



**NANAIMO LADYSMITH PUBLIC SCHOOLS
BUSINESS COMMITTEE
PUBLIC MEETING
ACTION SHEET**

DATE: June 8, 2022
TO: Business Committee
FROM: Mark Walsh, Secretary-Treasurer; Pete Sabo, Executive Director of Planning & Operations; Kelsey Bakewell, Facilities Planning Manager
SUBJECT: Proposed 2023/2024 Five-Year Major Capital Plan

Recommendation

The Business Committee recommends that the Board of Education of School District No. 68 (Nanaimo-Ladysmith), in accordance with provisions under section 142(4) of the School Act, approve the proposed Five-Year Capital Plan for 2023/2024, as provided on the Five-Year Capital Plan Summary for 2023/2024 submitted to the Ministry of Education and Child Care.

Background

This Action Sheet aligned with the Board's goals and LRFP, is intended to provide an overview of the projects the District wishes to apply for associated with major capital. Minor capital is provided in another memo and motion. The capital plan continues to highlight the District's twin challenges of a capacity crunch and significant seismic needs. We note that there are a few changes from year to year based on changes in enrollment projections but the plan is largely aligned from year to year.

The Five-Year Capital Plan

Each year, Boards of Education are required to submit a Five-Year Capital Plan detailing the high priority capital projects needed for their school districts, in accordance with the Capital Plan instructions.

School districts' annual Five-Year Capital Plan submissions are used to inform the selection of priority capital projects for the Ministry's following fiscal year. They also provide the Ministry insight into future year priorities that are used in longer term capital planning.

The Ministry is seeking submissions for consideration for the following capital programs:

- Seismic Mitigation Program (SMP)
- School Expansion Program (EXP)
- School Replacement Program (REP)
- Rural Districts Program (RDP)
- Building Envelope Program (BEP)
- School Enhancement Program (SEP)
- Carbon Neutral Capital Program (CNCP)
- Bus Replacement Program (BUS)
- Playground Enhancement Program (PEP)

This year the Ministry has altered their intake program somewhat. They require that major capital items are submitted by June 30, 2022 and minor capital projects are submitted by September 30, 2022. Staff's plan is to submit both by the June 30th deadline. This memo will only address major capital projects and the final minor capital project submission will be addressed in a separate Action Sheet.

The Annual Five-Year Capital Plan Submission is informed by a Long Range Facilities Plan (LRFP), with school districts assessing capital needs over the next five years. This involves prioritizing capital needs and undertaking preliminary assessment of project needs, options, scoping and costing, as well as developing and submitting a Five-Year Capital Plan, along with supporting assessment documents, specifically a Project Request Fact Sheet (PRFS).

The Ministry will provide each school district a written response to their annual Five-Year Capital Plan submission once the assessment of all submissions is complete, and funding for fiscal year 2023-24 is announced by the Ministry. See attached response letter to the 2022-23 Capital submission.

This written response identifies the next steps for supported projects which may include:

- Proceed to design, tender and construction,
- Proceed to development of a Business/Concept plan or Project Definition Report (PDR),
- Proceed to acquire site,
- Proceed to acquire bus.

The Ministry also provides school districts with an Annual Facility Grant (AFG) based on an established formula. The AFG is managed separately from the annual Five-Year Capital Plan submissions. As such, AFG is excluded from these Capital Plan instructions.

Discussion

Operating Capacity

Previously, class sizes for Kindergarten, Grades 1-7, and Grades 8-12 were set in legislation, and were mandatorily applied to all school districts across the province. Currently, class sizes are negotiated as a working condition for teachers in their local contract with a board of education. As such, operating capacities vary between school districts. Individual school districts must determine the operating capacities of existing schools to calculate their capacity utilization.

Enrollment Projections

The current capital plan will rely on the enrollment projections provided by Baragar for the short-term capital requests (Years 1-5) and the Licker Geospatial data for the longer-term (site acquisition) requests (Years 6-10). Reference to the Licker data will be noted in the detailed PRFS (project request fact sheets) documents as supporting information, as applicable.

Development of a Facilities Plan

The Board passed the Long Range Facilities Plan in 2021. In the creation of this plan the LRFP recommendations were considered and this document highlights the connections between the capital submission and the respective recommendations. An update on the LRFP was proved on May 25th and subsequently forwarded to the Districts Ministry of Education and Child Care Regional Director Capital Management Branch.

