected schools, primarily to confirm the feasibility of potential expansion projects and to establish order of magnitude estimates of renovation costs.

Many of the schools identified as requiring upgrading within the next five years are likely to be included in the next update of the District's Five-Year Capital Plan, to be submitted to the Ministry in Fall 2003. However, the specific list of projects will need to take into account Board decisions on the long-term District-Wide Facilities Plan.

#### 4.4 SCHOOL UTILIZATION

School utilization levels have become of much greater concern as a result of recent Ministry policy changes.

##### **Building Operations and Maintenance Funding**

Annual funding for building operations and maintenance has historically reflected the total floor area of district schools, regardless of enrolment. Under a new policy, funding is provided based on the total number of students, regardless of the size of the facility inventory.

For example, Ministry funding will be the same regardless of whether students are accommodated in one school operating at 100% of capacity, or two schools each operating at 50% capacity. However, in the latter case the District would have to absorb the additional costs associated with operating two facilities. This is intended to provide a financial incentive for Districts to make more intensive use of facilities.

##### **Utilization Thresholds**

Approval of funding for new construction to provide additional enrolment capacity, whether through the expansion of existing facilities or construction of new facilities, is now contingent on the District meeting Ministry utilization targets, both for individual schools and on a District-wide basis.

These thresholds are defined in the Ministry's *2003/2004 Five-Year Capital Plan Instructions*. The figures vary based on factors such as total enrolment and designation as an urban or rural District. In the case of SD68, the following figures apply:

- Elementary (Grades 1-7) — 100%.
- Secondary (Grades 8/12) — 110%.
- District Average — 95%.

There are no thresholds identified for junior or senior middle schools.

The Ministry's expectation is that utilization levels higher than 100% will be achieved through "efficiency scheduling," such as the use of extended days, year-round schooling, or other means. The alternative is for Districts to provide portables, at their own expense.

Exceptions to the District-wide requirement may be made based on the District's geography. For example, in the case of SD68, utilization levels for the City of Nanaimo area might be addressed separately from those in the RDN area, or in Ladysmith.

In cases where one school is operating significantly over capacity, while other surrounding schools are operating under their thresholds, the District is expected to equalize utilization rates by:

- Adjusting catchment area boundaries.

- Reassigning and transporting students to underutilized schools within a 25-km radius of overcrowded ones.
- Creating "magnet schools" or "schools of choice" with unique programs that will attract students from outside of their existing catchment areas.

### **Nominal and Operating Capacities**

School utilization is calculated based on *operating* capacities, rather than *nominal* capacities. They specifically exclude Kindergarten enrolments.

Nominal capacities are calculated based on a uniform figure of 25 students per classroom, and are applicable to Grades 4-12. Each group of four classrooms has a nominal capacity of 100 students.

Operating capacities reflect class size limits at the Primary (K/3) grade levels. These vary between 20 and 25 students, and take into account maximum class sizes as defined in the District teachers' contract. Consequently, a 25-seat primary grade classroom can still be considered to be operating at 100% capacity, even if there are fewer than 25 students.

Operating capacities are reviewed periodically by the Ministry in response to requests by Districts and may be revised accordingly. This is typically due to changes in the use of building space. For example, the conversion of classrooms to other functions could potentially result in a decrease in the operating capacity.

In the case of K/7 elementary or K/3 primary schools, the nominal and operating capacities will differ. In the case of 4/7 Intermediate Schools, 6/8 or 7/9 Middle Schools, or 8/12, 8/10 or 11/12 Secondary schools, both figures will be the same.

### **Current School Utilization Levels**

Figure 22 summarizes the utilization level for each school (excluding alternate schools), as well as the District wide total, organized by secondary school zone. It is based on the operating capacity for each school as approved by the Ministry and September 30, 2002 enrolment figures provided by the District.

There may be some discrepancies between the figures indicated and official District totals. This is due to the treatment of District programs such as French Immersion and alternative programs, as well as the way home schooled students who are registered with the District are counted.

As indicated, the District-wide rate of 100% exceeds the Ministry's 95% threshold. However, rates vary across the District. Schools shown in **bold** are more than 10% below the Ministry threshold. The overall figure is also skewed by very high rates at several specific schools.

**Figure 22: School Capacities and Utilization Levels**

Zone	School	Operating Capacity			Sept. 30 Enrolment			Utilization Level
		K	E	S	K	E	S	%
Cedar	Cedar Secondary			425			507	119%
	<b>Cinnabar Valley Elementary</b>	38	209		23	155		<b>74%</b>
	<b>North Cedar Intermediate</b>		300			262		<b>87%</b>
	South Wellington Elementary	38	69		10	88		128%
	<b>Woodbank Elementary</b>	38	231		53	176		<b>76%</b>
	Subtotals	114	809	425	86	681	507	96%
Dover Bay	Dover Bay Secondary			1225			1652	135%
	Frank J. Ney Elementary	38	186		22	224		120%
	<b>Hammond Bay Elementary</b>	76	186		35	123		<b>66%</b>
	McGirr Elementary	76	349		48	403		115%
	<b>Pleasant Valley Elementary</b>	38	325		29	255		<b>78%</b>
	Randerson Ridge Elementary	38	349		32	315		90%
	Rutherford Elementary	76	302		22	271		90%
	Seaview Elementary	76	256		23	271		106%
	Subtotals	418	1953	1225	211	1862	1652	111%
John Barsby	<b>John Barsby Secondary</b>			1000			797	<b>80%</b>
	Bayview Elementary	38	209		24	194		93%
	Chase River Elementary	38	162		23	183		113%
	Georgia Avenue Elementary	76	419		37	416		99%
	Park Avenue Elementary	38	279		33	251		90%
	Princess Royal Elementary	38	69		5	70		101%
	Subtotals	228	1138	1000	122	1114	797	89%
Ladysmith	Ladysmith Secondary			800			861	<b>108%</b>
	Davis Road Elementary	38	93		10	116		125%
	Ladysmith Intermediate	0	300			366		122%
	Ladysmith Primary	76	168		82	232		138%
	<b>North Oyster Elementary</b>	76	232		24	151		<b>65%</b>
	Waterloo Elementary	38	69		11	82		119%
	Subtotals	228	862	800	127	947	861	109%
NDSS	<b>Nanaimo District Secondary</b>			1400			1257	<b>90%</b>
	<b>Fairview Elementary</b>	76	372		41	322		<b>87%</b>
	Gabriola Elementary	38	232		26	208		90%
	Mountain View Elementary	76	325		32	391		120%
	<b>Harewood Elementary</b>	38	139		10	101		<b>73%</b>
	Pauline Haarer Elementary	38	186		38	221		119%
	<b>Quarterway Elementary</b>	76	325		37	239		<b>74%</b>
	Subtotals	342	1579	1400	184	1482	1257	92%
Wellington	Wellington Secondary			900			1030	114%
	Coal Tyee Elementary	38	279		41	276		99%
	Departure Bay Elementary	38	256		25	234		91%
	Mount Benson Elementary	38	166		21	210		127%
	Rock City Elementary	76	279		31	298		107%
	<b>Uplands Park Elementary</b>	38	325		30	285		<b>88%</b>
	Subtotals	228	1305	900	148	1303	1030	106%
Woodlands	Woodlands Secondary			700			750	<b>107%</b>
	Brechin Elementary	38	186		21	186		100%
	Cilaire Elementary	38	186		19	170		91%
	Dufferin Crescent Elementary	38	209		25	202		97%
	<b>Forest Park Elementary</b>	38	302		41	242		<b>80%</b>
	Princess Anne Elementary	38	93		13	91		98%
	Subtotals	190	976	700	119	891	750	98%
District Totals		1748	8622	6450	997	8280	6854	100%

Notes:

1. Capacity for Ladysmith Secondary assumes approved expansion to 800 completed.
2. NDSS capacity includes space for up to 300 CTC students.
3. Enrolments indicated for Hammond Bay and Quarterway include both English and French track students.
4. Although the combined enrolment for Quarterway is shown as part of the NDSS zone, English track students attend Woodlands for grades 8/12.

Comparable utilization figures for Alternate Schools, excluding leased storefront space for Northbrook, are:

- Five Acres — 60%.
- Northfield — 70%.
- VAST — 139%.

The higher rate at VAST reflects flexible scheduling and extended program hours.

**Use of Portables**

The District has to date accommodated excess school capacity through the use of on-site portables. The approval of a substantial number of building expansion and new construction projects has enabled the District to limit their numbers. The number of portables being used for instructional or support functions is shown in Figure 23.

The majority are located at north end schools, primarily at Dover Bay Secondary. While most are being used for instruction, some provide school support space, some are out of service and some are being used for other functions.

**Figure 23: Use of Portables**

Zone	School	General Instruction	Alternative Education	Support	Out of Service	Other	Total
Cedar	Cedar Secondary	4					4
	South Wellington Elementary			2			2
Dover Bay	Dover Bay Secondary	17		1	1		19
	Frank J. Ney Elementary	1					1
	McGirr Elementary	2					2
	Hammond Bay Elementary	2		1			3
John Barsby	John Barsby Secondary		2				2
	Chase River Elementary			1			1
	Princess Royal			1			1
	Georgia Avenue Elementary				2	2	4
Ladysmith	Ladysmith Secondary	7					7
	Davis Road Elementary			1			1
	Ladysmith Intermediate	2					2
	Ladysmith Primary	3					3
	Waterloo Elementary	2		2			4
NDSS	Nanaimo District Secondary	1	1				2
	Fairview Elementary					1	1
	Quarterway Elementary					2	2
Wellington	Wellington Secondary	5		2	2		9
	Coal Tyee Elementary	1					1
	Departure Bay Elementary						0
	Mount Benson Elementary				2	1	3
Woodlands	Woodlands Secondary	3					3
Alternate	Five Acres	1					1
	Northfield	1					1
District Totals		52	3	11	7	6	79

Notes

1. Georgia Avenue: 1 used by ESC/Parents; other by Boy's and Girl's Club.
2. Ladysmith Secondary: some expected to be removed on completion of expansion program.
3. Fairview: 1 used for SSS Zone Office.
4. Quarterway: 2 leased to Francophone Education Authority.
5. Mt. Benson: 1 used for SSS Zone Office.

**Use of School Buses**

The District operates on a neighbourhood school concept. An attempt is made to locate schools to maximize the percentage of students residing within walking distance. While students have the option of attending any District school where space is available, they must provide their own transportation if the school is outside their catchment area. Enrolment in District programs such as French Immersion similarly require students to provide their own transportation.

The percentage of students (excluding 21 Special Needs students) being bused to each school as of September 2002 is shown in Figure 24. This number can serve as an indicator of the percentage of students living within walking distance of their school, with implications for any changes to catchment area boundaries.

While the District total is only 12%, there are several rural areas — Lantzville, Ladysmith, Cedar and Gabriola Island — which account for the majority of students eligible for busing. Reconfiguring schools in these areas is likely to have less of an impact on the neighbourhood school concept than in more densely populated areas.

**Figure 24: Percentage of Students Bused, by School**

		Sep 30, 2002 Enrol			Students Bused	
Zone	School	K	E	Total	#	%
Cedar	Cinnabar Valley Elementary	23	155	178	0	0%
	North Cedar Intermediate	0	262	262	112	43%
	South Wellington Elementary	10	88	98	0	0%
	Woodbank Elementary	53	176	229	64	28%
	Subtotals	86	681	767	176	23%
Dover Bay	Frank J. Ney Elementary	22	224	246	0	0%
	Hammond Bay Elementary	35	123	158	0	0%
	McGirr Elementary	48	403	451	0	0%
	Pleasant Valley Elementary	29	255	284	24	8%
	Randerson Ridge Elementary	32	315	347	49	14%
	Rutherford Elementary	22	271	293	0	0%
	Seaview Elementary	23	271	294	248	84%
	Subtotals	211	1862	2073	321	15%
John Barsby	Bayview Elementary	24	194	218	0	0%
	Chase River Elementary	23	183	206	88	43%
	Georgia Avenue Elementary	37	416	453	0	0%
	Park Avenue Elementary	33	251	284	0	0%
	Princess Royal Elementary	5	70	75	0	0%
	Subtotals	122	1114	1236	88	7%
Ladysmith	Davis Road Elementary	10	116	126	19	15%
	Ladysmith Intermediate		366	366	16	4%
	Ladysmith Primary	82	232	314	33	11%
	North Oyster Elementary	24	151	175	149	85%
	Waterloo Elementary	11	82	93	52	56%
	Subtotals	127	947	1074	269	25%
NDSS	Fairview Elementary	41	322	363	22	6%
	Gabriola Elementary	26	208	234	141	60%
	Mountain View Elementary	32	391	423	134	32%
	Harewood Elementary	10	101	111	0	0%
	Pauline Haarer Elementary	38	221	259	0	0%
	Quarterway Elementary	37	239	276	0	0%
	Subtotals	184	1482	1666	297	18%
Wellington	Coal Tye Elementary	41	276	317	0	0%
	Departure Bay Elementary	25	234	259	0	0%
	Mount Benson Elementary	21	210	231	0	0%
	Rock City Elementary	31	298	329	0	0%
	Uplands Park Elementary	30	285	315	0	0%
	Subtotals	148	1303	1451	0	0%
Woodlands	Brechin Elementary	21	186	207	0	0%
	Cilaire Elementary	19	170	189	0	0%
	Dufferin Crescent Elementary	25	202	227	0	0%
	Forest Park Elementary	41	242	283	0	0%
	Princess Anne Elementary	13	91	104	0	0%
	Subtotals	119	891	1010	0	0%
District Totals		997	8280	9277	1151	12%

## 4.5 SUPPORT FACILITIES

Administrative and support functions are housed primarily on a site on Wakesiah Avenue adjacent to NDSS. They include the District Administration Centre; offices for facilities, maintenance and transportation staff; central warehouse facilities; and building, grounds and school bus maintenance facilities.

The District has indicated that most of these facilities are adequate with respect to both space and condition. The primary exception is the District Administration Centre. There is a shortage of office space, which has resulted in the use of a portable annex adjacent to NDSS, and the need to use meeting rooms within the school. The District's Curriculum Resource Centre was recently relocated to three classrooms at Dufferin Crescent Elementary.

A larger consolidated facility would be desirable. Many of these functions were previously accommodated in buildings comprising the satellite Selby Street complex, as discussed in the following section.

## 4.6 ADDITIONAL SITES

The District owns a number of properties not currently in use for District functions. They include:

- Vacant lots intended for the construction of new or replacement schools if and when required.
- Sites of schools which are now closed, with the land and facilities either vacant or leased to other groups.
- Portions of school sites consisting of either substantial unused land and/or buildings leased to other organizations.
- Vacant land and buildings previously used to house District support functions.

These properties are summarized in Figure 25.

**Figure 25: Additional District Sites**

Category	Name	Location	Current/Proposed Use
Vacant Properties	Ada Janes Site	Fourth St./Wheatley Place	Possible replacement for Harewood
	Brightman Road	Rural Cedar area.	Future elementary school site
	Ninth Street	Howard & Ninth St.	Future elementary school site
	Oliver Street	6101 Oliver	To be disposed of to acquire alternate site for New North Secondary school
	Bennett/Pioneer Park	Dickenson/Schook Roads	Future elementary school site
	S. Wellington Lot	S. Wellington School	Not defined
	Uplands Park (Undeveloped Area)	Uplands Park Elementary	Unused treed parcel adjacent to school
Closed Schools	Diamond Elementary	4985 Christie Road	Used as earthquake training centre
	Old Waterloo School	1755 Vowels Road (Cassidy)	District storage of surplus equipment
	Extension Elementary	2120 Ryder St./Godfrey Rd./John St.	Leased to RDN for community recreation
Other Properties	Quennel School (CRC)	436 Selby Street	Building closed, possible lease. Used for District storage and RCMP training
	Student Support Services	420 Selby Street	Building closed, possible lease
	Quennel Gym	421 Franklyn Street	Used by VAST & 5 Acres students; rented out to other groups
	North Cedar Elementary	Cedar Secondary site.	Building and part of property on long-term lease to RDN for Community Centre.
	NARCO Site	838/838A Old Victoria Rd	Leased to non-profit group for sheltered workshops. Large vacant adjacent parcel.
	Old Ladysmith Board Office	Ladysmith Intermediate Site	Leased to City of Ladysmith for community recreation programs

### **Selby Street Complex**

The Selby Street complex consists of a group of older buildings in downtown Nanaimo fronting on Selby and Franklyn Streets. The District has recently vacated two of the buildings on the site, previously used for support functions. The original Quennel Gym and Auditorium, part of an older closed school now closed, remain in use.

There has been interest expressed by others in the leasing of individual buildings. The possibility has also been raised of a comprehensive redevelopment of the entire site. A Provincial Government office building already occupies a portion of the block.

Ownership of site parcels requires confirmation. Discussions with the BC Assessment Authority suggest that other entities may hold legal title to all or parts of the properties. A detailed land title search, along with discussions with the City and Province, will likely be required to confirm the status of these properties.

It is likely that the District will be entitled to continued use of these properties, as long as they are used for educational purposes. Consideration has been given to options including the future consolidation and relocation of District functions such as Administration to the site. This could be part of a larger joint-use development.

The project Steering Committee has advised that this area will need to be the subject of a separate study, due to the complexity of legal issues involved.

### **Facilities Leased by District**

In addition to the properties described above, the District also leases several facilities, primarily for instructional use:

#### *Aurora Learning Centre*

This is a leased house on Gabriola Island. It is used as a support centre for home schooled students. Ministry funding for home schooling is split between parents and the District.

#### *Northbrook Alternative School*

The District leases storefront space in Bowen Plaza for an alternative program for older students. The Ministry currently funds lease costs. This is unlikely to continue in the future, given underutilized space in District-owned facilities.

### **Northfield Alternative School**

Northfield is an older two-classroom school building, located in the north end of the District. It is being used to house an Alternative Program for younger secondary students. The status of the facility and site with respect to ownership and District use is unclear. This will need to be confirmed, especially if the school is determined to be surplus to the District's needs.

## 5. CURRENT PARTNERSHIPS AND POTENTIAL TO GROW

The School District is facing major issues in order to maintain a high District utilization level and to meet the needs of students and the aspirations of their parents and the public.

One way of ameliorating these issues may be to work in partnership with other agencies to find mutually beneficial solutions.

The terms of reference for this study called for the facilities plan to address:

*...the potential for joint development and shared use of facilities with local government, colleges or other agencies including those in the private sector.*

Some of the public sector agencies that might be interested in partnering with the District include:

### 5.1 MALASPINA COLLEGE

The College is a partner in the CTC, and may be interested in expanding the scale and scope of the Centre. Additional enrolment would increase the utilization of NDSS. However, if these students come from other District schools, enrolment and utilization will decline there. This would not be a problem if students transferred from Dover Bay or Wellington, but would be in the case of any other school. Attracting students from outside the District would resolve this difficulty.

The College is also adjacent to both NDSS and the District Administration Centre on Wakesiah Avenue. They would likely be interested in obtaining these lands for future expansion. There seems little likelihood that the NDSS site will not be needed for educational purposes, but there is potential for relocating the Administration Centre to another District owned site. While this would not change the utilization or enrolment levels of schools, the sale of the site would provide capital for other purposes.

### 5.2 FRANCOPHONE EDUCATION AUTHORITY

The FEA leases part of Quarterway Elementary for their program. They have expressed an interest in acquiring this school. This would have the advantage of providing them with a permanent home, while reducing the District space inventory in an area of the city where they have an overabundance of space.

### 5.3 MUNICIPAL GOVERNMENTS

#### **Joint Use of Facilities**

In many parts of the District, Municipal governments provide school fields through their Parks and Recreation Departments. This has been the standard approach promoted by the Ministry for the last 20 years. Recently, efforts have been made to standardize arrangements across the District and its four municipal partners, through the development of a new Joint Use Agreement, which would also address the use of school gymnasiums and other school facilities. The adoption of this agreement would be welcomed by all municipal agencies.

Municipal governments may also be interested in sharing administrative space with the District, such as is the case in School District #69. Both the District and Nanaimo City offices are located in facilities that are less than ideal.

### **Leasing of Unused Space**

Where schools have been closed, local governments have leased buildings and/or grounds for recreation purposes. One example is the former North Cedar Elementary School building and grounds, now leased to the RDN for community recreation purposes. Another is the former Extension School, where the RDN leases only the site.

There is always potential to expand the recreational use of schools and school sites. However the scale of the issues that the District faces is not likely to be met by additional gym use. These arrangements do point in an interesting direction, whereby the RDN may be willing to take over complete schools and sites as recreation or community centres. In addition, and in support of their policy of promoting 'complete communities', they may be interested to lease space back to the District for use as a primary annex. This would allow the school to continue to be an integral part of the community, while reducing both utilization and operating costs to District norms.

## **5.4 PROVINCIAL GOVERNMENT**

There is potential for the use of school space as offices for provincial government agencies that provide services to children and youth. The premise that the elementary school is the best location for these workers was advanced by the Ministry of Education (later Children and Families) as part of the Kids at Risk Initiative in the mid-1990s. This approach is currently being explored in the West Kootenays as an alternative to school closures in that area.

The provincial government could be a potential partner in any new administrative office development.

## **5.5 PRIVATE SECTOR PARTNERS**

The District has no current partnerships with private sector entities, nor are any planned. Areas where there might be some potential for partnering include:

- Joint developments of land for housing or other uses, and a school or other District use. One example would be the development of a primary annex in a new housing area as part of a community building. Another might be the renovation of a school site for a commercial use, with the inclusion of office space within that development.
- Partnering with a private education provider to share specialist equipment or to create a magnet school. Examples might be a linkage with a music academy or fine arts college to provide a magnet school of the arts, or with a technology training company to share computer equipment and develop a focus on technology education.

