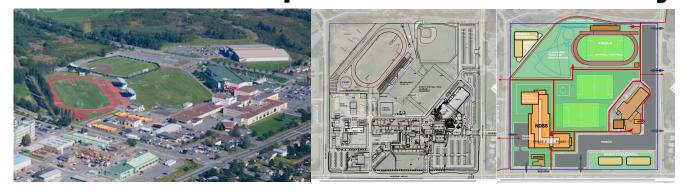
### **SD68**

### Nanaimo District Secondary School (NDSS) Replacement

### Site Development Potential Study



DRAFT v2 MAY 30, 2014

Cornerstone Architecture & Planning Group www.cornerplan.com



### SD68 Nanaimo District Secondary School (NDSS) Replacement Site Development Potential Study

### DRAFT v2

May 30, 2014

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Cornerstone Architecture & Planning Group CORNERSTONE

### EXECUTIVE SUMMARY

The subject of this study is an investigation of the site development potential of SD68's largest single land parcel asset, and the location of its largest school. The origin of this study emanates from two earlier planning initiatives:

- Enhanced Facilities for Learning A Ten Year Plan, Dr. Doug Player (final report April 2013)
- SD68 Asset Management Plan (AMP), Chuck Brook of Brook Pooni & Associates, a continuing study initiated in 2013

To advance long-term objectives/strategies, it became clear that the development potential for the NDSS site needed to be examined in a comprehensive manner, and that in order to determine SD68's best development approach, an overall guiding plan was required that would;

- Identify the final capacity and (Ministry area standards) program requirements for NDSS in the context of school consolidation
- · Identify the optimum development approach for the NDSS
- Identify the requirements and long-term site development option for the two SD68 District facilities on site (DAC and DOC)
- Consider the relationships and optimum long-term site development option for the community facilities co-located on site, specifically Rotary Bowl and Serauxmen Stadium
- Identify the potential for disposition lands in accordance with the Asset Management Plan (AMP)
- Take into account Vancouver Island University's long range plans as well as other context factors
- Undertake a process that consulted/collaborated with the City of Nanaimo and VIU as partners in realizing the final outcome

In accordance with SD68 Board request, this report is a *summary of findings*, concluding the study mandate. This report documents the NDSS Site Development Potential study component itself. Appended are the reports for the other three main components analyzing the programmatic requirements for NDSS, DAC and DAC. Also appended are the DAC and DOC alternate site option diagrams and the costing analysis.

Among the main study observations and conclusion are the following:

- NDSS expansion capacity should be set at 1,900 in accordance with the District enrolment/capacity plan.
- The development strategy should be based on expansion/replacement, rather than expansion/upgrade.
- The Ministry gross area standard maximum for a replacement school of this capacity is 16,390 gsm; this size is used provisionally in the study although it is recognized refinement/reduction is in order taking into account work to be completed in articulating the Learning Model and the full dimensions of the evolving VIU-SD68 Partnership.
- SD68 already has a strong partnership relationship with VIU, particularly in relation to NDSS. This is reflected in a MOU that was executed in March 2014 to facilitate communication and collaboration in areas of mutual interest. Building on this, this study recommends the formation of a focused Task Force specifically to advance an integrated conceptualization of a renewed/redeveloped NDSS.
- Further to the point above, SD68 and VIU already have an operating exemplar of integrated Trades programs that is closely aligned with the principles of the Province's *BC Skills Training Policy/Initiative*. There appears to be significant potential to expand this collaboration, adding scope in fields such as health and wellness programs.
- The optimum NDSS development plan, that minimizes operating disruption and total replacement cost, will be to construct the replacement school first, followed by demolition of the existing facility (Option 3); however, a phased development approach that would reduce the short-term capital requirement also appears to be viable (Option 4). (Note each of these has a variation and 4A is provisionally

recommended below; Project cost Phase 1: \$12,718,355, and Phase 2= \$52,500,390; Total: \$65,218,745

- There is a strong case for replacing DAC with a larger and more functional facility; there are options for undertaking this replacement before or after the NDSS project, either on site or alternatively on another SD68 property; funding DAC replacement should not compromise the priority to redevelop NDSS.
- SD68 should replace DOC on an alternate SD68 site; the current location is not supportive of the highest and best use of the NDSS site and provides a significant obstacle to the optimum site development approach; replacement will yield operational and operating cost saving benefits.
- Subject to the findings of a recommended Task Force and funding support, the recommendation is to plan for Rotary Bowl to be redeveloped on site (where Serauxmen Stadium is currently located), with the track and field facilities located out of the infield
- Also subject to the findings of the recommended Task Force and funding support, the recommendation is to consider Serauxmen Stadium be redeveloped off site, likely in an upgraded Mariner Field in Third Street Park.
- Sustaining the already good partnership relationships with the City of Nanaimo and VIU will be critical to the successful realization of the site potential and achievement of SD68 objectives. These relationships should be strengthened and applied with purpose to advance communication and implementation.

### **RECOMMENDATIONS:**

The recommendations below are outlined in greater detail in the concluding report section.

### 1. NDSS Site and School Development Strategy

Provisionally adopt Option 4A as the basis for the redevelopment strategy for the NDSS Site. The components of this strategy include:

- Plan for a 1900 capacity school
- Plan for a two phase replacement process, where the first phase can accommodate sufficient additional enrollment to permit the planned closing of Woodland Secondary School
- Plan the renewed NDSS to realize the full potential of the partnership with VIU
- Plan to relocate the District Operations Centre to another SD68-owned site in the second phase
- Plan to replace the District Administration Centre at an indeterminate future time, keeping the current facility in the short to medium term so as not to dissipate the priority focus for NDSS renewal
- In collaboration with the City, promote the redevelopment of community sports facilities on site, with the clear priority for an artificial turf field (stadium)
- Plan appropriate site areas for market land disposition/development

### 2. Integrated Asset Management Plan – SD68 Project Business Plan

Incorporate the Asset Management Plan (AMP) into the SD68 NDSS Project Business Plan and implement its recommended strategies.

### 3. Instigate a Concerted Next Steps Process Executed through Three Task Forces

- SD68 Task Force Articulating the Secondary School Renewal Learning Model
- SD68-VIU Task Force Defining a Model and Campus Configuration for Seamless Secondary to Post-Secondary Transition
- SD68-City of Nanaimo-VIU Identifying the Optimal Configuration of Facilities within the Sports Corridor

### 4. Ministry Connection

While communication has been maintained with the Ministry, a major initiative is essential to present the NDSS plan proposal and to work toward a mutually supportable implementation strategy. The NDSS development proposal incorporates phasing and flexibility that is conducive to reaching agreement. The proposal will be greatly strengthened with the aligned participation of VIU, support from the City, and with demonstrable reflection of government policy regarding job skills education and training.

### 5. Community information and Engagement

Circumstances have been such that Nanaimo community engagement has been curtailed relative to what had originally been anticipated within the course of this planning project. A managed information and engagement program should be an integral part of the next steps.

View of NDSS Site from the North



### 1. INTRODUCTION

The Nanaimo District Secondary School (NDSS) site is SD68's largest single land parcel asset, and the location of its largest school. The land, originally over 16 hectares (almost 40 acres) is also the site for the main SD68 District facilities, for the Nanaimo Aquatic Centre (on a subdivided land parcel), and for two major community sports field facilities - Rotary Bowl and Serauxmen Stadium.

The origin of this study emanates from two earlier planning initiatives:

- Enhanced Facilities for Learning A Ten Year Plan, Dr. Doug Player (final report April 2013)
- SD68 Asset Management Plan (AMP), Chuck Brook of Brook Pooni & Associates, a continuing study initiated in 2013

The main overall guiding objectives/principles articulated in the report by Dr. Player are as follows:

- ✓ First and foremost, to enhance learning opportunities for all students;
- ✓ Second, to garner new (and long overdue) state of the art replacement facilities;
- ✓ Third, to consolidate costly positions so funding can go to the classroom:
- ✓ Fourth, to save wasted maintenance funds; and,
- $\checkmark$  Finally, to improve the long term fiscal position of the Board.

Following from the *Enhanced Facilities for Learning Plan*, the *Asset Management Plan* (AMP) was initiated to produce strategies for consolidating schools and other operations where feasible, to reduce operating costs, and to identify surplus assets that can be levered to generate funds to provide for school revitalization/replacement. In the initial AMP, strategies identified included the following:

- To utilize that part of the NDSS site deemed surplus to foreseeable SD68 requirements for the purpose of generating capital funds
- To consolidate secondary school capacity through a combination of closures and increasing the capacity of NDSS itself

To advance these strategies, it became clear that the development potential for the NDSS site needed to be examined in a comprehensive manner, and that in order to determine SD68's best development approach, an overall guiding plan was required that would at minimum:

- Finalize the specific enrollment/capacity numbers for SD68 secondary schools, and thereby set the proposed capacity expansion for NDSS
- Estimate the facility program for the expanded NDSS (using Ministry Area Standards)
- · Determine the recommended approach to NDSS expansion construction regarding facility upgrade versus full replacement
- Determine the optimum site development plan option for the entire site taking into account NDSS expansion/replacement and other site uses
- In addressing the point above, to develop a full understanding of:

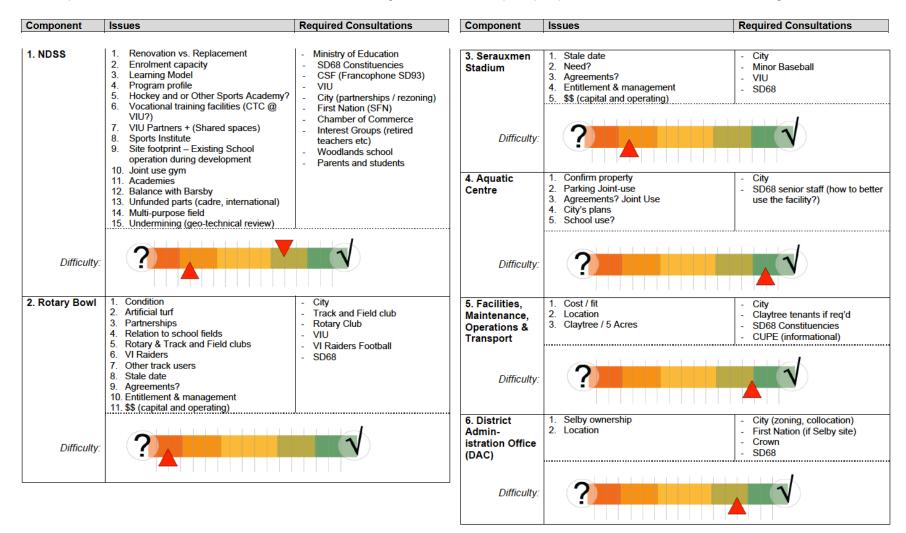
- Site boundary and tenure issues
- Site potential for AMP capital fund-generating land disposition
- Current/future requirements and options for the District Administration Centre (DAC)
- Current/future requirements and options for the District Operations Centre (DAC)
- Requirements and siting issues associated with Rotary Bowl
- Requirements and siting issues associated with Serauxmen Stadium
- Site issues including shared parking associated with the Nanaimo Aquatic Centre
- Issues and relationships with the adjacent Vancouver Island University (VIU) campus
- Site features and urban context planning issues
- To provide cost estimates for the development approaches identified for NDSS, DAC and DOC
- To incorporate consultation with VIU and City of Nanaimo in the planning process

The final study approach is diagramed and included in the Appendices. In the Board update presentation on February 2014 it was decided that circumstances in the District, particularly associated with the dynamics around proposed school closures, counseled for a suspension of the full process for the roll-out of the NDSS Site Potential Study. The Board requested that the consultants prepare a *summary of findings* report that would serve to record the progress, and facilitate the resumption of community process at an appropriate time. This report responds to that request. The material is organized as follows:

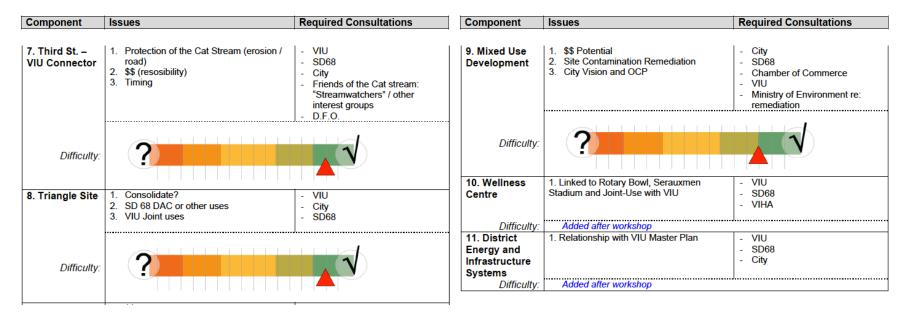
- This report summarizes the *NDSS Site Potential Study* (a term used for a specific component of the study as well as for the study as a whole). This report is organized in the following sections:
  - Introduction
  - Preliminary Issue Identification
  - Current Conditions Site
  - Current Conditions Buildings
  - Strategic Planning Issues
  - Site Development Options
  - Observations and Recommendations
  - Appendices
- The appendices include the reports of the three other main study components plus additional background material:
  - NDSS Replacement Program
  - Functional Program DAC
  - Functional Program DOC
  - Cost Estimates Reports
  - Additional Supporting Material

### 2. PRELIMINARY ISSUE IDENTIFICATION

The project was initiated with an issue scoping sessions attended by members of the Board as well as the senior administration team. The summary of issues is shown below. The scale indicates the degree of difficult/complexity expected to be associated with resolving each issue.



### Draft Final SD68 NDSS Site Development Potential V2: May 30, 2014



In addition to regular consultation with SD68 representatives for study direction data collection and study direction, the following major engagement events were conducted:

- SD68 Board; Study Work Plan Presentation August 28.13
- SD68 Senior Team; Education and Enrollment Plan Work Session September 6.13
- SD68 Board and Senior Staff; Project Issue Scoping Workshop September 17.13
- SD68/City of Nanaimo Senior Staff; Scoping Workshop September 17.13
- SD68/VIU Senior Staff; Scoping Workshop September 24.13
- SD68/Ministry of Education, Facilities Branch; Briefing Meeting October 22.13
- SD68 /VIU /City Staff; Strategic Workshop November 8.13
- SD68 District Staff; DAC and DOC Program Review Sessions ; Jan 15.14
- SD68 Board; Study Update Session February 13.14
- Joint City Council /SD68 Board; Information Session February 13.14
- SD68 Board Presentation; Summary of Findings- April 23.14

### 3. CURRENT CONDITIONS - SITE

The purpose of this section is to document the background analysis of the existing site features and conditions.