The source documents used to compile this year's Five-Year Capital Plan will be available in the Facilities Department or on request. Please note that submission details (project costing and supporting documentation) are still being developed/gathered and will be submitted, along with the plan.

Finally, it is very important to note that some of the capital requests may not result in the specific outcome requested. For instance, while we have included an expansion to Departure Bay, the end result of Ministry support for such an expansion may result in a different outcome (e.g. a new school, boundary changes etc.). Requesting support for an expansion will result in the LRFP advisory committee discussing the preferred option for the community that the Ministry will usually support if it is the same cost.

Site Acquisition (SAP)

The site acquisition request reflects both the shorter term Baragar data and the longer-term Licker Geospatial data. A School Site Acquisition Charge has now been instituted and ultimately Ministry support is required for a site acquisition at the target school or potentially a new site in the area depending on the determination of the LRFP committee, the Board and the Ministry.

1. Departure Bay – LRFP Rec. 2, 6

Departure Bay is currently over subscribed and slated to continue to grow. Addressing such growth has options (expansion, new school, boundary charges or a mixture of options). Ultimately, a new site may be required.

2. Chase River – LRFP Rec. 2, 6

While Baragar's data does not show Chase in a situation of rapid growth, it already has multiple portables and an expansion of the school may require additional land. Further, if Sandstone proceeds an additional site may be required.

3. Pleasant Valley – LRFP Rec. 2, 6

Similar to Departure Bay, Pleasant Valley appears to be growing quickly. While it likely does not need additional land on site, an additional site may be required associated with growth in Lantzville and North Nanaimo

4. Bayview – LRFP Rec. 2, 6

While Baragar does not show immediate growth at Bayview, building trends in the area (e.g. the Harbour View District) suggest increased enrollment. Bayview cannot support additional capacity with the size of its' current site

5. Dover Bay area LRFP Rec. 2, 6

Dover and Wellington's growth projections indicate significant growth that may require an additional site in the future to support enrolment

6. Ladysmith (Holland Creek) area LRFP Rec. 2, 6

With current and expected pressures in and around Ladysmith, it's prudent that the District consider an additional site in a central location to support enrolment

Expansion Projects (EXP)

Year 1-3

1. Ladysmith Intermediate – LRFP Rec. 1, 5, 7, 13,

Ladysmith Intermediate was supported for the creation of a concept plan for seismic upgrade project (SMP) in 2022/23. Part of this concept plan encompasses a study of the entire Ladysmith/ENO catchment boundaries, to address existing and future over-enrolment. Currently 10 portables are in use in this geographic area. 11 portables are forecast in this area for 26/27. The option of an expansion to the seismic/replacement options being explored is an important consideration for this area.

This project was added to the plan after consultation with Ministry staff, as it outlines an additional need to a seismic upgrade only.

2. NDSS – LRFP Rec. 1, 5, 7, 8, 9

NDSS is currently the highest priority seismic request in the 5-year capital plan. The school has a capacity of 1400 and forecast enrolment of 1769 for the 2026/27 school year. This capacity would require 15 portables to support.

NDSS currently has 4 portables on site, with an additional two being allocated for September of 22/23 school year.

Further consideration is being made for the addition of portables for the start of second term in February of 2023. Portables on site notwithstanding, the school continues to operate over Ministry Capacity – in other words based on the forecast for September 2022 the school would qualify for 12 portables.

The option of an expansion to the seismic/replacement options being explored is an important consideration for this school. One option for space would include a New Learning Alternatives on Te'tuxwtun, which could ultimately reduce space pressure at NDSS.

This project was added to the plan after consultation with Ministry staff, as it outlines an additional need to a seismic upgrade only.

3. Departure Bay - LRFP Rec. 1, 5, 7

Departure Bay is forecast to grow to 7 portables by 2026, from 3 in 2020-21 and 4 in 2021-22. A 5th unit is approved to be moved to the site for 22-23. While the Hammond Bay expansion may address some growth, construction in the catchment indicates this trend will continue and must be addressed. Addressing such growth has options, for example, expansion, new school, boundary changes or a mixture of options.