Partnering is a matter of matching goals. Once the District has determined an approach to its educational and facilities planning, other opportunities for partnerships may well appear.

## 6. OVERVIEW OF PLANNING OPTIONS AND EVALUATION CRITERIA

In the next three sections of the report, three facilities planning options are described. All have strengths and yet all will bring challenges if the Board decides to adopt one. These three options are as follows:

### **Option 1 – The Status Quo**

This option is presented to indicate what will occur if no action is taken as enrolments decline over the next five to ten years. The impact on each zone is outlined in general terms. Its purpose is to help the Board and the public understand that the status quo is really not a viable option.

### **Option 2 – Retaining the Current K/7, 8/12 Configuration**

This grade configuration has delivered quality education to students over the last ten or more years. Staying with it brings the benefits of stability, but the challenges of capital planning and school closures. Several alternative versions of this scenario are also considered.

### **Option 3 – Moving to a Middle School Configuration**

Middle schools also have many educational strengths, and this scenario examines what would be necessary to create the appropriate facilities. It brings a different set of capital planning challenges, as well as similar patterns of school closures. Its strengths must be set against the dislocation of reconfiguration.

## 6.1 EVALUATION FRAMEWORK

The consulting team has developed a comprehensive evaluation framework for assessing the planning options. Four categories of evaluation criteria have been established: Educational Outcomes, Social Benefits, Ease of Implementation, and Economic Impacts.

The framework is intended to be qualitative, rather than quantitative, with no attempt either to weight the criteria or rank the planning options with respect to them. There is a strong interrelationship among the criteria, and in some instances they may even be mutually exclusive. For example, planning options that rank high on educational and social criteria may prove to be more difficult to implement or have higher associated costs. The evaluation framework is presented in Figure 26.

The purpose of the criteria is to facilitate a process of rational discussion. It is recognized that, in the end, no option is perfect and tradeoffs will have to be made by the School Board.

**Figure 26: Criteria for Assessing Planning Options**

Category	Criteria
Educational Outcomes	Provide Diverse Program Offerings
	Maintain and Enhance Learning Environments
	Optimize Access to Core Resources/Facilities
Social Benefits	Create Positive Social Settings
	Support School and Community Links
	Maximize Student Safety
Ease of Implementation	Minimize Disruption to Operations
	Facilitate Physical Implementation
	Maintain Future Flexibility
Economic Impacts	Minimize Capital Costs
	Reduce Operating Costs
	Optimize Gains from Site Disposal

## 6.2 EDUCATIONAL OUTCOMES

The District's primary function is to provide high quality learning experiences for students and maximize opportunities for educational achievements.

### **Provide Diverse Program Offerings**

A key component of a successful District-wide educational program is equitable access to a diverse range of programs and services. This includes:

- Capacities sufficient to support a broad range of course offerings.
- Equal access to all program offerings available to students at each grade level.
- District programs distributed in a manner that facilitates student access both within and across catchment area boundaries.

### **Maintain and Enhance Learning Environments**

- Optimal learning environments provided for all students in an equitable manner.
- The condition of newer facilities maintained or enhanced.
- Older facilities substantially upgraded or replaced to ensure functional layouts, sufficient space, and adequate temperature controls, ventilation and lighting.

### **Optimize Access to Core Resources/Facilities**

Access to specialized facilities such as gyms, resource centres and computer labs will be affected by ratios of students to facilities. This is typically more of an issue in elementary schools.

- Enrolment to ensure sufficient opportunities for student access to specialized facilities.

## 6.3 SOCIAL BENEFITS

The size, grade configuration and location of schools can hinder or advance student personal development, as well as optimizing social opportunities for students, parents and the wider community.

### **Create Positive Social Settings**

School capacities and grade configurations can have a significant impact on the quality of the school social environment.

- School capacities within the ranges established by Board policy.
- Capacities and enrolments prevent schools from being perceived as impersonal.
- Student social groupings maintained from elementary through secondary schools. Catchment area boundaries organized to enable students to attend the same schools as their friends as they progress through the system.
- Neighbourhood characteristics recognized in establishing catchment area boundaries.

### **Support School and Community Links**

The District places a strong emphasis on the concept of neighbourhood elementary schools. In "inner city" areas and in geographically isolated areas in particular, schools play a key social role in fostering a sense of community.

- Catchment area boundaries maximize the percentage of students living within walking distance of their schools.
- Opportunities enhanced for creating community schools in inner city and geographically isolated areas.
- Older schools redeveloped to support extended hour use without compromising school security.

### **Maximize Student Safety**

Providing a safe and secure environment for students at school, as well as while traveling to and from school, is essential.

- Fire safety ensured through the provision of detection devices, alarm systems, sprinklers and adequate exiting.
- Risk of injury from both structural and non-structural seismic hazards minimized.
- Opportunities for bullying or other inappropriate behaviour reduced by eliminating hard to supervise building areas.
- Schools located to reduce pedestrian travel hazards including the need for crossing busy streets, or unsafe shortcuts such as crossing railroad tracks. Probable routes to nearby destinations such as convenience stores and shopping malls acknowledged.

## **6.4 EASE OF IMPLEMENTATION**

### ***Minimize Disruption to Operations***

Changes to existing facilities or grade configurations will inevitably create a certain amount of disruption to school system operations.

- Extent of impacts on all District schools associated with a change in grade configuration acknowledged.
- Need for major administrative reorganization minimized.
- Need for redeployment of teaching staff limited.

### **Facilitate Physical Implementation**

Specific school sites will vary in the extent to which they can accommodate major building expansion or redevelopment projects.

- Potential for staging construction to minimize impact on existing operations taken into account.
- Benefits of constructing new facilities on alternate sites acknowledged.

### **Maintain Future Flexibility**

The high level of volatility associated with economic development and population growth on Central Vancouver Island must be acknowledged.

- Opportunities provided to respond to unexpected changes in enrolment without compromising policies on minimum and maximum capacities or grade configurations.
- Possible need for additional sites in the future acknowledged through acquisition of new sites or retention of existing vacant sites.

## **6.5 ECONOMIC IMPACTS**

### **Minimize Capital Costs**

Implementation of any proposed changes to District facilities will need to be funded through a combination of Ministry capital allocations and District resources, primarily those obtained through the disposal of surplus sites.

- Number of new student spaces minimized through optimal utilization of existing facilities.
- Most cost effective approach to redeveloping versus replacing facilities pursued.
- Creation of opportunities for partnering with other agencies emphasized.

### **Reduce Operating Costs**

Recent reductions in school operating grants and changes in funding formulas increase the significance of limiting operational costs.

- Numbers of schools minimized to create administrative cost efficiencies.
- Schools located and catchment area boundaries configured to reduce transportation costs.

### **Optimize Gains from Site Disposal**

The District owns several vacant properties, as well as other facilities and sites that are currently leased to other organizations.

- Vacant sites unlikely to be required or easily replaced in long term declared surplus.
- Retention of buildings and sites leased to others reflects potential future school use, market value, and impact in offsetting District operating costs.

## 7. OPTION 1 – THE STATUS QUO

This option is presented to indicate what will occur if no action is taken as enrolments decline over the next five to ten years. The impact on each zone is outlined in general terms. Three sets of enrolment projections have been developed for each of the seven school zones, reflecting the variations in the enrolment projections presented previously.

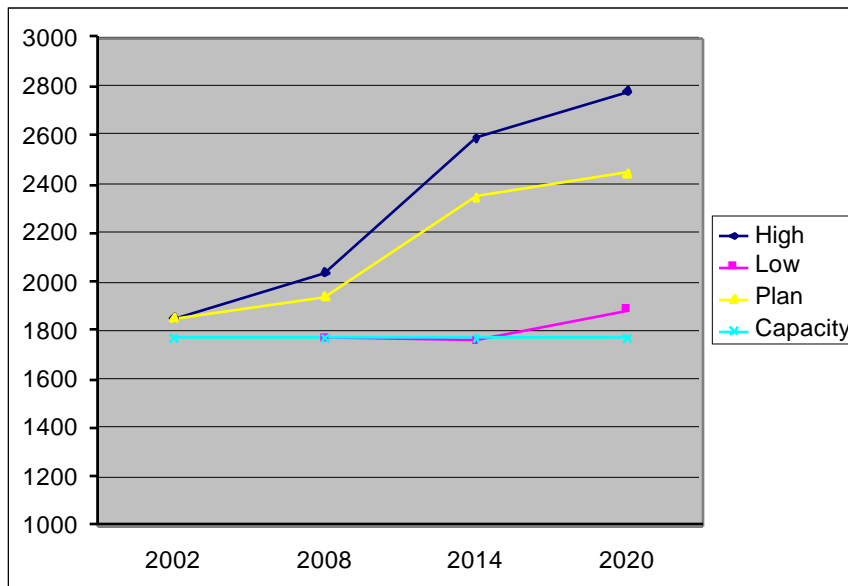
- High — the anticipated maximum enrolment.
- Low — the anticipated minimum enrolment.
- Plan — the most probable enrolment, which has been used as the basis for estimating future school utilization levels.

Each zone is examined separately. The review of the option concludes with an assessment of its fit with the evaluation criteria outlined earlier in this report.

### 7.1 DOVER BAY ZONE

Figures 27 and 28 summarize the three sets of enrolment projections for the Dover Bay zone.

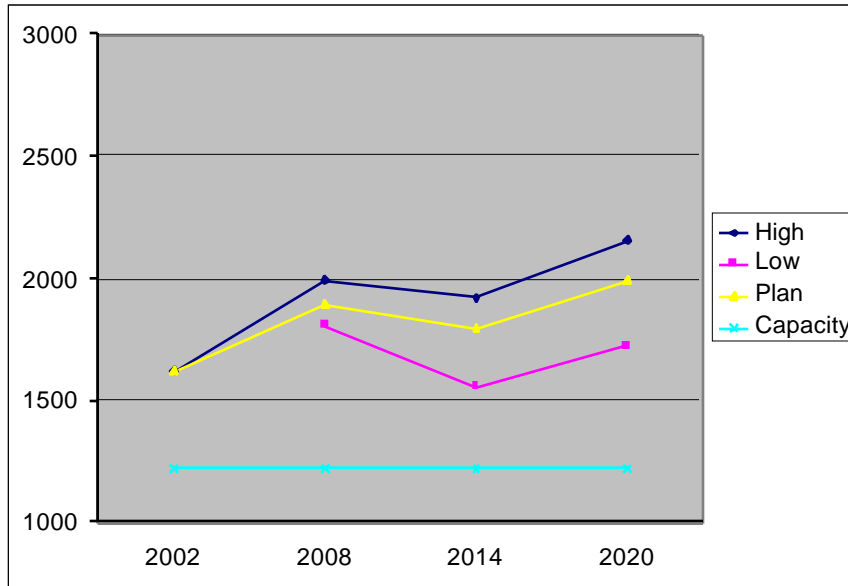
**Figure 27: Option 1, Dover Bay Zone, Grades 1/7**



	High	Low	Plan	Capacity	Util. %
2002	1852	1852	1852	1768	105%
2008	2040	1770	1940	1768	110%
2014	2592	1760	2350	1768	133%
2020	2784	1888	2450	1768	139%

Note: capacity excludes Hammond Bay

**Figure 28: Option 1, Dover Bay Zone, Grades 8/12**



	High	Low	Plan	Capacity	Util. %
2002	1625	1625	1625	1225	133%
2008	1997	1810	1900	1225	155%
2014	1926	1560	1800	1225	147%
2020	2158	1726	2000	1225	163%

Note: Additional District Program Students: 26

Housing development will mean continuing enrolment growth at elementary and secondary levels. It is projected that enrolment will exceed capacity at the elementary level by about 200 spaces by 2008, and by almost 600 spaces by 2014. This is the equivalent of 24 new classrooms.

At the secondary level, the overcrowding at Dover Bay will continue. Enrolment is 400 over capacity at present, and will be 675 over capacity by 2008, although growth will largely abate after that. There is a clear and continuing need to add capacity to the system in this zone.

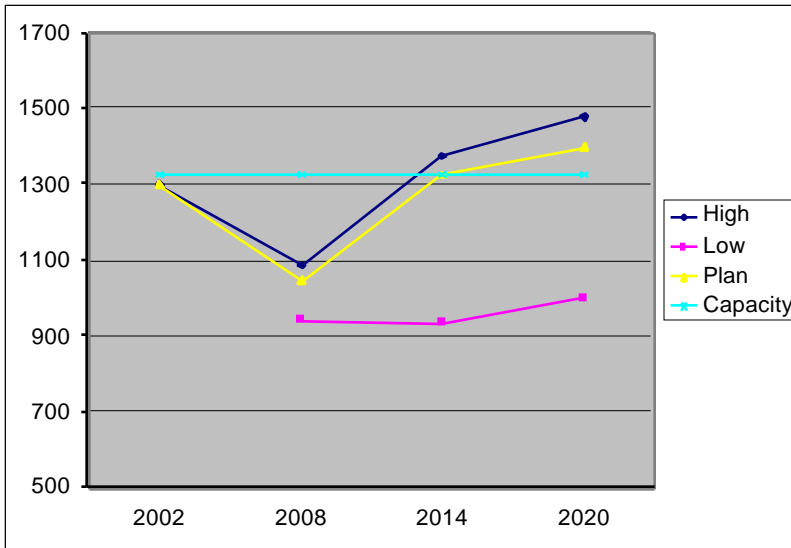
## 7.2 WELLINGTON ZONE

Figures 29 and 30 summarize the three sets of enrolment projections for the Wellington zone.

Housing growth in the Wellington zone is projected to offset any declines in enrolment due to demographic shifts. However, there will be more growth in the north, both of housing and therefore enrolment, than in the more established areas served by Rock City and Departure Bay Elementaries.

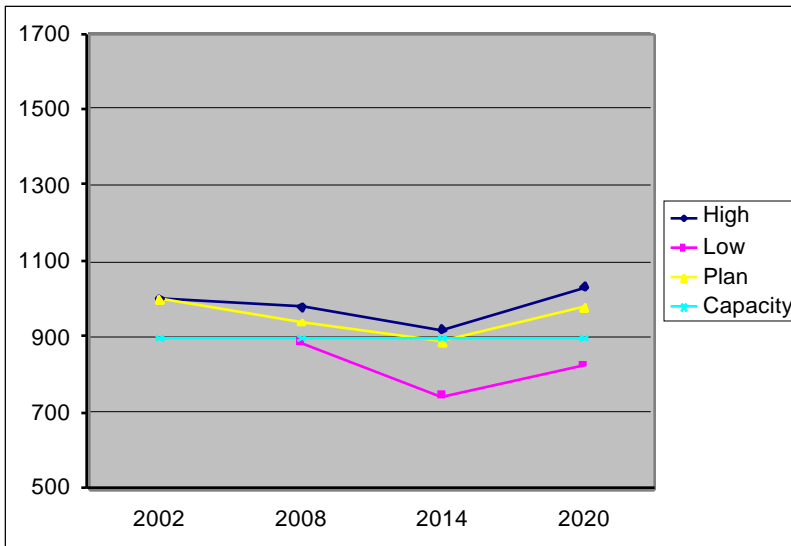
At the secondary level, the utilization levels will remain in the range of 100% to 110% during the period. Issues that will need to be addressed are differential changes within the zone: growth around Uplands Park Elementary, matching declining enrolments further south.

**Figure 29: Option 1, Wellington Zone, Grades 1/7**



	High	Low	Plan	Capacity	Util. %
2002	1300		1300	1325	98%
2008	1088	944	1050	1325	79%
2014	1377	935	1325	1325	100%
2020	1479	1003	1400	1325	106%

**Figure 30: Option 1, Wellington Zone, Grades 8/1/2**



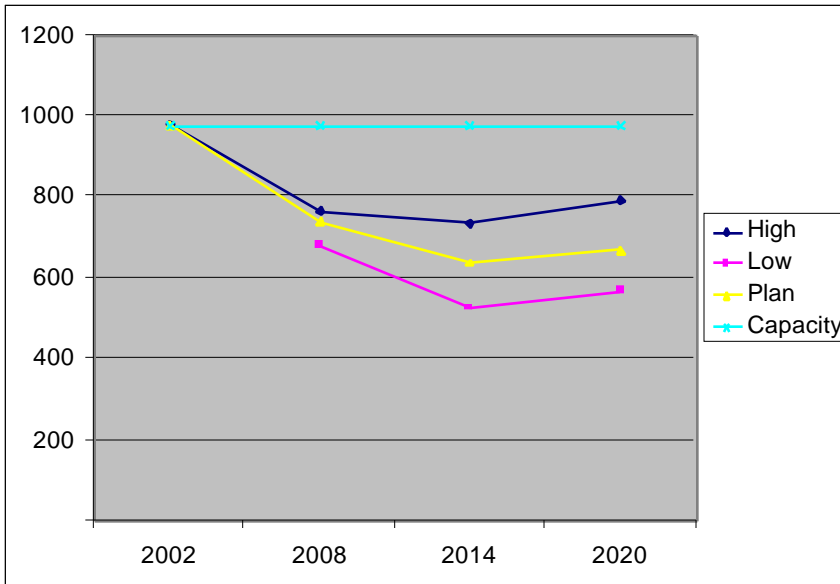
	High	Low	Plan	Capacity	Util. %
2002	1002		1002	900	111%
2008	979	887	940	900	104%
2014	922	747	890	900	99%
2020	1034	827	980	900	109%

Note: Additional District Program Students: 28

### 7.3 WOODLANDS ZONE

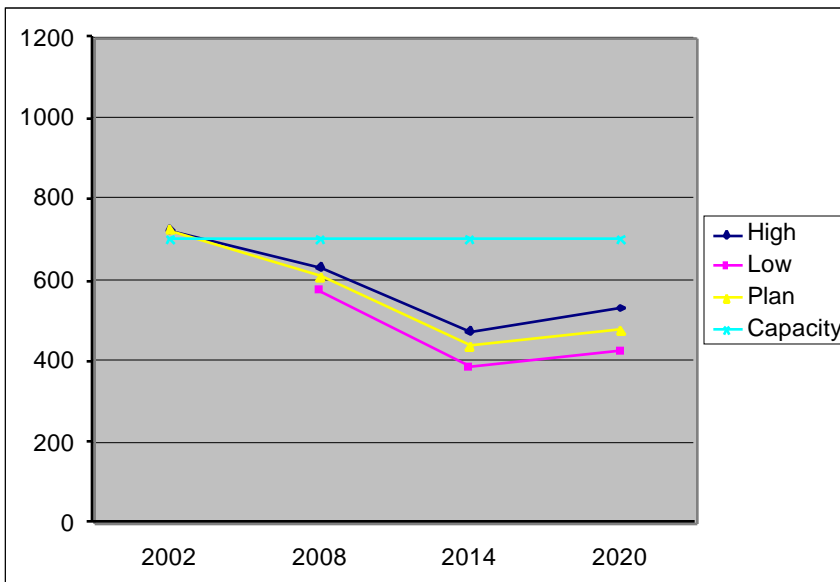
There is little housing growth in this zone, and a housing stock which is less attractive to families with young children than that found in the north of the District. Consequently demographic shifts will cause enrolments to decline steadily throughout the planning period, as indicated in Figures 31 and 32, at both the elementary and secondary levels.

**Figure 31: Option 1, Woodlands Zone, Grades 1/7**



	High	Low	Plan	Capacity	Util. %
2002	980	980	980	976	100%
2008	768	678	738	976	76%
2014	736	528	638	976	65%
2020	791	567	670	976	69%

**Figure 32: Option 1, Woodlands Zone, Grades 8/12**



	High	Low	Plan	Capacity	Util. %
2002	725		725	700	104%
2008	634	574	610	700	87%
2014	476	385	440	700	63%
2020	533	426	480	700	69%

Note: Additional District Program Students: 22

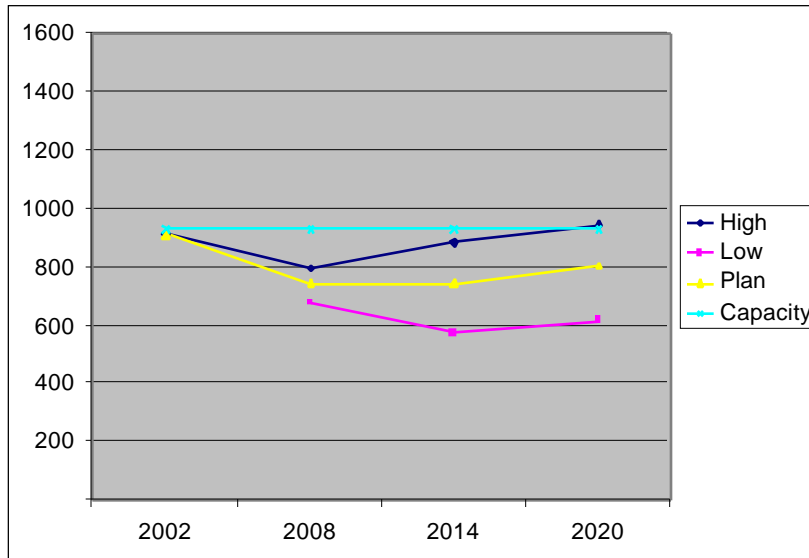
The elementary schools that once served families with two or more children in most houses will soon have utilization levels of 60% or less. The same is true for the aging Woodlands Secondary whose enrolment will decline to less than 500 by 2014. These schools have enrolments below the threshold for economic operation and also educational viability, issues that must be addressed within the next few years.

## 7.4 NDSS ZONE

Elementary capacity and enrolments are shown in Figure 33.