### **Site Property Definition**

Figure 1 shows the site property lines including subdivisions of the original parcel. The overall site dimensions are approximately 402.3m x 398.1m (1,320 x 1,306 feet), with a total area of 16.01 ha (39.58 acres). The site area accommodating the Nanaimo Aquatic Centre has been subdivided and is owned by the City. Another small site area at the northeast corner (Wakesiah and Third) has also been subdivided and transferred to City, assumedly for the purpose of configuring the street turning lanes at the corner. A parcel has been defined at the southeast corner, at the location of DAC but is owned by SD68. Finally, a registered right of way traverses the southwest corner within which the Trans-Canada Trail runs. In total, SD68 owns a potentially gross usable site area of 13.97 ha (34.54 acres), not considering encumbrances for legacy community use obligations.

### Topography

As shown in Figure 2, the site slopes from the high point at the southwest corner to the northeast. The "Triangle" at this corner has a steep slope with the Trans-Canada Trail traversing along a level contour. The site slopes down several additional metres along the south edge, and then is relatively flat over the majority of the site.

### **Current Site Uses**

Figure 3 diagrams the principal site uses:

- NDSS is the main site use, however, there are a number of land commitments that result in a net school site area of only 5.73 ha, 36% of the original site total. The NDSS Buildings are discussed in the next section. There are a number of paved areas adjacent to the buildings that serve outdoor circulation, informal assembly/amenity and trades program activities. The school's main parking lot to the north is shared with the Aquatic Centre. The school's grass play field, to the west, is used for PE programs and athletics teams this contains a central multi-use "pitch" used for soccer, football and rugby as well as perimeter practice and general use grass area. A baseball diamond is also accommodated with the outfield overlapping the other field areas. There are two paved tennis courts. The Ministry of Education Facility Condition Report indicates a condition rating of FCI = .19.
- The District Administration Centre (DAC), with associated paved parking, is located on the southeast corner, occupying approximately .61 ha (1.5 acres).
- The District Operations Centre is located to the west of DAC along the south side. This comprises a number of buildings and yard uses within a chain link fence perimeter. The yards are gravel for the most part. Some of the parking required for DOC operations is accommodated on adjacent paved/gravel areas. The DOC occupies approximately 1.74 ha (4.30 acres).
- Rotary Bowl is another of the community facilities located on the site. When it was first developed, a land use agreement with the SD68 was put in place that has since expired, and the use continues with an informal understanding. The primary current user of the facility is the Nanaimo Track and Field Club. Located within a chain link perimeter fence, the facilities include: a composite oval track, a separate straight track, jump and throw event facilities overlapping with the infield. The infield can be lined to provide a football field, however the poor drainage and the installation of the throw event facilities effectively preclude serious team sport use. Additional development includes two grandstand (bleacher seating) structures and a change room building.

- Serauxmen Park is third major community facility located on the site. As with Rotary Bowl, when it was first developed, a land use agreement with the SD68 was put in place that has since expired, and the use continues with an informal understanding. The facility is purpose configured for baseball, enclosed with a painted solid perimeter wall.
- A Surface Parking Lot is located on the northwest site corner. SD68 has installed a payment system, but given the amount of informal free parking available, it is underutilized
- The Aquatic Centre, owned/operated by the City, is situated on a subdivided land parcel on the north side of the site. The adjacent parking is shared between recreation and school users.

### Surrounding Site Uses

The zoning for SD68 site uses is Community Service (CS-1); the Aquatic Centre land is zoned Parks, Recreation and Culture (PRC-3). Figure 4 shows the surrounding land uses:

- VIU land to the south and west have the same CS-1 zoning designation.
- The City owned lands to the north are also zoned Parks, Recreation and Culture (PRC-1 & 3)
- The lands along Wakesiah Ave. are mainly low-density (single family and duplex) Residential zones (R1-4); there are also a number of sites with a Corridor zoning designation (COR-1-3) permitting mixed-use and higher multi-unit residential development.

### Site Access & Bus Routes

Vehicular site access, leading to on-site surface parking, is provided mainly from Wakesiah Ave. on the east side and Third Street on the north side. Fourth Street runs along the south side of the site between SD68 land and VIU; access to DAC and DOC along Fourth has been developed at the east end, but due to the topography additional connections to the west would be more difficult due to the grade changes.

Figure 5 shows the bus routes. There are four bus lines along Wakesiah Ave. in front of NDSS. Currently single lines run along Third and Fourth Streets.

### Site Utilities

Figures 6,7 and 8 show the main site utilities. The main water service runs along Wakesiah. Sanitary Sewer runs around most of the site, the least serviced area being the northeast corner, although it would be relatively easy to service any part of the site. Storm drainage extends around the site, although piped storm drainage does not currently serve the west side.

### Geotechnical Issues: Mining Legacy & Site Contamination

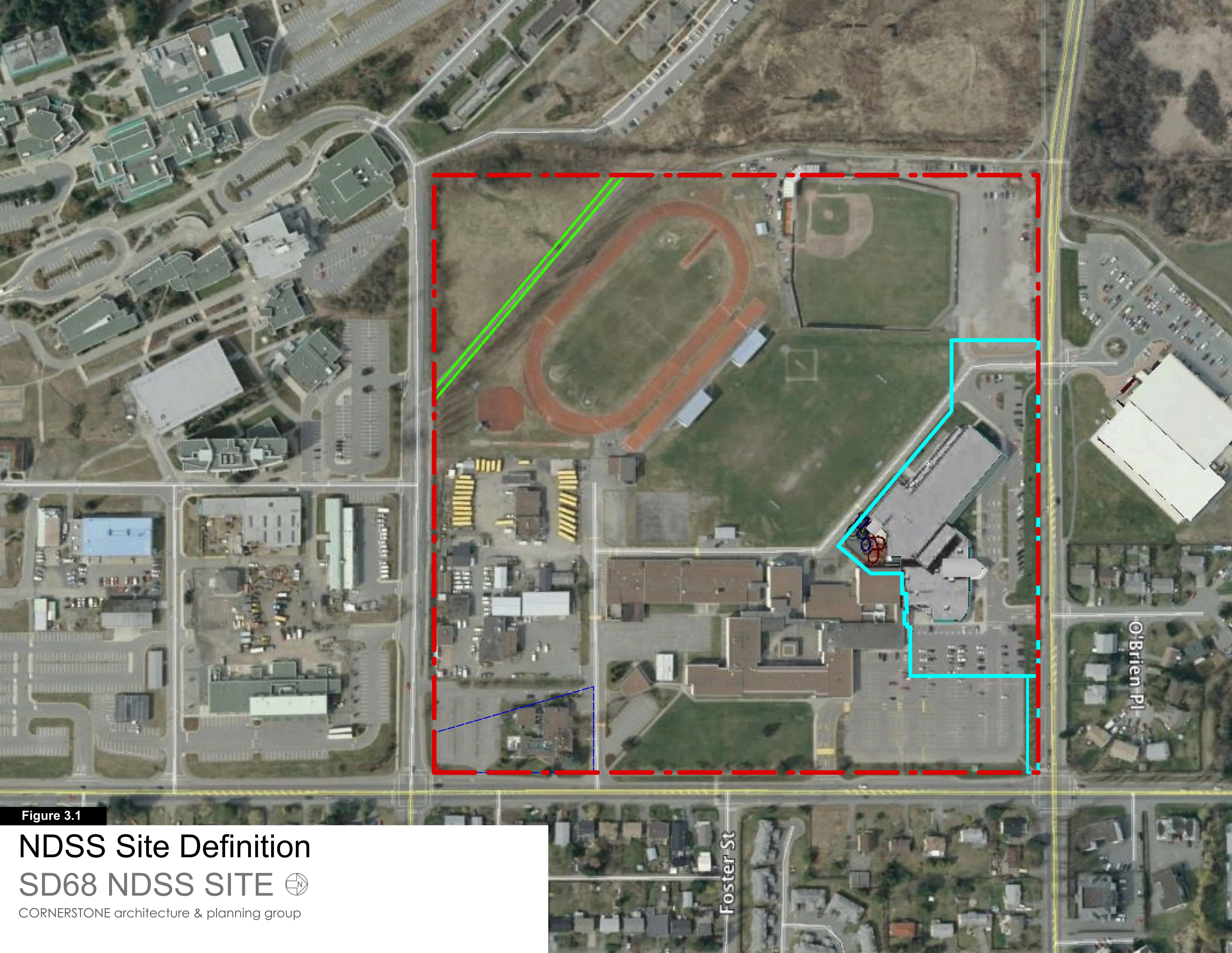
Figure 9 shows the legacy of site undermining. Shafts were located on the east side but have been filled. Lewkowich Engineering Associates Ltd. has prepared a report indicating the undermining legacy does not impose undue concern for placing structures on the site; a detailed analysis of conditions relative to foundation design would be required at the design stage of proposed development.

Lewkowich Engineering Associates also has reported on potential land contamination. Areas of potential concern are in several spots in the DOC zone, and on the school site at the location of the mechanics shop and in the central court where a fuel storage tank has been removed. The opinion expressed in the report is that the level of potential environmental contamination is low risk, but does require further investigation in the

context of contemplated development. At that time a staged Phase 2 investigation will be required.

### Figures:

- 3.1. Site Property Definition
- 3.2. Topography
- 3.3. Existing Site Uses
- 3.4. Existing Land Use/Zoning
- 3.5. Site Access Bus Routes
- 3.6. Existing Utilities Water
- 3.7. Existing Utilities Sanitary
- 3.8. Existing Utilities Storm Drainage
- 3.9. Geotechnical Issues: Mining Legacy & Potential Site Contamination