4. Ladysmith Primary - LRF Rec. 1, 5, 7

Ladysmith Primary is not slated for significant growth. However, it currently has 5 portables in a K-3 school. Further, we see the LRF Ladysmith sub-committee addressing Ladysmith Primary, Ecole North Oyster and Ladysmith Intermediate as a package.

5. Ecole North Oyster – LRF Rec. 1, 5, 7, 8

ENO is forecast to have 5 portables in 2026 with 5 existing. As noted, we see the LRF Ladysmith sub-committee addressing Ladysmith Primary, Ecole North Oyster and Ladysmith Intermediate as a package.

6. Chase River – LRF Rec. 1, 5, 7, 22, 32

Similar to Ladysmith Primary, Chase River already has a significant portable issue (4 on site). Further, infill is proceeding in South Nanaimo. An expansion of Chase is ideal and could possibly be timed with working with our partners at the City of Nanaimo to create a community hub.

Year 4 or 5

The next group of schools are intended to be put on the Ministry’s radar. It is unlikely that we would receive support in the immediate term to proceed with these projects, but it is important that they are recognized. We note that in the case of Pleasant Valley, it is a candidate to be moved into the priority list, but we would like to see another year of data before proceeding.

Further, the Baragar and Licker Geospatial data see Randerson Ridge trending in different directions. This is another example of seeing an additional year of data would be helpful.

- Learning Alt New 200 student facility on Te’tuxwtun Site
- Dover Bay 12 portables by 2026 (after app’d exp – exclude INT)
- Randerson 7 portables by 2026 (moved up in priority)
- Wellington Sec 6 portables by 2026(exclude INT – moved up in priority)
- Mountain View 5portables by 2026
- Forest Park 4 portables by 2026
- Cedar Elem 4 portables by 2026 (new from last year)
- Pleasant Valley 3 portables by 2026

Replacement Projects (REP)

1. NDSS – LRF Rec. 1, 5, 7, 8, 9

An alternative solution to the seismic upgrade request is to replace NDSS on the existing site. The school has multiple aged-out systems and requires a significant amount of maintenance. A replacement project would likely address the swing space requirement as well as offer an opportunity to incorporate key Ministry and District initiatives including but not limited to GHG reduction, Mass timber, NLC, Inclusion.

Seismic Mitigation Program (SMP)

Group One Priorities (H1)

- NDSS – LRFP Rec. 9, 10, 20, 32
Aligned with the LRFP replacing NDSS is a priority. It is a major seismic risk; it is wearing out and it is an environmentally unfriendly facility. The Ministry must act on this priority.
- Departure Bay – LRFP Rec. 10
Given that action must be taken to address capacity, it aligns with the LRFP to perform multiple capital projects at the same time to avoid multiple years of disruption to a school.
- Ecole North Oyster – Note the discussion regarding LIS
- Ladysmith Primary gym – This is a small value project that should be moved forward quickly
- Ecole Pauline Haarer gym and retaining wall - This is a small value project that should be moved forward quickly
- Gabriola – LRFP Rec. 13
This project should be moved forward. Further, given that Gabriola is isolated, there may be less supports for the school to draw on in a seismic event. Upgrading the facility may provide a community asset in the case of an emergency.
- Brechin Elementary - This is a small value project that should be moved forward quickly.
- Mountain View Elementary - This is a small value project that should be moved forward quickly.
- Cedar Elementary - LRFP Rec. 13

Group 2 Seismic projects

- Reassessed schools (H1) with addition projects in 2022-23 Capital Plan
 - Chase River
 - Georgia Avenue
 - Forest Park

Group 3 Seismic Projects:

- Reassessed (H1) open schools with no request in 2021-22 Capital Plan
 - Bayview, Fairview, Ecole Hammond Bay, Harewood Gym, Island Connect ED, John Barsby, Ladysmith Secondary, McGirr, Park Avenue, Quarterway, Seaview, Uplands

Group 4 Seismic Projects

- Reassessed (H1) CLOSED schools of note:
 - Davis Road, Dufferin, Rutherford, Woodlands, Woodbank

Resolution

In accordance with provisions under section 142(4) of the School Act, the Board of Education of School District No. 68 (Nanaimo-Ladysmith) hereby approves the proposed Five-Year Capital Plan for 2023/2024, as summarized in the Five-Year Capital Plan Action Sheet, for submission to the Ministry of Education.

Reference

2022-2023 Five-Year Capital Plan – Submitted June 24, 2021