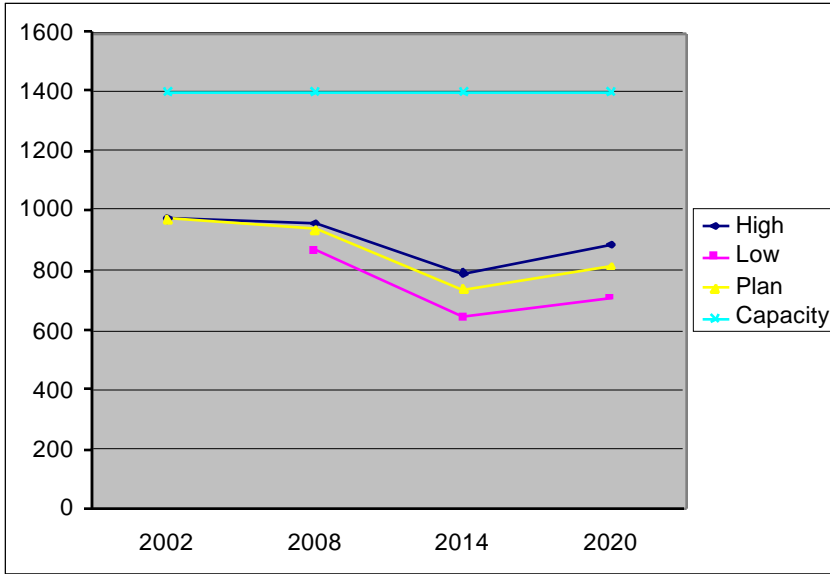
As indicated in Figure 34, secondary enrolments will drop between 2008 and 2014, with long term planning focusing on around 850 regular students. When the 276 district program students, particularly those in secondary French Immersion are added to the enrolment numbers, this brings overall enrolment to around 1100. While this is well below its capacity of 1400, it is hard to think of options that will bring these two figures more in line with each other.

**Figure 33: Option 1, NDSS Zone, Grades 1/7**



	High	Low	Plan	Capacity	Util. %
2002	915		915	929	98%
2008	796	679	742	929	80%
2014	884	572	742	929	80%
2020	949	613	805	929	87%

**Figure 34: Option 1, NDSS Zone, Grades 8/12**



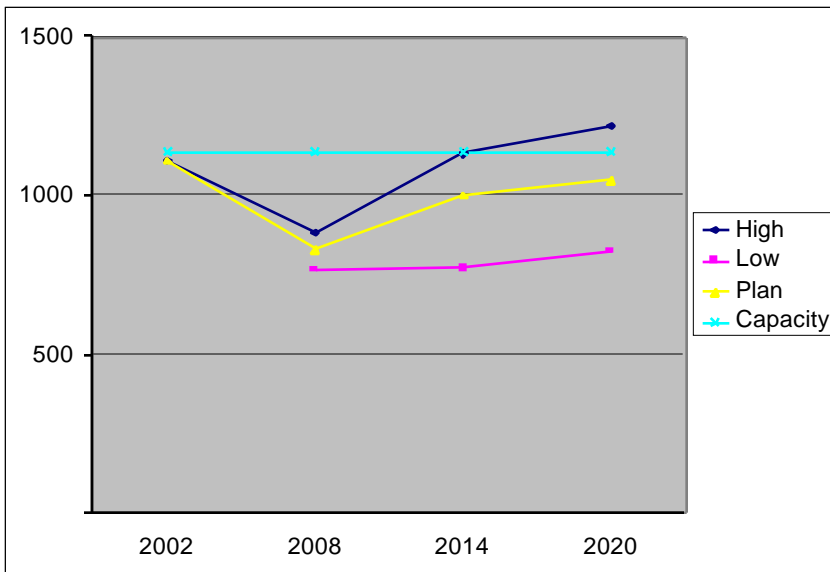
	High	Low	Plan	Capacity	Util. %
2002	976	976	976	1400	70%
2008	960	870	940	1400	67%
2014	795	644	740	1400	53%
2020	891	712	820	1400	59%

Note: Additional District Program Students: 276  
 (French Immersion: 191 in 2002)

## 7.5 JOHN BARSBY ZONE

Some anticipated housing growth, mainly in the Chase River area, will offset the impact that demographic shifts will have on enrolments. As indicated in Figure 35, the current elementary capacity will be at approximately the right level for the long term, although declining enrolment over the next five years will be significant.

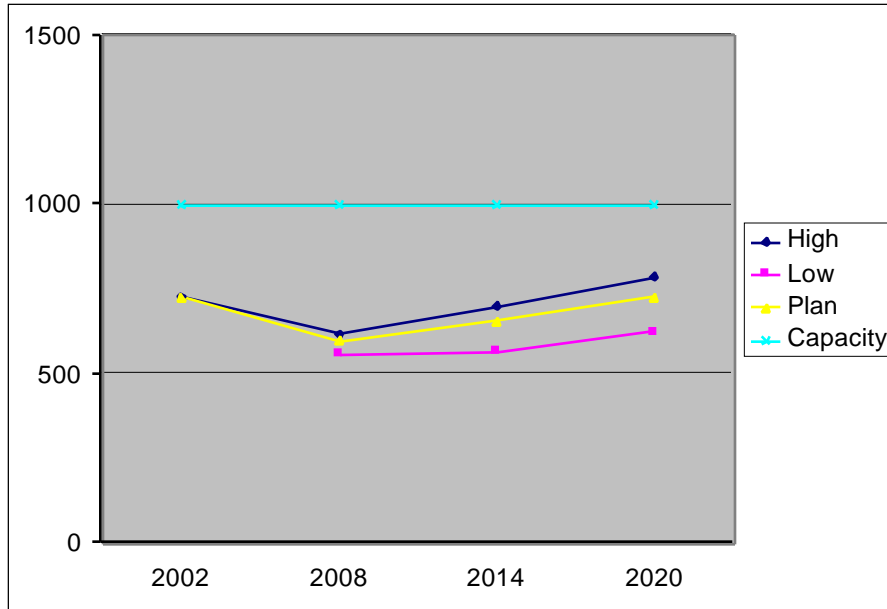
**Figure 35: Option 1, John Barsby Zone, Grades 1/7**



	High	Low	Plan	Capacity	Util. %
2002	1112		1112	1138	98%
2008	884	767	830	1138	73%
2014	1134	770	1000	1138	88%
2020	1218	826	1050	1138	92%

As shown in Figure 36, current spare capacity at John Barsby Secondary will become more marked over the next five years before enrolment growth resumes. The likelihood of its enrolment every reaching its capacity of 1000 seems minimal.

**Figure 36: Option 1, John Barsby Zone, Grades 8/12**



	High	Low	Plan	Capacity	Util. %
2002	729		729	1000	73%
2008	621	563	600	1000	60%
2014	702	569	660	1000	66%
2020	787	629	730	1000	73%

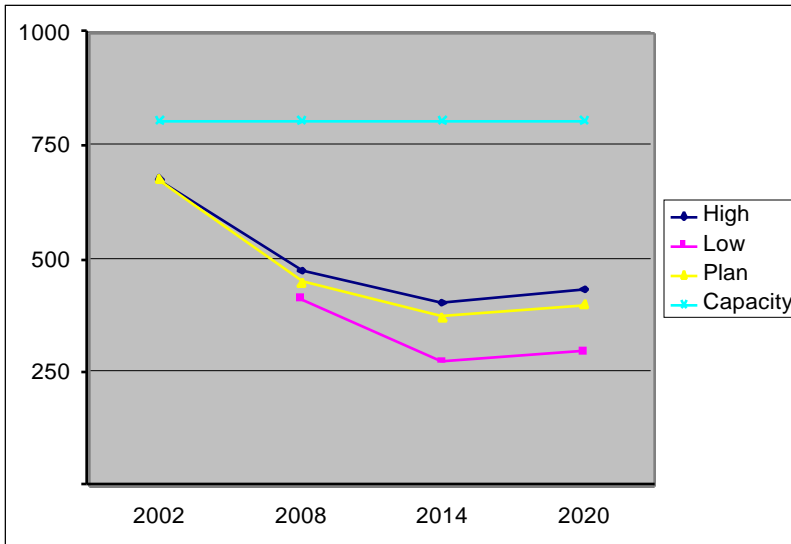
Note: Additional District Program Students: 60

## 7.6 CEDAR ZONE

While Cedar Village will see some limited housing growth in the next few years, the majority of this zone is outside the Urban Containment Boundary. Growth is therefore restricted by the Regional Growth Strategy. When this is linked to demographic shifts, the result is significant declines in enrolment, and resulting spare capacity.

At the elementary level, declines in the next five years will reduce utilization to 56%, as indicated in Figure 35. It is not projected to increase beyond that level through the end of the planning period.

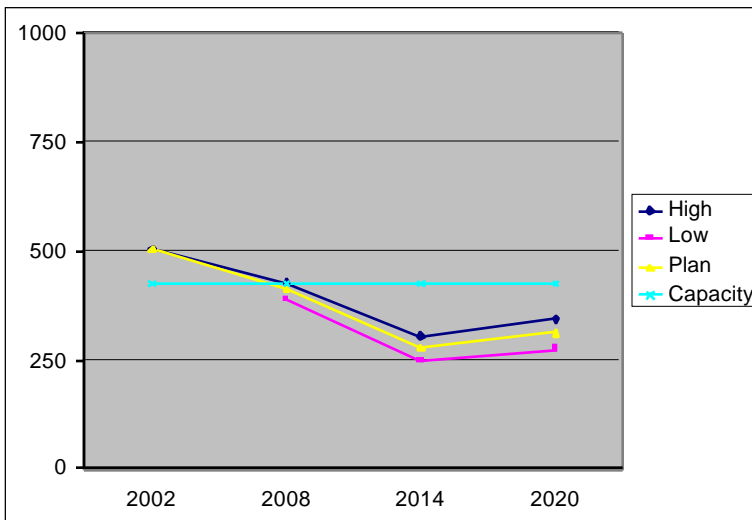
**Figure 37: Option 1, Cedar Zone, Grades 1/7**



	High	Low	Plan	Capacity	Util. %
2002	679	679	679	809	84%
2008	476	413	450	809	56%
2014	405	275	375	809	46%
2020	435	295	400	809	49%

As shown in Figure 38, the same declines will be felt at the secondary school. The estimated enrolment of 415 by 2008 will likely decline to below 300 by 2014. The viability of the school, both educationally and economically, must be questioned.

**Figure 38: Option 1, Cedar Zone, Grades 8/12**



	High	Low	Plan	Capacity	Util. %
2002	506	506	506	425	119%
2008	429	389	415	425	98%
2014	307	249	280	425	66%
2020	345	276	315	425	74%

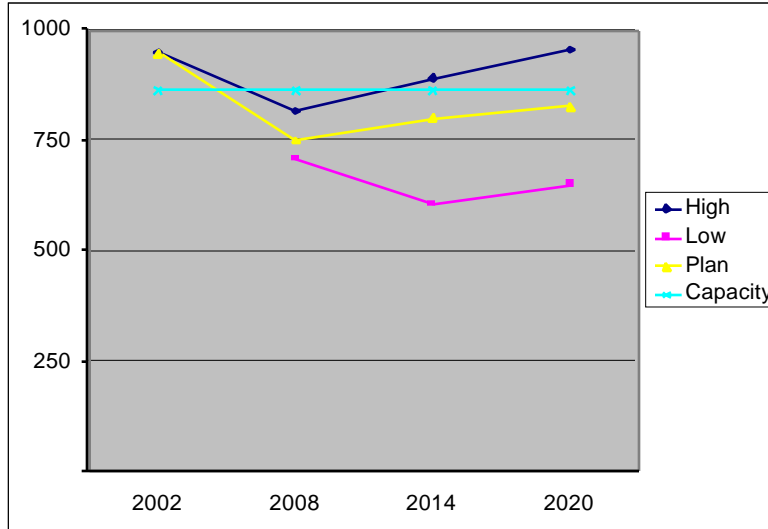
Note: Additional District Program Students: 1

## 7.7 LADYSMITH ZONE

New housing developments in Ladysmith, coming on stream at various dates over the next 20 years, will offset demographic shifts, although they will still be noticeable. The current over-enrolment at both levels also helps this zone avoid the effects of enrolment change.

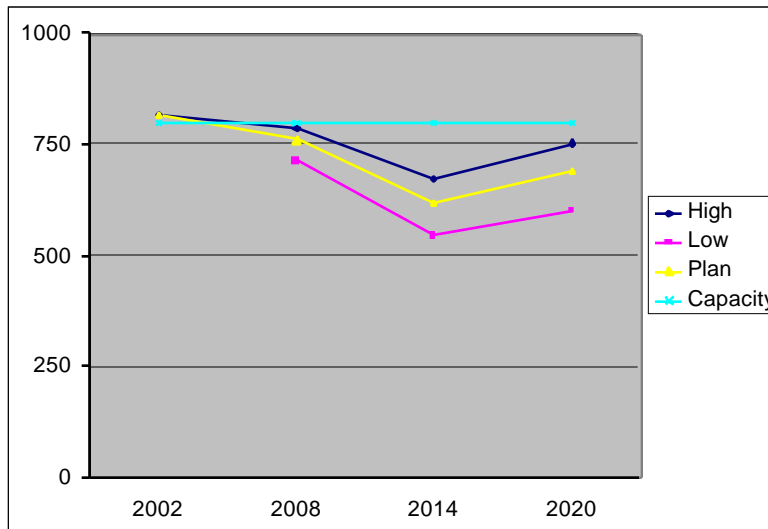
Current capacity levels would seem to be approximately correct for both elementary and secondary levels, as indicated by Figures 39 and 40.

**Figure 39: Option 1, Ladysmith Zone, Grades 1/7**



	High	Low	Plan	Capacity	Util. %
2002	947	947	947	862	110%
2008	816	708	750	862	87%
2014	891	605	800	862	93%
2020	957	649	825	862	96%

**Figure 40: Option 1, Ladysmith Zone, Grades 8/12**



	High	Low	Plan	Capacity	Util. %
2002	818		818	800	102%
2008	787	713	760	800	95%
2014	673	545	620	800	78%
2020	754	603	690	800	86%

Note: Additional District Program Students: 41

## 7.8 ASSESSMENT AGAINST EVALUATION CRITERIA

Educational Outcomes	<ul style="list-style-type: none"> <li>• Overcrowding at many schools will limit access to facilities like gyms and resources such as computers.</li> <li>• Low enrolments at other schools will limit the ability of the District, especially at the secondary level, to deliver specialty programs.</li> <li>• Once the utilization level goes down, the Ministry will no longer fund capital projects such as school renovations, which will mean students will be learning in less than acceptable conditions.</li> <li>• The ability of the District to continue operating small, indeed all schools will be questioned.</li> <li>• Many crowded schools will be forced to operate on extended days.</li> <li>• There will be objections from parents and students, with some students suffering overcrowding and some lack of resources and programs.</li> <li>• Schools will not be operating within the capacity limits set by the Board.</li> <li>• Some students will be forced to travel outside their catchment areas to attend school, with resulting disruption of their social and academic lives, extra-curricular activities, etc.</li> <li>• The District's ability to maintain Inner City programs will be compromised.</li> <li>• Overcrowding in schools will increase inter-personal confrontations and bullying.</li> </ul>
Ease of Implementation	<ul style="list-style-type: none"> <li>• Do nothing' strategies are easy to implement.</li> </ul>
Economic Impacts	<ul style="list-style-type: none"> <li>• The lack of action on school closures will limit the District's abilities to balance its operating budget.</li> </ul>

## 8. OPTION 2 – RETAINING THE K/7, 8/12 CONFIGURATION

The aim of the District is to meet or exceed the Ministry's minimum District-Wide utilization threshold, as outlined in the Ministry's *2003/04 Five-Year Capital Plan Instructions*. This generally requires a District-wide average utilization of 95% of their overall school operating capacity.

**This option explores possible actions the District could take in order to meet this target, while retaining the current K/7, 8/12 grade configuration. It identifies potential new construction and school expansion projects, as well as school closures. This is in no way intended to imply that these actions should be taken, or that they represent the only viable approach to addressing the issue. Alternative approaches may be preferable for a variety of reasons. It is anticipated that these will be discussed as part of the stakeholder consultation process.**

Each zone will be examined separately, with capital costs presented in Section 10. The review of the option concludes with an assessment of how well it meets the evaluation criteria outlined earlier in this report.

### 8.1 DOVER BAY ZONE

New housing developments in the Dover Bay zone will continue to bring new students to both elementary and secondary schools. In the next five years, elementary enrolments will grow modestly, while the secondary school will add another 300 students. In the following ten years, to 2014 and 2020, the secondary enrolments will not increase very much, but growth in elementary enrolments will resume.

The enrolments projected for 2008, 2014 and 2020, together with the current (2002) school operating capacities, are shown in Figure 41.

**Figure 41: Option 2, Enrolment Projections, Dover Bay Zone**

Schools	Op. Cap.		2002		2008	2014	2020
Elementary (K/7)	K	1/7	K	1/7	1/7	1/7	1/7
Frank J Ney Elementary	38	186	22	224	250	303	316
Hammond Bay Elementary	0	0	0	13	0	0	0
McGirr Elementary	76	349	48	403	425	515	537
Pleasant Valley Elementary	38	326	29	255	269	326	340
Randerson Ridge Elementary	38	349	34	317	334	405	422
Rutherford Elementary	76	302	22	356	376	455	474
Seaview Elementary	76	256	23	271	286	346	361
Total (excl. Hammond Bay)	342	1768	178	1839	1940	2350	2450
Plan Projections					1940	2350	2450
Utilization (excl. Hammond Bay)				104%	110%	133%	139%
Secondary 8/12	Op. Cap.		2002	2008	2014	2020	
Dover Bay	1225		1625				
Plan Projections				1900	1800	2000	
Utilization				133%	155%	147%	163%

Note: 2002 Enrolment for Hammond Bay includes 13 English Track students.

## Implementation

Capacity clearly needs to be added in this zone. One possible approach would involve the following:

### *Next Five Years (2003/2008)*

- Construct previously approved new secondary school, with a 600 student operating capacity.

### *Following Ten Years (2009/2020)*

- Increase capacity of new secondary to 800.
- Construct six-classroom addition to Hammond Bay to accommodate a dual track program.
- Construct seven-classroom addition to Frank J. Ney, including one kindergarten room.
- Construct four-classroom addition to Seaview.
- Replace Rutherford, with four additional classrooms over its present capacity.

If these projects were to be implemented, the situation by the end of the planning period (2020) would be as shown in Figure 42. The numbers shown for Hammond Bay assume 150 English-track students will be accommodated in a new addition to be constructed between 2009 and 2020.

**Figure 42: Option 2, Projected Capacities and Utilization, Dover Bay Zone**

Schools	Op. Cap.		2002		2008	2014	2020
Elementary (K/7)	K	1/7	K	1/7	1/7	1/7	1/7
Frank J Ney Elementary	76	336	22	224	250	303	316
Hammond Bay Elementary		150		13		150	150
McGirr Elementary	76	349	48	403	425	515	537
Pleasant Valley Elementary	38	325	29	255	269	326	340
Randerson Ridge Elementary	38	349	34	317	334	405	422
Rutherford Elementary	76	402	22	356	376	455	474
Seaview Elementary	76	356	23	271	286	346	361
Total (excl. Hammond Bay)	342	2267	178	1839	1940	2350	2450
Plan Projections					1940	2350	2450
Utilization (excl. Hammond Bay)						104%	108%
Secondary 8/12	Op. Cap.		2002		2008	2014	2020
Dover Bay		1225		1625	1200	1150	1200
New Secondary		800			700	650	800
Total		2025			1900	1800	2000
Plan Projections					1900	1800	2000
Utilization				133%	94%	89%	99%

Note: 2002 Enrolment for Hammond Bay includes 13 English Track students.

There will be slightly less elementary capacity than required, but this can be met by the use of portables. Some boundary adjustments might be necessary in order to redirect enrolment to schools with excess capacity.

## 8.2 WELLINGTON ZONE

New housing will also bring additional students to the Wellington zone, but more selectively than in the zone to the north. While there are pockets of land still to be

developed, the Linley Valley is the only major one in this zone. Consequently elementary enrolments overall will dip significantly in the next five years, while still growing in the Uplands Park catchment. Beyond 2008, student enrolments will again increase through to the end of the planning period. Secondary enrolments will oscillate around the capacity of Wellington for the whole of the period to 2020.

The enrolments projected for 2008, 2014 and 2020, together with the current (2002) school operating capacities, are shown in Figure 43.

**Figure 43: Option 2, Enrolment Projections, Wellington Zone**

Schools	Op. Cap.		2002		2008	2014	2020
Elementary K/7	K	1/7	K	1/7	1/7	1/7	1/7
Coal Tye Elementary	38	279	41	276	179	225	238
Departure Bay Elementary	38	256	25	234	158	199	210
Mount Benson Elementary	38	186	22	210	147	186	196
Rock City Elementary	76	279	31	298	200	252	266
Uplands Park Elementary	38	325	30	285	368	464	490
<b>Total</b>	<b>228</b>	<b>1325</b>	<b>149</b>	<b>1303</b>	<b>1050</b>	<b>1325</b>	<b>1400</b>
Plan Projections					1050	1325	1400
Utilization				98%	79%	100%	106%
Secondary ( 8/12)	Op. Cap.		2002	2008	2014	2020	
Wellington	900		1002				
Plan Projections				940	890	980	
Utilization			111%	104%	99%	109%	

### Implementation

#### Next Five Years (2003/2008)

- While elementary enrolments will decline to 79% of capacity, it is projected to be a temporary phenomenon and no actions are proposed.

#### Following Ten Years (2009/2020)

One possible approach would involve the following:

- Construct five-classroom addition to Uplands Park, probably between 2009 and 2014.

