

# Long Term *Facilities* Plan





# Table of Contents

<b>Overview .....</b>	<b>1</b>
Greater Victoria School District Long Term Facilities Plan – Purpose and Process .....	1
School District No. 61 Mission, Vision, Values and Profile .....	1
School District No.61 Programs and Services .....	3
Long Term Facilities Plan Guiding Principles.....	3
<b>Demographics, Utilization and Capacity.....</b>	<b>4</b>
Introduction .....	4
Projections .....	5
Functional Capacity.....	6
Operational Capacity .....	6
Analysis .....	7
Recommendations.....	18
<b>Programming and Future Need.....</b>	<b>20</b>
Introduction .....	20
Current Programming .....	20
Recommendations.....	23
<b>Facility Condition .....</b>	<b>24</b>
General.....	24
Facility Condition Assessment (FCA).....	24
Facility Condition Index (FCI) .....	25
Provincial Facility Condition Data .....	28
Capital Funding .....	28
Greater Victoria School District #61 Facility Condition.....	30
SD61 FCI versus Provincial Average .....	33
<b>Table 6 - Provincial versus SD#61 FCI Comparison.....</b>	<b>33</b>
Deferred Maintenance.....	33
Facility Condition Index (FCI) Progression .....	35
FCI Targets for GVSD .....	38
Current District Facilities Maintenance and Repair Challenges.....	39

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Risk Ratings .....	40
Next Steps .....	46
Recommendations .....	46
<b>Community Partnership and Enterprise .....</b>	<b>47</b>
Introduction .....	47
Rentals and Revenue .....	47
Childcare Providers .....	49
Partnerships .....	50
Recommendations .....	51
<b>Land and Leasing .....</b>	<b>52</b>
Introduction .....	52
Recommendations .....	55
<b>Summary of Recommendations .....</b>	<b>56</b>
General Recommendation .....	56
Demographics, Utilization and Capacity Recommendations .....	56
Programming and Future Needs Recommendations .....	58
Facility Condition Recommendations .....	59
Community Partnership and Enterprise Recommendations .....	60
Land and Leasing Recommendations .....	60
<b>Appendices - School Information Profiles.....</b>	<b>A</b>

# Overview

## Greater Victoria School District Long Term Facilities Plan – Purpose and Process

The Greater Victoria School District Long Term Facilities Plan guides the capital investment decisions for supporting a long term vision for the District. This plan takes into consideration:

1. Demographics, Utilization and Capacity;
2. Programming and Future Needs;
3. Facility Condition;
4. Community Partnership and Enterprise;
5. Land and Leasing; and
6. Appendices - School Specific Information.

Following extensive consultation, the Board of Education of School District No. 61 (Greater Victoria) instituted a strategic plan (the “Plan”). Section 5 of the Plan requires that the Board pass a Long Term Facilities Plan (the “Facilities Plan”). In addition, the Ministry of Education has highlighted that District’s should implement long-term facility plans that support Districts’ capital priorities.

In the fall of 2016, the Board instituted a District Facilities Plan Committee (the “Committee”), comprising of a Board member, administration and stakeholders in the District. The purpose of the Committee was to provide input to the Facilities Plan and set priorities and provide input and feedback on the draft plan prior to its presentation to the Board. The recommendations contained in the Facilities Plan are intended to be general in nature.

## School District No. 61 Mission, Vision, Values and Profile

### Mission

We nurture each student’s learning and well-being in a safe, responsive, and inclusive learning community.

### Vision

Each student within our world-class learning community has the opportunity to fulfill their potential and pursue their aspirations.

### Values

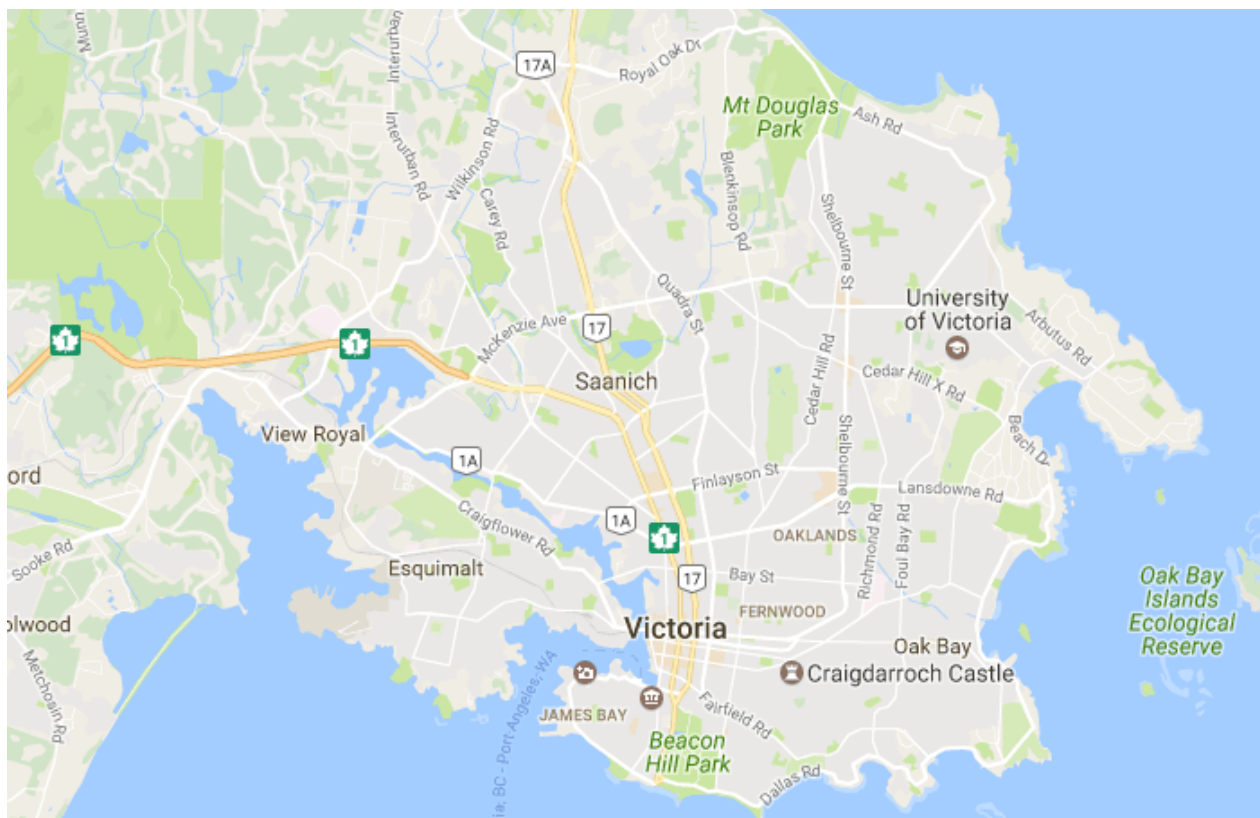
- **Engagement** – Students are actively engaged in their education and connected to our learning community;
- **Equity** – We give each student the opportunity to fulfill their potential;
- **Innovation/Positive Change** – We are innovative. We constantly seek ways to make positive change;
- **Integrity** – We are ethical and fair;
- **Openness and Transparency** – We are open about the decisions we make and how we make them;
- **Partnerships** – We create open and respectful partnerships with each member of our learning community;

- **Respect** – We respect ourselves, others, and our environment.
- **Social Responsibility and Justice** – It is our shared responsibility to work with and inspire students to create a better world.

The Greater Victoria School District serves students from Victoria, Esquimalt, View Royal, Oak Bay, parts of Saanich and the Highlands, the Esquimalt Nation and the Songhees Nation. Schools draw students from urban, semi-urban and suburban areas.

The District is proud to provide quality education for approximately 19,000 students in 27 Elementary Schools, 10 Middle Schools, and seven Secondary Schools. Each year, over 650 adult learners register with the Continuing Education Program. The District also offers a variety of Programs of Choice and three Elementary Schools of Choice

Students come from diverse socio-economic backgrounds with 21 schools qualifying for Community LINK (Learning Includes Nutrition and Knowledge) funding. Of the families living in the District, 17.43% are considered low income.



## School District No.61 Programs and Services

The Greater Victoria School District's believes in being "One Learning Community". The District provides various opportunities for diverse learning due to the large geographical area.

Educational programs within the Greater Victoria School District consist of:

*Early French Immersion*

*Late French Immersion*

*Alternative Education*

*The Link*

*Continuing Education*

*Girl's Alternative*

*Early Learning - Strong Start*

*Aboriginal Education*

Multiple career preparation programs are offered including:

*Auto Mechanics*

*Culinary*

*Business*

*Computer Assisted Drafting (CAD)*

*Electrical*

*Recreation, Sport and Health*

*Law*

*Outdoor Recreation*

*Autobody*

*Carpentry/Joinery*

*Hairdressing*

*Electrical/Electronics*

*Information Technology*

*Metal Fabrication & Machining*

Advanced programs and academies provided for students include:

*Flexible Studies: Leadership in Learning*

*Challenge Program*

*Rugby Academy*

*Softball Academy*

*Soccer Academy*

*Hockey Academy*

Additionally, the Greater Victoria School District offers International Student Programs for students worldwide. These programs meet the highest standards of academic rigour and provide invaluable life skills to further a student's chances for success.

## Long Term Facilities Plan Guiding Principles

Given the broad scope of the Long-term Facilities Plan the District is recommending that generalized recommendations be the outcome of the Facilities Plan. This is for a number of reasons:

1. A number of areas of the Facilities Plan require external inputs for completion. Examples include the work of the Student Registration and Transfer Committee and the review of school attendance boundaries and French Immersion programming; and
2. A number of areas require specific consultation that will likely reach beyond the timelines of the Plan such as the Shops Plan.

# Demographics, Utilization and Capacity

## Introduction

Over the previous decade, the Greater Victoria School District total student enrolment numbers gradually declined. The decline occurred until approximately 2015, when student populations started to increase.



*GVSD Total Student Enrolment Trend 2007-2016*

Year	Total Enrolment (approx.)
2007	20,540
2008	20,430
2009	20,390
2010	20,200
2011	20,060
2012	19,630
2013	19,530
2014	19,390
2015	19,640
2016	19,990

However, this does not tell the whole story. When looking at the data grade by grade you see an increased enrollment pattern that begins in the elementary grades (Kindergarten to Grade 3) from approximately 2008. This pattern moves up through the grades year by year, with the total student enrolment increasing in 2015 and 2016.

*GVSD Total Student Enrolment Trend Broken Down By Grade 2007-2016*

Year	K	1	2	3	4	5	6	7	8	9	10	11	12	Total Enrolment (approx.)
2007														20,540
2008														20,430
2009														20,390
2010														20,200
2011														20,060
2012														19,630
2013														19,530
2014														19,390
2015														19,640
2016														19,990

 Enrolment decrease from the previous year.  
 Enrolment increase from the previous year.



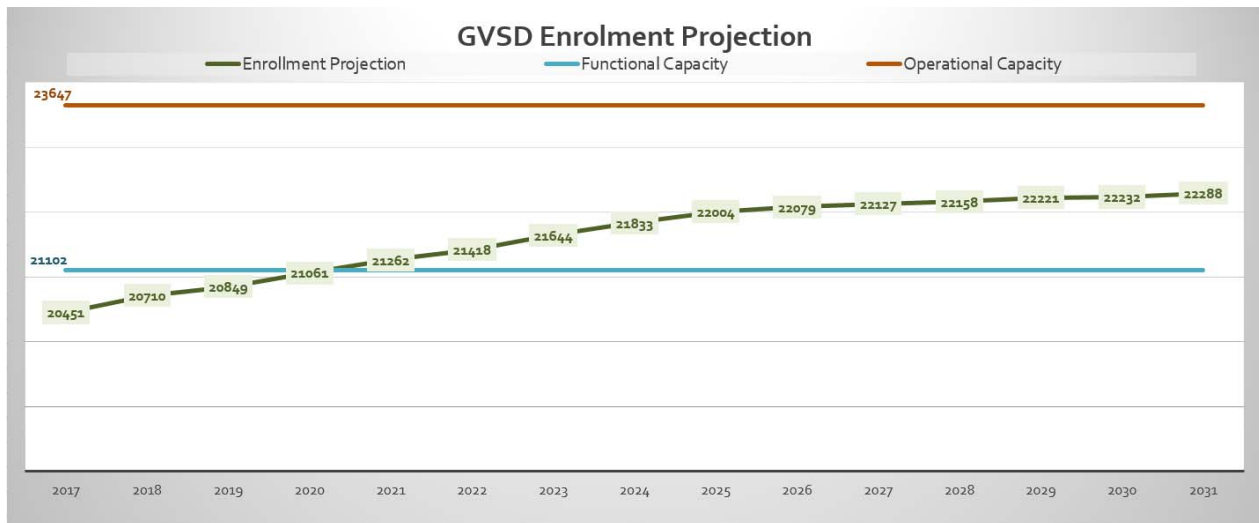
## Projections

Using local knowledge, and demographics software from the data analytics company, Baragar, to model this enrolment increase forward, total student enrolment is projected to increase by 1,270 students in five years, 2,090 students in 10 years, and 2,300 students in 15 years.

The Baragar enrolment projection methodology does not use Census data, but current data from other sources (for each school as well as the jurisdiction overall). Vital Statistics (birth registry) of the province is the data source for birth data (the annual number of births since 1990 to the present). Trends vary significantly from school to school, and because the projections are done at the school level, birth projections are the first step in the enrolment projection methodology.

Human Resources Canada (Family Allowance database – 1990 to 1992) and Canada Revenue Agency (Child Tax and Universal Child Care Benefit databases – 1993 to current year) are the data sources for the population of children by single year of age (ages 1 to 17). The current population from age 0 to age 17 is “aged” by applying “age group specific” migration rates to the current population. This results in a projection of the number of children for each year of age for each of the next 15 years. This base population is the key variable affecting enrolment projections.

The Greater Victoria School District’s own student information system is the data source for enrolment by school, grade, and program.



Further to the projections stemming from the Baragar program, the District will be reviewing local municipal plans to determine where growth is going to be focused to ensure that planning takes this growth into account. For instance, increased growth from development in the Town of View Royal as well as anticipated growth in the downtown core of the City of Victoria needs to be considered in future planning.

The Baragar projections indicate that the increase is likely to be geographically diffuse, while the local understanding of the municipal growth indicates a significant increase of population in the core areas.

In addition, the District is expecting some capacity concerns at several secondary schools including Oak Bay, Mt. Douglas and Reynolds.

### Functional Capacity

*Functional Capacity* is the physical capacity of a school using Ministry guidelines. The Functional Capacity is essentially the process of adding up the number of required classrooms for enrolling students. It does not take into account the requirement for flexibility, and specific school prep however, area allowances for special education programs, such as learning assistance are included in the core requirements for all schools.

### Operational Capacity

*Operational Capacity* is the Functional Capacity of the School plus changes and/or additions to the educational spaces that have or are planned to be added to the school itself. In most cases the Operational Capacity will be either equal to or greater than the Functional Capacity. The Operational Capacity takes into account how the school is in fact used, with itinerant spaces, inclusive learning spaces, multi-purpose spaces and classrooms. If changes to collective agreements occur (e.g. further class size changes then the Operational Capacity could also change.

School	Functional Capacity	Operational Capacity
<b>Elementary Schools</b>		
Braefoot	309	333
Campus View	351	394
Cloverdale Trad	328	346
Craigflower	219	226
Doncaster	388	425
Eagle View	241	250
Ecole Macaulay	460	516
Ecole Marigold	284	349
Ecole Willows	528	627
Frank Hobbs	332	368
George Jay	483	521
Hillcrest	377	391
James Bay	196	211
Lake Hill	287	296
Margaret Jenkins	415	506
McKenzie	268	301
Northridge	264	282
Oaklands	411	486

Quadra	460	499
Rogers	332	340
Sir James Douglas	460	493
South Park	219	227
Strawberry Vale	309	321
Tillicum	370	371
Torquay	287	297
Victoria West	328	369
View Royal	396	403
<b>Middle Schools</b>		
Cedar Hill	600	649
Arbutus	550	631
Rockheights	450	510
Glanford	425	487
Monterey	500	536
Shoreline	450	495
Lansdowne	600	705
Central	625	713
Colquitz	550	612
Gordon Head	425	494
<b>Secondary Schools</b>		
Esquimalt	950	1059
Lambrick Park	725	836
Mount Douglas	800	1066
Reynolds	900	1171
Spectrum	1150	1313
Oak Bay	1300	1333
Victoria High	800	888

## Analysis

Given the current capacity issues, it would be logical to assume that as the secondary population increases these issues will be exacerbated in all areas; however, this may not actually be the case. Traditionally, given the decline in enrollment, and the *School Act* which encourages school choice, parents and students have largely been able to choose their school of attendance, although, French Immersion has been limited for many years in some schools.