## Figure 3.3 Existing Site Uses/Issues SD68 NDSS SITE

CORNERSTONE architecture & planning group october 22.13

## VANCOUVER ISLAND UNIVERSITY





### PLANNING - And OPERAT



DISTRICT ADMINISTRATION CENTRE



# VIU - FUTURE DEVELOMENT LAND

**TRANS-CANADA TRAIL** 

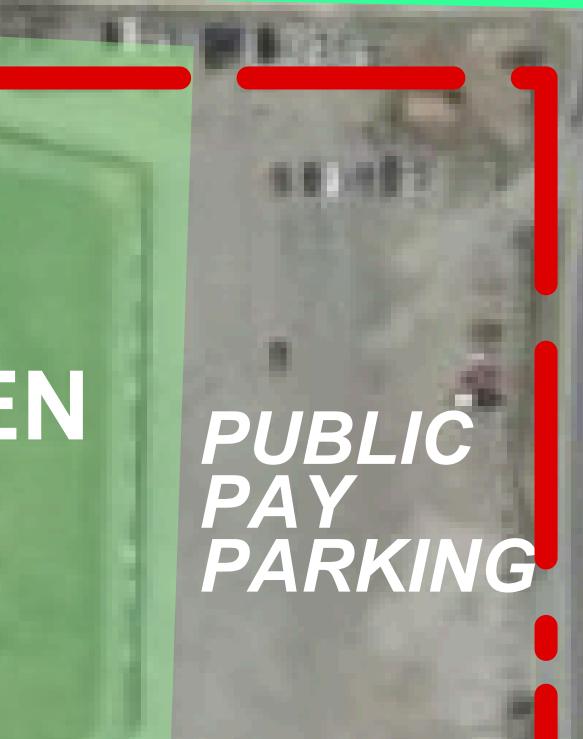
OLD MINE SHAFTS

## SERAUXMEN STADIUM **FUTURE?**

## **ROTARY BOWL FUTURE?**

# SCHOOL PLAY FIELDS

EXIST



## NANAIMO CENTRE

## SEPARATE AND PARCEL

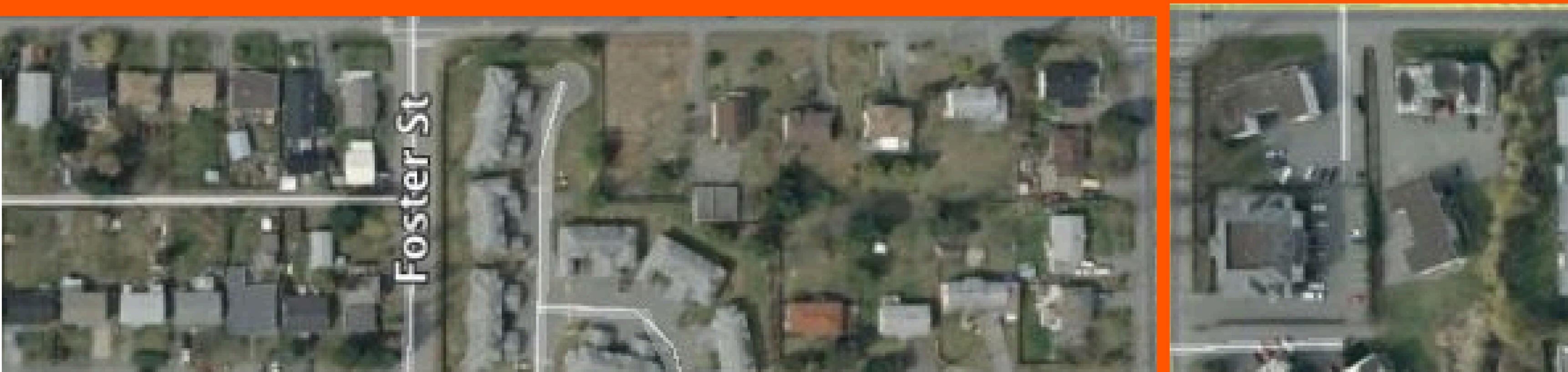
### SHARED PARKING

## NANAIMO ICE CENTRE



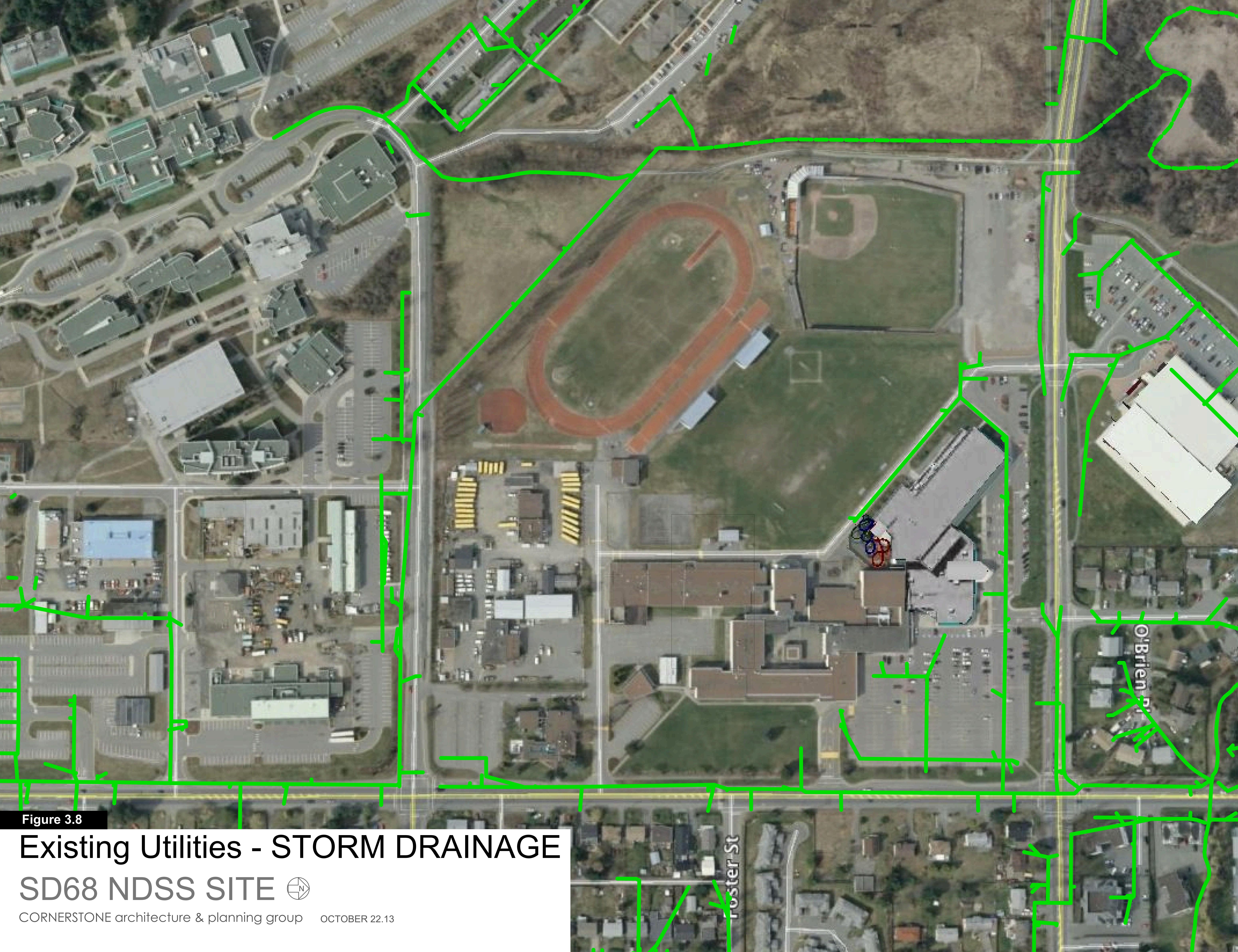


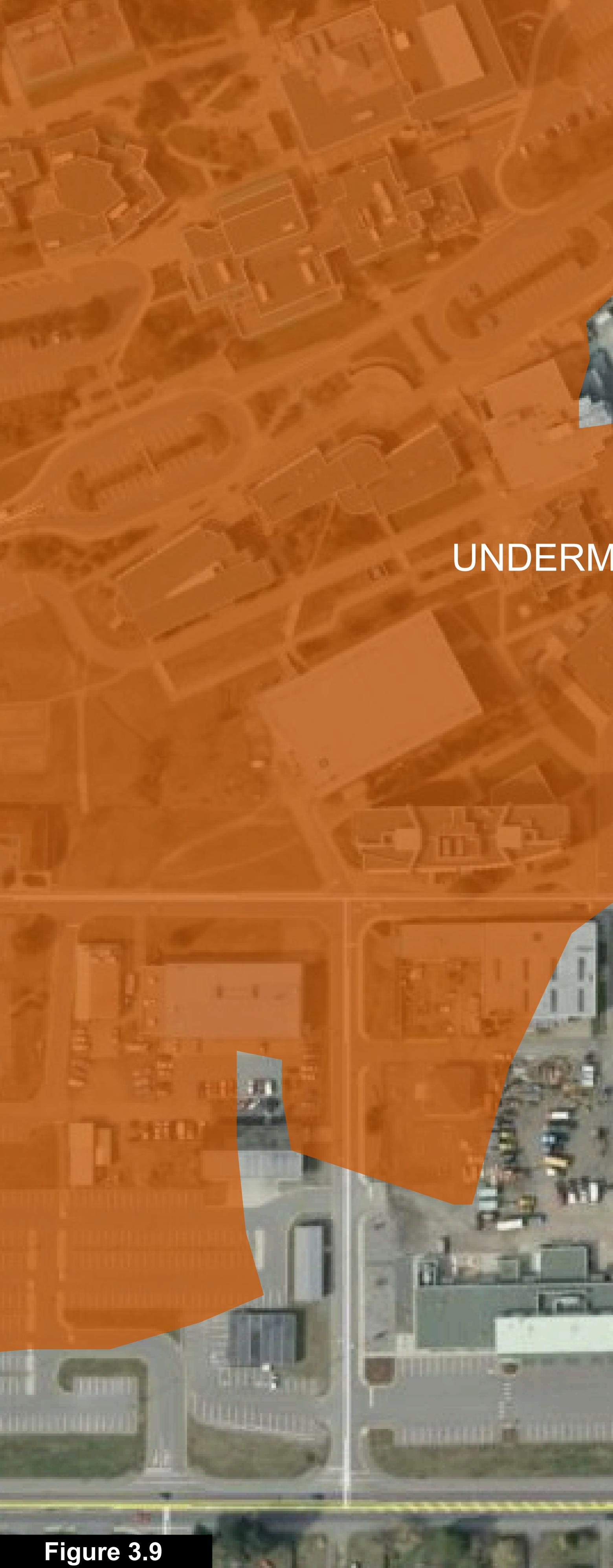
## Existing Site Access - BUS ROUTES SD68 NDSS SITE 🕀 CORNERSTONE architecture & planning group october 22.13











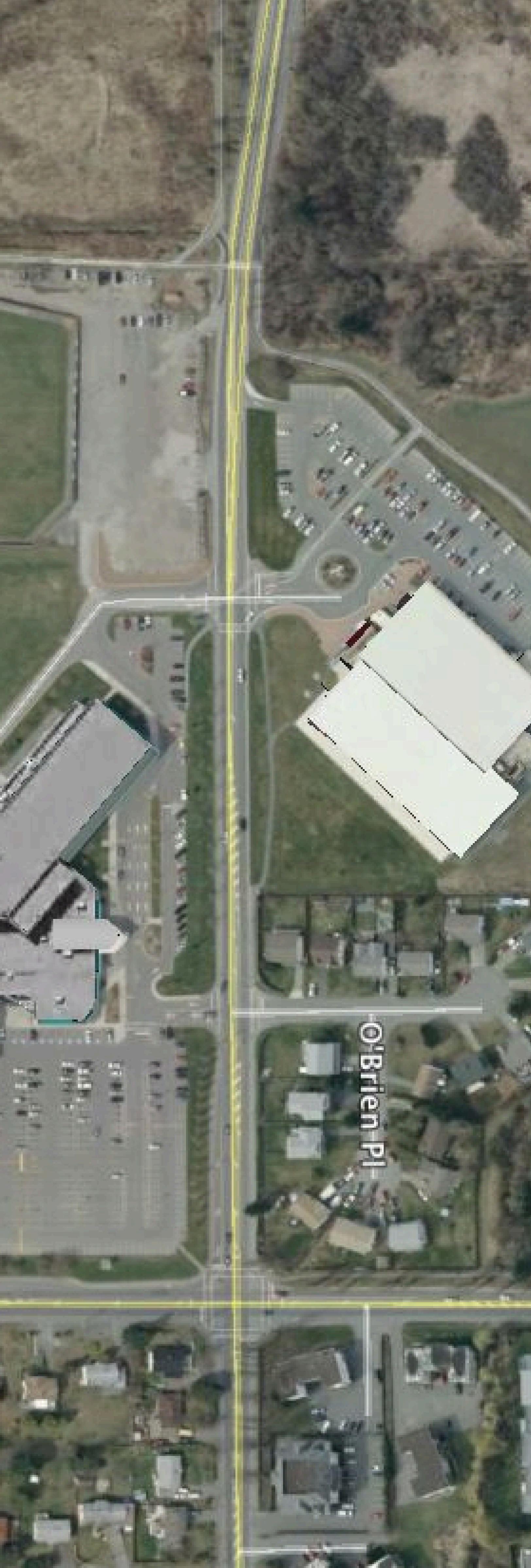
# Geotechnical Issues - UNDERMINING & CONTAMINATION SD68 NDSS SITE

CORNERSTONE architecture & planning group

## UNDERMINING AREA

## FILLED MINE SHAFTS

# POTENTIAL ENVIRONMENTAL CONTAMINATION



### 4. CURRENT CONDITIONS - BUILDINGS

The purpose of this section is to outline the structures on site with an overview of their assessed conditions.

The Aquatic Centre is excluded from this discussion as it is a City facility on a separate land parcel; it is in good condition.

### Nanaimo District Secondary School (NDSS) Structures

The facilities designated as "owned" by SD68 are shown in the table below. The source of the data is the *Ministry of Education Facility Condition Report*, 2013.

Building NDSS:	Date Constructed	Size	Condition Rating	Note		
Main Facility	Opened: 1951 Additions: 1961, 63, 64, 69, 72 Renovation: 2000	14,679 gsm 158,009 gsf	FCI = .49 RI= .51			
Band Room Bldg.	Opened: 1976	251 gsm 2,702 gsf	FCI = .35 RI= .40			
SD68 District Faciliti	es:	·	•			
DAC		1,513 gsm 16,286 gsf	Replacement Required	2		
DOC		3,085 gsm 33,208 gsf		2		
Rotary Bowl:						
Grandstand 1 & 2	Opened: 1969	446 gsm (for both) 4,801 gsf	FCI = .145 RI= .15			
Changehouse	Opened: 1969 Renovation: 1984	388 gsm 4,176 gsf	FCI = .30 RI= .33			

The Condition Ratings are prepared by VFA Inc. under contract to the Ministry:

- FCI: Facility Condition Index indicates the estimated total (aggregate) cost to repair or replace elements of the building that are materially deficient (usually assessed as "beyond useful life") compared to the cost of facility replacement
- RI: (Total) Requirement Index indicates both the materially deficient condition of the elements in place plus an estimate of the additional upgrades required to address significant code or life safety issues; ie. that are not reflected in the existing construction

The Condition Ratings do not address functional deficiencies, for example, whether the educational space is configured to suit educational objectives, or whether adjacencies and circulation patterns suit an efficient workflow.

The Conditions Ratings carry the following interpretation:

# 0.00 to 0.05 - Excellent<br/>Near new condition. Meets present and foreseeable future requirements.0.05 to 0.15 - Good<br/>Good condition. Meets all present requirements.0.15 to 0.30 - Average<br/>Has significant deficiencies, but meets minimum requirements. Some significant building system components nearing the end of<br/>their normal life cycle.0.30 to 0.60 - Poor<br/>Does not meet requirements. Immediate attention required to some significant building systems. Some significant building systems.0.60 and above - Very Poor<br/>Does not meet requirements. Immediate attention required to most of the significant building systems. Most building systems at the<br/>end of their life cycle. Parts may no longer be in stock or very difficult to obtain. High risk of failure of some systems at the<br/>end of their life cycle. Parts may no longer be in stock or very difficult to obtain. High risk of failure of some systems at the<br/>end of their life cycle. Parts may no longer be in stock or very difficult to obtain. High risk of failure of some systems.

### **NDSS Facilities:**

As noted in the data, and is evident from the building plan, the school is the product of a large number of expansion projects and space-use modifying renovations. The building plan is characterized by a number of linked wings and long double loaded corridors. As identified in the KMBR Architects study (2008), there is a range of deficiencies, such as non-complying interconnected floor areas, accessibility provisions, residual asbestos, etc. that may not be fully reflected in the VFA Conditions Ratings.

The existing NDSS Facility is rated (.49-.51) at the high end of "Poor". The general Ministry guideline indicates that the condition rating needs to be close to or above .60 to justify the case for replacement. Therefore, by this measure alone, Ministry approval for a replacement strategy is not assured. However, the Ministry also indicates that the Project Identification Report (PIR; ie. background feasibility analysis) should include a life-cycle cost-benefit analysis. Particularly in the context of a project with a significant expansion component, other factors come into consideration in determining the strategy that ultimately represents the optimum capital expenditure plan; for example:

- The existing facility is 1,876 gsm (12.6%) over the allowable area for a (new) school of the rated capacity. While SD68 may gain some small advantage from the extra gross area, it essentially implies an inefficient building with more operating and maintenance costs than necessary.
- The existing building is assessed at "moderate seismic risk". This does not justify short-term seismic upgrade to the structural systems, but still, it is not at current standards and there are issues of the wisdom of encumbering the value of new construction with this deficiency.
- The existing building has a very poor building envelope with respect to to energy transfer, combined with relatively inefficient building systems. Again, in the context of extending the school's capacity with expansion (introducing new systems/technology), there will be a good cost-benefit case for improving the overall energy performance that likely will not be cost-effectively achieved without replacement.
- As described above, the existing building is somewhat labyrinthine in a sprawling layout. Adding an expansion wing will compound this
  problem. Further, trends in 21<sup>st</sup> learning can be expected to lead to a desire for a different array and character of space in many parts of
  the building. Significant renovation to reconfigure space would be of questionable cost-effectiveness relative to replacement.

In conclusion, for the purposes of this study, it is assumed that a full cost-benefit analysis would support a development strategy to replace the existing with a new school at the agreed expanded capacity – expenditure to upgrade the existing building is unlikely to be significantly less costly and the outcome is likely to be significantly diminished.