If these projects were to be implemented, the situation by the end of the planning period (2020) would be as shown in Figure 44.

**Figure 44: Option 2, Projected Capacities and Utilization, Wellington Zone**

Schools	Op. Cap.		2002		2008	2014	2020
Elementary K/7	K	1/7	K	1/7	1/7	1/7	1/7
Coal Tye Elementary	38	279	41	276	179	225	238
Departure Bay Elementary	38	256	25	234	158	199	210
Mount Benson Elementary	38	186	22	210	147	186	196
Rock City Elementary	76	279	31	298	200	252	266
Uplands Park Elementary	76	425	30	285	368	464	490
<b>Total</b>	<b>266</b>	<b>1425</b>	<b>149</b>	<b>1303</b>	<b>1050</b>	<b>1325</b>	<b>1400</b>
Plan Projections					1050	1325	1400
Utilization						93%	98%
Secondary ( 8/12)	Op. Cap.		2002	2008	2014	2020	
Wellington	900		1002				
Plan Projections				940	890	980	
Utilization			111%	104%	99%	109%	

### 8.3 WOODLANDS ZONE

Enrolment projections for all the schools in the Woodlands zone show a decline over the next 20 years. The elementary decline is quite marked in the next five years, while it takes ten years to have its full effect on the secondary enrolments.

The enrolments projected for 2008, 2014 and 2020, together with the current (2002) school operating capacities, are shown Figure 45.

**Figure 45: Option 2, Enrolment Projections, Woodlands Zone**

Schools	Op. Cap.		2002		2008	2014	2020
Elementary (K/7)	K	1/7	K	1/7	1/7	1/7	1/7
Brechin Elementary	38	186	21	186	138	116	122
Cilaire Elementary	38	186	19	170	126	106	111
Dufferin Crescent Elementary	38	209	26	196	145	123	128
Forest Park Elementary	38	302	41	242	179	151	158
Princess Anne Elementary	38	93	13	85	63	53	56
Quarterway Elementary English	76	325	16	109	88	88	95
Total (including Quarterway)	266	1301	136	988	738	638	670
Total (excluding Quarterway)	190	976					
Plan Projections					738	638	670
Utilization (including Quarterway)					76%	57%	52%
Utilization (excluding Quarterway)					101%	76%	69%
Sec. 8/12	Op. Cap.		2002	2008	2014	2020	
Woodlands	700		725				
Plan Projections					610	440	480
Utilization					104%	87%	69%

#### Implementation

In order to meet the Ministry's 95% utilization level requirement, elementary schools must be closed, in whole or in part. One possible approach would involve the following:

##### *Next Five Years (2003/2008)*

- Close two of the five elementary schools in this zone. Of the five, Princess Anne is the smallest and is close to Cilaire. It could be closed by 2008, earlier if some of Cilaire's northern students are redirected through a boundary change to Departure Bay. Dufferin Crescent is in worse condition than Brechin, which was renovated in 1993. It is also more central within the overall zone.
- Quarterway's English stream of students could also be closed, although not all three closures could occur before 2008 without some of the students being directed to elementary schools outside this zone.

##### *Following Ten Years (2009/2020)*

- The issue of Woodlands will need to be addressed within the planning period. Its enrolment will hold for a few years, but will decline significantly between 2008 and 2014. Its viability as a secondary school with less than 500 students, given its general lack of 'appeal', must make it a candidate for closure, with its students attending NDSS or Wellington. However, Wellington could not absorb many additional students without shifting some of its students north.
- Another option would be to renovate it as a small secondary 'school of choice' or magnet school with a unique program focus in order to keep its enrolment above 500 students.

If these projects were to be implemented, the situation by the end of the planning period (2020) would be as shown in Figure 46.

**Figure 46: Option 2, Capacities and Utilization, Woodlands Zone**

Schools	Op. Cap.		2002		2008	2014	2020
Elementary (K/7)	K	1/7	K	1/7	1/7	1/7	1/7
Brechin Elementary	38	186	21	186	188	166	172
Cilaire Elementary	38	186	19	170	186	160	170
Dufferin Crescent Elementary	0	0	26	196	0	0	0
Forest Park Elementary	38	302	41	242	276	224	233
Princess Anne Elementary	0	0	13	85	0	0	0
Quarterway Elementary English	0	0	16	109	88	88	95
Total (including Quarterway)	114	674	136	988	738	638	670
Plan Projections					738	638	670
Utilization (including Quarterway)					109%	95%	99%
Sec. 8/12	Op. Cap.		2002		2008	2014	2020
Woodlands		700		725			
Plan Projections					610	440	480
Utilization					104%	87%	63%

## 8.4 NDSS ZONE

Enrolment at the feeder schools for NDSS is projected to decline significantly in the next five years, but stabilize and increase slightly from 2008 through 2020. NDSS has always had programs that draw from the whole district, as well as a regular enrolment drawing from its elementary feeder schools. This regular secondary enrolment will decline between 2008 and 2014.

Projected enrolments, together with the current (2002) school operating capacities, are shown in Figure 47. The secondary enrolment noted here is only for the 'regular' programs, while the capacity is for all programs. This explains the low utilization levels.

**Figure 47: Option 2, Enrolment Projections, NDSS Zone**

Schools	Op. Cap.		2002		2008	2014	2020
Elementary (K/7)	K	1/7	K	1/7	1/7	1/7	1/7
Fairview Elementary	76	372	41	322	259	259	281
Gabriola Elementary	38	232	26	208	168	168	182
Mountain View Elementary	76	325	32	391	315	315	342
Total	190	929	99	921	742	742	805
Plan Projections					742	742	805
Utilization					99%	80%	80%
87%							
Sec. 8/12	Op. Cap.		2002		2008	2014	2020
NDSS		1400		976			
Plan Projections					940	740	820
Utilization					70%	67%	53%
59%							

### Implementation

One possible approach would involve the following:

*Next Five Years (2003/2008)*

- No action will be necessary, although all of the schools in this zone would be able to absorb additional enrolment.

Following Ten Years (2009/2020)

- No action will be necessary.

If these projects were to be implemented, the situation by the end of the planning period (2020) would be as shown in Figure 48. As above, the secondary enrolment noted here is only for the 'regular' programs, while the capacity is for all programs. This explains the low utilization levels.

**Figure 48: Option 2, Projected Capacities and Utilization, NDSS Zone**

Schools	Op. Cap.		2002		2008	2014	2020
Elementary (K/7)	K	1/7	K	1/7	1/7	1/7	1/7
Fairview Elementary	76	372	41	322	259	259	281
Gabriola Elementary	38	232	26	208	168	168	182
Mountain View Elementary	76	325	32	391	315	315	342
Total	190	929	99	921	742	742	805
Plan Projections					742	742	805
Utilization				99%	80%	80%	87%
Sec. 8/12	Op. Cap.		2002	2008	2014	2020	
NDSS	1400		976				
Plan Projections				940	740	820	
Utilization				70%	67%	53% 59%	

## 8.5 JOHN BARSBY ZONE

Elementary enrolments in the John Barsby zone decline over the next five years but rebound from there, in part due to the development of new housing. Most will be built south of the Parkway, feeding to Chase River Elementary. There will also be some new housing construction in the Downtown core. However, this area is more likely to attract retirees or young couples, and is unlikely to yield many school age students.

Secondary age student numbers hold reasonably steady, largely since the new housing will come on stream at a time (2008/2014) when enrolments would otherwise decline markedly. Even so, the current enrolment of 729 regular students is still well below the school's capacity of 1000. This enrolment level is unlikely to reoccur until around 2020.

Projected enrolments projected for 2008, 2014 and 2020, together with the current (2002) school operating capacities, are shown in Figure 49.

**Figure 49: Option 2, Enrolment Projections, John Barsby Zone**

Schools	Op. Cap.		2002		2008	2014	2020
Elementary (K/7)	K	1/7	K	1/7	1/7	1/7	1/7
Bayview Elementary	38	209	24	194	145	150	158
Chase River Elementary	38	162	23	183	136	210	221
Georgia Avenue Elementary	76	419	37	416	310	360	378
Park Avenue Elementary	38	279	33	251	187	210	221
Princess Royal Elementary	38	69	5	70	52	70	74
Total	228	1138	122	1114	830	1000	1050
Plan Projections					830	1000	1050
Utilization				98%	73%	88%	92%
Secondary 8/12	Op. Cap.		2002	2008	2014	2020	
John Barsby	1000		729				
Plan Projections				600	660	730	
Utilization				73%	60%	66% 73%	

## Implementation

One possible approach would involve the following:

*Next Five Years (2003/2008)*

- Close Princess Royal. All of its students can be accommodated at Bayview by 2008. Consider using the Band School for all K/3 First Nations students.

*Following Ten Years (2009/2020)*

- Use boundary adjustments to keep Chase River, Park Avenue (and Cinnabar) at their existing capacities, without the need for any additions.

If these projects were to be implemented, the situation by the end of the planning period (2020) would be as shown in Figure 50.

**Figure 50: Projected Capacities and Utilization, John Barsby Zone**

Schools	Op. Cap.		2002		2008	2014	2020
Elementary (K/7)	K	1/7	K	1/7	1/7	1/7	1/7
Bayview Elementary	38	209	24	194	197	220	231
Chase River Elementary	38	162	23	183	136	210	221
Georgia Avenue Elementary	76	419	37	416	310	360	378
Park Avenue Elementary	38	279	33	251	187	210	221
Princess Royal Elementary	0	0	5	70	0	0	0
<b>Total</b>	<b>190</b>	<b>1069</b>	<b>122</b>	<b>1114</b>	<b>830</b>	<b>1000</b>	<b>1050</b>
Plan Projections					830	1000	1050
Utilization				0%	78%	94%	98%
Secondary (8/12)	Op. Cap.		2002	2008	2014	2020	
John Barsby		1000	729				
Plan Projections				600	660	730	
Utilization				73%	60%	66%	73%

## 8.6 CEDAR ZONE

Significant enrolment declines are projected in the Cedar zone, at both elementary and secondary levels. Some new housing will come in Cedar Village once the sewer extension is in place. There is also some land in the Cinnabar area that will be developed for single family housing. However their impact on the declining trends in enrolment will be minimal.

The enrolments projected for 2008, 2014 and 2020, together with the current (2002) school operating capacities, are shown in Figure 51.

**Figure 51: Option 2, Enrolment Projections, Cedar Zone**

Schools	Op. Cap.		2002		2008	2014	2020
Elementary (K/7)	K	1/7	K	1/7	1/7	1/7	1/7
Cinnabar Elementary	38	209	23	155	102	85	91
South Wellington Elementary	38	69	10	88	58	48	52
Woodbank Elem - Cedar Inter	38	531	53	438	289	241	257
<b>Total</b>	<b>114</b>	<b>809</b>	<b>86</b>	<b>681</b>	<b>450</b>	<b>375</b>	<b>400</b>
Plan Projections					450	375	400
Utilization				84%	56%	46%	49%
Secondary (8/12)	Op. Cap.		2002	2008	2014	2020	
Cedar		425	506				
Plan Projections				415	280	315	
Utilization				119%	98%	66%	74%

## Implementation

One possible approach would involve the following:

### Next Five Years (2003/2008)

- Close South Wellington Elementary and allow students to attend other schools of their choice
- Close Woodbank Primary and consolidate students into Cedar Intermediate.

### Following Ten Years (2009/2020)

- The future of Cedar Secondary as a full 8/12 school must be evaluated as the enrolment declines over the 2008 to 2014 period, if not before.

If these proposals were to be implemented, the situation by the end of the planning period (2020) would be as shown in Figure 52.

**Figure 52: Option 2, Projected Capacities and Utilization, Cedar Zone**

Schools	Op. Cap.		2002		2008	2014	2020
Elementary (K/7)	K	1/7	K	1/7	1/7	1/7	1/7
Cinnabar Elementary	38	209	23	155	161	134	143
South Wellington Elementary	0	0	10	88	0	0	0
Cedar Intermediate (K-7)	38	275	53	438	289	241	257
<b>Total</b>	<b>76</b>	<b>484</b>	<b>86</b>	<b>681</b>	<b>450</b>	<b>375</b>	<b>400</b>
Plan Projections					450	375	400
Utilization					93%	77%	83%
Secondary (8/12)	Op. Cap.		2002		2008	2014	2020
Cedar		425		506			
Plan Projections					415	280	315
Utilization					119%	98%	74%

## 8.7 LADYSMITH ZONE

Ladysmith schools, both elementary and secondary, are slightly over capacity at present. Continuing building in the community over the next 15 years will bring new students who will minimize the declines in enrolment at both levels. While enrolment at both levels initially declines, by the end of the planning period both are reasonably close to the Ministry's 95% utilization level.

The enrolments projected for 2008, 2014 and 2020, together with the current (2002) school operating capacities, are shown in Figure 53.

**Figure 53: Option 2, Enrolment Projections, Ladysmith Zone**

Schools	Op. Cap.		2002		2008	2014	2020
Elementary (K/7)	K	1/7	K	1/7	1/7	1/7	1/7
Davis Road Elementary	38	93	10	116	92	98	101
Ladysmith Primary-Intermediate	76	468	82	598	474	505	521
North Oyster Elementary	76	232	24	151	120	128	132
Waterloo Elementary	38	69	11	82	65	69	71
<b>Total</b>	<b>228</b>	<b>862</b>	<b>127</b>	<b>947</b>	<b>750</b>	<b>800</b>	<b>825</b>
Plan Projections					750	800	825
Utilization					110%	87%	93%
Secondary (8/12)	Op. Cap.		2002		2008	2014	2020
Ladysmith		800		818			
Plan Projections					760	620	690
Utilization					102%	95%	86%

## Implementation

One possible approach would involve the following:

*Next Five Years (2003/2008):*

- Close Waterloo, with its enrolment accommodated at North Oyster.

*Following Ten Years (2009/2020)*

- Replace Ladysmith Intermediate with a new K/7 elementary school. Consideration could be given to a possible consolidation with Ladysmith Primary.
- If these proposals were to be implemented, the situation by the end of the planning period (2020) would be as shown in Figure 54.

**Figure 54: Option 2, Projected Capacities and Utilization, Ladysmith Zone**

Schools	Op. Cap.		2002		2008	2014	2020
Elementary (K/7)	K	1/7	K	1/7	1/7	1/7	1/7
Davis Road Elementary	38	93	10	116	92	98	101
Ladysmith Primary-Intermediate	76	468	82	598	474	505	521
North Oyster Elementary	76	232	24	151	185	197	203
<i>Waterloo Elementary</i>	<i>0</i>	<i>0</i>	<i>11</i>	<i>82</i>	<i>0</i>	<i>0</i>	<i>0</i>
Total	190	793	127	947	750	800	825
Plan Projections					750	800	825
Utilization				119%	95%	101%	104%
Secondary (8/12)	Op. Cap.		2002	2008	2014	2020	
Ladysmith	800		818				
Plan Projections					760	620	690
Utilization				102%	95%	78%	86%

## 8.8 OPTION 2A - ALTERNATE ELEMENTARY CONFIGURATION

If the K/7 configuration is retained, it would be possible to divide it into primary and intermediate schools, or establish primary annexes to full elementary schools.

The Primary/Intermediate split is currently used in both Cedar and Ladysmith. It could be applied in many areas of the District, although the benefits of doing so are somewhat vague. It would essentially involve twinning schools, with one becoming the primary school, and one the intermediate. For example, Rock City could run a primary program and Departure Bay an intermediate program. The educational value of this approach appears to be minimal. There is also little to be gained in facility or economic terms, so this configuration has not been further explored.

Primary annexes are used in order to keep younger children closer to their homes, while using the main school as a stepping stone to secondary school. An elementary school may have one or more annexes. They would generally come under the administration of the principal of the main school, but would have their own custodian, secretary, etc.

Some situations in the district where they could be used include:

- Establishing a regular primary program at Hammond Bay, with students moving to Frank J. Ney in grade 4.
- Establishing a primary annex on a new site in Linley Valley, to minimize walking distances for students attending Randerson Ridge or Uplands Park.
- Designating almost any school in the Wellington and Woodlands zones as a primary annex to a neighbouring school. More than one school could operate as

an annex. For example, Brechin could be an annex to Dufferin. This also applies to small schools in the NDSS and John Barsby zones. For example, Bayview could be an annex to Georgia Avenue.

Alternatively, this could apply would be where it was feasible to run primary classes in a non-district owned building. This is currently the case for K/2 students on the First Nations Reserve in the Princess Royal catchment area, who can attend the Band School for these early grades.

Another situation where this might be made to work is where a local government authority were keen to maintain a school in a small community, and were prepared to subsidize the facility costs of two classrooms, provide access to a gymnasium, such as in a community centre. This approach might make the goal of 'complete communities' more achievable. Examples of where this might occur would be any of the small communities in the RDN area such as South Wellington, Waterloo, and Extension.

The twin bottom line on all of these options is cost and educational viability. While this report is not examining either of these as a central element (both are peripheral to facility issues), there would not seem to be any situation in the District where splitting primary and intermediate students would enhance the delivery of services.

## 8.9 OPTION 2B - MINIMIZING CAPITAL PROJECTS

Facility issues have been identified on a zone by zone basis. This analysis has identified overcrowding in the north of the District and spare capacity in the centre and south. The solutions proposed include both new schools and additions to existing schools as a way of addressing overcrowding, and school closures to address long-term over capacity situations. This begs the question: to what extent can students be moved from the overcrowded north to the empty spaces in the centre and south?

At the elementary level, the District's commitment to the neighbourhood school is quite strong, and the prospect of busing students to empty spaces is unlikely to be acceptable. The establishment of attractive district programs is one way of moving students, but the recent decision to start a French Immersion program at Hammond Bay speaks to the commitment of the Board to provide district programs close to the home.

However, the relocation of this program to a less crowded area would allow the use of Hammond Bay for regular programs. Few districts offer magnet schools in the elementary years, but consideration might be given by this Board to establishing a partnership with, for example, the Conservatory of Music, to create in essence a music education magnet elementary school. The same approach could be used for dance, gymnastics or the fine arts together. The key to implementation would be finding the right partner(s).

The magnet school approach may well have more chance of success at the secondary level. Other school districts have used this approach primarily as a way of focusing and strengthening curricular offerings, rather than as a facility planning approach. The school that stands out as being 'right' for this approach is Woodlands.

Firstly, the school parent community has started to look at this as a possible response to the school's small size. Secondly, they realize that it is a way of bringing 'appeal' to a school that is lacking in this regard. Thirdly, they feel that this approach will keep

the enrolment up at a time when it might otherwise decline. On all three points they are probably correct.

This magnet approach could work, or be further enhanced, at other secondary schools:

- NDSS could build on its technical programs and links with Malaspina College.
- John Barsby could focus on its career preparation programs.

Another strategy for moving secondary students from overcrowded schools would be to change the feeder elementary patterns. There are several limitations to this approach:

- It is hard to make students walk to a school that is farther away than another one. Obviously where students are already bused, it is easier to make the change.
- Students are attracted to newer schools.

Students and their parents have, by provincial edict, 'choice'. This implies that the District's role is to provide space where students and their parents choose.

Notwithstanding this, there are some options that could be pursued:

- Make Hammond Bay a feeder school to Wellington, rather than Dover Bay. At present this would only apply to those French Immersion students opting for a regular program in grade 8, but could be instituted if and when a regular program is re-established at the school.
- Make Pleasant Valley a feeder school for Wellington, rather than Dover Bay. This would involve students walking over a mile, instead of less than half the distance. This strategy might be enhanced by changing boundaries to direct students living around Mostar Road from Pleasant Valley to Mt. Benson for elementary grades, with a natural progression to Wellington for grades 8/12.
- Make Coal Tyee a feeder school for Woodlands, rather than Wellington. This would involve most students in a lengthier walk, but they would not have to cross the Island Highway.
- Make Departure Bay a feeder school for Woodlands, rather than Wellington. This would not make for a longer walk for most students, but would involve crossing the Island Highway.

Further south than this, there is little to be gained from changing boundaries.

How likely are these options to be successful? While it does not appear that they have been discussed with parents at the schools, it seems unlikely that the Dover Bay/Wellington shifts would be successful. The same is true for Woodlands, as long as it remains a school lacking in facility and/or program 'appeal'.

However, if Woodlands were renovated, and a new program image created for it, then more parents might make that shift, coming from two directions: Hammond Bay/Departure Bay, and Coal Tyee. Could this be effective in adding back the 200 students that it needs? That is hard to tell.

Another strategy may be to relocate the French Immersion secondary program to Woodlands as part of program changes. However, this would not take students away from Dover Bay or Wellington, but from NDSS, which also has a need for students rather than space.

## 8.10 ASSESSMENT AGAINST EVALUATION CRITERIA

An initial assessment has been made of the degree to which Option 2 conforms to the evaluation criteria described in Section 6. The results are presented in Figure 55. They are based on the changes to the existing school configuration identified above. Specific items could change if alternative approaches are pursued.

**Figure 55: Evaluation of Option 2**

Educational Outcomes	<ul style="list-style-type: none"> <li>• Implementation of this option would provide space and learning resources for all students.</li> <li>• Whether it is a better educational option than that involving a change to middle schools is a matter of educational debate, not a facility planning issue. It is, however, central to this facility decision making.</li> </ul>
Social Benefits	<ul style="list-style-type: none"> <li>• The neighbourhood school concept is generally reinforced within this option, although disrupted by school closures.</li> <li>• The historic flows of students from elementary to secondary schools are respected, unless boundary changes are initiated in the Dover Bay/Wellington/Woodlands area.</li> <li>• General upgrading of buildings improves student safety.</li> </ul>
Ease of Implementation	<ul style="list-style-type: none"> <li>• The disruptive impacts of grade configuration change are avoided.</li> <li>• The Ministry has already approved the primary project proposed for the next five years, construction of the new north secondary school. This should facilitate implementation.</li> </ul>
Economic Impacts	<ul style="list-style-type: none"> <li>• Significant operating savings may be realized through the closing of several schools and the sale of sites.</li> <li>• The physical plant should be in good shape for a relatively long period of time.</li> </ul>

### **Estimated Capital Costs**

Estimated capital costs for implementing Option 2 are summarized in Section 10 and presented in greater detail in Appendix A.