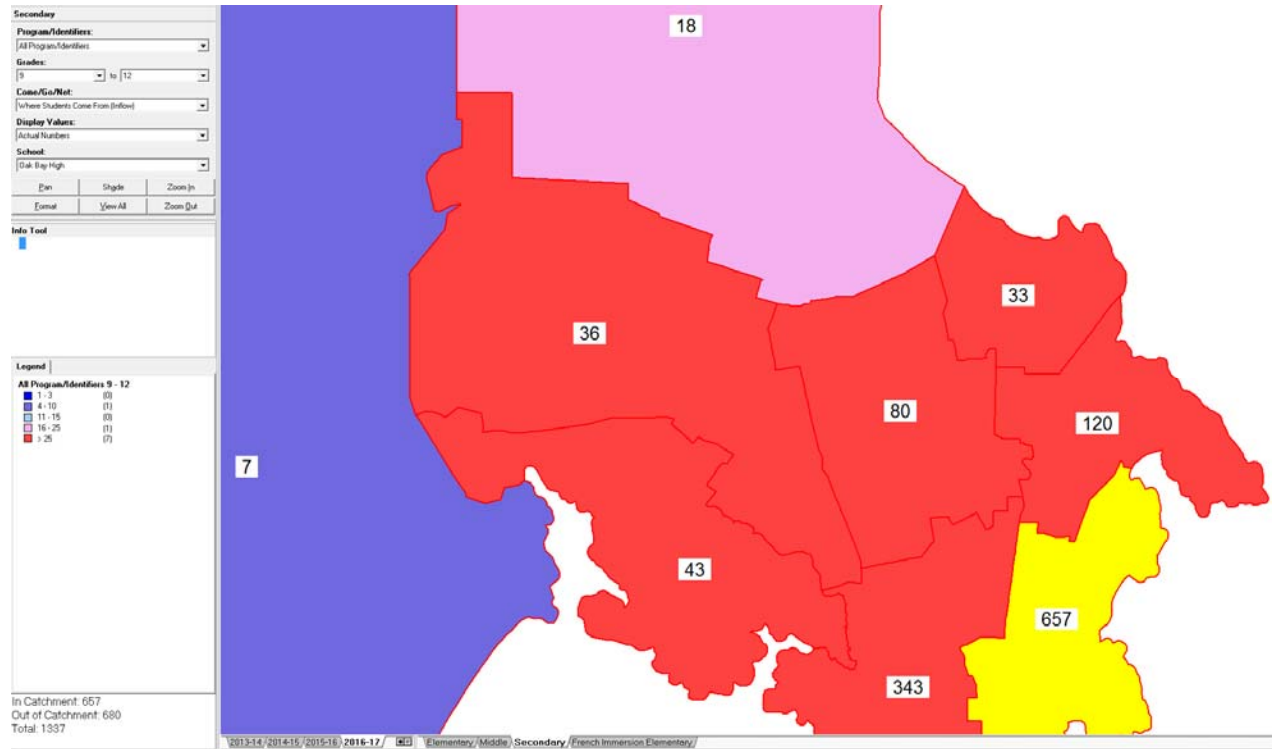
For instance, in 2017, the Oak Bay High resident catchment has 796 students including international students<sup>1</sup>. Out of those students 642 attend Oak Bay and 154 attend other schools within the District. In 2017 Oak Bay High is projected to have 1284 students. The net all of the students coming in and out

<sup>1</sup> The District considers International students who have homestays within the catchment to be resident.

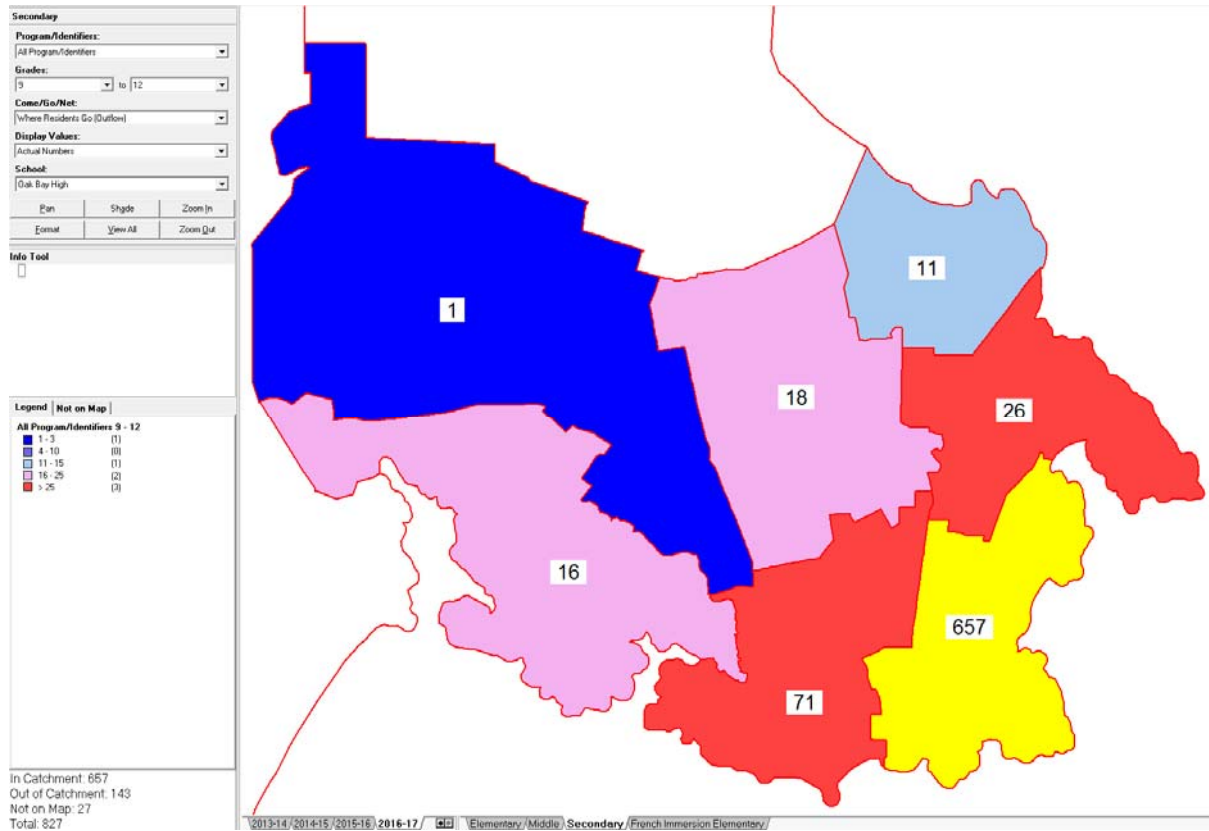
of the Oak Bay catchment means that Oak Bay nets over 500 out of catchment students from other SD61 schools as well as from SD62 (Sooke) and SD63 (Saanich). Given its functional capacity of 1,300, it is clear that Oak Bay can accommodate its catchment students.

Starting with the 2017-2018 school year the Board of Education has changed enrollment priorities putting an emphasis on catchment and returning students. This shift, is likely to address some of the capacity issues over the coming five years, despite the enrollment growth. In the case of Oak Bay, it is anticipated to completely address the issue of capacity.

*Where Students Attending Oak Bay High Reside (2016)*

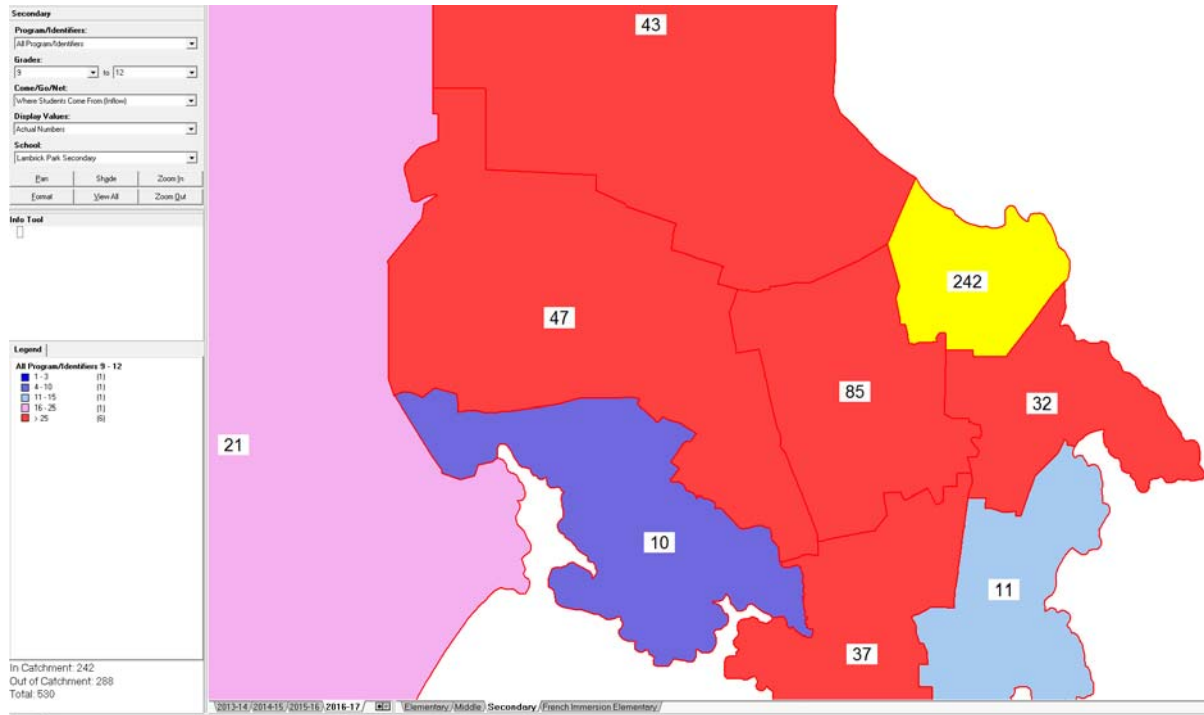


Where Students Living in the Oak Bay Catchment Attend School (2016)



Conversely, the Lambrick Park catchment has 793 students residing within its catchment boundaries. Out of those students 551 attend another school within the District. This means that the net of all of the students coming in and out of the Lambrick Park catchment results in a loss of over 300 students. In this case, if Mt. Douglas’ functional capacity was to be enforced, Lambrick Park would be able to absorb all of the students that could not attend Mt. Douglas.

Where Students Attending Lambrick Park Reside (2016)



Where Students Living in the Lambrick Park Catchment Attend School (2016)

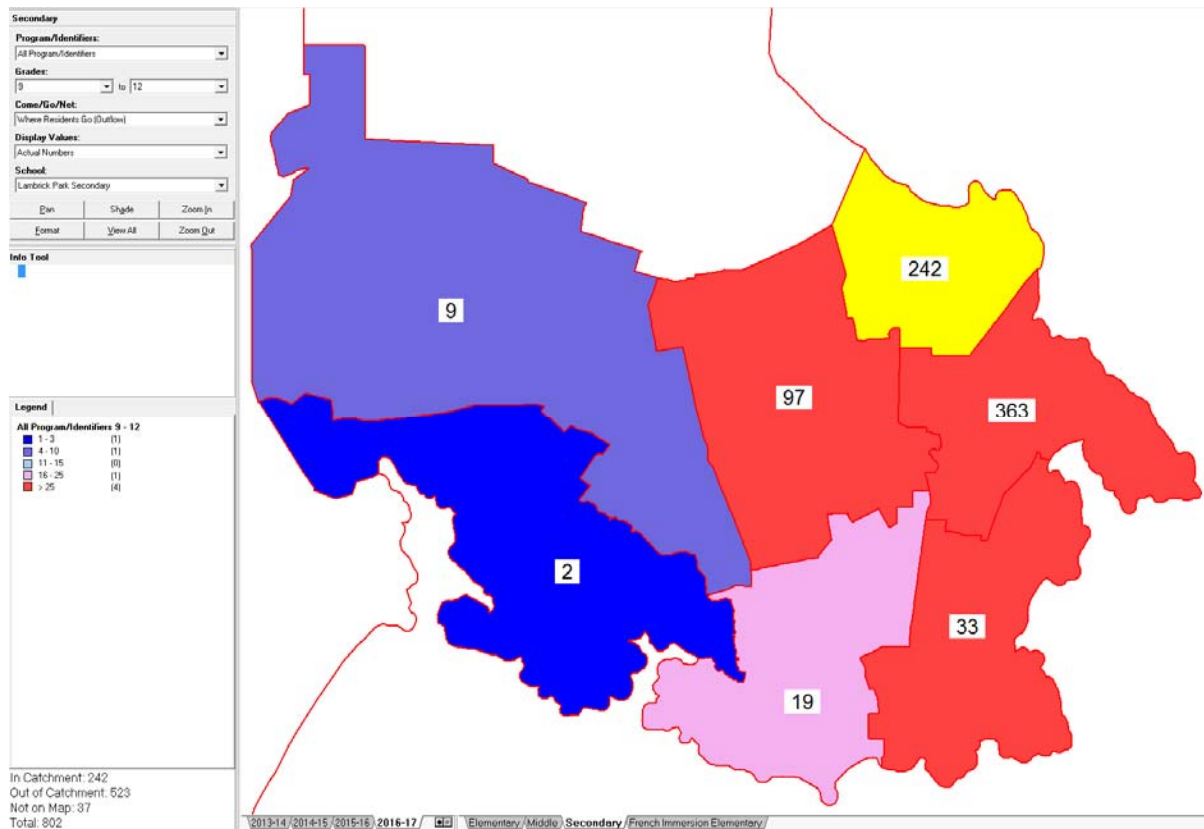
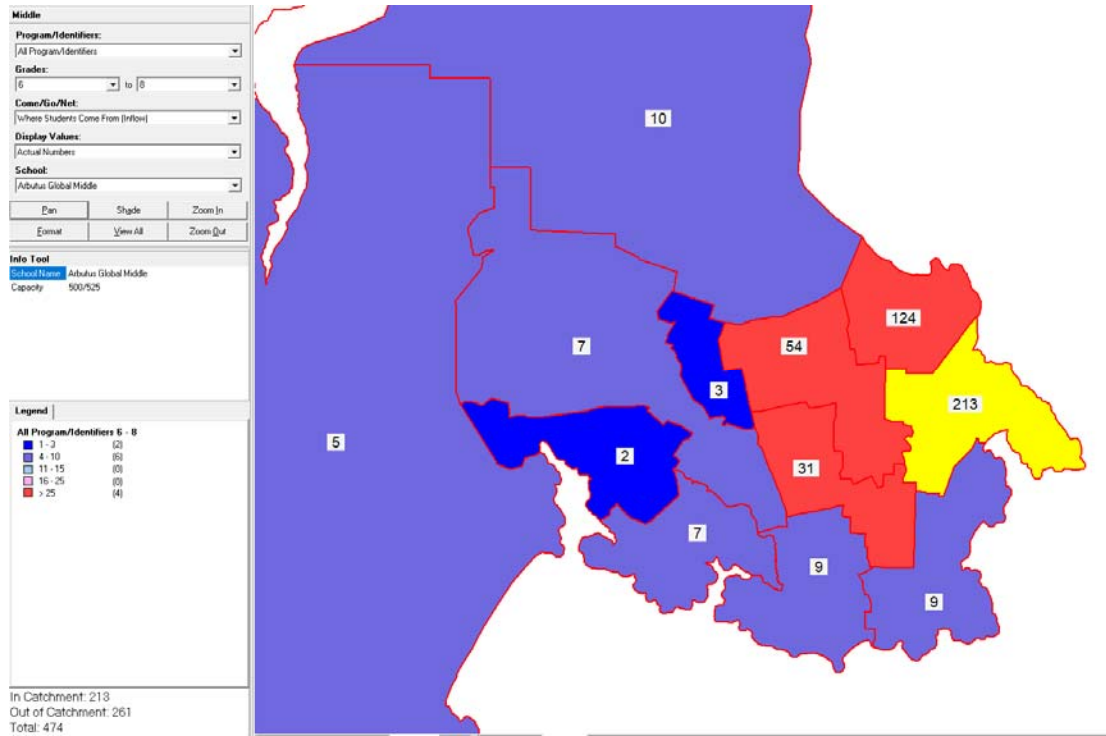


Chart to show if a secondary school gains more students than it loses (positive number) or loses more students than it gains (negative number):