### **SD68 District Facilities**

The Ministry's condition audit process does not include the two on-site District facilities.

The <u>District Administration Centre</u> (DAC), an office facility including the Board Room, is a two-level structure that, like the school, has been expanded piecemeal over the years. It has a particularly non-functional, and non code-complying plan. The facility has also been analyzed to be deficient in space for its current occupancy and significantly impedes the fulfillment organizational objectives/dynamics. The facility condition is similar to the school, however, given it deficient configuration, is a clear candidate for replacement.

The <u>District Operations Centre</u> (DOC; transportation, maintenance, and building operations functions) comprises a large number of separate buildings, sheds and yard areas. The facilities are in varying condition, for the most part adequate but exhibiting a wide range of deficiencies as a function of age and limited maintenance resources – by their nature they can be "nursed" along as they have been. The yards serve a range of material and vehicle storage requirements; staff parking requires additional areas outside the DOC perimeter fencing. Other District storage is located in schools, and this will need to be relocated with the property disposition plan within the AMP. The piecemeal accretion of facilities could be substantially rationalized in a replacement facility, and as noted elsewhere, this function is judged to be incompatible with the long-term land use plan for this central education and community sports concentration, with associated expanded residential mixed use development potential.

### **Rotary Bowl Facilities**

From the perspective of the Ministry of Education, Rotary Bowl facilities are an SD68 asset. Notwithstanding any contribution from other agencies, SD68 is responsible for their operation and maintenance. These facilities have an average facility condition rating. The Nanaimo Track and Field Club has invested in improvements over the years to support their program. The two tracks are in good condition, about half-way into their expected life as they require resurfacing approximately every 10 years. The other track and field throw and jump facilities also appear to be in reasonably good condition. However, the situation is not acceptable to SD68 for the long-term, particularly in the context of the proposed NDSS expansion. The school, as well as most users apart from the track and field community, cannot meaningfully use the grass centre field for organized sports because of the placement of the track and field structures. Further, the field has inadequate drainage that further greatly restricts the annual period that the grass surface is practically usable. The bleacher placement is unusually separated from the field (by the straight track) for a reasonable community multi-use sports venue.

### Serauxman Stadium

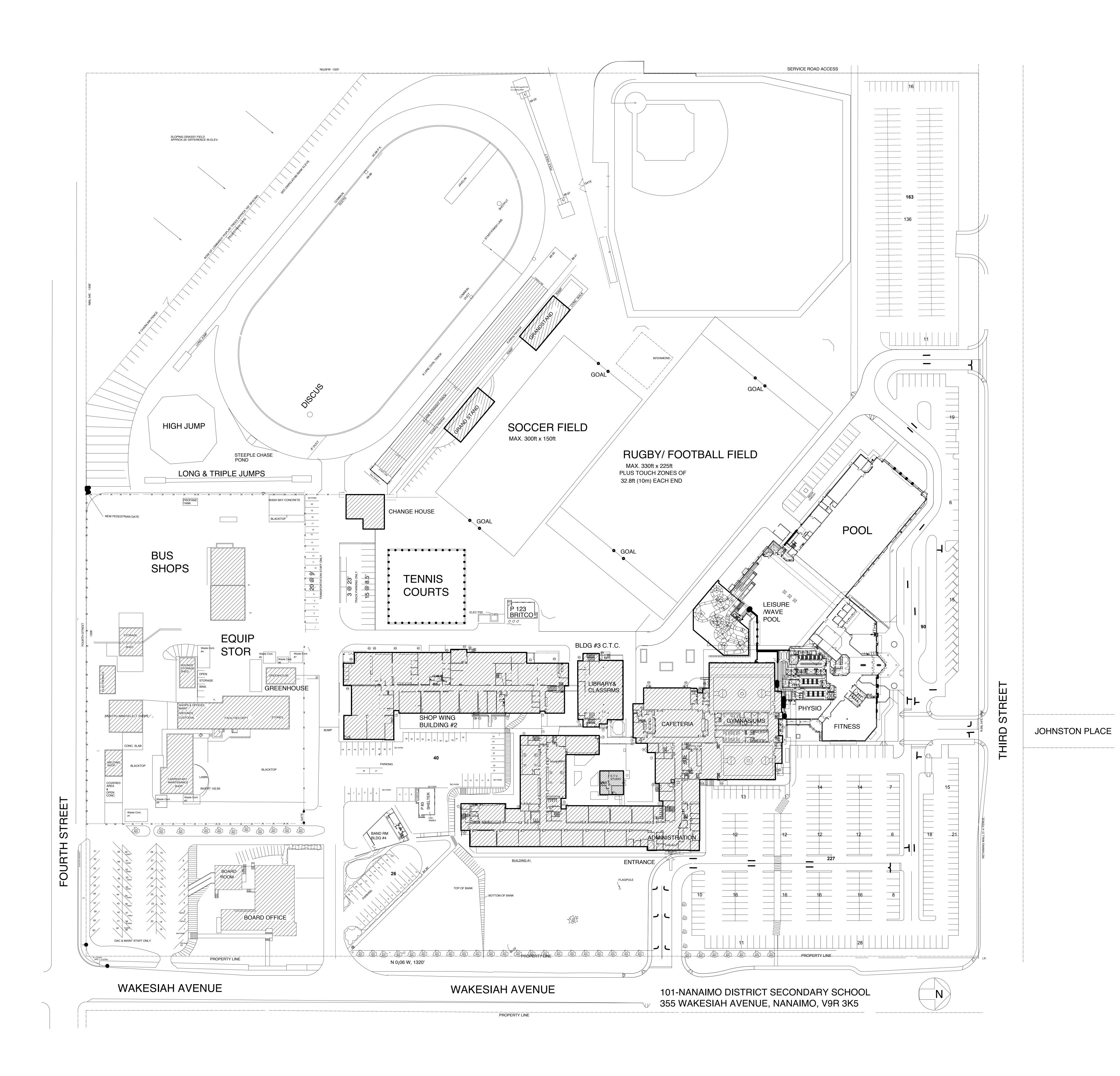
Although Serauxman Stadium it is located on SD68 land, it has never been designated as an SD68 facility. It operates independently, without any SD68 investment. The facility is not subject to the Ministry's condition audit process – informal input has indicated that is that the facility is due for a significant upgrade. The facility has a storied past and is very popular with the baseball community.

### Figures:

4.1. Existing Site Plan 4.2. NDSS Floor Plans

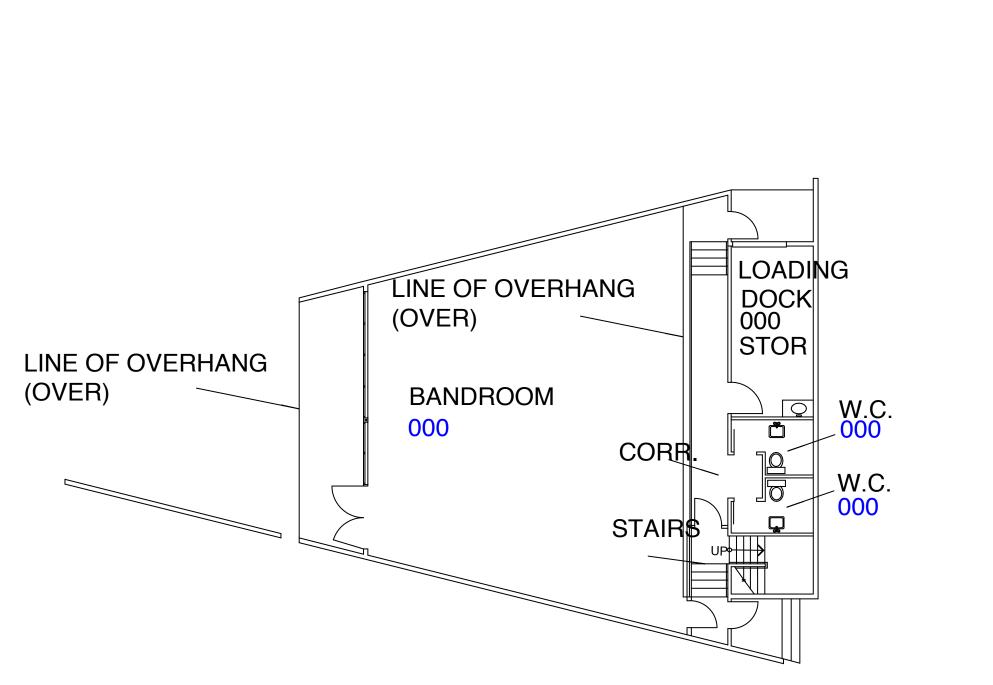
# Figure 4.1 Existing - SITE PLAN SD68 NDSS SITE

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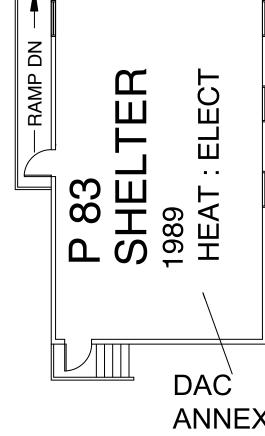


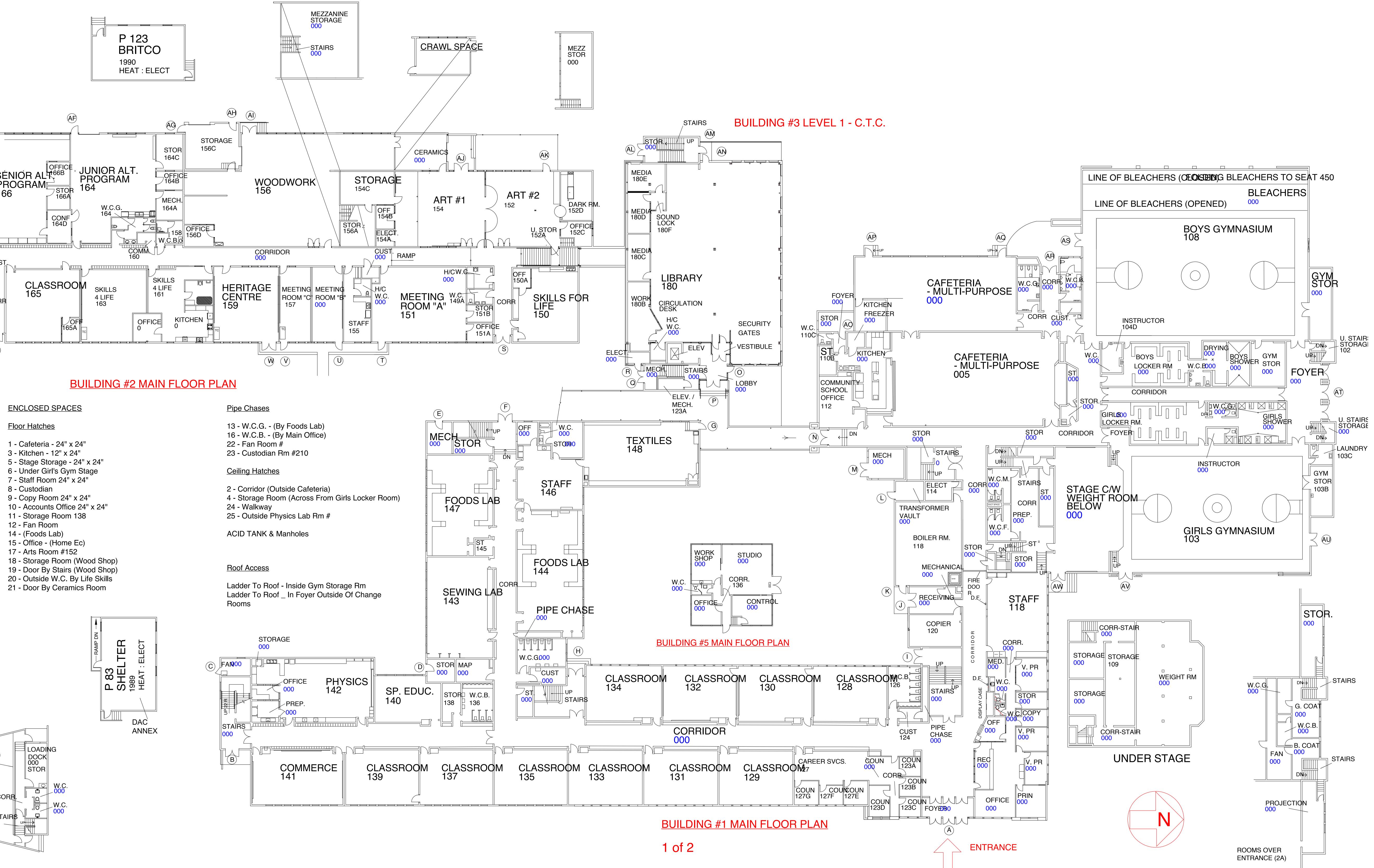


### 101-NANAIMO DISTRICT SECONDARY SCHOOL 355 WAKESIAH AVENUE, NANAIMO, V9R 3K5



BUILDING #4 MAIN FLOOR PLAN





ENCLOSED SPACES

### Floor Hatches

SÉNIOR AL PROGRAM 166

ÂÒ

TECHNOLOG

SEMINAR

STORAC

000

169B

AUTOMOTIVE

WORK YARD

000

168

OFFICE

OFFICE

169Ą

AUTOMOTIVE

METAL -TECHNOLOGY 170

SHOP 169

AUTOMOTIVE WORK YARD

000

**Figure 4.2.1** 

EXT WRK

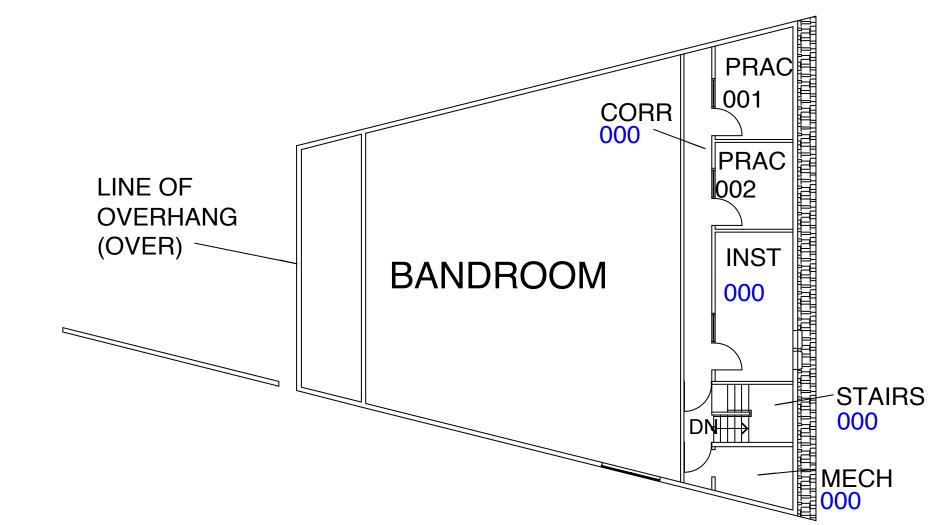
(AA)