## 9. OPTION 3 - MIDDLE SCHOOLS

The Terms of Reference for this study call for an evaluation of alternative grade configurations in relation to the existing K/7 and 8/12 model. Middle School configurations, as noted earlier, have considerable educational validity. The K/5, 6/8, 9/12 junior middle school model is now the norm for Vancouver Island school districts. Consequently, a decision was made by the Steering Committee not to pursue the alternative of K/6, 7/9, 10/12 senior middle schools.

Shifting to any new grade configuration is not easy. The first question that must be addressed is 'can the model be made to work in regard to facilities utilization levels'? If not, then there is little point in pursuing such a change.

**This option explores possible actions the District could take in order to meet the Ministry's utilization target, by changing to a junior middle school configuration. It identifies potential new construction and school expansion projects, as well as school closures. This is in no way intended to imply that these actions should be taken, or that they represent the only viable approach to addressing the issue. Alternative approaches may be preferable. It is anticipated that these will be discussed as part of the stakeholder consultation process.**

### 9.1 OVERVIEW OF MIDDLE SCHOOL OPTION

Moving to middle schools will require the conversion of elementary and secondary spaces and schools to middle school use. Enrolment projections for 2008 have been allocated among grades 1/5, 6/8 and 9/12 (excluding kindergarten) and matched against school capacities.

One possible reconfiguration of District schools at the middle and secondary level is illustrated in Figure 56. It compares projected enrolments for 2008 with school capacities to assess building utilization levels. Implications for elementary schools are addressed in a later part of this section.

**Figure 56: Option 3, Middle Schools, Possible School Reconfiguration**

	9/12		6/8		1/5	
	Enrolment	Capacity	Enrolment	Capacity	Enrolment	Capacity
<b>Secondary Schools</b>						
Dover Bay Secondary	1520	1225	962		1358	
Wellington Secondary	752	900	503		735	
Woodlands Secondary (converted to Middle School)	488		317	700	455	
Nanaimo District Secondary	752	1400	437		581	
John Barsby Secondary	480	1000	369		581	
Cedar Secondary (converted to Middle School)	332		218	425	315	
Totals	4324	4525	2806	1125	4025	0
Utilization	96%					
<b>Additional Required Middle Schools</b>						
North #1				600		
North #2				600		
Centre				600		
Totals			2806	2925		
Utilization	96%					
Ladysmith Secondary	608	800	377		525	

*Note: later in this report it is noted that the 'Centre' middle school will need a capacity of 700 students, not 600.*

This option appears to be viable in principle for all areas of the District excluding the Ladysmith zone.

**Ladysmith Area**

This grade configuration does not work for Ladysmith area schools. There is too much secondary capacity, and not enough grade 6/8 students for a viable middle school. Ladysmith schools have therefore been excluded from the rest of this middle school assessment.

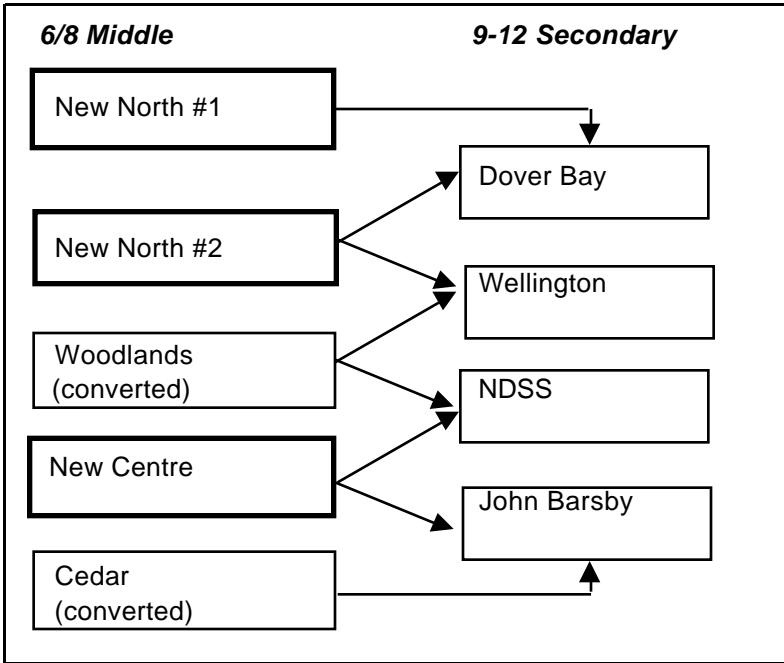
**Remainder of District**

There are projected to be 4,324 students in grades 9/12 in 2008. The capacity of the five largest secondary schools is 4,525, for a notional utilization rate of 96%.

In the remainder of the district, there are projected to be 2,806 students in grades 6/8. Given a preferred size of middle school as 600 students, the District would need five middle schools.

If the two of the secondary schools, Woodlands and Cedar, were converted to middle schools, three others would need to be built/created. Two would be needed in the north to feed Dover Bay and Wellington (identified in Figure 56 as North 1 and 2, respectively), and one in the centre of the District to serve as a feeder to NDSS. This is illustrated graphically in Figure 57.

**Figure 57: Potential Configuration of Feeder Schools**



Ideally, there would be one middle school serving as a feeder to each secondary. As indicated in Figure 57, however, there would need to be a total of five middle schools serving as feeders to four secondary schools (excluding the existing schools in Ladysmith).

This situation means that graduating grade 8 classes at three of the five middle schools would be split between two secondary schools beginning in grade 9. One response might involve attempting to stream all of the students at these three schools who attended the same elementary school to attend the same secondary school.

With this introduction, each of the six zones (excluding Ladysmith) will be reviewed to see how the overall capacity and enrolment figures might work.

## 9.2 DOVER BAY ZONE

The enrolments projected for each grade level for 2008, 2014 and 2020 and anticipated operating capacities are shown in Figure 58. The operating capacities indicated generally reflect current (2002) figures but also reflect the creation of new middle schools.

The table illustrates the implications of converting to a middle school configuration in this zone. It assumes that two middle schools are provided to serve the zone.

**Figure 58: Option 3, Middle Schools, Dover Bay Zone**

Schools	Op. Cap.		2002		2008	2014	2020	
Elementary (1/5)	K	1/7	K	1/5	1/5	1/5	1/5	
Frank J Ney Elementary	38	186	22	152	175	212	221	
Hammond Bay Elementary	0	0	0	0	0	0	0	
McGirr Elementary	76	349	48	260	298	360	376	
Pleasant Valley Elementary	38	326	29	178	188	228	238	
Randerson Ridge Elementary	38	349	34	213	234	284	296	
Rutherford Elementary	0	0	22	232	263	318	332	
Seaview Elementary	76	256	23	173	200	242	253	
Total (excl.Hammond Bay)	266	1466	178	1208	1358	1645	1715	
					Plan Projections	1358	1645	1715
					Utilization (excl.Hammond Bay)	93%	112%	117%
Schools	Op. Cap.		2002		2006	2014	2020	
Middle (6/8)		1000		6/8	6/8	6/8	6/8	
North Middle #1		600						
North Middle #2		400						
Total		1000						
					Plan Projections	962	1065	1135
					Utilization	96%	107%	114%
Schools	Op. Cap.		2002		2006	2014	2020	
Secondary (9/12)		1225		9/12	9/12	9/12	9/12	
Dover Bay		1225						
Plan Projections					Plan Projections	1520	1440	1600
Utilization					Utilization	124%	118%	131%

### Elementary Schools

Removing grades 6/8 from the elementary schools reduces the urgency of addressing current over-enrolment. It is unlikely that any new construction will be required in the next ten years. Eventually, a four-classroom addition will be required, with Frank Ney being the most likely location.

### Middle Schools

One of the existing elementary schools could be converted to a middle school. There would seem to be two alternatives:

- McGirr is a new school with a large capacity, well located within the likely pattern of feeder schools, and on main streets for ease of busing.

- Rutherford is an old school, built in many sections, which could be replaced in its entirety by a new middle school building on the same site.

Another option would be to build a new middle school to serve the most northerly elementary schools, as a feeder to Dover Bay Secondary for grades 9/12. The District-owned May Richards Bennett (Pioneer Park) site on Dickenson Road would be an option, although its location is slightly less central than either McGirr or Rutherford.

A second middle school will be required to serve the southern portion of the zone's middle school population. It would also serve students in the Wellington zone. Potential opportunities for creating this school will be addressed in that section.

The capacities of the two middle schools is primarily an educational planning issue. However, it is suggested that each should have a capacity of 600. However, only two-thirds of the capacity of the more southerly school would serve this zone.

### **Secondary School**

There are 1,311 grade 9/12 students currently attending Dover Bay. This will increase to 1520 by 2008 and 1600 by 2020. There appear to be three options for addressing this over-enrolment:

- Change catchment area boundaries to redirect students to the south. However, in this model, Wellington is also at capacity and Woodlands is converted to a middle school.
- Make Dover Bay a 10/12 school, with grade 7/9 senior middle schools and grade 6 students staying in the elementary schools. This would require the construction of more elementary space.
- Expand Dover Bay to increase its capacity to 1600 students. The Ministry will likely require the school to implement an extended day before they approve this construction project. It is possible that they might only approve a project resulting in a lesser capacity.

### **Implementation**

One possible approach to addressing the above issues would involve the following:

#### *Next Five Years (2003/2008)*

- Rebuild Rutherford as a 600 capacity middle school, and demolish the present building.
- Expand Dover Bay to 1500 capacity.

#### *Following Ten Years (2009/2020)*

- Add four-classroom addition to Frank J. Ney.
- Increase capacity of Dover Bay to 1600.

## **9.3 WELLINGTON ZONE**

Figure 59 illustrates the implications of converting to a middle school configuration in this zone. It assumes that two middle schools are provided. The enrolments projected for each grade level for 2008, 2014 and 2020 are also shown in Figure 59.

The operating capacities indicated generally reflect current (2002) figures. However, they have been adjusted to reflect potential school closures (Rock City) and the conversion of Woodlands to a middle school. The existing operating capacity of 700

students for Woodlands and the proposed capacity of 600 for North Middle #2 have been split between the two existing zones that each would serve.

**Figure 59: Option 3, Middle Schools, Wellington Zone**

Schools	Op. Cap.		2002		2008	2014	2020	
Elementary (1/5)	K	1/7	K	1/5	1/5	1/5	1/5	
Coal Tye Elementary	38	279	41	218	125	158	167	
Departure Bay Elementary	38	256	25	155	110	139	147	
Mount Benson Elementary	38	186	22	143	103	130	137	
Rock City Elementary	0	0	31	208	0	0	0	
Uplands Park Elementary	38	325	30	201	257	325	343	
Total	152	1046	149	925	595	751	794	
					Plan Projections	735	928	980
					Utilization	70%	89%	94%
Schools	Op. Cap.		2002		2006	2014	2020	
Middle Schools (6/8)		600		6/8	6/8	6/8	6/8	
North Middle #2		200						
Woodlands Conversion		400						
Total		600						
					Plan Projections	503	576	616
					Utilization	84%	96%	103%
Schools	Op. Cap.		2002		2006	2014	2020	
Secondary 9/12		900		9/12	9/12	9/12	9/12	
Wellington		900		760				
					Plan Projections	752	712	784
					Utilization	84%	79%	87%

### Elementary Schools

If one elementary is converted to a middle school, there is still sufficient capacity for all the zone's K/5 students through to the end of the planning period (2020). If a middle school were built on a new site, one elementary school would need to be closed.

Uplands Park Elementary, due to its location close to the Linley Valley, will gain an increasing share of the elementary students in this zone. However, it is likely that it will not need an addition to handle this increased share.

### Middle Schools

Woodlands would be converted to a middle school to serve students in the southern part of this zone. Given that the other middle school would serve as a feeder to both Wellington and Dover Bay, it should be located as far north as possible within the zone. Potential alternatives include the following:

- Mt. Benson could be demolished and the site used for a middle school.
- Rock City could be converted to a middle school, through an addition and renovations.
- Rock City could be demolished and the site used for a middle school.
- A new middle school could be built on the unused part of the Uplands Park site.

### Secondary School

Wellington has the capacity for all the 9/12 students in the zone, with a small amount of extra capacity to take students from either the Dover Bay or Woodlands zones.

## Implementation

One possible approach to addressing the above issues would involve the following:

### Next Five Years (2003/2008)

- Build a new middle school on the Uplands Park site.
- Close Rock City Elementary, with the majority of students redirected to Departure Bay Elementary.

### Following Ten Years (2009/2020)

- No actions required.

## 9.4 WOODLANDS ZONE

Figure 60 illustrates the implications of converting to a middle school configuration in this zone. It assumes that Woodlands would be converted to a middle school to serve the zone, and that secondary students would be redirected to Wellington and NDSS. It shows the enrolments projected for each grade level for 2008, 2014 and 2020.

The operating capacities indicated generally reflect current (2002) figures. However, they have been adjusted to reflect potential school closures (Dufferin Crescent, Princess Anne, and Quarterway English Track), and the conversion of Woodlands to a middle school. The existing operating capacity of 700 students for Woodlands has been split between the two existing zones (Wellington and Woodlands) that it would serve as a middle school.

**Figure 60: Option 3, Middle Schools, Woodlands Zone**

Schools	Op. Cap.	2002	2008	2014	2020
<b>Elementary (1/5)</b>	<b>K 1/7</b>	<b>K 1/5</b>	<b>1/5</b>	<b>1/5</b>	<b>1/5</b>
Brechin Elementary	38 186	21 129	174	155	162
Cilaire Elementary	38 186	19 108	132	111	117
<i>Dufferin Crescent Elementary</i>	0 0	26 137	0	0	0
Forest Park Elementary	38 302	41 178	210	180	190
<i>Princess Anne Elementary</i>	0 0	13 62	0	0	0
<i>Quarterway Elementary English</i>	0 0	16 81	0	0	0
<b>Total</b>	<b>114 674</b>	<b>136 695</b>	<b>516</b>	<b>446</b>	<b>469</b>
Plan Projections			516	446	469
Utilization		103%	77%	66%	70%
<b>Schools</b>	<b>Op. Cap.</b>	<b>2002</b>	<b>2008</b>	<b>2014</b>	<b>2020</b>
<b>Middle - 6/8</b>		<b>6/8</b>	<b>6/8</b>	<b>6/8</b>	<b>6/8</b>
Middle #3 - Woodlands	300				
<b>Total</b>	<b>300</b>	<b>411</b>			
Plan Projections			343	279	297
Utilization		137%	114%	93%	99%
<b>Schools</b>	<b>Op. Cap.</b>	<b>2002</b>	<b>2008</b>	<b>2014</b>	<b>2020</b>
<b>Sec. - 9/12</b>		<b>9/12</b>	<b>9/12</b>	<b>9/12</b>	<b>9/12</b>
Woodlands - to NDSS and Wellington	0	579			
Plan Projections			488	352	384
Utilization			n/a	n/a	n/a

### Elementary Schools

The gap between elementary school capacity and enrolment noted for Option 2 widens with a move to K/5 elementary schools, and the relocation of grade 6/7 students to middle schools. At least two schools, probably Dufferin Crescent and

Princess Anne, would need to be closed. The English Track at Quarterway could also be phased out.

### **Middle School**

Woodlands would be renovated to provide a 700 capacity middle school, drawing approximately 300 students from the existing catchment area and 400 from the Wellington zone. Making it the location of a middle school French Immersion program would increase its enrolment and utilization.

### **Secondary School**

NDSS would be the 9/12 school for students in this zone. Students from the Forest Park elementary area could have the option of attending Wellington.

### **Implementation**

One possible approach to addressing the above issues would involve the following:

#### *Next Five Years (2003/2008)*

- Renovate Woodlands as a 700 capacity middle school.
- Close Dufferin Crescent and Princess Anne Elementaries, and the English Track at Quarterway.

#### *Following Ten Years (2009/2020)*

- No actions required.

## **9.5 NDSS ZONE**

The enrolments projected for each grade level for 2008, 2014 and 2020 and anticipated operating capacities are shown in Figure 61. The operating capacities indicated generally reflect current (2002) figures but have been adjusted to reflect potential school closures, construction of new schools, the conversion of existing schools to an alternate grade model, or changes in zone configurations.

Figure 61 illustrates the implications of changing to a middle school configuration, with Georgia Avenue being converted to a middle school to serve the zone.

**Figure 61: Option 3, Middle Schools, NDSS Zone**

Schools	Op. Cap.		2002		2008	2014	2020
<b>Elementary (1/5)</b>	K	1/7	K	1/5	1/5	1/5	1/5
Fairview Elementary	76	372	41	218	223	223	244
Gabriola Elementary	38	232	26	132	105	105	114
Mountain View Elementary	76	325	32	261	192	192	205
Total	190	929	99	611	520	520	563
Plan Projections					520	520	563
Utilization					56%	56%	61%
Note: students to Fairview from Georgia Ave catchment					70	84	88
<b>Schools</b>	<b>Op. Cap.</b>		<b>2002</b>	<b>2008</b>	<b>2014</b>	<b>2020</b>	
<b>Middle (6/8)</b>			6/8	6/8	6/8	6/8	
Middle #4 - Georgia Ave.	400						
Total	400		506				
Plan Projections				411	371	405	
Utilization				103%	93%	101%	
<b>Schools</b>	<b>Op. Cap.</b>		<b>2002</b>	<b>2008</b>	<b>2014</b>	<b>2020</b>	
<b>Secondary (9/12)</b>			9/12	9/12	9/12	9/12	
NDSS	1400		808				
Total	1400		808				
Plan Projections				752	592	656	
Utilization				54%	42%	47%	

The utilization levels shown reflect the existing capacities of zone schools. The figures shown for NDSS reflect only regular program enrolments. With the addition of District Programs (Sr. French Immersion, CTC) the utilization levels would be much higher.

### Elementary Schools

Theoretically, Gabriola could be closed, but its island location makes this impractical.

### Middle School

Georgia Avenue would serve as the middle school for this zone (see discussion in next section). Consideration could be given to having grade 6/8 students from Gabriola Island continue at Gabriola Elementary, rather than commuting to Georgia Avenue.

### Secondary School

NDSS would serve as the 9/12 school for this zone, as well as taking 9/12 students from the current Woodlands zone.

### Implementation

One possible approach to addressing the above issues would involve the following:

*Next Five Years (2003/2008)*

- No action required.

*Following Ten Years (2009/2020)*

- No actions required.

## 9.6 JOHN BARSBY ZONE

Figure 62 shows enrolment projections for each grade level for 2008, 2014 and 2020.

**Figure 62: Option 3, Middle Schools, John Barsby Zone**

Schools	Op. Cap.		2002		2008	2014	2020	
<b>Elementary (1/5)</b>	K	1/7	K	1/5	1/5	1/5	1/5	
Bayview Elementary	38	209	24	145	157	161	169	
Chase River Elementary	38	162	23	119	99	161	169	
Georgia Avenue Elementary	0	0	37	280	0	0	0	
Park Avenue Elementary	38	279	33	179	215	245	257	
Princess Royal Elementary	0	0	5	50	0	0	0	
<b>Total</b>	<b>114</b>	<b>650</b>	<b>122</b>	<b>773</b>	<b>471</b>	<b>567</b>	<b>595</b>	
					Plan Projections	581	700	735
					Utilization	72%	87%	92%
<i>Note: Students to Fairview from Georgia Ave Catchment:</i>						110	133	140
Schools	Op. Cap.		2002		2008	2014	2020	
<b>Middle (6/8)</b>			6/8	6/8	6/8	6/8	6/8	
Georgia Avenue Conversion		300						
Cedar Secondary Conversion		175						
<b>Total</b>		<b>475</b>		<b>505</b>				
					Plan Projections	369	432	461
					Utilization	78%	91%	97%
Schools	Op. Cap.		2002		2008	2014	2020	
<b>Secondary (9/12)</b>			9/12	9/12	9/12	9/12	9/12	
John Barsby		1000		565				
					Plan Projections	480	528	584
					Utilization	48%	53%	58%

The operating capacities indicated generally reflect current (2002) figures, but have been adjusted to reflect potential school closures (Georgia Avenue Elementary and Princess Royal Elementary), the conversion of both Georgia Avenue and Cedar Secondary to middle schools, and changes in zone configurations.

### Elementary Schools

- The projected K/5 enrolment at Georgia Avenue for 2008 can be accommodated in the other schools in the zone. Some of these students who will be closer to Fairview will attend that school, which will have sufficient space for them.
- Once the move to middle schools is accomplished, consideration could be given to closing Princess Royal, since its enrolment in grades K/5 could be accommodated at Bayview.

### Middle Schools

- Georgia Avenue could become a middle school, although it will need a capacity of 700 to accommodate all of the zone's grade 6/8 students. Only Chase River would be a natural feeder to a converted Cedar Secondary for middle school students.

### Secondary School

- John Barsby will serve grades 9/12 for this zone and for the Cedar zone.

### Implementation

One possible approach to addressing the above issues would involve the following:

*Next Five Years (2003/2008)*

- Convert Georgia Avenue to a middle school with a capacity of 700.

*Following Ten Years (2009/2020)*

- Consider closing Princess Royal if space at Bayview can accommodate its students.