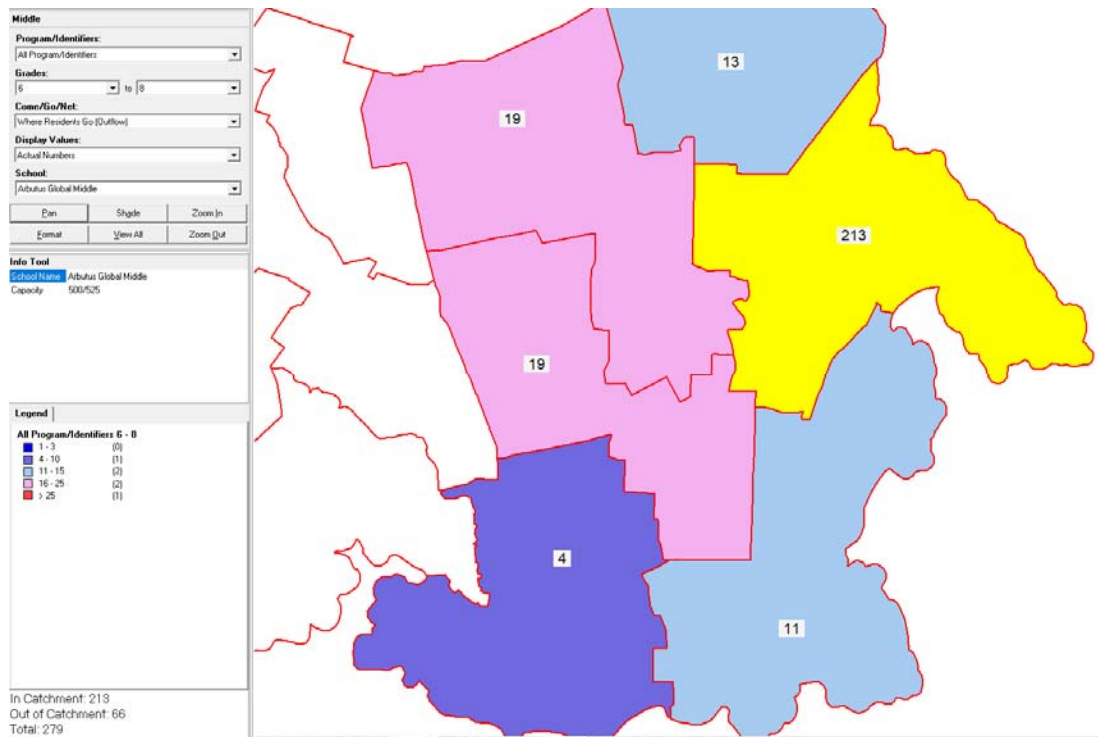
Secondary School of Attendance	Esquimalt High	Lambrick Park Secondary	Mount Douglas Secondary	Oak Bay High	Reynolds Secondary	Spectrum Community School	Victoria High	Net Total
Esquimalt High	0	-8	-24	-27	-41	-157	-29	-286
Lambrick Park Secondary	8	0	-331	-22	-12	38	18	-301
Mount Douglas Secondary	24	331	0	-94	147	38	58	504
Oak Bay High	27	22	94	0	62	35	272	512
Reynolds Secondary	41	12	-147	-62	0	94	-25	-87
Spectrum Community School	157	-38	-38	-35	-94	0	-27	-75
Victoria High	29	-18	-58	-272	25	27	0	-267
Out of District - Eastern Sooke S.D.	-27	-21	-26	-7	-29	-105	-11	-226
Out of District - Gulf Islands S.D.			-1					-1
Out of District - Nanaimo-Ladysmith S.D.						-1		-1
Out of District - Saanich S.D.	-6	-43	-49	-18	-53	-60	-6	-235
Out of District - South East Cowichan	-1	-2	-1		-1	-12	-1	-18

At the middle school grade levels, there is the same disproportion. Arbutus Global Middle School has a net gain of up to 180 students from other catchments while a school such as Rockheights has a net loss of over 130 students to other catchments.

Where Students Attending Arbutus Global Middle School Reside (2016)

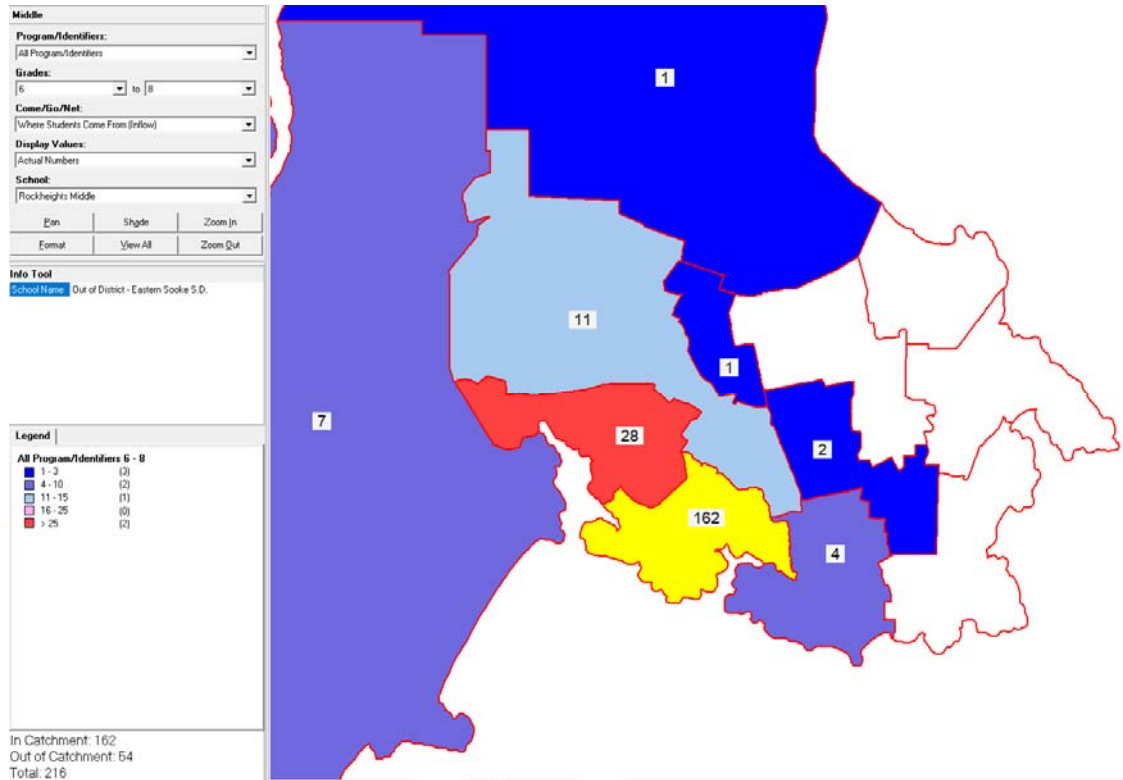


Where Students Living in the Arbutus Global Middle School Catchment Attend School (2016)





Where Students Attending Rockheights Middle School Reside (2016)



Where Students Living in the Rockheights Middle School Catchment Attend School (2016)

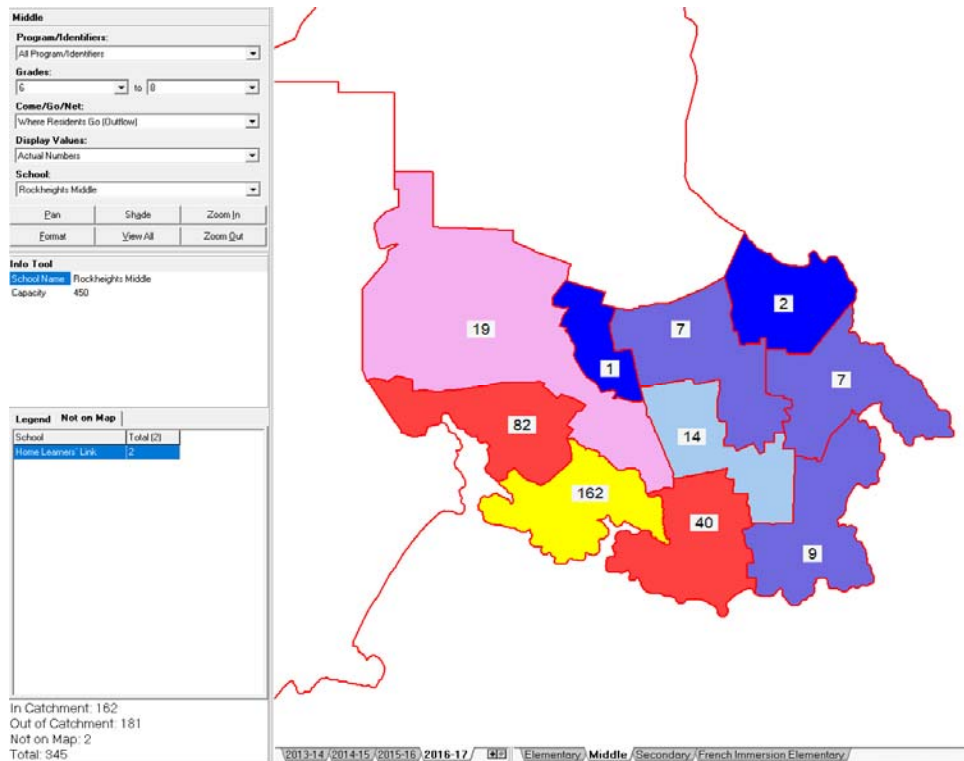


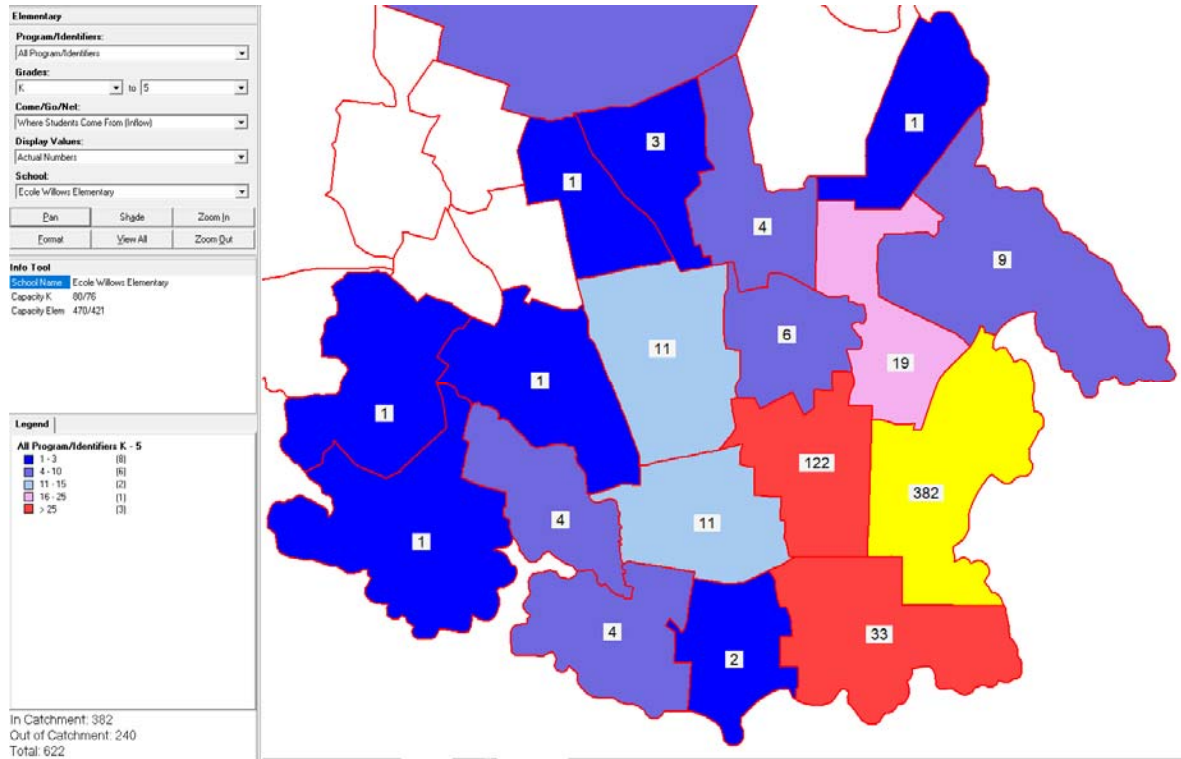
Chart to show if a middle school gains more students than it loses (positive number) or loses more students than it gains (negative number)

Middle School of Attendance											
	Arbutus Global Middle	Cedar Hill Middle	Central Middle	Colquitz Middle	Glanford Middle	Gordon Head Middle	Lansdowne Middle	Monterey Middle	Rockheights Middle	Shoreline Community Middle	Net Total
Arbutus Global Middle	0	35	5	7	3	111	12	-2	7	2	180
Cedar Hill Middle	-35	0	9	23	-62	-5	98	0	7	1	35
Central Middle	-5	-9	0	13	-1	-3	-46	36	36	5	21
Colquitz Middle	-7	-23	-13	0	-18	-7	-6		8	41	-27
Glanford Middle	-3	62	1	18	0	0	14		0	16	107
Gordon Head Middle	-111	5	3	7	0	0	2	2	2	0	-92
Lansdowne Middle	-12	-98	46	6	-14	-2	0	24	12	3	-38
Monterey Middle	2	0	-36			-2	-24	0	9	1	-52
Rockheights Middle	-7	-7	-36	-8	0	-2	-12	-9	0	-54	-137
Shoreline Community Middle	-2	-1	-5	-41	-16	0	-3	-1	54	0	-17
Out of District - Eastern Sooke S.D.	-5	-11	-2	-28	-10	-2	-7	-3	-7	-10	-86
Out of District - Gulf Islands S.D.											0
Out of District - Nanaimo-Ladysmith S.D.											0
Out of District - Saanich S.D.	-10	-17	-1		-27	-5	-3	-3	-1		-67
Out of District - South East Cowichan S.D.				-1	-1	-1	-1			-1	-6

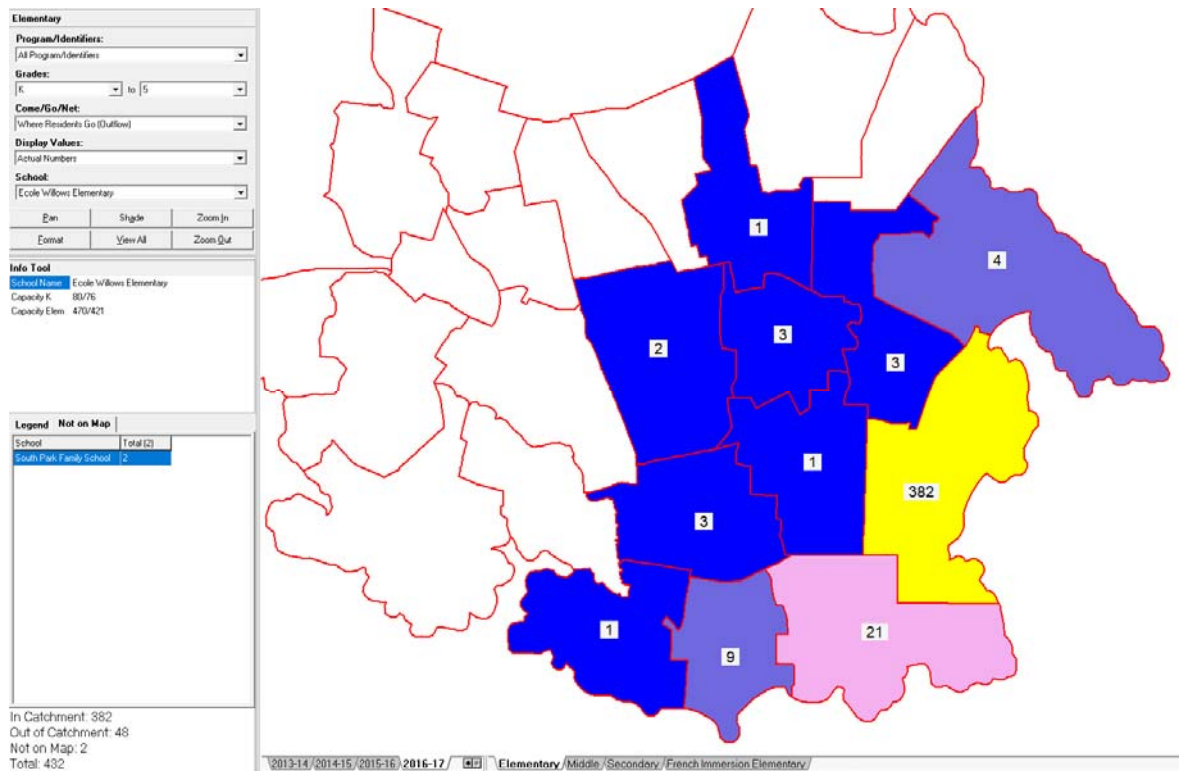
At the elementary grade levels, there are examples of two schools that are both near capacity but for different reasons. Both schools run French Immersion programs so it is difficult to draw conclusions as the French Immersion registration and catchments will be reviewed in more detail over the coming year.

However, it is evident that École Willows Elementary School net gains over 180 students from other catchments while George Jay net loses nearly 250 students to other catchments. École Willows has the capacity to easily fit all of the K-5 aged students living within its catchment. The number of George Jay catchment K-5 students almost doubles the school capacity.