- 1 Cafeteria 24" x 24"
- 3 Kitchen 12" x 24"
- 5 Stage Storage 24" x 24"
- 6 Under Girl's Gym Stage
- 7 Staff Room 24" x 24"
- 8 Custodian
- 9 Copy Room 24" x 24"
- 10 Accounts Office 24" x 24"
- 11 Storage Room 138
- 12 Fan Room
- 14 (Foods Lab) 15 Office (Home Ec)
- 17 Arts Room #152
- 18 Storage Room (Wood Shop)
- 19 Door By Stairs (Wood Shop)
- 20 Outside W.C. By Life Skills
- 21 Door By Ceramics Room

## Existing - NDSS UPPER LEVEL PLAN SD68 NDSS SITE CORNERSTONE architecture & planning group

**Figure 4.2.2** 

### **BUILDING #4 MEZZANINE FLOOR PLAN**



Ladder To Roof - Inside Gym Storage Rm Ladder To Roof \_ In Foyer Outside Of Change Rooms

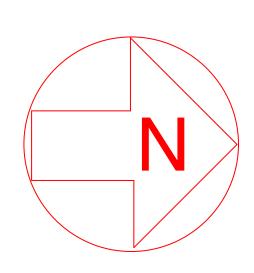
Roof Access

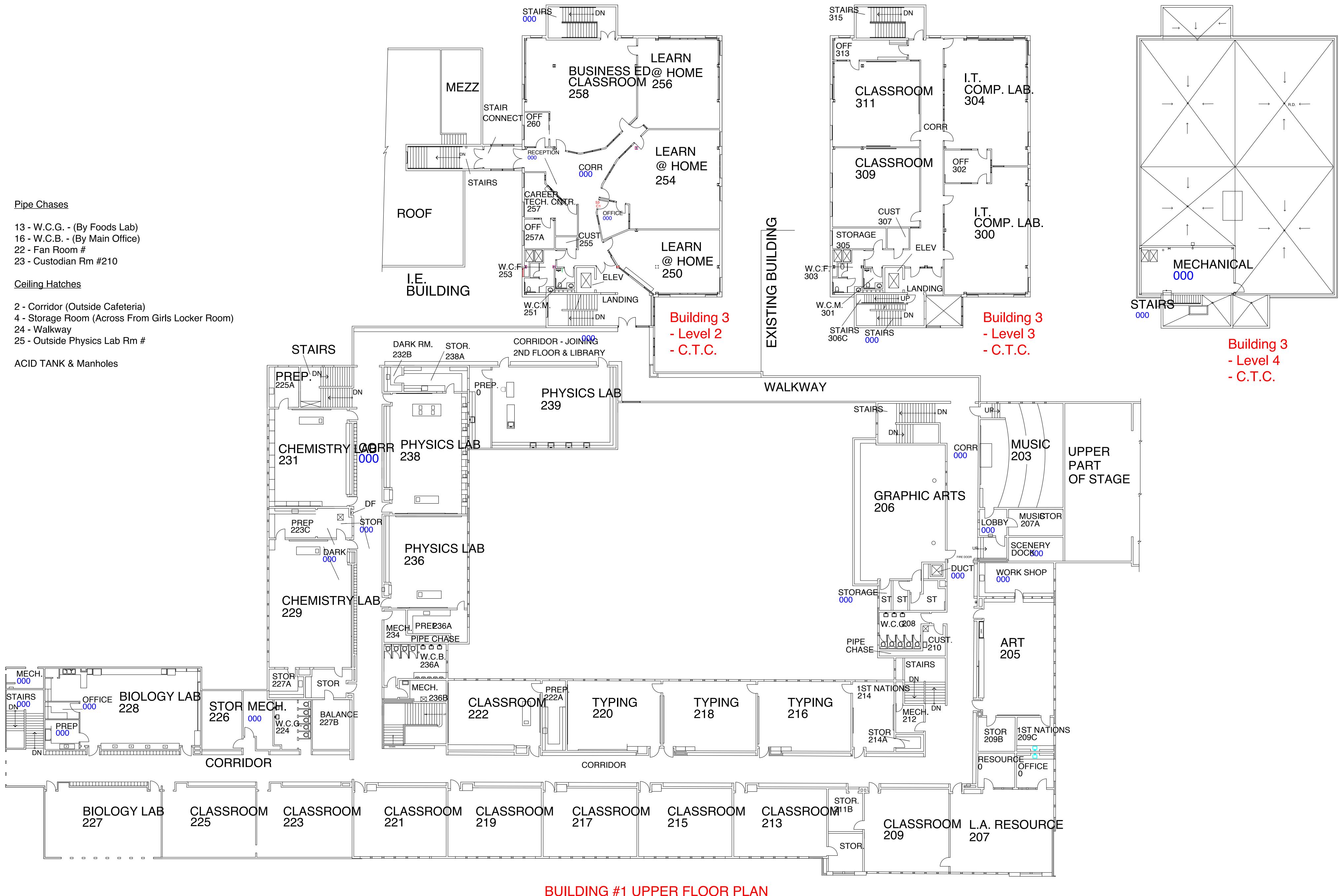
- 21 Door By Ceramics Room
- 19 Door By Stairs (Wood Shop) 20 - Outside W.C. By Life Skills
- 17 Arts Room #152 18 - Storage Room (Wood Shop)
- 14 (Foods Lab) 15 - Office - (Home Ec)
- 11 Storage Room 138 12 - Fan Room
- 10 Accounts Office 24" x 24"
- 9 Copy Room 24" x 24"
- 7 Staff Room 24" x 24" 8 - Custodian
- 6 Under Girl's Gym Stage
- 5 Stage Storage 24" x 24"
- 1 Cafeteria 24" x 24" 3 - Kitchen - 12" x 24"

Floor Hatches

ENCLOSED SPACES

### **101-NANAIMO DISTRICT SECONDARY SCHOOL** 355 WAKESIAH AVENUE, NANAIMO, V9R 3K5





## **BUILDING #1 UPPER FLOOR PLAN**

2 of 2

### 5. STRATEGIC PLANNING ISSUES

The purpose of this section is to outline the significant option-determining issues. For each issue, strategies need to be defined (or directions set) as the basis for formulating development options, the subject of the next section.

### NDSS Capacity - Expansion/Upgrade/Replacement

The main objective of this Site Redevelopment Potential Study is to identify feasible options for the expansion and upgrade of NDSS. The key strategy issues are as follows:

- <u>Planned Future NDSS Capacity</u> The identification of a secondary school enrolment/capacity plan is the subject of a separate component of this study. The plan is based on a strategy to consolidate schools, made feasible by increasing the capacity of NDSS to 1,900 students. This requires development to provide a 500-student capacity increase at NDSS. Of note, BC Ministry of Education Area Standards support a site area of 7.4 ha compared to the existing effectively used area of approximately 5.7 ha.
- <u>Expansion/Upgrade versus Replacement</u> As discussed in a previous section, given the current condition of the NDSS facility, its additional code and seismic issues, and its convoluted organization (a product of numerous renovations and additions), there is a strong case for a development strategy based on replacement. Stating the converse, a strategy that assumes yet another addition and with upgrades to the existing facility is unlikely to prove to be cost effective, particularly on a life-cycle basis and in light of implementing 21<sup>st</sup> Century learning features.
- <u>Phasing</u> From an operational perspective, the optimum approach would be to construct a new replacement school facility first, then demolish the existing facility. However, given that there may not be a viable funding scenario to support this approach in a reasonable time frame, alternatives based on a phasing strategy need to be considered. In order to realize the District benefit that can be derived from school consolidation, the first phase would necessarily add 500 enrolment capacity to NDSS, configured in such a way as to facilitate subsequent (phased) full replacement of the existing structure.

A separate study component has been undertaken to estimate the program of space requirements and the estimated cost for NDSS redevelopment. The provisional size for the NDSS replacement facility used in this study is 16,390gsm. This is the Ministry's maximum allowance, and has been used as a working assumption to reflect the curriculum emphasis on Trades and extended applied programs, as well as the concentration of specialized education programs located within the school. It is expected that the requested development size will be refined/reduced in association with the further investigation of the learning model and partnership with VIU (see recommendations)

### Asset Management Plan (AMP) - Capital Funding Potential - SD68 Project Business Plan

It is essential to coordinate the strategies for redeveloping the NDSS site with the AMP wherein the latter identifies means by which capital funding can be generated from SD68 assets. The AMP, in turn, is part of the Business Plan forming the foundation for proposed development. The Business Plan is a separate study product – it assumes that some Provincial funding will be required to realize SD68's secondary school enrolment/capacity plan, but that SD68 will need to contribute a significant portion of the total. The use of surplus development capacity on the NDSS site is part of the AMP – specifically the identification of site areas that could be tendered for market residential mixed-use private development. The business plan also addresses the consolidation of schools and the reduction of operating costs and deferred maintenance cost liabilities.

### **Partnership Relationships**

Potential redevelopment of the NDSS site will be significantly enhanced through extending the partnership relationships SD68 already has with the City of Nanaimo and VIU.

The City has identified the concept of a Sport Corridor along Third Street. Currently located on NDSS site is the Nanaimo Aquatic Centre and two community fields (Rotary Bowl and Serauxmen Park). The Nanaimo Ice Centre is located to the immediate north and Third Street Park is to the west, containing a number of fields and a central fieldhouse. As noted elsewhere in the report regarding the community fields on the NDSS site, there are a number of current issues with regard to the use agreements, access arrangements and the condition of the physical assets. The redevelopment potential of the NDSS site to realize SD68 interests will be greatly enhanced through continued partnership arrangements with the City including liaison to identify the best development option for both parties.

Similarly, SD68 has partnership arrangements with VIU that can be extended. Inasmuch as the two institutions, on neighbouring sites, can show expanded benefits through the use of reduced overall total capital/operating expenditure, the more positive can be expected will be the response from government, as well as their respective constituencies. Important to the education plan for NDSS is the concept of a seamless transition for students from secondary to post-secondary. This currently manifests itself in a significant way in the area of Trades but this is only one of an array of potential initiates. One of the priorities in the VIU Master Plan (see figure 2) is the theme of Health, Wellness and Sports; there is obvious potential for educational and facility development coordination in this area. Examples of potential areas for additional infrastructure coordination discussed during the course of this study include:

- access roads and parking
- land swap (west side) to facilitate long-term development alignments
- public transit planning and development
- district utilities and energy systems,
- · shared maintenance and ancillary services arrangements

### **Community Play Field Facilities**

Following from the recognition of the general value to SD68 in its partnership arrangements with the City and VIU, options for the potential redevelopment of the NDSS site require specific strategic decisions concerning the future of the two community field facilities currently on site. As context, SD68 representatives have indicated a strong interest in obtaining two school-controlled fields to support a future school of 1,900 capacity, separate from any additional (and desirable) access to the shared community facilities. Further, as noted earlier, these community facilities are in need of significant upgrade investment independent of the recent site redevelopment interest by SD68.

- <u>Rotary Bowl</u> The conclusion from the joint meetings conducted over the course of the study is that Rotary Bowl is the facility with highest priority for a continued and upgraded presence on site:
  - this facility has the highest joint-use potential/interest from SD68 and VIU
  - this represents the City's priority location, if feasible; other site options having less potential

The upgrade of Rotary Bowl would include the installation of an artificial turf field, lighting and improved change room and spectator facilities.

• Nanaimo Track and Field Club Facilities – In order for an upgraded Rotary Bowl to meet the shared-use expectations and technical

requirements of multiple users, the track and field facilities need to be separated from the bowl infield (this was the focus of the previous study by Yates, Thorn & Associates with Canon Design, see figure 3). It would appear that retaining the track and field uses on site almost inevitably follows from a decision to maintain Rotary Bowl:

- an oval track is compatible with a shared sports field
- both SD68 and VIU would have some interest in shared access to track and field facilities
- additional considerations are the Nanaimo Track and Fields investments, and the City's shortage of an obvious alternative
- <u>Serauxmen Stadium</u> From the study process input, the conclusion has been reached that Serauxmen Park baseball facility has a lesser priority for continued location on site. This is not a reflection of the value of the facility to the baseball community and City at large, nor a matter of taking lightly the origins and sentiments attached to the facility. It is only a reflection of land use priorities given SD68's strategy for secondary school consolidation and the proposed redevelopment of NDSS:
  - SD68 does not have interest in joint-use of this facility
  - separating the track and field facilities from the Rotary Bowl infield requires additional site area, putting a premium on any further community land uses
  - as analyzed in the following section, if Rotary Bowl is to be redeveloped on site, it does not make sense to keep it in its current internal location; it would be better to move it to the current location of Serauxmen Stadium
  - there appear to be other location options, for example an upgrade of Mariner Field in Third Street Park

### **SD68 District Facilities**

Two District facilities are located on the site, the District Administration Centre (DAC) and the District Operations Centre (DOC). Separate study components have been undertaken for each analyzing their program of facility requirements and estimating their replacement cost.

- <u>District Administration Centre (DAC)</u> As outlined in the separate study, the current DAC facility is a poor quality structure, inadequate in size and with significant functional deficiencies. For reasons of organizational efficiency and long term operating costs, its replacement should be planned. The future location of a redeveloped DAC could continue to be on the NDSS site; there is some advantage in proximity to the VIU senior administration, to NDSS, and for shared use of parking. However, depending on the options as assessed in the next section, DAC may not be consistent with a highest and best site use analysis, and there are other SD68 sites that could provide an alternate location.
- <u>District Operations Centre (DOC)</u> Also outlined in a separate study is the analysis that suggests DOC replacement is justified by the condition of the existing facilities and the potential for operating savings. The study conclusion recommends relocating DOC to another SD68 site:
  - the existing facility is an obstacle to the best option for redeveloping NDSS
  - further, the existing facility is a barrier to an improved physical relationship to VIU
  - the DOC uses are not consistent with the urban development potential of this area and the consequential realization of land value
  - SD68 has alternate location options on other site assets in a more appropriate urban context

### **Opportunities and Constraints**

Figure 1 summarizes site development potential opportunities and constraints in diagrammatic form.