## 9.7 CEDAR ZONE

Figure 63 illustrates the enrolments projected for each grade level for 2008, 2014 and 2020. The operating capacities indicated generally reflect current (2002) figures, but have been adjusted to reflect potential school closures (Woodbank Elementary) and the conversion of Cedar Secondary to a middle school, and changes in zone configurations.

### Elementary Schools

- The gap between capacity and enrolment for elementary schools noted under Option 2 widens with a move to K/5 elementary schools. At least two schools, South Wellington and Woodbank Primary, should be closed. Even then, utilization will only be around 60%, although it is not practical to close another school.

### Middle School

- Cedar would serve as a middle school for this zone, as well as Chase River.

### Secondary School

- Students would attend John Barsby for grades 9/12.

**Figure 63: Option 3, Middle Schools, Cedar Zone**

Schools	Op. Cap.	2002	2008	2014	2020
<b>Elementary (1/5)</b>	<b>K 1/7</b>	<b>K 1/5</b>	<b>1/5</b>	<b>1/5</b>	<b>1/5</b>
Cinnabar Elementary	38 209	23 119	88	74	78
South Wellington Elementary	0 0	10 67	0	0	0
Woodbank Elementary /Cedar Intermediate	38 275	53 305	227	189	202
<b>Total</b>	<b>76 484</b>	<b>86 491</b>	<b>315</b>	<b>263</b>	<b>280</b>
		Plan Projections	315	263	280
		Utilization	65%	54%	58%
<b>Schools</b>	<b>Op. Cap.</b>	<b>2002</b>	<b>2008</b>	<b>2014</b>	<b>2020</b>
<b>Middle - 6/8</b>		<b>6/8</b>	<b>6/8</b>	<b>6/8</b>	<b>6/8</b>
Cedar Secondary Conversion	250				
<b>Total</b>	<b>250</b>	<b>292</b>			
		Plan Projections	218	169	183
		Utilization	87%	67%	73%
<b>Schools</b>	<b>Op. Cap.</b>	<b>2002</b>	<b>2008</b>	<b>2014</b>	<b>2020</b>
<b>Sec. - 9/12</b>		<b>9/12</b>	<b>9/12</b>	<b>9/12</b>	<b>9/12</b>
Cedar Secondary Students to John Barsby	0 404				
		Plan Projections	332	224	252
		Utilization	n/a	n/a	n/a

### Implementation

One possible approach to addressing the above issues would involve the following:

*Next Five Years (2003/2008)*

- Convert Cedar Secondary to a middle school.
- Close South Wellington.
- Close Woodbank Primary as soon as all students can be accommodated in the current Cedar Intermediate building.

*Following Ten Years (2009/2020)*

- No actions required.

## 9.8 LADYSMITH ZONE

A middle school configuration is not considered feasible in the Ladysmith zone for the following reasons:

- The current secondary school functions well with enrolment matching its capacity, which was recently increased to 800 students. Moving to a 9/12 configuration would create excess capacity, by removing grade 8 students.
- There is no school suitable for conversion to a middle school, and no existing District-owned sites that are large enough for new construction.
- There are not enough students for a viable middle school, either in 2002 or in the future.

Over the long-term, Ladysmith Primary and Intermediate schools could be replaced by a new K/7 elementary, while Waterloo could be closed.

## 9.9 ASSESSMENT AGAINST EVALUATION CRITERIA

An initial assessment has been made of the degree to which Option 2 conforms to the evaluation criteria described in Section 6. The results are presented in Figure 64. They are based on the changes to the existing school configuration identified above. Specific items could change if alternative approaches are pursued.

**Figure 64: Evaluation of Option 3, Middle Schools**

Educational Outcomes	<ul style="list-style-type: none"> <li>• The choice of a middle school configuration must be based on educational objectives. Its principal advantage is to expose students in grades 6/8 to a greater range of educational opportunities more fitting with students of that age.</li> <li>• It is not possible to develop a middle school in Ladysmith, thus denying these students those opportunities.</li> <li>• By focusing attention on existing schools and converting them to middle schools, the overall quality of the facility stock in the District is improved (as opposed to focusing resources on building a new secondary school).</li> <li>• Students are generally in better facilities at the end of this reconfiguration than under Option 2.</li> <li>• This configuration would be in line with other Vancouver Island districts, and many elsewhere in BC – making it easier for students who have to transfer between districts.</li> </ul>
Social Benefits	<ul style="list-style-type: none"> <li>• There is some loss of the current sense of ‘families’ of schools.</li> <li>• Grades 6 and 7 have farther to walk to school.</li> </ul>
Ease of Implementation	<ul style="list-style-type: none"> <li>• Every District school will be affected. This will have implications for staffing and administration, as well as for parents and students.</li> <li>• Redevelopment of existing school buildings, except for Georgia Avenue, would be minimized. Cedar Secondary would be re-designated as a middle school. Woodlands will require</li> </ul>

	renovations under all options.
Economic Impacts	<ul style="list-style-type: none"><li>• This option makes better use of the existing school building stock than does Option 2.</li><li>• There would be operating cost savings associated with several school closures.</li></ul>

**Estimated Capital Costs**

Estimated capital costs for implementing Option 3 are summarized in Section 10 and presented in greater detail in Appendix A.

## 10. CAPITAL COST ESTIMATES

Capital cost estimates have been developed for Option 2: Modified Status Quo and Option 3: Middle Schools. Each involves new building construction or the redevelopment of existing facilities during two time periods. The short-term consists of building projects required to implement the option between 2003 and 2008. Longer-term projects would be implemented between 2009 and 2020.

### 10.1 SUMMARY OF ESTIMATED COSTS

Figure 65 summarizes the capital cost estimates that have been developed for Options 2 and 3. They include both short-term and long-term costs, as well as total combined costs.

**Figure 65: Summary of Estimated Costs**

Option	Grade Configuration	2003-08 Projects	2009-20 Projects	Total Cost	Premium Over Option 3
1. Status Quo	K-7, 8-12	n/a	n/a	n/a	n/a
2. Modified Status Quo	K-7, 8-12	\$12.1M	\$24.8M	\$36.9M	\$2.0M-\$9.0M
3. Middle Schools	K-5, 6-8, 9-12	\$20.8M-\$28.7M	\$6.1M-\$7.0M	\$27.9-\$34.9M	n/a

As indicated, the total capital costs of the two options range from \$27.9 to \$34.9 million for Option 3 to \$36.9 million for Option 2. The ranges shown reflect the differences in costs of the various alternative building projects comprising each option. These are described later in this section.

Option 3 is the less expensive of the two options. It is estimated to cost between \$2.0 million and \$9.0 million less than Option 2.

#### Basis for Cost Estimates

The basis for the specific cost estimates is described in Appendix A. In general:

- All of the estimates represent total project costs. They exclude site acquisition or off-site servicing costs, as these will vary based on the site selected.
- Estimated floor areas for new buildings or expansion projects are based on the Ministry of Education's March 1999 *Area Standards*. In the latter case adjustments have been made to reflect the size of existing areas. Once a decision has been made on specific projects to be pursued, area allowances will need to be confirmed with the Ministry.
- Costs for new facilities on existing school sites include allowances for the demolition of existing structures, site works such as new parking and drop off areas, and the redevelopment of playing fields.
- Construction cost estimates for new facilities or the expansion of existing buildings are based on the current unit rates established by the Ministry.
- Cost estimates for the renovation of existing buildings were calculated using rates established by the project cost consultants. They are based on site inspections, a review of relevant design drawings and previous building assessments.

## 10.2 COST ESTIMATES FOR OPTION 2: MODIFIED STATUS QUO

Figure 66 provides a breakdown of the estimated costs of each of the projects comprising Option 2: Modified Status Quo. The projects have been divided into three "zones" corresponding to the existing geographic distribution of schools. The projects have also been assigned to short-term (2003-08) and long-term (2009-20) implementation periods. The numbers shown next to each project correspond to the references used in Appendix A.

Most of the projects would be implemented during the 2009-20 period. They are aimed primarily at increasing capacity at the elementary school (K/7) level, primarily in the north end of the District. The other two major projects consist of the phased construction of a new north secondary school and major renovations to Woodlands.

**Figure 66: Cost Estimates for Option 2: Modified Status Quo**

Zone	2003-2008 Projects		Cost	2009-2020 Projects		Cost	
North	1	Construct New 600 Capacity North Secondary	\$12,129,200	9	Expand New North Secondary to 800 Capacity AND	\$2,582,500	
				21	Renovate Woodlands as 700 Capacity Secondary AND	\$3,203,800	
				10	Expand Seaview from 275+80K to 375+80K AND	\$2,739,600	
				11	Expand Uplands Park from 350+40K to 475+80K AND	\$2,089,200	
				12	Expand Hammond Bay from 200+80K to 350+80K AND	\$1,877,600	
				13	Expand Frank J. Ney from 200+40K to 375+80K AND	\$1,391,900	
				14	Construct New 425+80K Elementary on Rutherford Site	\$5,549,900	
Central	None			None			
South	None			15	Construct New 400+80K Elementary on New Ladysmith Area Site	\$5,345,700	
Total Project Costs, 2003-08			\$12,129,200	Total Project Costs, 2009-20		\$24,780,200	
						<b>Estimated Total Project Costs for Option 2</b>	<b>\$36,909,400</b>

As indicated in Figure 66, it is estimated that the total project cost for all of the required projects for Option 2 is \$36.9 million. Approximately one-third of this cost would be incurred from 2003-2008, with the balance of the projects being implemented from 2009-2020. The single largest project would be the construction of the new north secondary, at a cost of \$12.1 million. This figure assumes that the proposed Oliver Road site is sold and either an alternative site can be purchased for the same amount, or a land exchange can be arranged.

## 10.3 COST ESTIMATES FOR OPTION 3: MIDDLE SCHOOLS

Figure 67 similarly presents the estimated project costs for each of the projects comprising Option 3: Middle Schools. As indicated, the estimated total project cost for the option ranges from \$27.9 to \$34.9 million, dependent upon which of the alternative potential projects are selected for implementation.

**Figure 67: Cost Estimates for Option 3: Middle Schools**

Zone	2003-2008 Projects		Cost	2009-2020 Projects		Cost
North: Secondary	8	Expand Capacity of Dover Bay from 1225 to 1500	\$3,244,400	17	Increase Capacity of Dover Bay from 1500 to 1600	\$882,300
North: Elementary				16	Increase Capacity of 200+40K Frank J. Ney to 300+80K	\$881,100
North: Middle 1	6	Build New 600 Capacity Middle School on New Site (Bennett) OR	\$9,139,000		None	
	2	Build New 600 Capacity Middle School at Rutherford Site OR	\$8,135,900			
	7	Convert McGirr from 375+80K Elementary to 600 Capacity Middle School	\$2,954,100			
North : Middle 2	18	Redevelop Woodlands Secondary as 700 Capacity Middle School AND	\$4,204,000		None	
	3	Build New 600 Capacity Middle School at Uplands Park Site OR	\$7,892,500			
	4	Build New 600 Capacity Middle School at Mount Benson Site OR	\$8,042,300			
	5	Build New 600 Capacity Middle School at Rock City Site OR	\$8,134,800			
	19	Convert Rock City from 300+80K Elementary to 600 Capacity Middle School	\$6,409,700			
Central	20	Convert Georgia Avenue from 450+80K Elementary to 700 Capacity Middle School	\$3,946,900		None	
South	n/a	Redesignate 425 Capacity Cedar Secondary as 425 Capacity Middle School	\$0	15	Construct New 400+80K Elementary on new Ladysmith Area Site	\$5,345,700
<b>Total Project Costs, 2003-08</b>			<b>\$20.8M-\$28.7M</b>	<b>Total Project Costs, 2009-20</b>		<b>\$6.1M-\$7.0M</b>
<b>Estimated Total Project Costs for Option 3</b>						<b>\$27.9M-\$35.8M</b>

Middle school projects intended to serve the northern end of the District have been divided into two groups. Middle School 1 projects would serve the north end, consisting essentially of the existing Dover Bay catchment area. One of three alternatives would be implemented:

- Constructing a new school on a District-owned property adjacent to May Richards Bennett/Pioneer Park.
- Replacing Rutherford Elementary with a new middle school.
- Expanding and renovating McGirr from a 375+80K elementary to a 600 capacity middle school.

Middle School 2 projects would serve areas farther to the south, primarily in the Wellington/Woodlands catchment areas. In addition to the conversion of Woodlands to a middle school, one of four alternatives would be implemented:

- Co-siting a new middle school with the existing elementary school on the Uplands Park site. The latter would house Grades K/5.
- Replacing either Rock City or Mount Benson with a new middle school.
- Expanding and renovating Rock City to create a new middle school.

Project 16 (expansion of Frank J. Ney Elementary) will not be required if a new middle school is built on the Bennett/Pioneer Park site (Project 6), and both McGirr and Rutherford remain as Grade K/5 schools. The low estimate for 2009-2020 assumes Project 7 (conversion of McGirr Elementary) is implemented in 2003-2008. The high estimate assumes a new middle school is constructed.

The new Ladysmith Elementary School, which would be K/7 rather than K/5 is included in order to make the cost comparable to that presented for Option 2.

## 10.4 OTHER COSTS ASSOCIATED WITH THE SCENARIOS

The costs presented in the previous section are only those that pertain to the schools directly affected by each option. As the District builds its revised 5-Year Capital Plan, it must also address all of those schools that will require major renovation within the next five years. Only some of these projects are addressed as part of the costing of options in the previous sections of this report.

The projects in the current 5-Year Capital Plan are listed in Section 4. Figure 68 summarizes those projects that are included in one or both of the planning options. The costs for the schools not addressed by the options are shown in Figure 69.

**Figure 68: Proposed Capital Projects Addressed by Planning Options**

Project	Status
New Ladysmith Area Elementary	Since Ladysmith is not likely to move to middle schools, it is included in Option 3 in the same way as in Option 2.
Woodlands Renovation	Required in both options, although different costs have been assumed based on variations in the scope of work.
Hammond Bay Addition	Required in Option 2 but not in Option 3.
Ladysmith Intermediate	Assumed to be replaced by new elementary in both options.
Dufferin Crescent	Assumed to be closed in both options.
Fairview Renovation	Required in both options.
Ladysmith Secondary Renovation	Required in both options.
NDSS Renovation	Required in both options.
John Barsby Renovation	Required in both options.
Wellington Renovation	Required in both options.

**Figure 69: Proposed Capital Projects Not Addressed by Planning Options**

Project	Status
Cilaire Elementary	Both options assume that the smaller of the Cilaire/Princess Anne 'pair' of schools, that is Princess Anne, is closed. If Cilaire remains open, it will need to be renovated at a cost of \$2.36M.
Seaview Elementary	Will remain open under both options. Renovation costs are included in Option 2, since an addition will be required at the same time, but are not included in Option 3. However, this cost should be added to that of Option 3, since renovation will be required, likely within the next five years, at an estimated cost of \$1.92M.
Rock City Elementary	Will remain open in Option 2, and will require renovation, estimated to cost \$2.28M. In Option 3, the costs to renovate Rock City are included in two of the four alternatives for the new North Middle School #2, but not in the other two. One of the other alternatives would see a new school built on the Uplands Park site, which might allow Rock City (or Mt. Benson) to be closed. However, if it stays open, it will need renovation.
Rutherford Elementary	Will remain open in Option 2. Its renovation costs are included for 2009/2020. In Option 3, it is an alternative for the location of the new North Middle School #1. If it is not selected for this purpose, it will remain open and will need to be renovated at an estimated cost of \$1.81M.

Other schools are not included in the District's current 5-Year Capital Plan, but are candidates for renovation. Some may have been excluded due to uncertainty regarding their future, such as Princess Royal and Cedar Intermediate. Mt Benson is also a likely candidate for renovation once its future is decided. Its situation is very similar to that outlined above for Rock City.

The conclusions to be drawn from this analysis are as follows:

- The capital plan for the next five years will need to include projects other than solely those indicated for each option. The building fabric of the District must be kept in good repair, requiring continual upgrading.
- The choice of alternative projects in each option must be made on the basis of the total capital budget that the selection implies, not just the immediate costs. For example, the expansion of McGirr Elementary into the new North Middle School #1 school looks to be significantly less expensive than the other alternatives. However, in the long run, it may be a better investment to replace Rutherford.

Notwithstanding these comments, it would appear that Option 3 would represent a better investment in facilities than Option 2.

## 10.5 OPERATIONAL COSTS

The development of estimates of operational cost impacts for the building options is *not* part of the scope of this study. This analysis will need to be conducted separately. A preliminary assessment of the potential operational cost impacts of school closures is contained in a report produced by the District entitled *Small Schools Report (2002)*.

## 11. FUNDING SOURCES

The way in which the two options would be funded will vary significantly, reflecting current Ministry policies.

### 11.1 APPROVED FUNDING

Two of the major capital projects for which the District received funding approval from the Ministry in 2002 have yet to be implemented:

- \$13.8 million for the construction of the new north secondary school, based on a capacity of 600.
- \$876,750 for a two-classroom addition to Mount Benson.

Discussions were held recently with Ministry representatives to determine the feasibility of reallocating these funds to other projects, dependent upon the outcome of the District-Wide planning process. They indicated that the Ministry would be open to such a proposal, subject to the following conditions:

- The funds can only be applied to the construction of new spaces, as part of either new building projects or the expansion of existing facilities. They *cannot* be applied to the renovation of existing buildings, such as Woodlands.
- The Ministry would expect the funds to be spent within at most the next five years. Consequently, while projects shown as being implemented in 2003-08 might be eligible, longer-term projects most likely could not make use of these funds. This would affect most of the projects proposed in Option 2.

#### **North End Secondary Schools**

It is anticipated that there will be continued enrolment pressure at the secondary level at Dover Bay and to a lesser extent Wellington, while Woodlands is expected to decline for the next ten years. The current need for 19 portables at Dover Bay is the primary evidence of the need for a new north secondary.

The Ministry has confirmed that it is their policy to limit their approval for the construction of new spaces when schools (at the same grade levels) in the "surrounding area" are underutilized. The "surrounding area" is defined as all schools within 25 km.

If the approved new north secondary is *not* constructed, it appears unlikely that the Ministry will fund sufficient expansion of Dover Bay to accommodate all students in the catchment area. Rather, they will expect the elimination of portables to be achieved at least in part through the diversion of students to Wellington and Woodlands.

This would ideally involve attracting more students to Woodlands in particular, by both upgrading the learning environment and making it a "school of choice" or magnet school with unique programs not offered elsewhere in the District. Additional busing services would need to be provided.

### 11.2 DISPOSAL OF SURPLUS ASSETS

It is the Ministry's policy not to fund the cost of building projects required solely as part of changes to a District's grade configuration. Districts are expected to finance these

projects with their own resources, primarily involving the disposal of surplus assets such as land and buildings.

As noted previously, the Ministry appears to be willing to reallocate some of the previously approved capital funding to the expansion component of such projects.

The amount of funds that could be obtained through the disposal of surplus District assets is likely to be limited, for two reasons:

- Unlike other areas of the Province such as the Capital Region, lower Mainland and Fraser Valley, land values within the District in areas other than the north end are comparatively low. This includes several relatively large parcels of District-owned land in the rural south end.
- Much of the assessed value of developed sites reflects the value of the buildings, rather than the land. Schools are relatively unique facilities. The demand for purchasing or leasing such space for other functions may be limited. Typically private schools that may be interested in such facilities lack the financial resources to purchase them. Costs of demolishing the facilities may even offset the value of the sites.

### **Legislation Affecting Disposal of Assets**

In the early 1900's, municipal jurisdictions, rather than local School Boards, typically owned school properties in BC. At some point prior to World War II, Provincial legislation transferred ownership of these sites to Boards of School Trustees. This transfer came with one key proviso: that at such time as the sites were no longer being used for 'educational purposes' ownership would revert to the municipalities.

This policy has already become an issue for other Provincial school districts with very old facilities constructed in the 1920's or possibly later. The legal status of older District schools should be reviewed prior to pursuing any plans to lease or dispose of them.

The same conditions could apply to any District-owned property in the Selby Street complex, containing older buildings such as the Quennel/Franklyn Gym and the former CRC building. The District has identified the potential need for this property to accommodate consolidated District administrative and support functions, possibly as part of a larger joint-use development.

This is a complex legal issue, and will likely require negotiations between the District, City of Nanaimo and other parties to arrive at an equitable and mutually beneficial solution.

### **Value of School Sites**

The BC Assessment Authority's 2003 Assessed Values for each of the school sites currently in use by the District indicate a total value of approximately \$194 million. However, of this total, only some \$17 million represents land values. The balance consists of the value of buildings and other site improvements. The total land value of all of the school sites identified under Options 2 or 3 as being potentially surplus to District needs is only approximately \$2.5 million.

### **Limitations of Assessed Values**

If a decision is made to close any of the District schools and dispose of their sites, the following factors must be taken into consideration:

- Assessed values are based on the existing assessment class, which in almost all cases is Institutional. In some instances the land values could be significantly higher if the land were rezoned for uses such as single-family housing, especially in the north end.
- School sites have traditionally been undervalued. They tend to be a low priority for reassessment since they are not taxed, are infrequently sold, and normally have few other nearby sites for comparison.

Prior to a decision being made to dispose of any of the school sites, it would be desirable for the District to commission an appraisal or highest and best use analysis. This would provide a more realistic assessment of its fair market value.