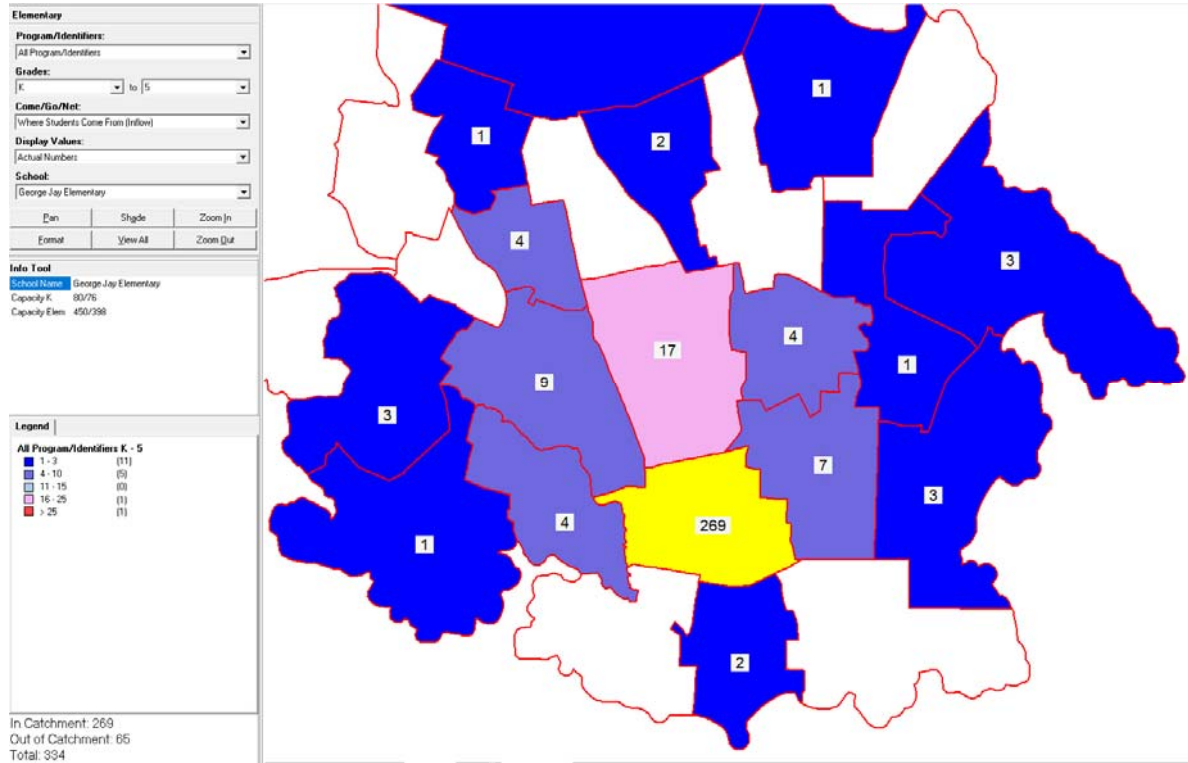
Where Students Attending École Willows Elementary School Reside (2016)



Where Students Living in the École Willows Elementary School Catchment Attend School (2016)



Where Students Attending George Jay Elementary School Reside (2016)



Where Students Living in the George Jay Elementary School Catchment Attend School (2016)

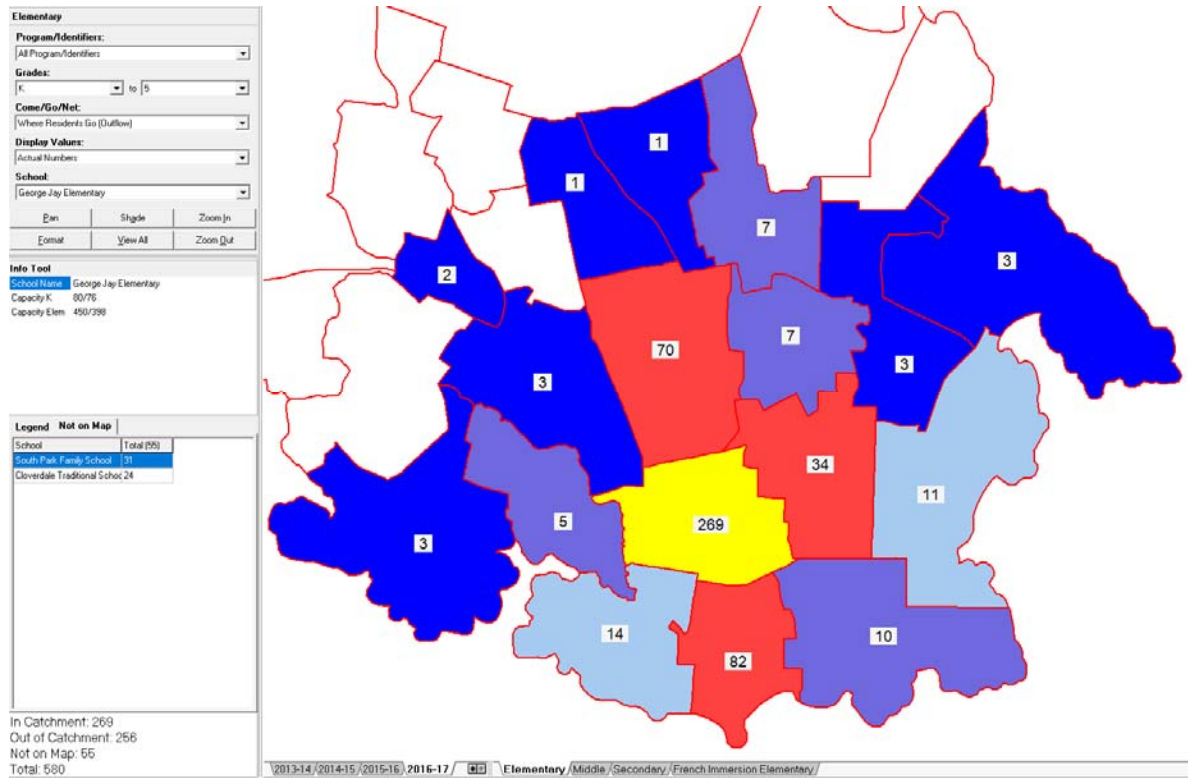


Chart to show if an elementary school gains more students than it loses (positive number) or loses more students than it gains (negative number)

School of Attendance		Braefoot Elementary	Campus View Elementary	Craigflower Elementary	Doncaster Elementary	Eagle View Elementary	Ecole Macaulay Elementary	Ecole Marigold Elementary	Ecole Quadra Elementary	Ecole Willows Elementary	Frank Hobbs Elementary	George Jay Elementary	Hillcrest Elementary	James Bay Community School	Lake Hill Elementary	Margaret Jenkins Elementary	McKenzie Elementary	Northridge Elementary	Oaklands Elementary	Rogers Elementary	Sir James Douglas Elementary	Strawberry Vale Elementary	Tillicum Elementary	Torquay Elementary	Victoria West Elementary	View Royal Elementary	Cloverdale Traditional School	South Park Family School	Net Total	
Braefoot Elementary	0	-8	1	-37		4		34	-3	0	7	1	1	6	2	3	-1	3	4	-2	1	5	8	1	1	-3	-3	24		
Campus View Elementary	8	0		2			2	6	-16	34	2	78		1	-4	-2		9	3		2	1	58		1	-2	-2	181		
Craigflower Elementary	-1		0		-10	-9	-45	-6		-1	-3				-4	2	-1	-2	-1	-3	-1	1	-7	-2	-1	-14	-35	-4	-2	-151
Doncaster Elementary	37	-2		0		0	1	41	-3	-10	3	0	-1	23	-1	-1	2	10	11		-2		15	11	1	1	-4	-1	121	
Eagle View Elementary			10		0		-6	-2				-2		-1		3	-2		-1			-7	2		3	58	-1		54	
Ecole Macaulay Elementary	-4		9	0		0	-9	0	-1		2	0	-7	1		-3	-1	-2	-2	-4	-1	6	-1	30	5	-7	-9	2		
Ecole Marigold Elementary		-2	45	-1	6	9	0	1		2	1	1			29	10	1	1			-4	52		6	20			177		
Ecole Quadra Elementary	-34	-6	6	-41	2	0	-1	0	-9	-10	53	-2	-1	-12	-1	-7	1	3	-14	-10	-1	23	3	5	-3	-155	-7	-222		
Ecole Willows Elementary	3	16	1	3		1	9	0	5	8	1	3	3	12		12	1	-7		1	1	1	1	4				183		
Frank Hobbs Elementary	0	-34	1	10				10	-5	0	0	10	1	1	-2			3	4	-2	1	1	11	1				11		
George Jay Elementary	-7	-2	3	-3		-2	-2	-53	-8	0	0		-14	1	-10	4	1	-27	-1	-80		6	1	-1		-24	-31	-249		
Hillcrest Elementary	-1	-78	0	2	0	-1	2	-1	-10			0						0	1			1	1	32			-2	-3	-57	
James Bay Community School	-1		4	1		7		1	-3	-1	14		0		7	1	-1	0		-47		2		2		-3	-60	-78		
Lake Hill Elementary	-6	-1	-2	-23	1	-1	-1	12	-3	-1	-1		0		3	1	-1	-6	-2			2	1			-7	-1	-36		
Margaret Jenkins Elementary	-2	4	1	1			1	-12	2	10			-7		0	-1		25		-9		3	3	1		-2	-13	4		
McKenzie Elementary	-3	2	2	1	-3	3	-29	7			-4		-1	-3	1	0	-26	1	-10	-2	-8	15	-2	2	-1	-9	-1	-68		
Northridge Elementary	1	1	-2	2	1	-10	-1				-1		1	-1		26	0	1	8		-2	-1	-2		3	-4		20		
Oaklands Elementary	-3	-9	3	-10		2	-1	-3	-12	-3	27	0	0	1	-25	-1	-1	0	4	-24		-1	1	2		-4	-10	-176		
Rogers Elementary	-4	-3	1	-11	1	2	-1	14	-1	-4	1	-1		6		10	-8	-4	0	-1	-5	19	1	3	4	-11		8		
Sir James Douglas Elementary	2		-1	2		4		10	7	2	80			47	2	9	2		24	1	0	1	7	-1	4		-1	189		
Strawberry Vale Elementary	-1	-2	7		7	1	4	1		-1		-1			8	2			5	-1	0	14	-1		5	-2		45		
Tillicum Elementary	-5	-1	2	-15	-2	-6	-52	-23	-1	-1	-6	-1	-2	-2	-3	-15	1	1	-19	-7	-14	0	-4	7	-9	-30	-8	-215		
Torquay Elementary	-8	-58	1	-11		1		-3		-11	-1	-32		-1	-3	2	2	-1	-1	1	1	4	0			-1	-2	-121		
Victoria West Elementary	-1	11	-1	-3	-30	-6	-5	-4	-1	1			-2		-1	-2		-2	-3	-4		-7		0	-1	-1	-19	-79		
View Royal Elementary	-1	-1	35	-1	-58	-5	-20	3							1	-3		-4			-5	9		1	0	-3	-1	-53		
Out of District - Sooke S.D.	-3	-4	-2	-3	-27	-10	-11	-6	-1		-1	-1	-4	-2			-4	-10	-2	-1	-3	-19	-9	-2	-2	-38	-13	-5	-184	
Out of District - Gulf Islands S.D.																													0	
Out of District - Nanaimo														-1															-1	
Out of District - Saanich S.D.	-5	-2	-4	-3		-2	-2	-6	-6	-3	-2	-5	-1	-12	-1	-9	-28		-21	-3	-13	-2				-8	-2	-140		
Out of District - Cowichan S.D.				-2		-1	-3											-3				-2				-3			-14	

In reviewing resident catchment data, if transfers were limited, barring significant variations in projections, it is anticipated that most schools would not be at capacity.

It should be noted that the anticipated enrolment increase will limit access to current facilities for ancillary services such as childcare.

Despite the general availability of space, there likely will be specific pockets of demographic growth that may exceed the ability of a school to provide educational space for all students within catchment. The following recommendations will address concerns that may arise.

## Recommendations:

- 1. The Superintendent recommends changes to Policy and Regulation 5117 - School Attendance Areas to include:**
  - a. That the functional capacity of schools be calculated to determine a school's physical capacity (building only) to host students in accordance with Ministry of Education mandated class types and sizes. The functional capacity is a fixed capacity number that is not likely to vary greatly from year to year.
  - b. That an operational capacity of schools (including an adjustment for portables), be set on a yearly basis and could be stated as a maximum enrolment number or a percentage above the established functional capacity for each school.
  - c. That when a school reaches 90% of the established functional capacity that a catchment review be instigated to determine whether:
    - i. *The school operating capacity can be modified to accommodate additional students,*
    - ii. *The school will be able to continue supporting its catchment population for the foreseeable future or should the catchment area be modified,*
    - iii. *Further space is required (where neighboring schools cannot accommodate additional students).*
  - d. That when a school reaches 100% of the established functional capacity that a program review commence to determine whether:
    - i. *Programs should be moved;*
    - ii. *Specific programs should be discontinued; or*
    - iii. *A program can be supported for the foreseeable future.*
- 2. That the District write to the Ministry of Education highlighting the difference between the Ministry's capacity and the District's determination of functional capacity highlighting the differences and the educational benefits of the determination of the needs of the District.**
- 3. The District ensures that when planning major retrofits, upgrades, rebuilds or general Annual Facilities Grant planning that appropriate space for itinerant teachers and other professionals be a priority.**
- 4. That the District ensure that enrollment priorities as a result of the Student Registration and Transfer Committee be applied and that schools above 90% functional capacity be reviewed following the completion of the setting of priorities.**

5. That the District approach its municipal partners, particularly the City of Victoria, to institute a development cost charge for future school site acquisitions.
  
6. That the District retain Richmond, Lampson, and Sundance/Bank Street for the possibility of future use.

# Programming and Future Need

## Introduction

The 21<sup>st</sup> century demands that the District review the programming being offered to students to ensure that the programming prepares students to enter post-secondary institutions and/or the workplace as they leave the school system. To be able to accomplish this objective, the District needs to ensure that the learning spaces are built and modified to provide the best possible learning environment and that the learning spaces mirror the manner in which students learn.

Currently the District has career preparation programming that is not adequately supported from a facilities perspective and that has not been the recipient of significant ongoing funding over the years to keep the facilities and program teaching tools up to date. This needs to be addressed in the near term and going forward. Furthermore, given increasing enrollment the District needs to ensure that the programming that is offered, particularly programming that encourages catchment students to transfer, supports ongoing needs and does not artificially create inequities or capacity issues in schools.

The District needs to be cognizant that some programming is vital to the history and culture of a school and that any change must be done respectfully, with consultation and with the needs of students and their futures kept at the forefront.

## Current Programming

The school district has a long history of District programming. These programs have enriched the school life and culture for students and have allowed for a variety of choices for students. Further, when the District was declining in enrollment, programs or academies offered schools options to attract and maintain students.

Educational programs within the school district consist of:

*Early French Immersion*  
*Alternative Education*  
*Continuing Education*  
*Early Learning - Strong Start*  
*International Student Program*

*Late French Immersion*  
*The Link*  
*Girl's Alternative*  
*Aboriginal Education*  
*Summer School*

Multiple career preparation programs are offered including:

*Auto Mechanics*  
*Business*  
*Electrical*  
*Law*  
*Autobody*  
*Hairdressing*  
*Information Technology*

*Culinary*  
*Computer Assisted Drafting (CAD)*  
*Recreation, Sport and Health*  
*Outdoor Recreation*  
*Carpentry/Joinery*  
*Electrical/Electronics*  
*Metal Fabrication & Machining*



Advanced programs and academies provided for students include:

*Flexible Studies: Leadership in Learning*

*Challenge Program*

*Rugby Academy*

*Softball Academy*

*Soccer Academy*

*Hockey Academy*

These programs represent a significant amount of cross boundary traffic in the District and as the secondary schools fill up, the District will be required to review programs of choice. The District needs to continue its move away from competition for students. Schools need to have the autonomy to support their students and school cultures; however, some centralization and standardization in resource allocations, maintenance and planning should occur.

### **Career Programs**

In a desire to enhance student engagement and to promote career pathways and life opportunities, it is important to expand opportunities for students and to keep facilities current and up to date with equipment and technology. While the District continually seeks new partnerships to provide students with career and life experiences, it must also integrate careers and technology within the regular classroom and provide students with opportunities from within all schools. With this in mind, the District needs to continue to renew shops and provide students with safe and exciting trades level experiences as well as provide students with hands-on high tech experiences. Facilities need to reflect the District's desire to integrate and link career pathways and life opportunities to all K to 12 student learning.

### **Try-a-Trade**

A Try-A-Trade facility would enable middle school students an opportunity to sample or discover the trades. By exposing students to trades, they are more likely to know if this might be an interest that they wish to pursue at the secondary level. A Try-A-Trade facility is a large area room with a series of sampler stations for students. Stations may include, but are not limited to, carpentry, concrete, electric, plumbing, drywall, painting, horticulture, etc. A Try-A-Trade facility could also be supported in partnership with neighbouring school districts.

### **Learning Commons**

Learning Commons are shared learning spaces that accommodate all learners in multiple learning styles and levels, including formal and informal learning and inquiry based learning. Often these spaces are similar to libraries or classrooms and are flexible in design and function in order to accommodate for different needs and requirements for learning. Modular furniture and open spaces are important characteristics in a Learning Commons. They are typically rich with information technology and support functions like collaborative learning, online education, tutoring, content creation, meetings, and reading or study. Makerspaces, digital libraries and publishing services are also frequent components of a Learning Commons. The District is exploring the Learning Commons model in a number of schools. While Learning Commons can be adapted from current learning spaces, there are varied costs associated with such a project.