### Figures:

- 5.1. Opportunities and Constraints
- 5.2. VIU Master Plan
- 5.3. Rotary Bowl Study Yates, Thorn & Associates with Canon Design



Figure 5.1 Planning Opportunities & Constraints SD68 NDSS SITE CORNERSTONE architecture & planning group

VIU - PLANNED TRADES

EXPANSION

### **INFRASTRUCTURE & ANCILLARY SERVICES PARTNERSHIP**

POTENTIAL LAND DISPOSITION

### **SPORTS AND WELLNESS CENTRE PARTNERSHIP**

### **TRADES ACADEMY & OTHER EDUCATIONAL PARTNERSHIP**



BUS ROUTES

### **VIU - FUTURE MARKET** HOUSING DEVELOPMENT

SERAUXMEN STADIUM

FUTURE ?

SITE OPTION

FOR

NDSS

EDEVELOPED





NDSS

-CONTINUOUS SCHOOL

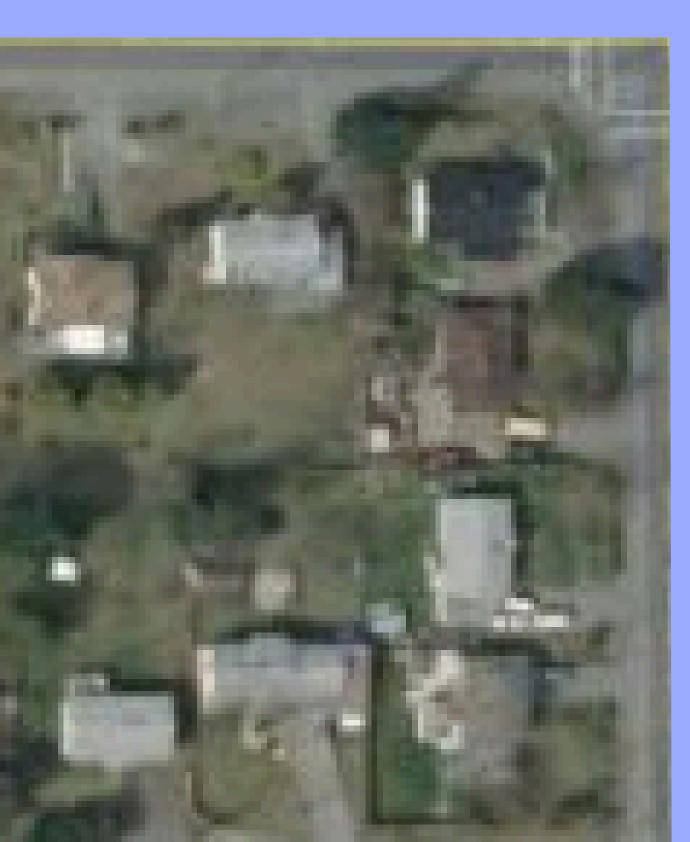
**OPERATION DURING** 

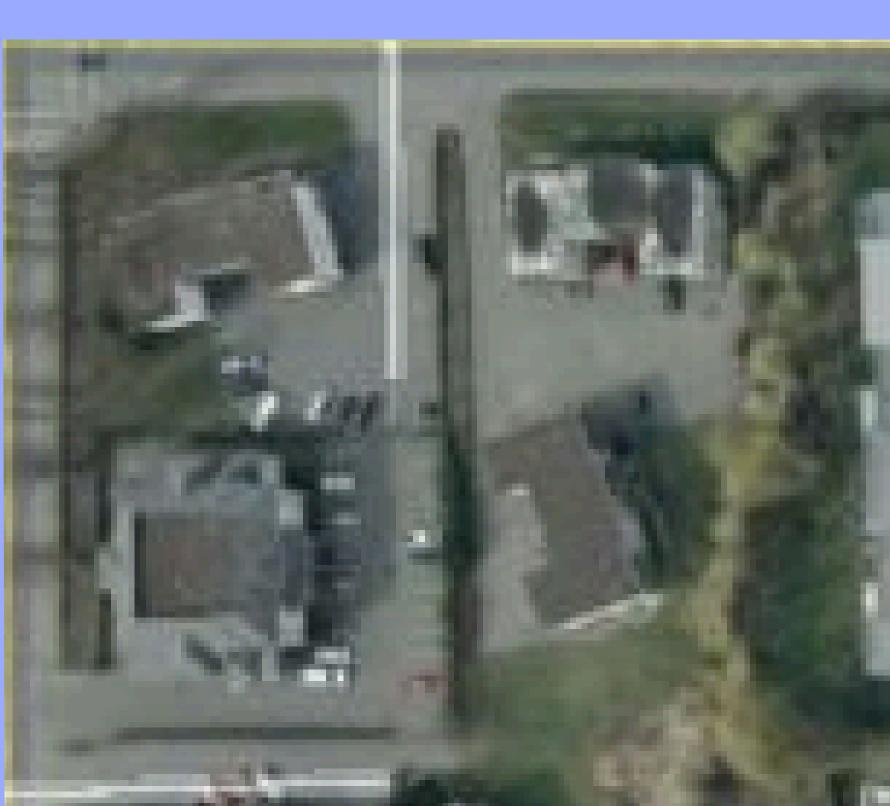
EXPANSION/REPLACEMENT

**POTENTIAL LAND DISPOSITION FOR** MEDIUM DENSITY RESIDENTIAL DEVELOPMENT

VIU - PROPOSED FUTURE THIRD STREET CONNECTOR

## NANAIMO **C**CENTRE PARCEL **ADJUSTMENT ?**









### 6. SITE DEVELOPMENT OPTIONS

The purpose of this section is to summarize the analysis of NDSS site development options.

### Site Development Program

### See Figure 1

There is a common set of site elements that each option needs to address:

- Fixed elements including the subdivided property parcel accommodating the Aquatic Centre and the right-of-way for the Trans-Canada Trail
- AMP predicated surplus land disposition areas so as to generate a capital funding contribution; this takes the form of identified site areas for residential mixed-use development on the "Triangle" and a frontage area along Wakesiah Ave.
- A site footprint area for the proposed future 1,900 capacity NDSS; this is shown as a gross siting footprint area of approximately 12,080 m2 (130,000 sf) (for a building of approximately 16,390 gsm in 1-3 storey massing); also with adjacent paved yard space
- Surface parking area(s) for approximately 500 vehicles, located for shared use by NDSS and other community users
- Two NDSS play fields, one primarily for soccer and one primarily for football and rugby, located for both school and community use
- · General school use amenity landscape areas and pedestrian connections
- Rotary Bowl in an upgraded form including bleachers and change facilities, with a perimeter fence
- Track and field facilities including oval and straight tracks combined with the Rotary Bowl field and separate jump and throw facilities; also with a perimeter fence

There are additional elements whose inclusion varies by option:

- District Administration Centre (DAC)
- District Operations Centre (DOC)
- Serauxmen Stadium

A final element is illustrated where at least one of the existing NDSS gyms adjacent to the Aquatic Centre would be retained, upgraded and added to the Centre to augment its programming capacity. This concept is entirely dependent on a feasibility assessment and the mutual support for the idea from SD68 and the City and has no significant bearing on any of the options.

### Site Development – Option 0

### See Figure 2

This option is based on NDSS replacement under circumstances that DAC and DOC are not relocated. In this option, Rotary Bowl remains in its current position.

### Observations:

NDSS ends up on the northwest corner. Taking into account parking, the footprint area and configuration is highly constrained (note the
option of developing a replacement school in the current location of the fields was looked at, but has so many obvious shortcomings has
not been included).

- NDSS would not benefit from a better relationship to VIU.
- NDSS does not front the Wakesiah Ave. where the majority of bus lines run, with the consequence that transit access is less convenient.
- The distribution of parking places is not ideal, there is too much supply on the east side relative to the destination location of the demand.
- Serauxmen Stadium is displaced for the school site.
- Rotary Bowl can remain on its current footprint; but upgrade scope is restricted as there is insufficient land to separate the track and field facilities.
- <u>Overview:</u> This is not a convincing option.

### Site Development – Option 1

See Figure 3

This option is based on NDSS replacement. It is predicated on the relocation of DAC and DOC off site. In this option, Rotary Bowl remains in its current position.

Observations:

- This option has the same shortcoming as the previous option for the constrained location and configuration of the NDSS site, and the less than optimum distribution of parking, access to bus transit, and relationship to VIU
- Serauxmen Stadium is displaced for the school site.
- Rotary Bowl could be fully upgraded, but is not in the best site location in the context of the Sports Corridor concept along Third Street.
- <u>Overview:</u> If circumstances pressed SD68 to develop according to Option 0, then this might represent a later phase; however, if DOC and DAC can be relocated in advance, this is not the preferred option.

### Site Development – Option 2

See Figure 4

This option is based on NDSS replacement. It is predicated on the relocation of DAC and DOC off site. In this option, Rotary Bowl remains in its current position.

Observations:

- This option locates NDSS on the southeast corner, currently occupied by DAC and DOC.
- This location for NDSS improves the deficiencies noted for the previous options, ie:
  - the school fronts Wakesiah Ave. thereby improving the relationship to transit service
  - the school would have a good relationship to VIU
  - vehicle access and parking distribution is improved (more like existing situation)
- Rotary Bowl could be fully upgraded with the track and field facilities moved out of the infield to the location currently occupied by Serauxmen Stadium.
- Serauxmen Stadium is displaced in this option.
- Overview: This option is superior to the previous. However, Rotary Bowl is unnecessarily close to the school and internal to the site, which

compromises visibility and independent community access and scheduling; the track and field facilities are given more prominence on 3rd Street than required.

### Site Development – Option 2A

#### See Figure 5

Option 2A varies from Option 2 only in that Serauxmen Park is retained.

Observations:

- While Serauxmen Stadium can be accommodated physically, in order to separate track and field out of Rotary Bowl, additional land is required at the expense of a school play field. This is not consistent with SD68 stated priorities for an expanded NDSS with appropriate outdoor facilities, and the school land area would be significantly less than Ministry guidelines
- Overview: This options does not appear to satisfy SD68 site development criteria

### Site Development – Option 3

### See Figure 6

Option 3 varies from Option 2 only in that Rotary Bowl is shifted to its optimum location near 3<sup>rd</sup> Street.

Observations:

- The relocation of Rotary Bowl would incur a relatively small cost premium since the upgrade would result in its complete reconstruction in any case (drainage, artificial turf field, bleacher and change room structures, lighting etc.). The existing track, at this point in time, probably has about five years of useful life; this will depreciate to negligible value relative to replacement in a few years, at which time the only significant lost value tied to the existing location will be the sub-base for the track. Given an estimated cost for redeveloping Rotary Bowl in the order of \$6 million, the small cost premium is well worth the investment to get it in the optimum location.
- Serauxmen Stadium is displaced in this option.
- <u>Overview:</u> This is the preferred option for an NDSS replacement and community field facilities development plan.

### Site Development – Option 3A

### See Figure 7

Option 3A varies from Option 3 only in that the NDSS footprint is adjusted to permit the existing DAC to remain on site. This could either be an interim strategy that defers the DAC replacement off site to a later time so as not to delay NDSS replacement, or it could be a strategy where DAC is redeveloped later on site immediately adjacent to its current location.

Observations:

• Overview: This option achieves the benefits of Option 3 and may provide additional funding and implementation flexibility.

### Site Development – Option 4

### See Figure 8 and 9

Option 4 departs from the previous options that are based on NDSS replacement as a single project, constructed in advance of demolishing the existing facility. While that scenario has many operational and total cost advantages, circumstances may not be forthcoming where SD68 can

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feasibly generate sufficient capital funds to support a strong case for government to advance the balance within a reasonable time frame. Option 4 is based on a phased approach, where the first phase links to the existing facility and is sized to add the 500 student capacity that will allow SD68 to proceed with its school consolidation plan. On the understanding that it is not a cost effective long-term strategy to attempt to fully upgrade the existing facility, the phasing approach diagrammed for Option 4 illustrates an approach where the replacement could be completed in a number of subsequent phases, although this would make most sense as s staged construction sequence rather than a phase-by-phase process extending over many years. It is always possible that future decision-makers would revisit this premise. Figure 8 illustrates the completed site plan. Figure 9 illustrates a phasing approach. This is indicative but not the only configuration.

### Observations:

- During the interim phases, NDSS will be characterized by an even greater degree of sprawl. The total school size will exceed the Ministry's space standards until completion.
- The marked contrast between new and old space may prove difficult to manage operationally, one issue may be the difficulty in adopting a modified learning model with uncertainty as to whether supportive facilities will be fully realized.
- There would be a danger that the phasing is never completed and NDSS remains in a partially renewed, somewhat dysfunctional state.
- <u>Overview:</u> There are increased operation disruption and development costs associated with this strategy, however, it may provide the required flexibility to achieve SD68's immediate goals within a reasonable time frame.

### Site Development – Option 4A

#### See Figure 10 and 11

Option 4A is also a phasing option, but differs from the previous option in that it assumes that the DOC cannot be relocated in advance of the first NDSS expansion phase. Option 4A also assumes a smaller phase 1 – in part because the available site area is constrained, but also because option 4 is predicated on an efficient multi-phase sequence, where 4A assumes only two phases with the first of minimum size to achieve the require short-term capacity lift. Phase 2 would complete the school replacement on the site from which the DOC would necessarily have been removed. DAC can remain on the site and its replacement on or off site, has design consequences, but is an independent decision. As with option 4, the program and design of phase 1 would require that it was conceived within a schematic design for the whole development strategy.