### **Other Sites**

As noted previously, the District also owns a number of additional properties not currently in use for District functions. The total assessed land of these sites is approximately \$3M. Unfortunately, potential gains from the disposal of these sites are subject to several major constraints:

- If the District opts to proceed with construction of a new north secondary school, it will require the sale or exchange of the Oliver Road property for an alternate site.
- The undeveloped portion of the Uplands Park site has been proposed as an alternative location for a new North Middle School.
- The Bennett/Pioneer Park site is likely to be needed for a new school, either in the short or long term. Property values in the north end are likely to continue to rise, and its adjacency to Pioneer Park makes it a prime school location.

The remaining properties, located primarily in rural or low-density residential areas in the south end of the District, have relatively limited value. It is also uncertain as to whether or not the District could realistically expect to recover the estimated value of any of the improvements on any of the closed school building sites.

## **11.3 LEASING OF SITES**

The District has already made arrangements with the RDN to lease unused facilities and/or sites, such as Extension Elementary, for community recreation functions. There may be similar opportunities elsewhere in the District. While these arrangements will provide revenue to offset operating costs, they would have a limited role in generating funds for new capital projects.

## 12. CONCLUSIONS

The focus of this study has been the future planning of facilities in School District #68. From the analysis of data, the following conclusions can be drawn.

### 12.1 EDUCATIONAL PLANNING

Facility planning and educational planning must proceed hand-in-hand:

- The District's Accountability Contract lays out the vision for the future. In light of the information in this report, and the directions that are clearly possible, this Accountability Contract needs to be reviewed and revised so that it forms the basis for making the educational planning decisions that must accompany facility planning decisions. Recent changes as a result of Board elections and a change in senior administration would also indicate that this is an appropriate time to revisit the Accountability Contract.
- Two elements of the existing Accountability Contract will need particular consideration as the District moves forward. Firstly the commitment to support social equity programs and First Nations educational initiatives; both could be adversely affected by moves to higher utilization of space. Secondly, the commitment to consult with all partner groups will need to be carefully laid out as the District moves to the next stages of this planning process.
- District programs will need to be planned in conjunction with overall District facility planning. French immersion programs and alternate education programs both require clear educational plans that can then be dovetailed with facility planning.
- New policy initiatives of the Ministry of Education are also important inputs to the planning process. The results of the Graduation Requirements Review will not be known for several months but likely will tie grade 10 into the Graduation Program. The implication is that grades 10, 11 and 12 should be taught in one school, which rules out certain grade configuration options such as a return to senior secondary schools. The requirement to initiate 'efficiency scheduling' should be considered as need arise.
- If the District moves to a middle school configuration, then its School Size policy should be amended to include middle schools, with a range of 400 to 800 being the maximum and minimum sizes.

### 12.2 DEMOGRAPHICS AND FUTURE ENROLMENTS

The population resident within the School District boundaries will rise from its current level of 105,000 people to about 150,000 by 2023. However the population aged 5/17 years will decrease in size over the next eight years.

After that, it will start increasing in size again; by 2017 it will be as large as it is now (2002/3), with some continuing growth after that time. Total K/12 enrolment will follow these trends.

#### **District-Wide Enrolment**

- The next 15 years will see District-wide enrolments fall, stabilize and then rise again:

- At the elementary level, enrolment declines have already begun and will continue through to around 2008. The current grade 1/7 enrolment of 7,700 will decline to around 6,500 by 2008. After that, growth will resume slowly, reaching 7,200 by 2014, and 7,600 by 2020.
- Secondary enrolment will stay fairly constant through to 2008, but will decline from 2008 to 2014. The current enrolment of 6,400 will decline to 5,400 in 2014, growing back to about 6,000 in 2020.
- These are the current 'best estimates'. Many factors influence enrolments, not the least of which is the state of the local and provincial economies. Forecasting enrolment is essential for good school planning, but so is retaining the flexibility to adapt to changes in forecast enrolments.

### **Distribution of Future Enrolment**

The housing development in the north end of the District will continue to bring new students to north end schools. However, unlike the last ten years when overall District growth has meant fast growth in the north and slow growth in the rest of the District, the patterns in a period of overall declining enrolment will be slow growth in the north and declines in the rest of the District.

- By 2008, the schools in the Dover Bay zone will serve 30% of the District's elementary students, as opposed to 24% at present. By 2014, this percentage will edge up to 32%. Secondary student enrolments will show a similar pattern of concentration.
- Due to limited growth outside the Urban Containment Boundary that is part of the Region's Growth Management Strategy, schools serving those areas will receive a diminishing percentage of a declining overall enrolment. This will lead to significant declines in enrolment at schools in the Cedar area.
- Continuing growth in the Ladysmith area will likely assist its schools in maintaining their share of overall enrolment.

## **12.3 CONDITION OF FACILITIES**

The current physical condition of school buildings in the District is quite variable. Many were built over 40 years ago and have been added to on numerous occasions. Many are in need of renovation and are included in the District's Five-Year Capital Plan.

- Ministry facility condition assessments have been carried out on all schools, with two schools, Harewood and Woodlands requiring more detailed Level 2 audits.
- There are 12 school renovations on the District's current Five-Year Capital Plan submission.
- Any District-wide facility plan should include the upgrading of these schools, as long as they are required in the long-term. Equally, if it is possible to close some buildings, they should be selected from the list of schools requiring major upgrading.
- The overall facility strategy for the School District during this period should be to consolidate operations by closing buildings that are currently of marginal quality, and becoming ready to expand capacity where necessary as enrolment trends reverse.

- The District has two major construction projects which have been approved by the Ministry, but which are awaiting a final decision to proceed. These are the New North Secondary (600 capacity) and a two classroom addition for Mt. Benson.

The Five-Year Capital Plan also includes proposals for a new Ladysmith area elementary school, and an addition to Hammond Bay Elementary. The Ministry has yet to approve these projects.

## 12.4 FACILITY UTILIZATION

The Ministry rates the capacity of schools, and then relates this capacity to enrolment to give a rating of utilization. Their goal, stated in the 2003 Capital Budget Instructions, is to have all Districts operating at an average 95% utilization of all of their schools.

- Overall, School District #68 is currently operating at 101% of capacity.
- This ranges from some schools whose utilization is between 65% and 80% of their capacity to others, such as Dover Bay Secondary, whose utilization is over 125% of its capacity.
- In addition, the District has 77 portable classrooms on school sites, most of which are used for teaching purposes.

## 12.5 SCHOOL BUSING

Approximately 12% of students are bused to school, mostly those living in the rural areas of the Nanaimo Regional District. The following schools have over 25% of their students bused to school: North Cedar Intermediate, Woodbank Primary, Seaview Elementary, Chase River Elementary, North Oyster Elementary, Waterloo Elementary, Gabriola and Mountain View Elementaries.

## 12.6 POTENTIAL DISPOSAL OF SURPLUS ASSETS

The District has a range of other buildings and sites in its inventory. Some were purchased for new or replacement schools; some are closed school buildings; others serve educational support functions.

- While many of these sites are surplus to educational requirements and could be sold for revenue purposes, it is likely that only a small amount of capital would be raised by the District. The site values are often quite low and demolition costs would be high due to asbestos removal and other factors.
- Some buildings do have more value although they generally have long-term educational value, such as the current School District administration building on Wakesiah and facilities on Selby Street.

## 12.7 POTENTIAL PARTNERSHIPS

The District has the potential to enter into partnerships with many different agencies:

- Malaspina College would be interested in partnering around the Career Technical Centre and the land currently occupied by the Board Offices.
- The Francophone Education Authority might be interested in leasing or acquiring Quarterway School to expand their present program.

- Municipal governments are interested in re-visiting the Joint Use Agreement, as well as being perhaps interested in sharing office space in the Downtown Core.
- Private or not-for-profit organizations might be interested in partnering on the joint development of land, or in the provision of specialized education using District equipment. One organization known to be interested in expanding is the Conservatory of Music.

## 12.8 PLANNING OPTIONS

Three potential planning options have been assessed to determine the best course of action for the future. These include:

- The Status Quo - What would happen if no actions were taken to add new capacity to the system or to reduce capacity in other areas.
- Maintaining the Current Grade Configuration of K/7, 8/12, but with additions and school closures as required to meet the Ministry guideline of 95% utilization.
- Determining the feasibility of converting to a K/5, 6/8, 9/12 Middle School Grade Configuration.

## 12.9 DISTRICT PROGRAMS

The options all assume that planning for District programs would be as follows.

### **Elementary French Immersion Programs**

There are currently programs at Harewood, Quarterway, Pauline Haarer and Hammond Bay. The schools have a 2002 enrolment of 104 kindergarten students and 562 students in grades 1/7, although not all programs have students enrolled in each grade.

It was assumed that three full K/7 programs would be in operation by 2008, enrolling 679 1/7 students plus 105 students in kindergarten. It was also assumed that the Harewood program would be closed by 2008, while the other programs would continue in their current locations.

### **Secondary French Immersion Program**

A centralized Secondary French Immersion Program is located at NDSS. It has been assumed that it would continue to be located there through the planning period to 2020.

### **Secondary Alternate Education Programs**

The only assumption that has been made about these programs was that they will continue to enrol approximately the same number of students as they do at present. Issues around the actual facilities they occupy are largely independent of other District facility decisions.

## 12.10 OPTION 1: STATUS QUO

Several conclusions can be drawn from the review of the Status Quo option.

### **Dover Bay Zone**

Continuing housing growth in the north end of the District, in the Dover Bay zone, will

mean that the current capacity of schools will be inadequate to accommodate projected enrolments by 2008, and this situation will continue through to 2020.

Additional secondary capacity is required immediately, while additional elementary capacity will not be required until enrolments start growing again after 2008. Eventually 600 additional spaces will need to be added at the elementary level and almost 800 at the secondary level.

### **Wellington Zone**

In the Wellington zone, continuing housing development in the Linley Valley will largely offset declining enrolment. While some spare capacity will be evident in elementary schools over the next five years, this will disappear once elementary enrolments start growing again after 2008.

### **Woodlands Zone**

The situation in the Woodlands zone will be very different. There will be very little new housing development in this zone, and the impacts of declining enrolment will be considerable. The elementary schools are operating below the Ministry's utilization goal of 95% at present, and the amount of empty space in these schools will increase.

In the secondary school, the enrolment will decline somewhat over the next five years and then drop considerably from 2008 to 2014. It is projected that its long-term enrolment will be in the order of 500 students.

### **NDSS Zone**

The use of space in the schools in the NDSS zone for District programs complicates the overall assessment. However, it is likely that little new housing will be built in this area in the next 15 years, and enrolments will decline. However the current elementary capacity, when adjusted to account for the District programs, is likely to be adequate for the projected enrolments.

At the secondary school, the utilization level, even when District programs are accounted for, will be below the Ministry's utilization targets.

### **John Barsby Zone**

In the John Barsby zone, new housing in the Chase River area will offset enrolment declines in the long term. However elementary enrolments will drop significantly in the next five years, although by the end of the planning period they will be back almost to present levels and an adequate utilization level.

The secondary school has 729 regular program students at present (2002) and will decline to 600 by 2008, but return to about 730 by 2020. Even when the 60 students who are enrolled in District programs are accounted for, these enrolments will continue to be well below the school's agreed capacity of 1000 students, and its utilization below the Ministry target.

### **Cedar Zone**

There will be significant declines in enrolment in the Cedar zone. While there will be some limited housing development in Cedar Village, most of the zone is outside the Urban Containment Boundary. At the elementary level, utilization will drop to less than 60% by 2008, and will fall still further after that.

At the secondary school, the small declines over the 2002 to 2008 period will bring the enrolment in line with its agreed capacity, but 2008 to 2014 will see some very significant enrolment declines. In the long term, its enrolment will be likely be in the 300 to 350 range, and its ability to offer an adequate secondary program must be questioned.

### **Ladysmith Zone**

In the Ladysmith zone, both the elementary and secondary schools are currently operating at over 100% capacity. This will assist them to deal with the impacts of declining enrolment. While both systems will be well under the Ministry's utilization targets at their lowest enrolment points, their current capacities would seem to be approximately correct for the long term.

## **12.11 OPTION 2: MODIFIED STATUS QUO**

The second option looks at what actions the District would need to take in order to meet the Ministry of Education's utilization targets, while retaining the current K/7, 8/12 configuration. The conclusions that can be drawn from this scenario are as follows.

### **Dover Bay Zone**

A new secondary school is required in the next five years in the north of the District. Its capacity should be 600 students, although an addition will eventually be required to increase its capacity to 800 students.

Once the elementary enrolments start growing again after 2008, additional capacity will need to be added to each of the elementary schools in the Dover Bay zone. Additional capacity will also be required at Uplands Park Elementary to serve students from the more southerly areas of the Linley Valley.

### **Woodlands Zone**

In order to meet the Ministry's utilization levels, elementary school space must be closed in the Woodlands zone. Reducing the six schools that serve this zone to four or even three will bring capacity more in line with projected enrolments. The closure of two can certainly occur in the 2002 to 2008 period.

Woodlands Secondary poses a conundrum. Its current capacity is for 700 students, but its long-term enrolment is likely to be in the region of 500 students. While it may take ten years to decline to this level, it requires renovation in the short term if it is to remain attractive to students.

### **NDSS Zone**

No actions are necessary in this zone.

### **John Barsby Zone**

With declining numbers of elementary students in the John Barsby zone in the next five years, there will be capacity at Bayview Elementary to accommodate the students from Princess Royal Elementary.

### **Cedar Zone**

With declining numbers of elementary students in the Cedar zone in the next five years, there will be capacity at Cedar Intermediate to accommodate the students at

Woodbank Primary. There will also be sufficient capacity in the elementary schools around South Wellington Elementary to close that school.

In the longer term, the enrolment at Cedar Secondary will decline to 300 to 350 students, and its ability to offer an adequate secondary program must be questioned.

### **Ladysmith Zone**

Waterloo Elementary can also be closed and its enrolment accommodated at North Oyster Elementary or other schools in the area.

While capacity in the other elementary schools in the Ladysmith area is appropriate for the long term, there is a need to consider how these students can best be accommodated. It is likely that a new school, as proposed in the District's current Five Year Capital Plan, is the best solution, replacing either the Intermediate or both the Intermediate and Primary buildings.

### **Alternate Approaches**

The study also examines how variations of the current configuration or other approaches could be incorporated into the development of an overall facility plan. The following conclusions flowed from this analysis.

There is little to be gained from looking at alternate grade configurations at the secondary level. Firstly the obvious split of 8/10 and 11/12 was the configuration that the District moved away from a few years ago. Secondly, the likely inclusion of grade 10 into the Graduation Program means that grades 10/12 should be together in one school, leaving only grades 8 and 9 on their own.

There are some situations where primary annexes might be advantageous, but these should be viewed as local variants rather than a model that can be applied across the District. Some places where primary annexes might work well are identified:

- If a new school is to be built in the Linley Valley, it might accommodate grades K/3, with grade 4 students going to the existing elementary schools.
- In the more rural areas where a school is part of the Regional District's vision of 'a complete community'. A primary annex might be one way of providing a school in those communities, with the municipality providing the facility in a community building.

However, the issues for the District must be the cost and educational viability of such arrangements.

Boundary changes can only offer limited and short-term solutions to the major planning issues that the District is facing. In most of the cases that were suggested, students would have to walk to schools farther away from their homes, which is unlikely to be acceptable to parents or students. Some feeder school changes could be arranged, and would be most likely to be successful where students are already bused to school.

The establishment of 'magnet' schools might increase the 'appeal' of schools, which might be particularly useful in the case of Woodlands.

## **12.12 OPTION 3: MIDDLE SCHOOLS**

The third option looked at what actions the District would need to take in order both to meet the Ministry of Education's utilization targets, and to change to a middle

school grade configuration. The conclusions that can be drawn from this scenario are as follows.

The decision to move to a middle school configuration must be based on its educational attractiveness, not because it is a better or less expensive way of managing facilities. The middle school has a long educational heritage, and is now the norm for Districts on Vancouver Island, as well as being adopted by many Districts in other parts of BC, Canada, and around the world. Generally, the middle school years are defined as grades 6/8, and this is the model assessed in this report.

The initial assessment of whether middle schools could be made to work in the District indicates that they would not work in the Ladysmith zone. The most likely arrangement of schools to deliver a middle school configuration in the rest of the District would be as follows:

- 9/12 - Dover Bay, Wellington, NDSS, John Barsby
- 6/8 - Woodlands, Cedar, plus three other schools, two in the north feeding to Dover Bay and Wellington (termed 'North 1' and North 2'), and one in the Centre of the District feeding to John Barsby and NDSS (termed 'Centre').

Based on this arrangement, and with each new middle school having a capacity of 600 or 700 students, the system would be working at just above the District utilization level set out by the Ministry (95%).

The creation of middle schools from existing secondary schools, as at Woodlands and Cedar, would not require major facility modifications — although Woodlands will need to be renovated anyway.

The creation of the three other middle schools will require one of the following:

- Addition and interior modifications to an existing elementary school.
- Complete rebuilding of an existing elementary school.
- Construction of a new middle school on a new site.

The specific alternatives that could be used to provide the North 1, North 2 and Centre middle schools are as follows:

- North 1 - Addition and renovations to McGirr, or complete rebuilding on Rutherford site or new school on May Richards Bennett site (in District ownership).
- North 2 - New school on undeveloped portion of Uplands Park site, or addition and renovations to Rock City, or complete rebuilding on Rock City or Mt. Benson sites
- Centre - Addition and renovations to Georgia Avenue.

All of these should be designed as 600 capacity schools, except for Centre, which should have a 700-student capacity.

Other actions would be necessary in the 2002 to 2008 period to reach the Ministry's 95% utilization target within this scenario, including:

- Expanding the capacity of Dover Bay Secondary to 1500 students.
- Closing two or three of the six (including Quarterway) elementary schools in the Woodlands zone.

- Closing the English-track program at Quarterway.
- Closing Princess Royal Elementary.
- Closing Woodbank Primary, South Wellington and Waterloo Elementaries.

Other actions might be necessary depending on which alternatives are chosen to create the middle schools. The changes proposed for the Ladysmith zone in Option 2 would also be required in this option.

## 12.13 CAPITAL COST ESTIMATES

The costs associated with each of these scenarios have been estimated in 'order of magnitude' terms. The conclusions from this costing exercise are as follows:

- The cost of the middle school option is less than that of maintaining the present grade configuration by between \$2.0M and \$9.0M, depending on which alternatives are chosen to create the middle schools.
- The middle school option requires a greater expenditure in the next five years than the other option. This difference is diminished but not removed if it is assumed that Woodlands will be renovated in the next five years. The option to keep the current configuration assumes its renovation after 2008.

### **Additional Renovation Costs**

As the District moves to formulate its District-wide facility plan and, after that, its Five-Year Capital Plan for submission to the Ministry of Education, it must also be cognizant of the need for an ongoing program of major renovations at schools. These costs are over and above those noted in the costing of the options, but also vary depending which option is selected by the District and which alternatives are selected within each option.

However, our conclusion after reviewing these costs are that they are generally about equal for each option, and therefore do not change the marginal cost advantage of the middle school option.

## 12.14 POTENTIAL REVENUE SOURCES

The study also examines potential sources of revenue for the Capital Plan. The conclusions are as follows.

The District has approval from the Ministry for two projects with a combined budget of \$14.7M. The Ministry is likely to allow this funding to be used either for these two specific projects (New North Secondary and Mt. Benson addition) or for equivalent projects. An equivalent project would be one that adds new capacity to the District's space inventory, as opposed to renovation of existing space. The Ministry will expect this money to be spent in the next few years.

The Ministry is also considering the projects in the District's Five-Year Capital Plan for funding between 2003 and 2008. Of these projects, one that is known to be high on the Ministry's priority list is the renovation of Woodlands. It is one of 40 schools in the Province that is being considered for special funding. A decision on this is expected in the next several months. It will cost between \$3.2M and \$4.6M, depending on the extent of the work.

The Ministry has indicated that Districts should consider the disposal of surplus assets as a means of raising funds for capital projects. Examples would include closed

schools and vacant sites. The District does have several such assets whose total assessed value is many millions of dollars. However the marketability of these assets is questionable:

- Much of the value of properties with schools on them resides in the buildings and other improvements. The resale market for old schools is quite limited.
- Demolition costs of school buildings can be considerable, and would reduce the potential value in any sale.
- Proceeds from the sale of land are required to be shared with the Province, where the Province was a partner in its acquisition. This will obviously reduce the amount of money that can be applied to future capital projects.

Notwithstanding this, the District does have several properties that could be disposed of. These are mostly in the north of the District, and would likely be worth more than their assessed value if they were rezoned.

## 12.15 SUMMARY

### *Future Enrolment*

- Elementary enrolments will decline for five more years. These declines will be steep in those areas where there is little new housing development.
- A decline in secondary enrolment will inevitably follow the period of decline in elementary enrolments between 2008 and 2014, but should be planned for now.
- Both elementary and secondary enrolments will be growing from 2014 onwards. This too should be planned for now.
- District enrolment will continue to cycle up and down for several decades. Periods of declining enrolment should be used to consolidate students and programs into the best physical facilities, with plans in hand to react to the turnaround when it inevitably comes.
- The District must accept that its student population will continue to shift to the north end as development continues to focus on that area.

### *Facility Planning Options*

- A coherent plan based on the continuation of the current K/7 and 8/12 configuration is defined, along with estimated order of magnitude costs.
- The review of the potential to apply a middle school approach to the District indicates that such an approach would be feasible in all areas of the District except the Ladysmith zone. This option has also been costed, and would appear to be marginally less expensive over the long term than the current K/7, 8/12 configuration.
- A comparison of both options shows that, if the Ministry of Education's 95% utilization threshold is to be reached, certain schools can be closed in both options. These include two of the elementary schools in the Woodlands zone, Quarterway's English Track, Woodbank Primary, and Princess Royal, South Wellington and Waterloo Elementaries.
- Consolidation of the elementary French Immersion programs into three rather than four locations will also allow Harewood Elementary to be closed.