### **Current Shop Facilities**

In late 2016, the District contracted for a full safety audit of all shops across the District. The aim of this audit was to identify the current condition of teaching and operational shops and to identify any areas of concern from a health and safety perspective. This audit was the first step in a process of reviewing

District shop programming to develop a long term Shops Plan and to identify the associated funding for the renewal of these valuable and important teaching assets. In February 2017, the District received the audit report on the state of shops which identified a large number of deficiencies ranging from minor repairs, changes and easy to fix issues to a large number of major equipment repairs/replacements and ventilation issues that will require a significant investment over time to be properly addressed.

The current state of the shops stems partially from the manner in which the shops have been planned, funded, equipped, managed and maintained, as well as the manner in which shop programming has been provided and located across the District.

While the District Facilities department does have staff that provide maintenance to the shop equipment, for the most part maintenance has been a school based obligation and the funding for maintenance has been dispersed and held at the school level. Typically, schools have received career preparation money to fund programs, including new purchases as well as repairs. As this money is relatively limited, keeping up with the requirements of programming as well as the significant demands related to the maintenance, repair and replacement of this equipment has been challenging.

In addition, while the Board has a policy addressing certain requirements on new programming within schools, the policy has not typically applied to equipment and resources added to previously existing programs. On the ground this has meant that as teachers or administrators change or provincial focuses shift, each of the District's schools has a diverse set of equipment and no attempt at standardization has occurred.

Finally, as shop teachers have attempted to deal with limited resources they have increasingly relied on donations and community support for their shops which has exacerbated shop issues as much of the equipment was not approved or supported centrally.

### Site Services and Facilities

In addition to the physical buildings that the District owns, there is a significant investment in the grounds that support the schools themselves. These grounds support the underground infrastructure (water/sewer and drainage), parking for schools and the fields and play grounds and structures that are associated at the various levels. To date, the majority of capital resources have been spent maintaining and repairing the actual schools themselves and little attention has been paid to the replacement planning and the day-to-day maintenance and repair of the school sites associated with schools. This has resulted in the deterioration of many play structures necessitating their removal at end of life with no funding mechanisms in place to replace them except through parent and school fund raising activities.

### Sports and Playing Fields

Sports and playing fields have also not received sufficient attention from a maintenance and repair perspective with the resulting deterioration of these important educational and community assets. Most fields are not equipped with sprinkler systems, not regularly fertilized and do not get refreshed using a defined maintenance program. As a result, many of the fields are hard clay surfaces that do not support the athletic, school and community activities to which they are subjected to. In addition, community rental of these assets are not adequately regulated and monitored to ensure that they are being used properly so that they are still available in a condition that is suitable for the educational purposes that they were intended for.

### Site Underground Services.

Site underground services are discussed in the next section; '*Facility Condition*'.

### Recommendations:

- 1) That all Facilities planning, including major retrofits, upgrades, new builds and Annual Facility Grant planning incorporate the principles of equity, sustainability and environmental responsibility.
- 2) That the Superintendent and the Board review, revise and then apply Policy and Regulation 3110 - *Presentation of New Educational Programs* when considering any new program.
- 3) That the District review its current shop programs to ensure that the level of shop programming available in schools is supportable for the long-term.
- 4) That students be canvassed on their preference on school amenities, facilities and programming.

# Facility Condition

## General

The Greater Victoria School District currently has 61 facilities, 47 Active Schools, 5 Administration Facilities and 9 facilities that were previously used for educational purposes and which were closed by the Board of Education. Since closure, these closed educational facilities have been retained and maintained by the District for other purposes such as the International School Program, seismic swing space, and a number of community based and commercial entities. The Greater Victoria School District currently has almost 3.1 million square feet (287,000 square metres) of space and the average age of active facilities is 62 years old.

A key component in the planning of the maintenance and repair of District Facilities is knowing the condition and the life expectancy of the assets in the District's custody and care and to develop a plan to ensure that the District staff keep educational spaces, clean, safe and healthy on a daily basis and that we maximize the useful life of each of the assets, components and sub-components of all facilities to ensure the long term availability of these assets. This is done through the conduct of regular Facility Condition Assessments (FCA) and the proper management of the limited financial resources that are made available to each District on an annual basis.

## Facility Condition Assessment (FCA)

A Facility Condition Assessment (FCA) is a process that provides detailed information about all current building deficiencies, from structure to systems components; and estimates the costs associated with renewal, repair and code compliance. The process is a financial forecasting process not a capital planning process. From a completed FCA, a District can determine the highest priority facilities that should be looked at and those general areas within a facility that should be of concern.

Much of a FCA uses the original costs and the manufacturers life expectancy of a component to calculate the future costs and the timeline of when a component should be replaced. Given that school districts employ significant expertise from both internal and external trades people, they regularly maintain and often replace wearable parts within components and are able to greatly prolong the actual life of various building components beyond the manufacturer's suggested life. As such, the estimates in a FCA are a guide for planning purposes and need to be reviewed and updated with real data through an ongoing FCA process.

Since 2009, the Ministry of Education (MoE) has used the contracted services of Accruent Inc (VFA Canada Inc) to visit all K-12 schools in the province once every 5 years to conduct detailed inspections of each building component in each facility, and then the assessors populate the layers of asset components data into a central database system for use by Ministry and District staffs. This data provides core building information as well as actual and projected condition assessments for the various components in each school and then projects standardized cost projections of when and how much the repair/replacement of the components will be rolled up at the facility, District and eventually at the provincial level.

One of the comparator data calculations that VFA provides in their online FCA system is the Facility Condition Index (FCI) for each facility across the District and an overall FCI for the District itself. This data also allows the province to compare like facilities and Districts across the province.

### Facility Condition Index (FCI)

Facility Condition Index (FCI) is an industry standard asset management tool which measures the “constructed asset’s condition at a specific point in time” (US Federal Real Property Council, 2008). FCI is typically used as a strategic capital planning tool for prioritizing capital investment over a set planning horizon. The FCI serves as a key consideration for the Ministry and for School Districts when conducting their long-term capital planning endeavours, helping to determine capital priorities for enhancing school facilities through maintenance, upgrades and new infrastructure.

A facility’s FCI is obtained by aggregating the total cost of any needed or outstanding repairs, renewal or upgrade requirements for a building compared to the current replacement value of the building components minus the available capital repair funding in that period. It is the ratio of the “repair needs” to “replacement value” expressed in percentage terms.

$$\text{FCI (\%)} = \frac{\text{Total of Building Repair/Upgrade/Renewal Needs (\$)}}{\text{Current Replacement Value of Building Components (\$)}}$$

The FCI usually has a value between 0 to 100, but if the repair requirements exceed the replacement value of the facility, then the FCI can be greater than 100. The closer the FCI is to 0.00, the less of an anticipated investment is required to maintain the components in that facility, because the life-cycle of the components are still good. It is important to note that the value of the land that the facility is sitting on is not considered as part of the replacement cost of the facility when evaluating FCI.

The estimated costs and values of building components used to determine a building’s FCI are gathered through the Facility Condition Assessment (FCA) and the replacement value is calculated based upon standardized cost per square foot for new construction or through a detailed calculation of the actual cost of building the facility today as is it exists.

FCIs can be categorized into 4 levels using a number of different scales depending on the industry. What is generally agreed to is that a facility with an FCI greater than “30” is considered to be “Critical” and provides a strong indicator to the owner that they should look seriously at addressing some of the deferred maintenance in that facility to ensure the availability and sustainability of that facility.

Many organizations have reviewed these ranking categories for FCI and have made adjustments to the scale to better reflect their experience as compared to the condition of their assets on the ground. The MoE has not yet defined the FCI rating categories for the Province, preferring to state that the FCI is to be used as a guide for planning purposes and to direct staff to look at those deferred maintenance areas identified by the FCI to see if the replacement of the component or sub-component is required and should be submitted under one of the capital funding programs in order to extend the useful life of the facility or component itself.

From a Greater Victoria School District perspective, FCI has been and continues to be used as a guide in the planning of the annual capital plan and for all capital program submissions to the Ministry. The scale is used as a guideline and when school maintenance and repair requirements are raised by users, we look at the FCI to guide us and to make priorities. Which scale to be used helps make more quantifiable decisions when choosing what needs to be looked at first and an established FCI Rating Scale helps with the deliberations.

As such, the following FCI Rating Scale is recommended for use in the long term financial planning for schools and has been used for many of the calculations used in this report. The recommended scale is in Table 1 below.

Table 1 - FCI Rating Scale

Building Condition	FCI Rating Scale
Good	0 to 10%
Fair	10 to 20%
Poor	10 to 30%
Critical	+30%

Besides the FCI, there are other indicators/outcomes from letting the overall condition of a facility to deteriorate and help guide staff in making tough capital priority decisions. Table 2 below highlights some of those likely outcomes.

Table 2 - FCI Ratings - Likely Outcomes

RATING	SCALE	LIKELY OUTCOMES
Good	0 to 5%	Schools generally in GOOD condition,  Regular maintenance and capital replacements being planned and completed in a timely manner  Lower day-to-day Maintenance activities  Generally high level of end user satisfaction with the facility
FAIR	10 to 20%	Schools generally in FAIR condition,  Regular maintenance and capital replacements being planned and completed as funds become available  Critical issues are being addressed

		<p>Some aesthetics issues not being addressed due to lack of funding</p> <p>Deferred Maintenance is increasing across the portfolio</p> <p>Users are generally satisfied– occasional inquiries when major building system failures occur</p>
<b>POOR</b>	<b>20-30%</b>	<p>Schools generally in POOR condition and are starting to look their age,</p> <p>Regular maintenance and capital replacements are not being completed in a timely manner due to lack of available funding.</p> <p>Deferred Maintenance is at levels that are becoming unacceptable across the portfolio</p> <p>Considerable user dissatisfaction with regular inquiries about when repairs/replacement will happen</p>
<b>CRITICAL</b>	<b>&gt;30%</b>	<p>Some schools would not be meeting the educational requirements of the educators,</p> <p>Consistent issues with building envelope</p> <p>Major Building systems likely to fail on a consistent basis.</p> <p>Deferred Maintenance is at levels that are unacceptable across the portfolio.</p> <p>High user dissatisfaction with accompanying media and political inquiries.</p>

## Provincial Facility Condition Data

Currently there are almost 1,600 schools across 60 School Districts in the Province of BC. The Ministry of Education (MoE) has been using VFA to conduct FCAs on each of these schools over the past seven plus years on a roughly five year inspection cycle. As a result of this ongoing process, the MoE now has a full database of the condition of all schools across the province based on the completion of one full cycle and now being well into the second inspection cycle.

Provincially, the current average age of all K-12 schools across the province is **43 years old** and is aging rapidly, with 60% of the schools that are older than 40 years old (1894 – 2016). Based upon the results of the VFA inspection data and forecasting, the current average FCI for all school facilities across the province is **0.43**. In other words, the deferred maintenance across the province for all schools is equal to 43% of the replacement cost of those assets. Using any industry accepted FCI scale or rating, this means that the condition of the provincial education stock is rated as **“Critical”**.

## Capital Funding

District staff manages the overall maintenance, repair, replacement and the supervision of all new construction activities associated with these facilities through a number of annual funding grants provided by the Province of British Columbia through the Ministry of Education. These include an annual operating grant for the day to day operation and maintenance of the schools and a series of capital grant programs that have been set-up by the Ministry of Education to address specific areas of facility replacement, construction and repair activities that District staff apply for annually. These include the following programs:

- a. **Annual Facilities Grant (AFG)**. *The Annual Facility Grant is intended to fund the facility projects required to maintain a District’s facility assets through their anticipated economic life and to prevent the premature deterioration of these assets. Each Board of Education is to develop a long-term maintenance plan that articulates the plan to maintain or improve the condition of District facilities within its inventory of capital assets and to allocate AFG towards this strategy accordingly;*
- b. **School Expansion Program (EXP)**. *This program funds the expansion of schools in those areas across the province that are experiencing consistent and rapid high density population growth due to economic development and where the local District can demonstrate that space optimization has already taken place.;*
- c. **School Replacement Program (REP)**. *This program funds the replacement of schools that have reached the end of their useful life and where the further investment of capital dollars is not substantiated due to major structural issues or the accumulation of maintenance needs exceeds the cost of replacement;*



- d. **Building Envelope Program (BEP)**. A limited program available to Districts for school facilities that were built between 1980 and 2000 and who have been assessed as potentially having a building envelope design issue that could pose a risk to the long term sustainability of the facility.;
- e. **School Enhancement Program (SEP)**. This program is designed to supplement the AFG and focusses on requirements that contribute to the safety and the function of the school and that will help to extend the useful life of the existing asset. This program includes electrical upgrades, energy upgrades, mechanical upgrades, health and safety upgrades, as well as roofing and flooring upgrades;
- f. **Carbon Neutral Capital Program (CNCPP)**. This is a \$5M/year program (Province-wide) specifically aimed at reducing the carbon footprint of the Districts across the province. The program is currently scheduled to end in 2018/19;
- g. **Seismic Mitigation Program**. A program set-up in 2005 after the completion of an assessment of all schools in high risk seismic zones across the province. This programs the seismic upgrading to the 342 schools that were assessed as being “high risk”; and
- h. **Bus Replacement Program (BUS)**. This program is designed to assist Districts with the replacement of their school bus fleets.

Historically, GVSD makes application to most of the funding programs that are available and has consistently had a number of capital projects at the ready (“Shovel Ready”) to take advantage of last minute or unique funding opportunities that are made available from time to time.

The Annual Facilities Grant (AFG) allocated to the District has been relatively stable annually since 2005/06. This has resulted in an overall reduction in the funding available for the maintenance and repair of assets due to the effects of inflation. If inflation had been applied to the AFG during that period, the District would have received an estimated **\$6.6M** in needed capital funds to help maintain and repair schools. This will become important, as the District FCI is discussed in the section below.

Over the past five years, the District has received an average of \$4.42M per year in Capital funding from all programs Not included in that capital summary is the approximately \$50M received for the replacement of Oak Bay Secondary School, a high FCI rated school that needed to be replaced under the school replacement program. Capital funding details are included in Table 3 below.

Table 3 - GVSD Capital Funding Allocations – 2012/13-2016/17

5 year Average Capital Funding - MoE Capital Programs (\$M)							
	2012/13	2013/14	2014/15	2015/16	2016/17	Total	5 Year Average
<b>Annual Capital Grants</b>							
<b>AFG</b>	<b>\$3.81M</b>	<b>\$3.81M</b>	<b>\$4.06M</b>	<b>\$4.19M</b>	<b>\$3.95M</b>	<b>\$19.82M</b>	<b>\$3.97M</b>
<b>SEP</b>				<b>\$0.11M</b>	<b>\$0.80M</b>	<b>\$0.91M</b>	<b>\$0.18M</b>
<b>BEP</b>				<b>\$0.62M</b>		<b>\$0.62M</b>	<b>\$0.12M</b>
<b>CNCP</b>	<b>\$0.01M</b>	<b>\$0.20M</b>	<b>\$0.31M</b>	<b>\$0.24M</b>		<b>\$0.76M</b>	<b>\$0.15M</b>
<b>Sub-Total</b>	<b>\$3.82M</b>	<b>\$4.01M</b>	<b>\$4.37M</b>	<b>\$5.16M</b>	<b>\$4.75M</b>	<b>\$22.11M</b>	<b>\$4.42M</b>

Given the size and ever increasing age of facility stock, funding needs to address the Districts capital needs and must recognize the inflationary pressures that the District is facing, especially on Vancouver Island where the availability of qualified trades is scarce due to an ongoing building boom and where costs have been consistently coming in well above planned budgets. These pressures have and will continue to affect the overall condition of District facilities and needs to be addressed.

## Greater Victoria School District #61 Facility Condition

### General

For the purposes of this report, the facility condition reporting on GVSD facilities will be reported in three separate groupings. This will focus attention on core assets (schools) and show the issues the District faces with older closed facilities that remain in the inventory for activities other than educational purposes. The three categories are as follows:

- a. Active K-12 Schools – facilities that are currently being used as a K-12 educational facility;
- b. Administration Facilities – those buildings/facilities used by the District for Administrative Support (Head Office, Facilities, International Student Program etc); and
- c. Inactive Schools/Facilities - schools/facilities that have been previously closed by the District but are still owned and operated by the District for other purposes.

## FCI Information and Clarifications

The reporting of FCI has and does come with some important reminders and points of clarification that everyone should understand before starting the discussion about the condition of District facilities.