### Observations:

- As with option 4, during the interim phases, NDSS will be characterized by an even greater degree of sprawl, and the marked contrast between new and old space may prove difficult to manage operationally - one issue may be the difficulty in adopting a modified learning model with uncertainty as to whether supportive facilities will be fully realized. Further, there would be a danger that the phasing is never completed and NDSS remains in a partially renewed, somewhat dysfunctional state.
- This strategy places the future NDSS further toward the south site edge, along Forth Street, than likely would be the design decision on such a larger site were there not the identified constraints (although no worse than option 3A). However, there is potential compensation in that the objective to expand the VIU partnership can be facilitated through the proximity of the replacement school.
- <u>Overview:</u> Considering all project factors, this is the provisional recommended strategy.

### **Development Cost Estimates:**

Appended preliminary development cost estimates for the components of the development plan have been prepared by SSA Quantity Surveyor

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Inc. In summary (second quarter 2014, unit rates updated for this time period, no escalation):

### Option 3A: Single Phase Expansion/Replacement

DAC and DOC relocated off site; NDSS redeveloped prior to demolishing existing facility. Total:\$64,808,604

### Option 4: Multi-phase/stage Expansion/Replacement

DAC remains on site; DOC relocated off site prior to phase 1; existing school operates with phase 1 addition for indeterminate time period Phase 1: \$18,479,638 Project Completion Phases: \$49,598,441 Total: \$68,078,079

### Option 4A: Two-Phase Expansion/Replacement

DAC remains on site; DOC relocated off site prior to phase 1; existing school operates with phase 1 addition for indeterminate time period Phase 1: \$12,718,355 Project Completion Phases: \$52,500,390 Total: \$65,218,745

### Relocate/Redevelop DOC

Costing was estimated for the Old Victoria Road option, however, the Mt. Benson site option costs would be similar. Total: \$10.9 million

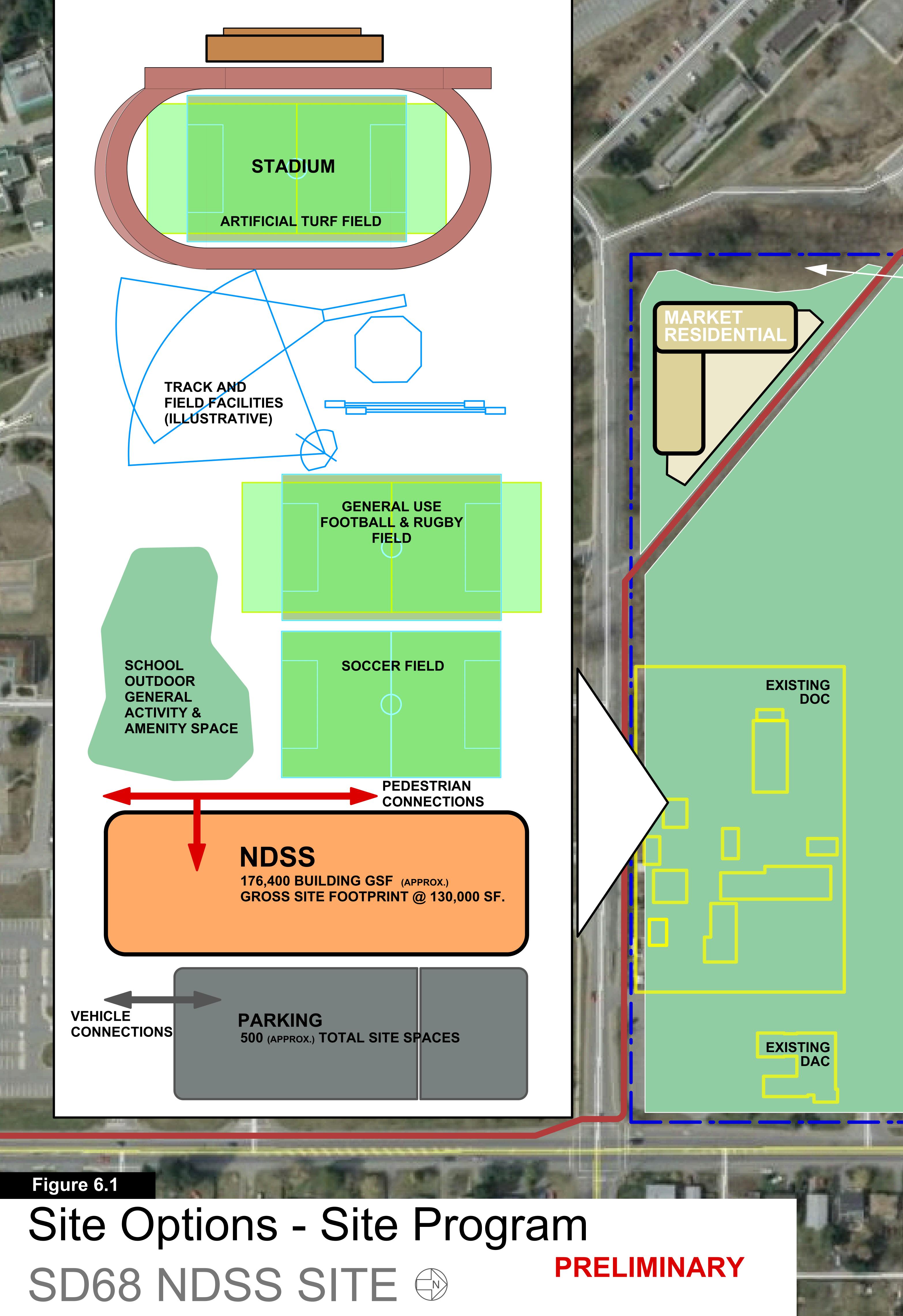
### Relocate/Redevelop DAC

Costing was estimated for a new facility independent of site. The option of relocating into the existing Dufferin School is difficult to cost due to the deficiencies of the existing facility. If the existing facility was to be fully upgraded, the cost would likely be very little less than a new facility. Total: \$10.6 million

### Figures:

- 6.1. Site Development Program
- 6.2. Site Development Option 0
- 6.3. Site Development Option 1
- 6.4. Site Development Option 2
- 6.5. Site Development Option 2A
- 6.7. Site Development Option 3A

- 6.6. Site Development Option 3
- 6.8. Site Development Option 4
- 6.9. Site Development Option 4 Phasing
- 6.10. Site Development Option 4A
- 6.11. Site Development Option 4A Phasing