- In both options, a new elementary school should be built in Ladysmith to replace Ladysmith Intermediate.
- While the decisions that flow from this Facility Planning Report will determine the future of many schools, those regarding the future of Woodlands are especially critical to the overall District-Wide Plan. The school is required in both options. Its role in the overall system would be different, with several alternatives being possible. A decision on the overall grade configuration must precede a decision on renovating Woodlands, since making those decisions in the reverse order would preclude one of the overall options.
- Educational planning must be at the heart of the District's response, not facility planning. These are turbulent times, but this makes a clear educational vision all the more important. Changing grade configurations will involve significant upheaval for students, staff and parents. Such changes as moving to a middle school approach should be based on the belief that it is the appropriate educational vision for the District.

The District is at a crossroads. Significant decisions must be made with full knowledge of the alternatives, even if the decision is to continue with the status quo.

The facility planning issues are of a scale such that simply changing catchment area boundaries and constructing building additions will not be adequate. The District needs to take a long term, vision-oriented approach. This planning report is designed to provide the information and framework for this decision making.

Clearly the next steps for the District are to consult the public and its partners, to move forward to create a future vision for its educational programs, and to then formulate a District-wide facility plan that will provide the physical framework for this educational vision.

## APPENDIX A: COST REPORT

Appendix A contains the detailed report of estimated project capital costs prepared by Thornley/BKG Consultants.

# ORDER OF MAGNITUDE CAPITAL BUDGETS

IN CONNECTION WITH A

## DISTRICT WIDE PLAN

FOR

SCHOOL DISTRICT #68 (NANAIMO-LADYSMITH)

February 27, 2003

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- 1: ORDER OF MAGNITUDE BUDGETS

## **INTRODUCTION**

Yates, Thorn and Associates, along with Gerald Finger Consulting Limited and JCM & Associates, has been engaged to conduct a District-Wide study for SD68 (Nanaimo). The study focuses on estimating future enrolments, and identifying and assessing a set of facilities options to accommodate that enrolment over the next 20 years. Gerald Finger Consulting has commissioned Thornley BKG Consultants Inc. (TBKG) to provide order of magnitude capital budgets, in accordance with their Terms of Reference:

*The facilities plan must present order-of-magnitude cost estimates related to proposals for new or redeveloped schools...Cost estimates for new or redeveloped facilities can use Ministry of Education unit rates and general guidelines for associated costs. More detailed studies would be required at a later date to establish more detailed and confident cost estimates for extensive redevelopment projects.*

## **METHODOLOGY**

New construction budgets (including new additions) have been developed using current Ministry of Education (MoE) unit rates for elementary, middle and secondary school construction. We have assumed that the ultimate design and scope of work for each project will be in accordance with current MoE expectations and guidelines for new school construction. The unit rates were applied to the gross area information provided to us by Gerald Finger Consulting Limited, to produce estimated construction costs.

Estimated renovation costs have been developed using TBKG's in-house database of historical unit costs of school renovation work. An outline scope of renovation work assumed for each project is included in the notes to the budget summary, attached at appendix A.

Correlated project costs were developed based on the estimated construction costs, using current MoE percentages and allowances, as detailed in the **ASSUMPTIONS** section of this report.

## **ASSUMPTIONS**

The capital budgets are based on the following assumptions:

- No allowance has been included for building supplementary costs, except those demolition costs associated with Projects 2, 4, 5 and 14.
- No allowance has been included for site supplementary costs, except tree clearing costs associated with Project 3.
- Allowances have been included for each project for Development Cost Charges (DCCs) at the rate of \$54.00 per m<sup>2</sup> of the new construction area.

**ORDER OF MAGNITUDE BUDGETS  
DISTRICT-WIDE PLAN  
SCHOOL DISTRICT #68(NANAIMO-LADYSMITH)**

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**ASSUMPTIONS (continued)**

- Allowances have been included for each project for offsite work likely to be required by the City of Nanaimo at the rate of \$25.00 per m<sup>2</sup> of the new construction area.
- Construction contingency has been included at the rate of 3% for new construction, 5% for renovations. Design contingency is included in the unit rates. No allowance has been made for changes in scope (i.e., project contingency).
- Escalation likely to be incurred during the course of construction is included in the unit rates. Escalation from the date of this report up to the start of construction is excluded (i.e., the budgets are reported in current dollars).
- Equipment have been developed using current MoE unit rates for elementary, middle and secondary school construction for new construction. Where the new construction involves a replacement school or addition, the rates are in accordance with current MoE guidelines.
- Land acquisition costs are excluded.
- Payable GST has been included at the rate of 2.24%.

## APPENDIX 1

ORDER OF MAGNITUDE BUDGET SUMMARY

## SCHOOL DISTRICT 68 (NANAIMO - LADYSMITH) - DISTRICT-WIDE PLAN

CATEGORY	Project 1 - New 600 Capacity North Secondary School (New Site)	Project 2 - New 600 Capacity Middle School (Extg. Site)	Project 3 - New 600 Capacity Middle School (Extg. Site)	Project 4 - New 600 Capacity Middle School (Extg. Site)	Project 5 - New 600 Capacity Middle School (Extg. Site)
PRE-DESIGN					
PLANNING & DESIGN FEES	\$721,476	\$544,568	\$527,494	\$537,945	\$544,492
CONSTRUCTION	\$7,716,321	\$6,037,810	\$6,037,810	\$6,037,810	\$6,037,810
RENOVATIONS					
BLDG. SUPPLEMENTARY COSTS		\$250,875		\$172,950	\$249,975
SITE DEVELOPMENT	\$771,632	\$118,000	\$118,000	\$118,000	\$118,000
SITE SUPPLEMENTARY COSTS			\$50,000		
DCCs, OFFSITE COSTS	\$547,470	\$434,500	\$434,500	\$434,500	\$434,500
CONSTR. CONTINGENCY	\$254,639	\$320,334	\$310,291	\$316,438	\$320,289
ESCALATION (EXCLUDED)					
EQUIPMENT, FREIGHT	\$1,851,917	\$251,547	\$241,512	\$248,430	\$251,511
OTHER					
LAND (EXCLUDED)					
GST (excluding land)	\$265,741	\$178,251	\$172,919	\$176,200	\$178,227
	<b>\$12,129,197</b>	<b>\$8,135,886</b>	<b>\$7,892,526</b>	<b>\$8,042,273</b>	<b>\$8,134,805</b>

NOTES:

**SCHOOL DISTRICT 68 (NANAIMO - LADYSMITH) - DISTRICT-WIDE PLAN**

<b>CATEGORY</b>	<b>Project 6 - New 600 Capacity Middle School New Site)</b>	<b>Project 7 - Expand McGirr as 600 Capacity Middle School Extg. Site)</b>	<b>Project 8 - Expand Dover Bay SS from 1225 to 1500 Capacity</b>	<b>Project 9 - Expand New North SS from 600 to 800 Capacity</b>	<b>Project 10 - Expand Seaview ES from 275+80k to 375+80K Capacity</b>
PRE-DESIGN					\$20,000
PLANNING & DESIGN FEES	\$564,535	\$217,404	\$198,797	\$151,687	\$254,008
CONSTRUCTION	\$6,037,810	\$1,582,682	\$2,068,428	\$1,748,551	\$498,827
RENOVATIONS		\$637,341	\$146,618		\$1,675,518
BLDG. SUPPLEMENTARY COSTS					
SITE DEVELOPMENT	\$603,781	\$37,750	\$54,750	\$36,000	\$25,500
SITE SUPPLEMENTARY COSTS					
DCCs, OFFSITE COSTS	\$434,500	\$111,437	\$137,318	\$116,525	\$35,834
CONSTR. CONTINGENCY	\$332,080	\$112,889	\$71,026	\$53,537	\$109,992
ESCALATION (EXCLUDED)					
EQUIPMENT, FREIGHT	\$966,050	\$189,922	\$496,423	\$419,652	\$59,859
OTHER					
LAND (EXCLUDED)					
GST (excluding land)	\$200,228	\$64,723	\$71,083	\$56,581	\$60,022
	<b>\$9,138,984</b>	<b>\$2,954,149</b>	<b>\$3,244,444</b>	<b>\$2,582,533</b>	<b>\$2,739,560</b>

**NOTES:**

Cosmetic renovation (new finishes etc.) to existing areas.

Data upgrade to existing areas.

Functional renovation (new demising walls, finishes etc.), basic seismic upgrade, dta upgrade to existing areas.

**SCHOOL DISTRICT 68 (NANAIMO - LADYSMITH) - DISTRICT-WIDE PLAN**

<b>CATEGORY</b>	<b>Project 11 - Expand Uplands Park ES from 350+40k to 475+80K Capacity</b>	<b>Project 12 - Expand Hammond Bay ES from 200+80k to 350+80K Capacity</b>	<b>Project 13 - Expand Frank Ney ES from 200+40k to 375+80K Capacity</b>	<b>Project 14 - New 425+80K ES (Extg. Site)</b>	<b>Project 15 - New 400+80K ES New Site)</b>
PRE-DESIGN	\$20,000	\$20,000			
PLANNING & DESIGN FEES	\$171,063	\$147,716	\$92,821	\$375,143	\$341,126
CONSTRUCTION	\$769,651	\$789,974	\$904,081	\$3,619,628	\$3,489,776
RENOVATIONS	\$826,612	\$622,447	\$104,502		
BLDG. SUPPLEMENTARY COSTS				\$250,875	
SITE DEVELOPMENT	\$27,250	\$32,500	\$34,250	\$542,944	\$523,466
SITE SUPPLEMENTARY COSTS					
DCCs, OFFSITE COSTS	\$55,308	\$56,785	\$65,096	\$264,255	\$254,775
CONSTR. CONTINGENCY	\$81,176	\$72,246	\$52,142	\$220,672	\$200,662
ESCALATION (EXCLUDED)					
EQUIPMENT, FREIGHT	\$92,358	\$94,797	\$108,490	\$154,820	\$418,773
OTHER					
LAND (EXCLUDED)					
GST (excluding land)	\$45,773	\$41,137	\$30,495	\$121,595	\$117,120
	<b>\$2,089,190</b>	<b>\$1,877,603</b>	<b>\$1,391,876</b>	<b>\$5,549,932</b>	<b>\$5,345,698</b>

**NOTES:**

Cosmetic renovation (new finishes etc.), HVAC and data upgade to existing areas.	Cosmetic renovation (new finishes etc.), HVAC and data upgade to existing areas.	Cosmetic renovation (new finishes etc.), data upgade to some existing areas.
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## SCHOOL DISTRICT 68 (NANAIMO - LADYSMITH) - DISTRICT-WIDE PLAN

CATEGORY	Project 16 - Expand Frank Ney ES from 200+40k to 300+80K Capacity	Project 17 - Expand Dover Bay SS from 1500 to 1600 Capacity	Project 18 - Renovate Woodlands as 700 Capacity Middle School	Project 19 - Renovate Rock City as 600 Capacity Middle School	Project 20 - Renovate Georgia Ave. as 700 Capacity Middle School
PRE-DESIGN			\$20,000	\$20,000	
PLANNING & DESIGN FEES	\$60,704	\$52,140	\$434,767	\$522,931	\$270,606
CONSTRUCTION	\$534,990	\$587,910		\$2,503,415	\$2,475,971
RENOVATIONS	\$104,502		\$3,467,934	\$2,442,702	\$445,150
BLDG. SUPPLEMENTARY COSTS					
SITE DEVELOPMENT	\$25,500	\$25,500	\$15,000	\$56,500	\$53,000
SITE SUPPLEMENTARY COSTS					
DCCs, OFFSITE COSTS	\$38,623	\$37,952		\$173,144	\$169,905
CONSTR. CONTINGENCY	\$33,250	\$18,402	\$174,147	\$250,131	\$148,706
ESCALATION (EXCLUDED)					
EQUIPMENT, FREIGHT	\$64,199	\$141,098		\$300,410	\$297,117
OTHER					
LAND (EXCLUDED)					
GST (excluding land)	\$19,304	\$19,331	\$92,105	\$140,431	\$86,474
	<b>\$881,072</b>	<b>\$882,334</b>	<b>\$4,203,952</b>	<b>\$6,409,664</b>	<b>\$3,946,929</b>

**NOTES:**

Cosmetic renovation (new finishes etc.), data upgrade to existing areas.

Part cosmetic renovation (new finishes etc.) and part functional renovation (new demising walls, finishes etc.), partial seismic upgrade data upgrade to existing areas.

Cosmetic renovation (new finishes etc.), data upgrade to existing areas.

## SCHOOL DISTRICT 68 (NANAIMO - LADYSMITH) - DISTRICT-WIDE PLAN

CATEGORY	Project 21 - Renovate 700 Capacity Woodlands Secondary School
PRE-DESIGN	\$20,000
PLANNING & DESIGN FEES	\$330,731
CONSTRUCTION	
RENOVATIONS	\$2,635,649
BLDG. SUPPLEMENTARY COSTS	
SITE DEVELOPMENT	\$15,000
SITE SUPPLEMENTARY COSTS	
DCCs, OFFSITE COSTS	
CONSTR. CONTINGENCY	\$132,232
ESCALATION (EXCLUDED)	
EQUIPMENT, FREIGHT	
OTHER	
LAND (EXCLUDED)	
GST (excluding land)	\$70,193
	<b>\$3,203,806</b>

**NOTES:**

Cosmetic renovation (new finishes etc.), HVAC and data upgade to existing areas.

## APPENDIX B: TERMS OF REFERENCE

Appendix B contains the original Terms of Reference as provided to the consultants by the District. While the above report reflects most of the requirements stated, it should be noted that:

- The consulting team proposal suggested some changes, which were accepted by the District.
- In discussions with the Steering Committee over the duration of the project, it was acknowledged that a 'District-Wide Facilities Plan' could not be finalized prior to an extensive consultation process. Key issues to be addressed include the preferred grade configuration and potential school closures. It was agreed that the District would need to prepare a final 'Plan' at the conclusion of this process.
- The current Superintendent was appointed near the end of the planning process, and had no input into the Terms of Reference. Similarly, several members of the School Board were elected after the initiation of the project.

# TERMS OF REFERENCE

## DISTRICT – WIDE FACILITIES PLAN

### School District 68 (Nanaimo-Ladysmith)

#### INTRODUCTION

School District 68 wishes to retain a consulting firm to prepare a long-range facilities plan for the entire District. The plan should focus on the medium-term (ten years) but also address the short (five years) and long term (fifteen years) planning horizons. The short-term plan should specify activities such as anticipated major capital expenditures and school closures for each of the next five years.

#### PROJECT OBJECTIVES

The following are specific project objectives:

1. Determine the number and size of elementary, secondary and alternative schools required for each of the three planning horizons.
2. Determine whether any existing schools and school sites are inadequate to accommodate projected enrolment.
3. Determine how to optimize facilities utilization for each of the three planning horizons (the District would like to meet or exceed the minimum utilization threshold as outlined in the Ministry of Education's 2003/04 Five-Year Capital Plan Instruction).
4. Review and recommend possible changes to current school boundaries and catchment areas based on factors such as school capacities, walk distances, and traffic patterns.
5. Assess the demand for portable classrooms for each of the three planning horizons.
6. Identify the need for new school sites and define the best general location for those sites.
7. Define or re-examine planning principles such as maximum school size; accommodations for special needs students, walk limits, and policies related to attendance by students from outside school boundaries.
8. Determine whether any existing District facilities or sites (including vacant sites), or portion thereof, are surplus to the District's long-term requirements.
9. Define the requirements for District programs, including the Board office and maintenance facility, and consider these needs as part of the overall facilities plan.
10. Explore the potential impact of changing the grade configuration of schools.
11. Explore the potential impact of efficiently scheduling, particularly extended days, for secondary schools.
12. Explore the impact of possible changes to the graduation requirements currently being studied by the Ministry of Education.

13. Explore the potential for joint development and shared use of facilities with local government, colleges or other agencies including the private sector.
14. Estimate order-of-magnitude costs for new and redeveloped schools.
15. Identify the source of funds for planned expenditures related to facilities development.

## **BACKGROUND**

The following provides additional background information on selected project objectives.

### **Facilities Utilization**

The facilities plan must respond to the likelihood of declining enrolment yet maintain acceptable facility utilization levels.

In 2001, total enrolment in the District was 16,866 students. At the same time, the combined official capacity of all District schools was 17,045 student spaces. This creates an overall utilization rate of 99%.

The latest enrolment projections for the District show total enrolment declining to 14,168 by 2011 and 13,624 by 2016. If these estimates are realized and there are no further changes in the capacity of District schools during the next ten years, the overall utilization rate in 2011 will be 83%. This is well below the 95% minimum utilization threshold by the Ministry of Education.

As part of the briefing to the successful consultant, the District will confirm the specific enrolment forecasts (including high and low scenarios) to be used. Baragar Enterprises provide enrolment forecasts for School District 68.

### **Portables**

The facilities plan must acknowledge the District's desire to minimize the use of portables.

Over the past few years the District has been successful in removing most of the instruction portables at elementary schools. Currently, many portables remain at secondary schools, although this will change when planned expansions are implemented.

### **District Programs**

The facilities plan must consider the accommodation needs of all District programs. These needs can be defined at a very general level.

Facilities housing District programs include the Student Support Services Building, the Quennell Gym, the Board Office, the Vocational Adult Secondary Training Centre, the Five Acres Alternative School, the Northfield Alternative School, the Northbrook Learning Centre, and the Aurora Home School Support Centre.

### **Vacant Sites**

The facilities plan must identify potentially surplus properties.

There are several vacant, unused or underutilized sites in the District. Several of these sites are used for storage only. As a result, the consultant must determine an initial estimate of the District's overall storage needs as part of the assessment of the utility of potentially surplus sites.

In considering these sites for possible disposal, the consultant is expected to establish an initial value based on BC Assessment data. If required, the District will determine property values using the services of an appraisal firm.

### **Grade Configuration**

The facilities plan must show the potential impact of changing grade configuration such as moving to middle or primary schools.

There are seven secondary schools in the District – all are Grades 8 to 12. Most of the elementary schools are Kindergarten to Grade 7 – there are two primary schools. The current grade configuration is well accepted and, although there has been interest expressed, there is no active movement to convert to a middle school or other configuration. The request to explore the potential impact of changing grade configuration it to be thorough.

### **Graduation Requirements**

The Ministry of Education is examining possible changes to graduation requirements. One possible outcome of this review may be to reduce the amount of time secondary students spend in school. If adopted, these changes could reduce the utilization of secondary schools.

The District expects the results of this Ministry review to be known in the next few weeks and would like the facilities implications to be considered as part of this study. Please indicate the latest date when you can include this analysis as part of the study and still meet the specified completion target.

### **Joint Development and Shared Use**

The facilities plan must address the potential for joint development and shared use of facilities with local government, colleges or other agencies including those in the private sector.

The District shares the use of school properties with local government. This arrangement should be acknowledged in the plan. Other possible joint developments, including the potential for public-private partnerships, should be explored at a very preliminary level. Currently, the District is not considering any major joint ventures with other organizations.

### **Cost Estimates**

The facilities plan must present order-of-magnitude cost estimates related to proposals for new or redeveloped schools. Similarly, the plan must include estimates of savings if sites are deposed of or closed.

Cost estimates for new and redeveloped facilities can use Ministry of Education unit rates and general guidelines for associated costs. More detailed studies would be required at a later date to establish more detailed and confident cost estimates for extensive redevelopment projects.

## **Funding Sources**

The facilities plan must identify the source of funds for facilities development.

Where the plan calls for expenditure on the construction of new or redeveloped building, it should discuss the most likely source of funds. This would include differentiating projects paid for from the Annual Capital Grant from those that are part of the Five-Year Capital Plan. This discussion also could address the use of funds from the sale of surplus properties as well as projects that may be candidates for public-private partnerships.

## **CONSULTATION AND REVIEW**

The consultant will work with a Steering Committee of senior District personnel that will be formed to provide direction over the course of the study and to review draft documentation. The consultant will contact District personnel and others as required to obtain the necessary information to conduct the study.

There will be no public consultation for this study. Once the plan has been completed and reviewed by the Board of Trustees, the public may be consulted regarding specific aspects of the plan. The consultant is not expected to present the results of the study to the Board, but will be expected to present a summary of the final results to a Board Committee.

## **SCHEDULE AND BUDGET**

The District intends to select the consultant by late October (use October 28<sup>th</sup> for preparing a proposed work schedule). The final approved District-Wide Facilities Plan document should be completed by early February 2003. The target date for presentation to a Board Committee is February 19, 2003. District offices will be closed from December 21, 2002 to January 5, 2003.

Provide a firm, all-inclusive price for the project, exclusive of taxes. The fee will be one of several considerations used to evaluate the proposals. The lowest cost proposal will not necessarily be successful.

## **PROPOSAL INSTRUCTIONS**

Any questions related to this proposal should be addressed in writing to Terry Janzen, Buyer (fax 250-753-0641, email [tjanzen@sd68.bc.ca](mailto:tjanzen@sd68.bc.ca)) before midnight on Thursday, October 3, 2002. Responses to the questions can be expected by October 8.

The proposal must be submitted by 2 PM on Tuesday, October 17, 2002.

The proposal can be submitted using electronic mail, regular mail or courier. We do not accept facsimile proposals.

The proposal should be addressed to The Secretary-Treasurer, School District 68 (Nanaimo-Ladysmith), 395 Wakesiah Avenue, Nanaimo, BC V9R 3K6. Email: [Tjanzen@sd68.bc.ca](mailto:Tjanzen@sd68.bc.ca)

As part of the selection process, consultants may be asked to attend an interview during the week beginning October 21, 2002.