These include:

- a. A Facility Condition Assessment (FCA) and the Facility Condition Indices (FCI) that are produced are fundamentally a financial planning tool and should guide staff when being used to prepare Capital Plan submissions. The FCA and FCI are a snapshot and an indicator of the overall condition of schools and other District facilities.
- b. It is important to keep in mind that a school FCI rating does not reflect on the **safety** of a school building for students and staff, but rather that it is an indicator of the overall condition of the facility based on an industry accepted scale used for long term financial planning purposes.
- c. An older school may have more needed repairs and therefore a higher FCI rating, but those repairs do not necessarily reflect ongoing health or safety issues. Facilities staff works all year round to ensure schools are safe regardless of their FCI rating. The health and safety of students, staff and community members who use schools are considered to be the highest priority in planning school repairs. Staff schedule maintenance to fix the most critical problems related to the health and safety of students and staff first.
- d. The term “Deferred Maintenance” is a term used in asset management to characterize the “worst case” aggregate replacement cost of all building systems past their manufacturer’s suggested replacement life. For example, if a boiler has a 25 year manufacturer’s suggested life, then at year 26 the full cost of replacement would be tracked as a potential “deferred maintenance liability”, regardless of whether or not it actually needs to be replaced due to condition / performance. This term is a helpful tool to gain a general understanding of the age of components / systems and a worst case estimate of the cost of replacement components SHOULD they be required for replacement.
- e. FCI is not a good indicator of the actual condition of the components / systems nor need (cost) for replacement, as it does not recognize the replacement parts within the component or regular maintenance undertaken, nor does it represent well when the component will actually need to be replaced due to wear and reduced operating performance. Only regular inspection and maintenance investment tracking can inform its replacement/repair and use in the Capital Program Annual Budgeting process.
- f. School Districts employ significant expertise in trades people who regularly maintain and often replace wearable parts within components and by doing so are able to prolong the life of building components beyond the manufacturer’s suggested life. As such, it is important not to rely solely on “deferred maintenance estimates” to establish District needs and/or to distribute allocated annual capital funding.
- g. The MoE’s current 3-Year Capital Fiscal Plan and 10-Year Notional Capital Plan does not have an on-going condition based school replacement program based on the FCA data that is collected across the province. The MoE only considers schools for replacement based on the submission, on an individual basis, of a business case analysis showing that based on major component deterioration; such as foundation failure or major structural deterioration, that it makes good financial sense to replace the school versus repairing it. In other words, with proper capital investment over the life of a building, the actual life of a facility can be much longer than the FCA projections. This of course assumes that adequate funding has and will be made available to the District to complete the preventative and ongoing repair/replacement activities required to

keep the facility structurally viable. This also does not address the educational viability issues that aging schools present.

### GVSD Facility Condition

The overall FCI of the District Facilities is **0.309** for both active and inactive schools and facilities. From an FCI rating perspective this reflects overall a **CRITICAL** rating using generally accepted industry standards/ratings. The current facility condition (2017-2021) of the three categories of GVSD facilities is highlighted in Table 4 below:

Table 4 - GVSD Current Facility Condition Index Ratings

Facility Category	FCI	Current FCI Rating (2017)	# of Facilities	# of Facilities Rated CRITICAL (>0.30)	% of Facilities Rated CRITICAL
Active K-12 Schools	0.285	POOR	55*	27	49%
Administration Facilities	0.376	CRITICAL	7	4	57%
Inactive Schools	0.521	CRITICAL	7	6	86%
All Facilities (Combined)	0.298	POOR	69	37	54%

\*a number of the schools have multiple facilities

In Table 4 above, it demonstrates that the number of schools that currently have a FCI Rating >30 stands at 27 of 55 school buildings (51%). In addition, projecting forward, with current funding levels, there will be 48 of 57 K-12 schools (84%) that will be rated as CRITICAL in the next 10 years. A table outlining the current and projected FCI for each noted school is in the Appendices attached to this report. The 25 schools that are rated with an FCI above 30 today are included in Table 5 below.

Table 5 – Current K-12 School with FCI Rating >0.30

#	Facility Name	Current FCI
1	Lake Hill Elementary	51
2	Marigold Elementary	51
3	Macaulay Elementary	48
4	Cedar Hill Middle	48
5	Frank Hobbs Elementary	47
6	View Royal Elementary	46
7	Shoreline Community Middle	45
8	Craigflower Elementary	45
9	Reynolds Secondary	43
10	Esquimalt Secondary	43

11	Torquay Elementary	42
12	McKenzie Elementary	41
13	Spectrum Community Secondary	40
14	Victoria West Elementary	39
15	Tillicum Elementary	39
16	Arbutus Middle	37
17	Northridge Elementary	36
18	Doncaster Elementary	36
19	Campus View Elementary	35
20	Uplands Elementary School	35
21	Lansdowne Middle Annex	34
22	Lambrick Park Secondary	34
23	Reynolds Secondary Annex	32
24	James Bay Community Elementary	31
25	Margaret Jenkins Elementary	31
26	Victor School	30

### SD61 FCI versus Provincial Average

As stated earlier, the Province has collected data across the Province on all educational facilities. Although the SD61 data shows District stock to be at an FCI level close to 0.30 (30%) it should be noted that the overall FCI of the District’s facilities is well below the Provincial average. Table 6 below compares the District overall FCI with the provincial data.

Table 6 - Provincial versus SD#61 FCI Comparison

Entity	Overall FCI	Average Age of Facilities (Years)
Province	0.43	43
District (Active Schools)	0.298	62

### Deferred Maintenance

The ratings above reflect the values of the deferred maintenance that exist for all of facilities. Deferred Maintenance is defined as follows:

*“Deferred maintenance is the practice of postponing maintenance activities such as repairs on both real property (i.e. infrastructure) and personal property (i.e. machinery) in order to save costs, meet budget funding levels, or realign available budget monies.*

*Failure to perform needed repairs and maintenance can lead to asset deterioration and ultimately asset impairment. Generally, a policy of continued deferred maintenance usually*

results in higher long term costs, asset failure, and in some cases, health and safety implications.”

The current deferred maintenance backlog for GVSD, based upon BC Ministry of Education (VFA) data, is **\$149M (2017)** and growing. The VFA data shown below calculates the deferred maintenance piece based on the upcoming five year cycle. GVSD’s last VFA FCA inspections were completed in 2016 and as such the deferred data represents the period 2017-2021. Given the age of facilities and the current average annual funding level of approximately \$4.42M annually from the various MoE Capital Funding programs, this maintenance deficit is projected to increase to a level of \$236M over the next 10 years and \$345M over the next 20 years. The subsequent FCI for the District also increase significantly over this period increasing from **.282 (2017)** to **.453 in (2026)** with 46 schools being rated **CRITICAL** and a FCI of **.621 (2035)** with 52 of the 55 District schools being rated **CRITICAL** at that point in time. Tables 7 and 8 below shows the total maintenance/repair demand for the next 30 years and the unfunded liability associated with that demand given current funding levels. Table 9 shows the progression of the FCI assuming that the historic annual Capital funding levels are maintained at 5 year average levels going forward.

Table 7 - GVSD Repair Demand/Liability– 30 Year Period



Table 8 - GVSD Unfunded Liability– 30 Year Period

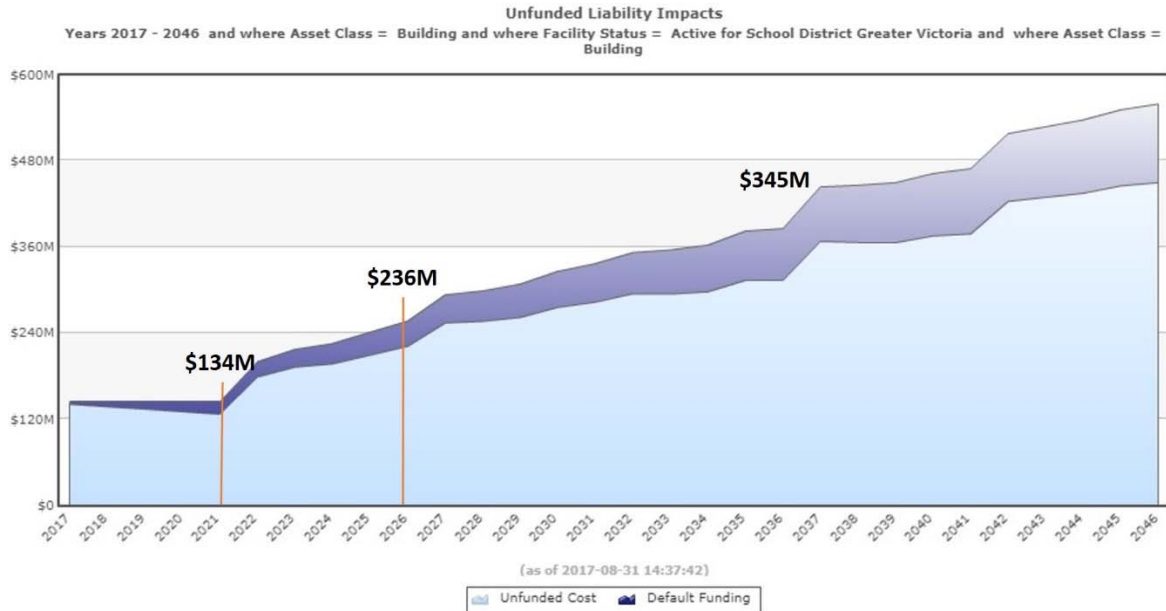
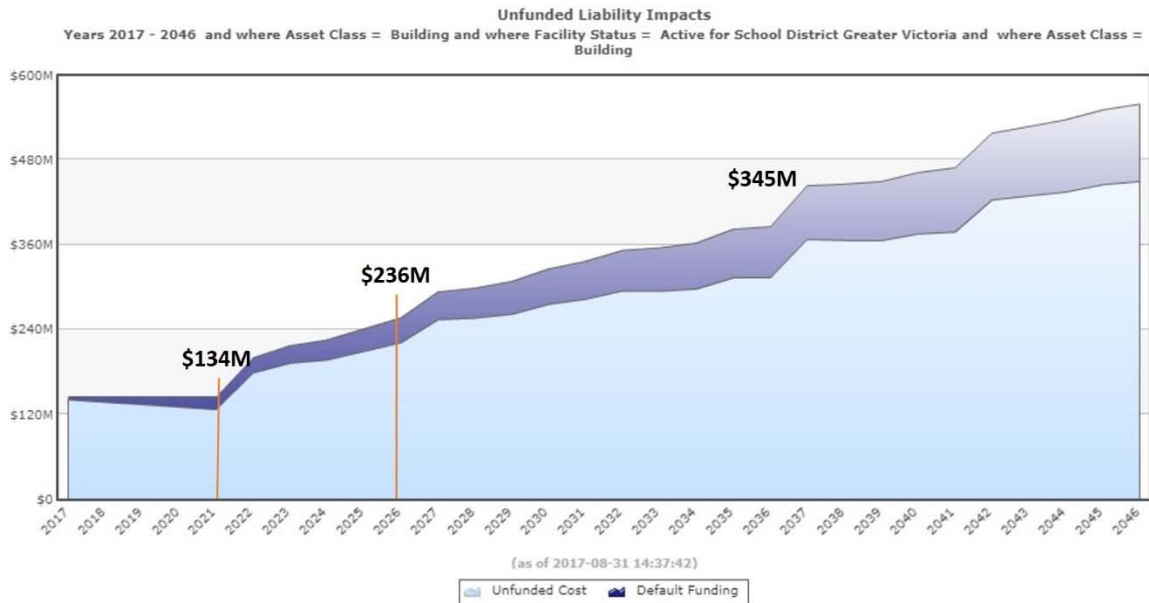


Table 9 - GVSD Facility Condition Index – 30 Year Period



### Facility Condition Index (FCI) Progression

One of the biggest concerns moving forward is the progression of the FCI and by default the overall condition of school facilities in the coming years. Table 10 below, highlights the progression of facilities condition using the current Provincial Building Condition data from the VFA database.

Table 10 - FCI Progression of GVSD Buildings

#	Facility Name	Current FCI	Year 5 FCI	Year 10 FCI	Year 15 FCI	Year 20 FCI	Year 25 FCI	Year 30 FCI
1	Arbutus Middle	37	34	71	78	78	88	113
2	Braefoot Elementary	26	24	40	46	46	62	88
3	Campus View Elementary	35	32	59	74	72	89	101
4	Cedar Hill Middle	48	43	71	77	78	100	103
5	Central Middle School	9	8	19	38	45	64	72
6	Cloverdale Elementary	20	18	46	52	53	64	81
7	Colquitz Middle	8	7	31	44	63	69	98
8	Craigflower Elementary	45	40	60	65	66	76	91
9	Doncaster Elementary	36	32	41	49	59	82	89
10	Eagle View Elementary	9	8	39	64	71	76	92
11	Esquimalt Secondary Annex	23	21	25	30	28	46	55
12	Esquimalt Secondary	43	39	55	58	67	83	97
13	Frank Hobbs Elementary	47	42	63	74	74	90	104
14	George Jay Elementary	21	19	24	48	57	65	77
15	Glanford Middle	29	26	41	65	65	79	93
16	Gordon Head Middle School	15	13	45	60	72	84	102
17	Hillcrest Elementary	27	24	55	63	63	73	95
18	James Bay Community Elementary	31	28	47	63	68	76	101
19	Lake Hill Elementary	51	46	56	64	66	90	102
20	Lambrick Park Secondary	34	31	65	72	75	94	102
21	Lansdowne Middle	17	15	41	56	64	69	82
22	Lansdowne Middle Annex	34	31	39	39	50	68	94
23	Macaulay Elementary	48	43	55	73	73	90	100
24	Margaret Jenkins Annex	29	26	44	50	49	71	78
25	Margaret Jenkins Elementary	31	28	46	63	67	74	83
26	Marigold Elementary	51	46	58	68	69	86	106
27	McKenzie Elementary	41	37	51	60	59	69	82
28	Monterey Middle	15	14	27	42	51	64	74
29	Mount Douglas Secondary	25	23	51	60	66	72	79
30	Mount Douglas Secondary - Storage Building	0	0	19	31	29	28	46
31	Northridge Elementary	36	32	56	63	66	89	106
32	Oak Bay Secondary (NEW)	0	0	5	8	37	50	75
33	Oaklands Elementary	8	7	34	62	64	79	90
34	Quadra Elementary	15	14	19	28	39	50	62
35	Quadra Elementary Annex	20	18	22	25	29	46	57
36	Reynolds Secondary	43	39	50	58	65	74	87
37	Reynolds Secondary Annex	32	29	49	55	52	71	88
38	Rockheights Middle	24	22	36	48	61	67	87
39	Rogers Elementary	20	18	39	57	55	81	85
40	Rogers Elementary Daycare	10	9	28	34	39	47	68



41	Shoreline Community Middle	45	41	62	66	69	81	99
42	Sir James Douglas Elementary	16	14	53	66	68	77	101
43	South Park Elementary	14	13	42	76	76	87	95
44	Spectrum Community Secondary	40	36	61	67	70	83	98
45	Strawberry Vale Elementary	9	8	66	69	69	76	91
46	Tillicum Elementary	39	35	43	63	63	78	85
47	Torquay Elementary	42	37	65	71	74	89	107
48	Uplands Elementary School	35	31	45	64	71	82	94
49	Victor School	30	27	44	73	71	84	91
50	Victoria Secondary	26	23	35	55	58	67	78
51	Victoria West Elementary	39	35	41	53	55	80	90
52	Victoria West Elementary Annex	23	21	42	55	53	64	69
53	View Royal Elementary	46	42	54	62	63	87	103
54	View Royal Elementary Annex	16	15	35	70	70	82	91
55	Willows Elementary	21	19	33	53	56	70	82

<b>Admin and Support Facilities</b>								
1	Board Office (Tolmie Fac#61017)	40	36	43	61	63	71	75
2	SD 61 - Covered Storage Building	0	0	25	30	29	27	51
3	SD 61 - Maintenance Shops and Office	39	35	45	62	70	81	95
4	S J Willis Education Centre - Storage Bunker	25	23	40	39	36	48	46
5	Distribution Centre (Mntce. Shops)	21	19	50	64	63	73	80
6	Garage and Storage (Mntce. Shops)	41	37	66	77	75	85	104
7	S J Willis Education Centre - Building	59	53	59	61	60	74	80
<b>Inactive Educational Facilities</b>								
1	Dean Heights (#99015 & 99019)	34	31	55	72	68	78	96
2	Quadra Warehouse	66	60	84	82	79	86	93
3	Sundance Elementary	56	50	72	73	73	87	105
4	Bank Street School	80	72	66	66	63	75	76
5	Lampson Elementary	23	21	32	44	51	60	71
6	Richmond Elementary	69	62	70	71	80	97	106
7	Burnside Elementary	61	55	53	67	69	76	86

### FCI Targets for GVSD

Much of the FCI data highlights what it will cost to return District facilities to “new” status. In other words, the deferred maintenance numbers seen so far reflects the full renewal/replacement cost to restore the life of the asset or component to zero. That is not realistic in today’s world, and as such, many organizations develop a “Target FCI” for staff to work towards.

Depending on the type of facilities and usage, this target can and does vary. The generally accepted FCI ratings used across the facilities management industry was explained in detail above. The target of an FCI <.10 as being **GOOD** is great in an ideal world, but does not reflect the reality of available funding, usage and facility maintenance issues faced by many school districts across the country. As such, many organizations choose to set an FCI Target for their organization that is more realistic and that recognizes that the organization will accept less than ideal facility condition as long as the health, safety and legislated issues are dealt with promptly and properly. Aesthetic issues that are less than ideal are acceptable and efforts are made across the organization to extend the useful life of assets and make the schools as aesthetically pleasing as possible.

The FCI Target will directly affect the amount of funding required on an annual basis to meet that target FCI for active schools only. Table 11 below shows the difference in deferred maintenance based on a number of different FCI targets.

*Table 11 - Deferred Maintenance Values – Various FCI Targets*

FCI Target	Annual Capital Funding Requirements
<b>0</b>	<b>\$19.81M</b>
<b>10</b>	<b>\$18.17M</b>
<b>20</b>	<b>\$16.34M</b>
<b>30</b>	<b>\$14.53M</b>

As can be seen from Table 11 above, current average annual capital funding levels (\$4.42M annually) do not come close to meeting the level of capital investment required to keep the FCI of GVSD buildings below **0.30 FCI** (Critical) over the next 30 years. The current levels of investment ensure that the school stock will continue to deteriorate and will eventually result in schools that are not meeting the educational requirement, have significant aesthetic issues as well as mechanical/structural/building envelope issues that will require significant investments and/or replacement. GVSD has already experienced this with Oak Bay Secondary, which needed to be replaced at a cost of \$53M due to the age of the facility and the deferred maintenance required to bring it back to an acceptable level. It is important to note that these figures relate to the District facilities (buildings) only, there are additional costs associated with site services that have not been included in this discussion. The inclusion of site service will only make the picture worse going forward.

Efforts need to be made to increase the amount of capital funding that is made available to invest in District facilities, through increased Ministry funding, increases in other income to the District (rental income) and freeing up operating grant funds to invest in additional maintenance and repairs.

### **Current District Facilities Maintenance and Repair Challenges**

In addition to the maintenance and repairs to the School facilities (buildings and sites), there are a number of other significant maintenance challenges that the District has and will continue to face moving forward. Some of these issues will require significant investments on behalf of the District as well as the Ministry of Education. These include:

## 1. Seismic Program

The Province of British Columbia considers the safety of B.C. students a vital function of the government and the associated Boards. The issue of the seismic vulnerabilities of the province’s schools resulted in the government embarking upon a comprehensive school seismic upgrading program in order to make schools safer in the event of an earthquake by minimizing the probability of structural collapse.

The provincial Seismic Program has been conducted in 2 distinct phases:

- a) **Phase One.** Phase one began with district assessments of schools – to determine seismic risk and the scope of upgrading work that would be required as part of this process. This phase of the projects calculated the seismic risk for every school in the province using a standardized rating system,
- b) **Phase Two.** Phase two includes the retrofits and upgrading of the schools that were identified as “High Risk” during Phase One.

Over the past decade, the BC government has spent or committed over \$2.2 billion to seismically upgrade or replace 214 high-risk schools. The remainder, approximately 128 high-risk schools in the province, are still to be addressed and are in various stages of planning to be upgraded. As the program has progressed, the upgrades of the schools have included the seismic elements and has slowly considered essential upgrades to other building components related to life-safety components of the school that could be affected by a seismic event.

### Risk Ratings

During Phase One, Engineers calculated the seismic risk ratings based on the risk of damage from an earthquake to a building. This calculation is the foundation for the decisions of what schools will be selected for consideration by the province, about how to mitigate risk and then on specific work needed to make specific locations safer. Table 12 below provides an overview of the risk ratings used for B.C. schools:

Table 12 - B.C. Seismic Rating Definitions

Rating	Definition
High 1 (H1)	Most vulnerable structure; at highest risk of widespread damage or structural failure; not repairable after event. Structural and non-structural seismic upgrades required.
High 2 (H2)	Vulnerable structure; at high risk of widespread damage or structural failure; likely not repairable after event. Structural and non-structural seismic upgrades required.

High 3 (H3)	Isolated failure to building elements such as walls are expected; building likely not repairable after event. Structural and non-structural seismic upgrades required.
Medium (M)	Isolated damage to building elements is expected; non-structural elements (such as bookshelves, lighting) are at risk of failure. Non-structural upgrades required. Building to be upgraded or replaced within the Capital Plan when it has reached the end of its useful life.
Low (L)	Least vulnerable structure. Would experience isolated damage and would probably be repairable after an event. Non-structural upgrades may be required.

The government is only approving projects to structurally upgrade schools that have a “High” risk rating (High 1, High 2 or High 3). The structural upgrade work will also correct any non-structural deficiencies at these high-risk locations. At the District level, 27 schools were identified as being high risk. See Table 13 below.

Table 13 – GVSD - High Risk Seismic Schools

School	Ministry Rating Assigned	Status
Campus View	H1	Approved
Shoreline	H1	Supported. Planning Underway
Vic High Ph 2	H1	Supported. Planning Underway
Cedar Hill	H1	Supported. Planning Underway
Craigflower	H1	Planning Underway
Braefoot	H1	Planning Underway

Arbutus	H1	Planning Underway
Reynolds	H2	Planning Underway
Lambrick Park	H1	Planning Underway
Macaulay	H3	Planning Underway
Cloverdale	H1	Completed
Monterey	H1	Completed
Margaret Jenkins	H1	Completed
Mount Doug	H1	Completed
Doncaster	H1	Completed
Willows	H1	Completed
Central	H1	Completed
Vic High Ph 1	H1	Completed
Quadra	H1	Completed
Glanford	H1	Completed
Gordon Head	H1	Completed
Lansdowne	H1	Completed
James Bay	H1	Completed
McKenzie	H1	Completed

South Park	H1	Completed
Tillicum	H1	Completed
Vic West	H1	Completed

GVSD is one of the leaders across the province in getting Seismic Projects approved and completed. Over the past years, the District has undertaken various levels of Seismic Upgrades at **18** schools and have an additional **10** schools either ongoing or yet to be completed. To date, the major criteria used by the Province in the selection and approval of the schools to be funded for Seismic Upgrades has been mostly based upon the “**Risk Rating**” assigned to the school and on the District’s preparedness to implement the project in a timely manner. The timelines have been tight with typical approvals received in the April timeframe and contracting and construction to be completed by the end of the following fiscal year.

On May 5, 2016, the Ministry advised that the Shoreline Seismic Upgrade Project had not been approved due to concerns over the low utilization at that school (63%) and across the district as a whole (80%). The Ministry indicated that they understood that the district was in the early stages of this long range facilities planning process and that this document would be beneficial as a cornerstone document for the district’s seismic upgrade program moving forward.

The delay of the Shoreline Seismic Upgrade, albeit disappointing, provided the District the opportunity to complete the Long Term District Facilities Plan, to re-assess the priority of all High Risk Schools across the District and to review the Esquimalt Family of Schools and to plan for their future.

The District has continued to set Seismic Priorities for High Risk schools and as of the writing of this document has submitted the schools listed in Table 14 below for seismic upgrading.

Table 14 - GVSD Seismic Upgrading Priorities 2017-2022 (as at June 2017)

Project	Estimated Cost
Campus View Elementary School - Seismic Upgrade	\$ 2,015,000
Victoria High School - Seismic Upgrade	\$ 35,000,000
Shoreline Middle School - Seismic Upgrade	\$ 6,500,000
Cedar Hill Middle School - Seismic Upgrade or Replacement	\$ 25,000,000
Braefoot Elementary School - Seismic Upgrade	\$ 2,920,000
Reynolds Secondary School - Seismic Upgrade	\$ 7,425,000
Arbutus Middle School - Seismic Upgrade	\$ 8,928,000
Lambrick Park Secondary School - Seismic Upgrade	\$ 3,222,400
Craigflower Elementary School - Seismic Upgrade	\$ 4,163,250
Macaulay Elementary School - Seismic Upgrade	\$ 3,000,000
<b>TOTAL</b>	<b>\$98,173,650</b>

**Future Seismic Related Issues.** Future issues to be faced by the Province and the District include:

- a) Introduction of new BC Building Code that includes a new Seismic Standard called SRG-3. This standard will affect the ratings on schools, potentially adding a number of schools to the “High Risk’ category for upgrading and possibly requiring the District to re-visit some of the schools that have been previously upgraded to see if they still meet the Seismic requirements.
- b) At the time of a seismic upgrade, many of the schools affected are being opened up and demolished in a number of areas. When this is being done, common sense dictates that this is the time to affect major upgrades/ repairs and replacements required at the school. On past Seismic Upgrade projects these upgrades have not been identified and planned for early enough in the process. It is important that the above Seismic programs identify clearly the other upgrades that are critical and important to the District and to make the appropriate capital program submission to the MoE and to plan the use of other District resources to help fund these upgrades during the seismic upgrading. The first school that will test this process



will be Victoria High School, where current estimates are for an additional \$5-6M in capital work that should be done while this major seismic upgrade is being done. This will require considerable advance planning by both the District and the MoE.

## 2. Health and Safety in Schools

There are a number of health and safety challenges being faced by GVSD that will require additional funding and support in the coming years. These include:

### a) Drinking Water Safety

In the spring of 2016, the District conducted tests in a number of schools based on concerns about possible lead in the drinking water. These tests came back negative, however to be sure, a limited testing of drinking water of all District schools was conducted in May/June 2016. At that time, the testing regime returned results that raised concerns in over 25 schools and as such the District embarked on an independent testing of all drinking sources in all facilities. This independent third party testing process ended in August 2016 with clear indications that the District had lead in drinking water issues in 40 of the 47 schools. Some schools had minimal levels and others well in excess of Health Canada Guidelines. In many cases, the lead levels were quickly mitigated through flushing of the drinking water source lines at multiple times each school day, however, to err on the side of safety, the Board of Education approved the installation of in-line water filtering systems on all affected drinking water sources in each of schools. This installation process was completed in November 2017 followed up by the installation of water filling stations in many schools. Since that time, District staff have continued to monitor the water and changed out the filters. Filter changes have become a significant ongoing expense and as such, the District is again faced with adjusting the plan to ensure healthy water in schools, through the installation of pre-filters in each school as well as the newly provincially mandated continued testing of one third of all schools on an annual basis. To date all of these changes have and will continue to be funded by the District.

### b) School Access and Security

The safety and security of students and staff is paramount for the District. Improved physical security measures and security protocols are needed, including for use during emergency school lock-downs. These issues need to be addressed going forward.

The District has started the process of installing Key Fob and security access systems in some schools, and many more are required. At a cost of \$50,000-\$100,000 per school, this requirement is not cheap and will require a concerted effort to make it work in the interim until these new systems can be installed and keyed entrances and interior doors can be retired.

### c) Underground Services

Each school site has significant underground services that also require regular maintenance and repair and eventually replacement. To date these assets are replaced at failure and little

ongoing preventive maintenance is happening to ensure the maximum life and District planning has not included the timely replacement of these underground assets so as to reduce the cost of such replacements over the current replacement on an emergency basis based upon a failure, usually costing significantly more than a planned life replacement. Future annual capital plans will include planned underground services repairs and replacements.

### Next Steps

There are four major concerns related to the maintenance, operation and repair of District facilities. They include:

1. The number of K-12 Educational Facilities with a CRITICAL rating now and the rapid addition of more schools that will be rated CRITICAL in the next 10 years;
2. The projected progress of the condition of facilities, with the current funding levels being provided to GVSD by the MoE as we moved forward;
3. How to deal with the current Deferred Maintenance of \$147M at the same time dealing with new maintenance funding requirements be added in the coming years; and
4. Funding priority areas for the District related to seismic upgrading add-ons and important health and safety concerns.

### Recommendations:

1. **Ensure that the District has a plan to address capital maintenance deficit.**
2. **Ensure that the District recovers full costs (capital and operating) from its rentals and leases.**

# Community Partnership and Enterprise

## Introduction

The School District is an important part of the community both in its role providing the educational program to 20,000 Greater Victoria students but also in its role renting out space to local users (e.g. gyms and fields), more formal space sharing arrangements such as partnerships with municipalities in Oak Bay, Saanich and Victoria, or licensing space within schools or on school grounds to childcare providers.

At the same time, as noted in Part 4, the District has a significant deficit in its capital stock as well as increasing enrollment that may require space licensed to child care providers to be reclaimed. The Facilities Plan is intended to address these issues.

## Rentals and Revenue

### Community Use of District Facilities

The District has always played an important role in providing facilities for recreational purposes. District fields, gyms and occasionally other facilities such as libraries, multi-purpose and home economic rooms are rented on a regular and short term basis.

Historically, the revenue from these rentals has gone directly into the general operating fund. While the revenue does support the maintenance and repair of facilities through the annual budget allocation process, there has been no direct capital funding allocated to ensure that repairs and updates to these assets are supported from rental revenue.

In reviewing the rental rates versus the capital depreciation and the actual operating and overhead costs of each rental (staff, cleaning, utilities, field maintenance, etc.) the District operates at a loss, in effect subsidizing each and every rental in the District's facilities. Some of the activities associated with these rentals, such as adult evening floor hockey, men's flag football and other large community gatherings and events can have a significant impact on the wear and tear imposed on assets, increases the maintenance and repair demand, and decreases the useful life of the asset. Given that these assets are primarily there for educational purposes, it is important that the rental rates charged take these factors into account, that the District start to allocate rental funds towards the maintenance and repair of the assets and that we move towards a rental rate model that will cover the full operating costs of each rental agreement. In this regard, District Staff are preparing a new Community Use of Facilities Policy and an associated Regulation and has started the consultation process around increases to rental rates.

Table 1 shows the rental revenue from community use over the past four years.

*Table 1 - Community Use Rental Revenue*

	<b>2013/2014</b>	<b>2014/2015</b>	<b>2015/2016</b>	<b>2016/2017</b>
	<b>Actual Revenue</b>	<b>Actual Revenue</b>	<b>Actual Revenue</b>	<b>Actual Revenue</b>
Community Use of Facilities	\$314,159	\$388,614	\$556,991	\$654,926
Out of School Care	\$272,822	\$318,833	\$304,791	\$305,631
Community Use of Fields	\$77,009	\$82,673	\$80,295	\$71,281
Community Use of Theatres	\$25,450	\$37,830	\$37,294	\$70,669
<b>Total Community Use Rental Revenue</b>	<b>\$689,439</b>	<b>\$827,950</b>	<b>\$979,370</b>	<b>\$1,102,507</b>

### Long Term Leasing

The District has also entered into a number of long term leases agreements for closed and/or inactive facilities that are not needed immediately for use by the District. These facilities include the buildings in Table 2 below.

*Table 2 - District Inactive Facilities*

#	Facility	Address	Leased To	District Use
1	Bank Street	1625 Bank Street, Victoria	Joami Arts Development Inc	No
2	Burnside	3130 Jutland Road, Victoria	Empty – Ongoing Rehabilitation	Yes
3	Dean Heights	3020 Richmond Road, Saanich	Artemis Place Society	No
4	Hampton	231 Regina Avenue, Saanich	Victoria Native Friendship Centre	No
5	Lampson	670 Lampson Street, Esquimalt	Francophone Education Authority	No
6	Richmond	2780 Richmond Road, Saanich	Swing Space - variety of short term leases	No
7	Quadra Warehouse	2549 Quadra Street, Victoria	Vancouver Island School of Art	No
8	Sundance	1625 Bank Street, Victoria	Francophone Education Authority	No

These facilities have become an important addition to the community and an ongoing revenue source for the District. A number of the agreements include community partners such as at Quadra Warehouse, Bank Street and formerly Burnside Elementary and these facilities with their prime

geographic locations have allowed for important community programming to take root in the community.

Unfortunately, past District rental practices were such that the District received very little revenue from these assets compared to their capital depreciation and the actual maintenance, repair and operating costs associated with the rental activities. In addition, limited capital funding was directed towards the repair and maintenance of active schools and away from these rental facilities. This has resulted in the rapid deterioration of these facilities and has left the District with major capital repair costs to bring these assets back up to an acceptable standard for educational purposes and some are at the stage in their life cycle where they are not even acceptable for continued use for community/commercial rental. For example, the Bank Street site has been rented for close to 40 years. In that time, the District has invested very little in this facility. The building no longer has a functional boiler, the windows need to be replaced, the roof needs replacement, significant exterior heritage restoration works needs to be completed, and all of the plumbing, electrical and much of the interior of the building needs replacement. The capital repair and remediation costs will be significant. The rent being collected on this facility equates to \$2.50 per square foot (\$2,100/month), a number that is nowhere near the amount required to complete even basic maintenance on this 9900 square foot District facility.

The Burnside site is another example of a building that is in need of rehabilitation. This facility was rented for over 10 years to a community organization for \$10/year. This means that the District did not receive funds to maintain this facility. This facility is now in need of a new roof, new underground infrastructure, new windows, a new heating system, a new health and safety and electrical system and a full interior gut and rebuild. The estimated cost is in the range of \$4.7M-\$5.2M to restore this facility to code and to an acceptable standard.

On the other hand, the District has leases in place which provide significant ongoing revenue to the District such as at Lampson, Sundance and Dean Heights. However, these revenues are not specifically earmarked to support the capital repair and upkeep of these facilities and unless this changes, they too will fall into disrepair leaving the District with large repair and maintenance requirements.

### **Rentals and Revenue Recommendations**

- 1) That the District ensure that sufficient revenue gained from rentals and leases is invested in the capital maintenance of facilities associated with the rental or lease.*
- 2) The District should ensure competitive market rates for rentals and leases for outside uses where possible.*

### **Childcare Providers**

The Board has continually expressed its commitment to childcare in the school district. Child care and early childhood education is a natural lead in and supports many students families. With the demands being placed on schools through the modified contract language and the projected student growth across the District in the coming years, staff has proposed a plan to support current and expanded availability of childcare in schools.

The District is currently engaged in a consultation process to discuss appropriate licence rate increases to reflect a cost recovery model. The capital cost associated with childcare providers is currently not taken into account. Given that a portable costs approximately \$200K to purchase and install and has a limited useful life, the District needs to ensure that future installs are financially and structurally sustainable for the long term.

### Childcare Recommendation

*That the District support childcare providers on District sites.*

### Partnerships

The District has a number of examples of partnerships that are successful. These partnerships provide community access to school sites while also ensuring that the capital and operating costs of the access are covered. There are a number of different formats for such partnerships.

### Joint Use

The first kind of Joint Use is where the District and partner, usually a municipality, use District land to build a community amenity, with a municipal contribution. The parties then draft an agreement for use for a term. Normally, the space is completely in the hands of the municipality for upkeep, custodial etc. Examples of these agreements include:

- Colquitz Middle School - Saanich
- Gordon Head Middle School - Saanich
- Oak Bay High - Oak Bay (Neighborhood Learning Centre)
- Oak Bay High - Oak Bay Recreation (Land for Tennis Bubble)
- James Bay Elementary - City of Victoria (Agreement Expired)
- Oaklands Elementary- City of Victoria (Agreement Never Executed)
- Sir James Douglas Elementary - City of Victoria

### Reciprocal Use

These agreements typically involve the District exchanging use of its facilities for use of municipal facilities. Sometime fees are paid for custodial and maintenance but for the most part agreements are limited to use. An example of this arrangement is:

- District - Oak Bay (Recreation Centre Use, Ball Fields, etc.)

## Capital Contribution

These agreements involve a capital investment by the partner in exchange for preferential or discounted use of an asset. In some cases, maintenance costs are also provided.

- Oak Bay High – Oak Bay (Theatre)
- Oak Bay High – Bays United (Turf Field)
- Esquimalt High – Esquimalt (Theatre – expired)

Given the overall success of these programs and their ability to expand opportunities for students and the community, continued exploration of such partnerships is recommended. There are also examples beyond municipalities such as integrating health services that the District may wish to explore. A refresh of the current joint use agreements, such as at James Bay and Oaklands, should also occur to ensure the long term protection of the assets.

## Capital Contribution Recommendation

*That the District continue to seek partnership opportunities with local municipal and ministry partners in the spirit of maximizing access, investments and increasing community hubs.*

## Recommendations:

- 1) **That the District ensure that sufficient revenue gained from rentals and leases is invested in the capital maintenance of facilities associated with the rental or lease. The District should ensure competitive market rates for rentals and leases for outside uses where possible.**
- 2) **That the District support childcare providers on District sites.**
- 3) **That the District continue to seek partnership opportunities with local municipal and ministry partners in the spirit of maximizing access, investments and increasing community hubs.**

# Land and Leasing

## Introduction

The Board of Education of School District No. 61 (Greater Victoria) is one of the largest landowners in the Greater Victoria region.

The Board owns 411.17 acres in the municipalities of Victoria, Saanich, Oak Bay, View Royal and Esquimalt. Of this land, 50.56 acres is held in trust by the municipalities for the beneficial interest of the District.

The vast majority of this land is associated with active schools. The ownership information is as follows:

School Name	Municipality	Land - Acres
Arbutus Middle	Saanich	7.05
Braefoot Elementary	Saanich	8.69
Burnside School	Victoria	2.26
Cedar Hill Middle School	Saanich	10.01
Central Middle School	Victoria	7.33
Cloverdale Traditional School	Saanich	4.50
Colquitz Middle School	Saanich	12.63
Craigflower Elementary	Saanich	3.18
Doncaster Elementary	Saanich	10.28
Eagle View Elementary	View Royal	5.50
Esquimalt Secondary School	Esquimalt	13.01
Facilities Services	Victoria	4.22
Frank Hobbs Elementary	Saanich	11.79
George Jay Elementary	Victoria	4.66
Glanford Middle School	Saanich	10.28
Gordon Head Middle School	Saanich	9.30
Hampton Elementary (Leased)	Saanich	2.75



<b>Hillcrest Elementary</b>	Saanich	8.99
<b>James Bay Elementary</b>	Victoria	2.07
<b>Lambrick Park Secondary</b>	Saanich	10.30
<b>Lampson School (Leased)</b>	Esquimalt	3.00
<b>Lansdowne Middle School and Dean Heights (Artemis Place Lease)</b>	Victoria	25.10
<b>Macaulay Elementary</b>	Esquimalt	6.19
<b>Margaret Jenkins Elementary</b>	Victoria	5.73
<b>Marigold and Spectrum</b>	Saanich	25.10
<b>McKenzie Elementary</b>	Saanich	5.77
<b>Monterey Middle School</b>	Oak Bay	6.24
<b>Mt. Doug Secondary</b>	Saanich	15.46
<b>Northridge Elementary</b>	Saanich	13.69
<b>Oak Bay High School</b>	Oak Bay	18.21
<b>Oaklands Elementary</b>	Victoria	5.53
<b>Quadra Elementary</b>	Victoria	6.06
<b>Reynolds Secondary</b>	Saanich	16.37
<b>Rockheights Middle School</b>	Esquimalt	8.00
<b>Rogers Elementary</b>	Saanich	8.25
<b>Shoreline Middle School</b>	View Royal	9.50
<b>Sir James Douglas Elementary</b>	Victoria	3.01
<b>SJ Willis Education Centre</b>	Victoria	10.42
<b>South Park Elementary</b>	Victoria	1.15
<b>Strawberry Vale Elementary</b>	Saanich	5.13
<b>Sundance and Bank Street (Leased)</b>	Victoria	2.47
<b>Tillicum Elementary</b>	Saanich	5.43

<b>Tolmie Building</b>	Saanich	4.17
<b>Torquay Elementary</b>	Saanich	4.92
<b>Uplands Elementary</b>	Oak Bay	8.68
<b>Victor School</b>	Victoria	1.95
<b>Victoria High School</b>	Victoria	15.12
<b>Victoria West Elementary</b>	Victoria	6.26
<b>View Royal Elementary</b>	View Royal	7.65
<b>Warehouse Building (STARS) (Leased)</b>	Victoria	1.11
<b>Willows Elementary</b>	Oak Bay	6.71
	<b>TOTAL:</b>	<b>411.17</b>

A number of recommendations in this plan pertain to the ongoing maintenance needs and deferred maintenance of facilities as well as planning for the future of the District’s educational infrastructure.

The District has significant capital needs, from basic maintenance issues to needed enhancements. Classroom needs are also growing.

While government funding should cover many of these issues, the reality is that District needs will not likely be fully met by these funds alone. The District has a few options. It could have a referendum. This option is costly and has strict limits that make the option largely untenable. Another option would be to use the assets at its disposal.

The Board has a significant inventory of lands. Given the age of the District, it owns significant parcels of land both contiguous to schools and not contiguous to schools that are not required for the provision of education. These lands could be leased in a manner (50-60 years) that would preserve the asset for the future while gaining dollars for current capital needs.

Such lease arrangements could also help alleviate ongoing housing issues in the area and help to increase enrollment.

Given the inherent political nature of the recommendation, the Facilities Plan does not recommend any specific parcel but rather recommends reviewing the possibilities.

**Recommendation**

*That the Board identify parcels of land that are not anticipated to be needed for educational purposes for potential medium term lease to a community partner.*

The Board also owns a number of facilities that it has leased over the years to non-childcare providers. In a number of cases the leases have been for significantly below market value. These lease rates have

not provided a return to the District to support its core programming nor provided sufficient capital to maintain these buildings, with at least two of them holding some heritage value.

**Recommendation**

*That Policy 7110.1 – Leasing of Closed Schools be updated to prohibit the long-term lease of a District property for less than market value.*

While restrictive, administration should be guided by the principle that District assets need to be protected no matter whether the asset may be needed for immediate District use.

**Recommendations:**

- 1) That the Board identify parcels of land that are not anticipated to be needed for educational purposes for potential medium term lease to a community partner.**
- 2) That Policy 7110.1 – Leasing of Closed Schools be updated to prohibit the long-term lease of a District property for less than market value.**

# Summary of Recommendations

## General Recommendation

*That the District Facilities Ad Hoc Committee be continued to monitor and provide ongoing feedback of the activities pursuant to the Plan.*

### **Rationale:**

Given that the Facilities Plan is likely to recommend significant ongoing activities associated with the Plan, the Facilities Plan Ad Hoc Committee is the appropriate venue for the ongoing work to flow through. While the Board will ultimately be the decision making body the Facilities Plan Ad Hoc Committee, given their connection to the final recommendations will also be able to ensure ongoing accountability.

## Demographics, Utilization and Capacity Recommendations

### **1. The Superintendent recommends changes to Policy and Regulation 5117 – School Attendance Areas to include:**

- a. That the functional capacity of schools be calculated to determine a school's physical capacity (building only) to host students in accordance with Ministry of Education mandated class types and sizes. The functional capacity is a fixed capacity number that is not likely to vary greatly from year to year;
- b. That an operational capacity of schools (including an adjustment for portables), be set on a yearly basis and could be stated as a maximum enrolment number or a percentage above the established functional capacity for each school;
- c. That when a school reaches 90% of the established functional capacity that a catchment review be instigated to determine whether:
  - i. The school operating capacity can be modified to accommodate additional students,
  - ii. The school will be able to continue supporting its catchment population for the foreseeable future or should the catchment area be modified,
  - iii. Further space is required (where neighboring schools cannot accommodate additional students).
- d. That when a school reaches 100% of the established functional capacity that a program review commence to determine whether:
  - i. Programs should be moved;
  - ii. Specific programs should be discontinued; or
  - iii. A program can be supported for the foreseeable future.

**Rationale:**

First, the District has a policy and regulation that requires the setting of secondary school capacities on a yearly basis. This has not been applied in the robust manner that would allow predictability for staff, parents and students. Setting a limit will ensure this predictability for future planning.

Second, depending on the outcome of the review of school attendance boundaries and French Immersion programming, programs that involve a high number of transfers may need to be reviewed.

- 2. That the District write to the Ministry of Education highlighting the difference between the Ministry's capacity and the District's determination of functional capacity highlighting the differences and the educational benefits of the determination of the needs of the District.*

**Rationale:**

Given the complex needs of students and staff, basic capacity formulae may not meet the needs of students. Moreover, given seismic needs, we will continue to seek approval for projects even where Ministry determined capacities may be lower than typically desired to support a project.

- 3. The District ensures that when planning major retrofits, upgrades, rebuilds or general Annual Facilities Grant planning that appropriate space for itinerant teachers and other professionals be a priority.*

**Rationale:**

First, itinerant staff have a significant role in the service to students and are important members of multiple staffs.

Second, this issue has been expressed consistently as a priority by staff. Appropriate work space is important in the context of supporting staff, attracting new staff and retaining staff in a competitive recruitment environment.

Third, dedicated space will likely lead to productivity gains by reducing the organizational time currently associated with space planning.

Finally, administration should have clear guidance in capital planning to guide future decisions.

- 4. That the District ensure that enrollment priorities as a result of the Student Registration and Transfer Committee be applied and that schools above 90% functional capacity be reviewed following the completion of the setting of priorities.*

**Rationale:**

This recommendation requires the work of the Student Registration and Transfer Committee and the review of school attendance boundaries and French Immersion programming be completed in order to fully understand the space issues.

5. *That the District approach its municipal partners, particularly the City of Victoria, to institute a development cost charge for future school site acquisitions.*

**Rationale:**

The City of Victoria anticipates 10,000 new residents in the downtown core area in the next 30 years. Drawing from the experience in Vancouver, this increase will include new children. This growth will require additional school spaces in the community, particularly in the core of downtown Victoria where the District does not currently have holdings. Given this requirement, it would be prudent to pursue a development cost charge as per the School Act well in advance of the population growth to allow for planning.

6. *That the District retain Richmond, Lampson, and Sundance/Bank Street for the possibility of future use.*

**Rationale:**

While generally the District can accommodate the number of current students, it is clear that demographic changes and municipal planning are impacting enrollment in a positive manner. It is too early to determine whether a specific facility will be required to re-open. Nevertheless, early projections indicate that there may be areas where local resident populations exceed available space.

## Programming and Future Needs Recommendations

1. *That all Facilities planning, including major retrofits, upgrades, new builds and Annual Facility Grant planning incorporate the principles of equity, sustainability and environmental responsibility.*

**Rationale:**

First, this recommendation anticipates an environmental education plan that incorporates principles of sustainability. This would include anticipating environmental upgrades from local capital dollars when larger projects are being anticipated.

Second, it also calls for the prioritization of dollars on capital projects that promote sustainability (e.g. boilers, smart technology prior to other less impactful investments).

Finally, by incorporating equity in planning, the District is able to support schools with lesser ability to self-fund projects that are priorities.

2. *That the Superintendent and the Board review, revise and then apply Policy and Regulation 3110 – Presentation of New Educational Programs when considering any new program.*

**Rationale:**

Currently, the Board has a policy and regulation that require specific actions to occur prior to the introduction of new programming. This recommendation is meant to reaffirm that policy and regulations take principles of long term sustainability and review into all programming decisions.

**3. *That the District review its current shop programs to ensure that the level of shop programming available in our schools is supportable for the long-term.***

**Rationale:**

This recommendation would require a review of shop programming.

First, it would address current health and safety issues, utilization of various programs as well as the current funding model to support shops at both Secondary and Middle Schools.

Second, it would create recommendations of the appropriate lay-out at various levels of the various types of shops. It would also review if a rationalization of shop programming

**4. *That students be canvassed on their preference on school amenities, facilities and programming.***

**Rationale:**

Our schools are intended to serve students. In order to properly plan capital the District should be proactive in determining the current and future needs of students and attempt to incorporate those voices in planning.

## **Facility Condition Recommendations**

**1. *Ensure that the District has a plan to address the capital maintenance deficit.***

**Rationale:**

The District has a significant capital maintenance deficit. This means that the amount of money invested in facilities on a yearly basis has been historically and continues to be less than that required to maintain facilities to an established service level. To ensure ability to anticipate this degradation and plan a preventive maintenance schedule as well as a robust repair schedule that will shrink this deficit and allow the District to maintain facilities at an established Board approved Facility Condition Index (FCI).

**2. *Ensure that the District recovers full costs (capital and operating) from its rentals and leases.***

**Rationale:**

The District's current model is based on recovering operating costs. This means that in the past the District attempted to cover the costs of the operating expenses (administration, custodial) associated with rental activities but little else. Traditionally, the capital depreciation (wear and tear) caused by rental use of facilities and associated fields and amenity spaces (theatres, etc) has not been addressed.

This recommendation would ensure proper cost recovery while continuing community access to and use of facilities and associated lands.

## Community Partnership and Enterprise Recommendations

1. *That the District ensure that sufficient revenue gained from rentals and leases is invested in the capital maintenance of facilities associated with the rental or lease. The District should ensure competitive market rates for rentals and leases for outside uses where possible.*

### Rationale:

This requirement would ensure that the District is accountable to its capital renewal commitments.

2. *That the District support childcare providers on District sites.*
3. *That the District continue to seek partnership opportunities with local municipal and ministry partners in the spirit of maximizing access, investments and increasing community hubs.*

### Rationale:

The District has surprisingly few shared spaces with community partners. Given the limits of land in Greater Victoria such partnerships may be required to ensure that communities have access to services.

In addition, such partnerships may provide increased services to students (health or other government services) or lessened or shared costs (community programming).

Finally, the Ministry has highlighted that school should be community hubs. This Ministerial direction has been enacted at Oak Bay in the form of the Neighborhood Learning Centre. Given the capital needs over the next number of years the District will likely have the opportunity to expand this model.

## Land and Leasing Recommendations

1. *That the Board identify parcels of land that are not anticipated to be needed for educational purposes for potential medium term lease to a community partner.*

### Rationale:

The District has significant capital needs, from basic maintenance issues to needed enhancements. Classroom needs are also growing.

While government funding should cover many of these issues, the reality is that District needs will not likely be fully met by these funds alone. The District has a few options. It could have a referendum. This option is costly and has strict limits that make the option largely untenable. Another option would be to use the assets at its disposal.

The Board has a significant inventory of lands. Given the age of the District, it owns significant parcels of land both contiguous to schools and not contiguous to schools that are not required for the provision of education. These lands could be leased in a manner (50-60 years) that would preserve the asset for future while gaining dollars for current capital needs.



Such lease arrangements could also help alleviate ongoing housing issues in the area and help increase enrollment.

Given the inherent political nature of the recommendation, the Facilities Plan does not recommend any specific parcel but rather recommends reviewing the possibilities.

***2. That Policy 7110.1 – Leasing of Closed Schools be updated to prohibit the long-term lease of a District property for less than market value.***

**Rationale:**

While restrictive, administration should be guided by the principle that District assets need to be protected whether or not the asset may be needed for immediate District use.

# Appendices - School Information Profiles

For detailed information about each school property, refer to the document  
*“Long Term Facilities Plan Appendices - School Information Profiles”*





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