CORNERSTONE architecture & planning group

**JANUARY 15.14** 

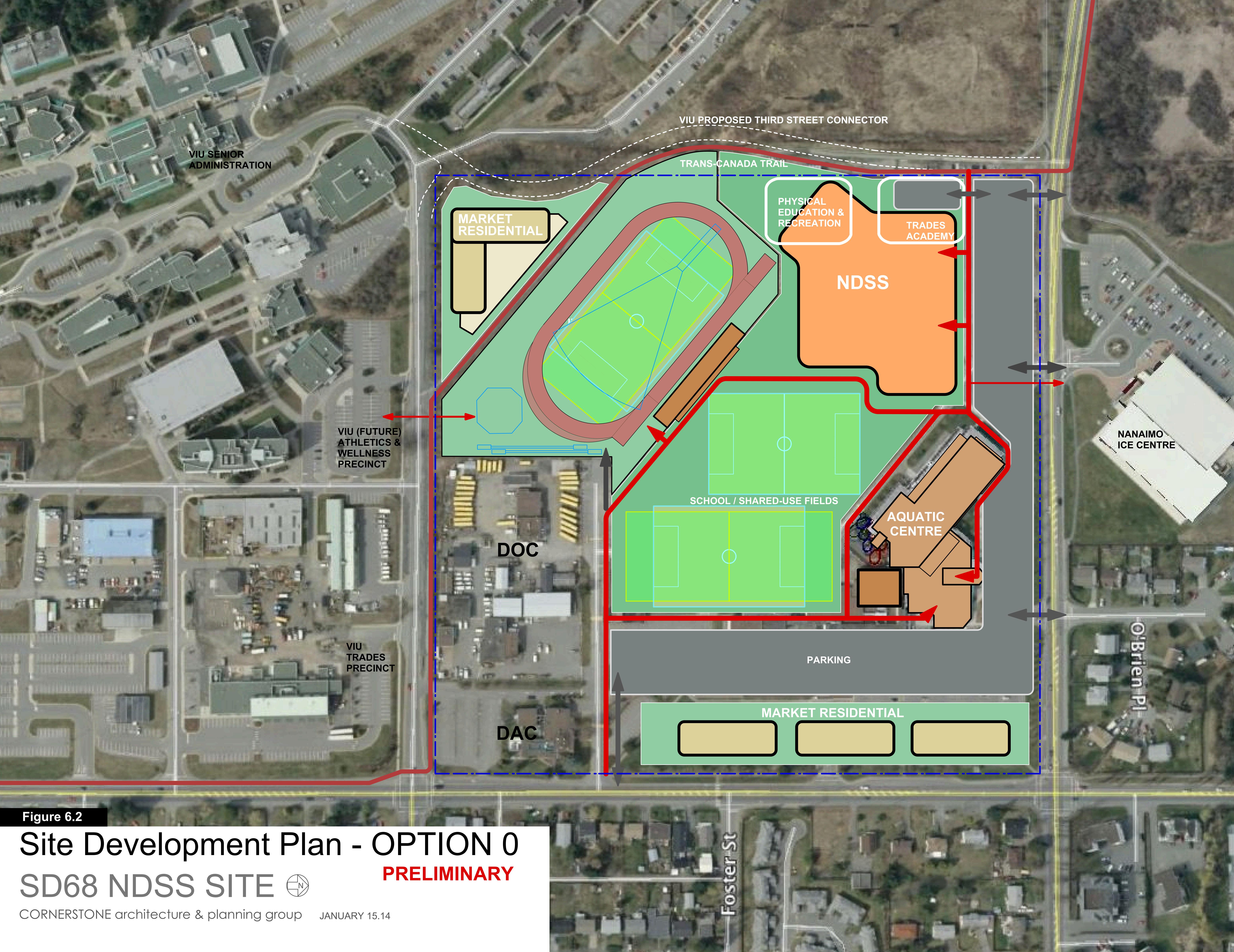
### **TRANS-CANADA TRAIL**

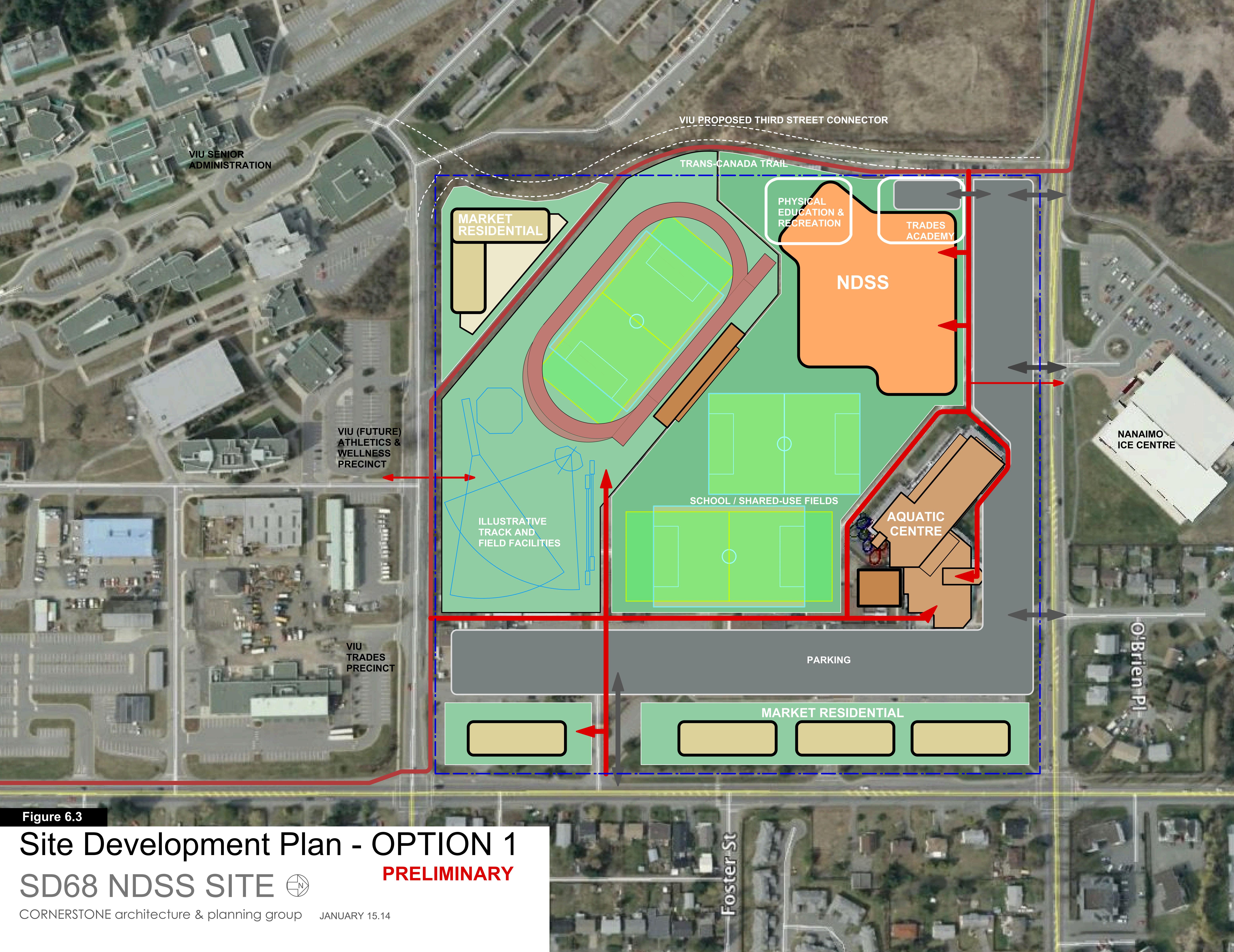
### LAND SWAP

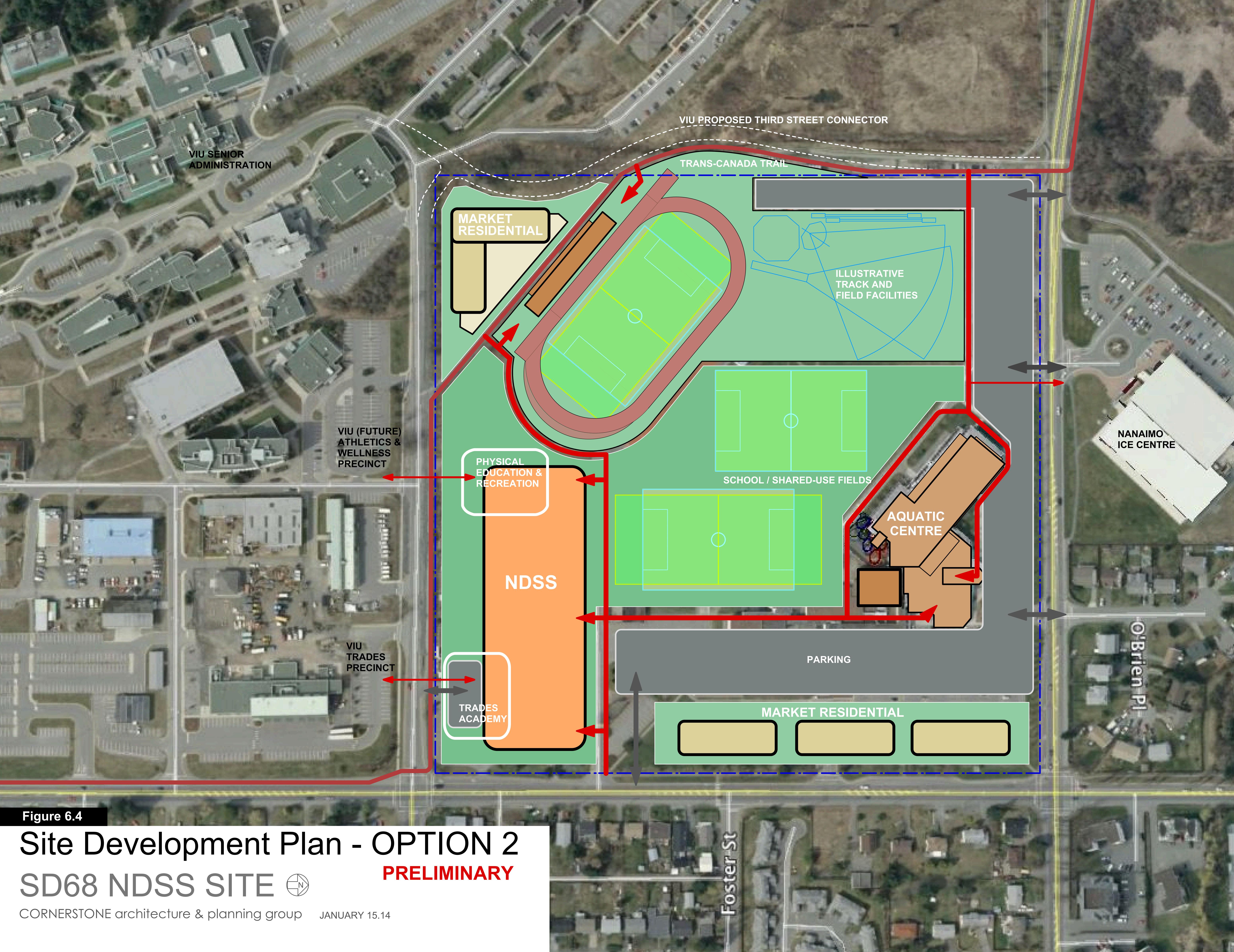
# EXISTING

**OPPORTUNIT** 

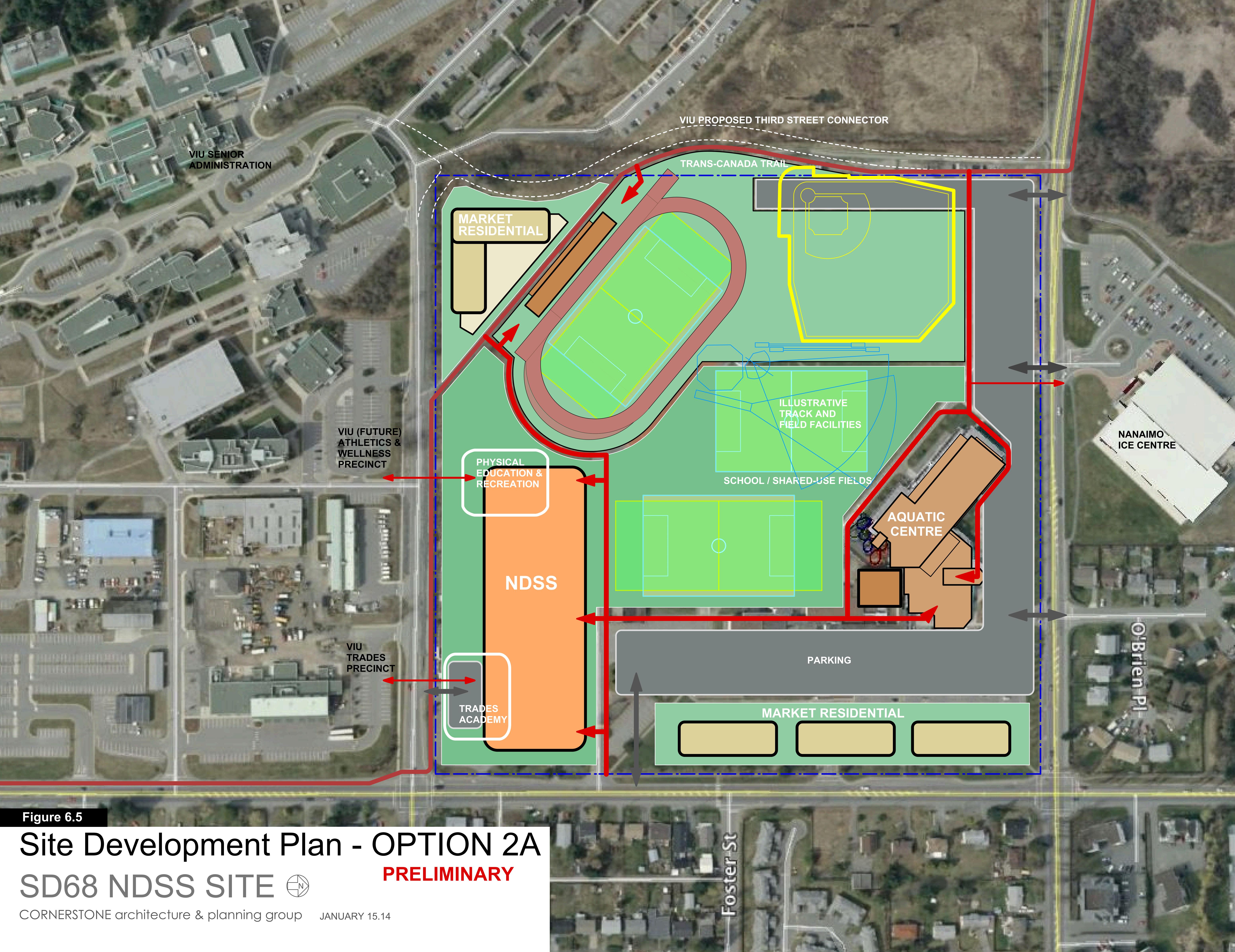


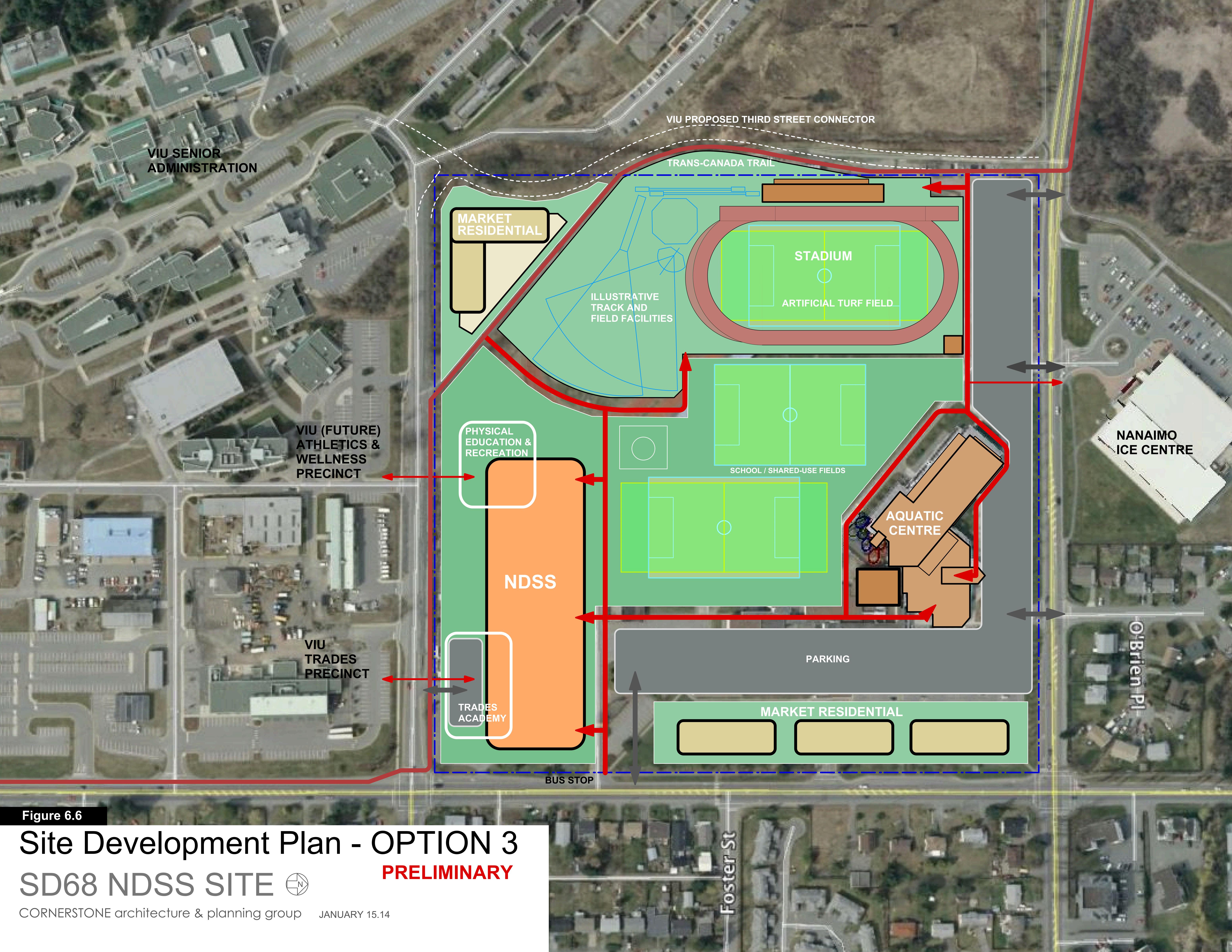


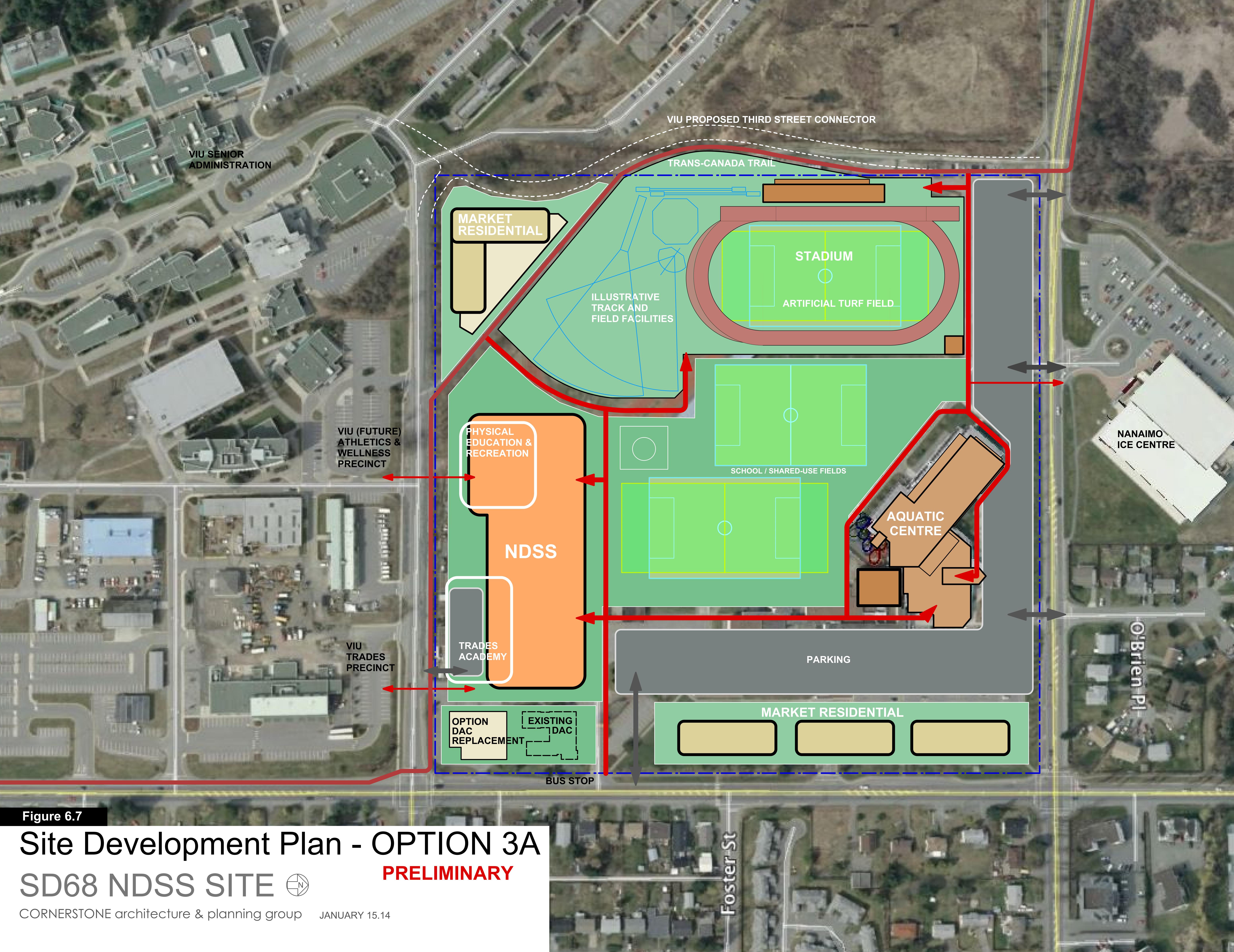


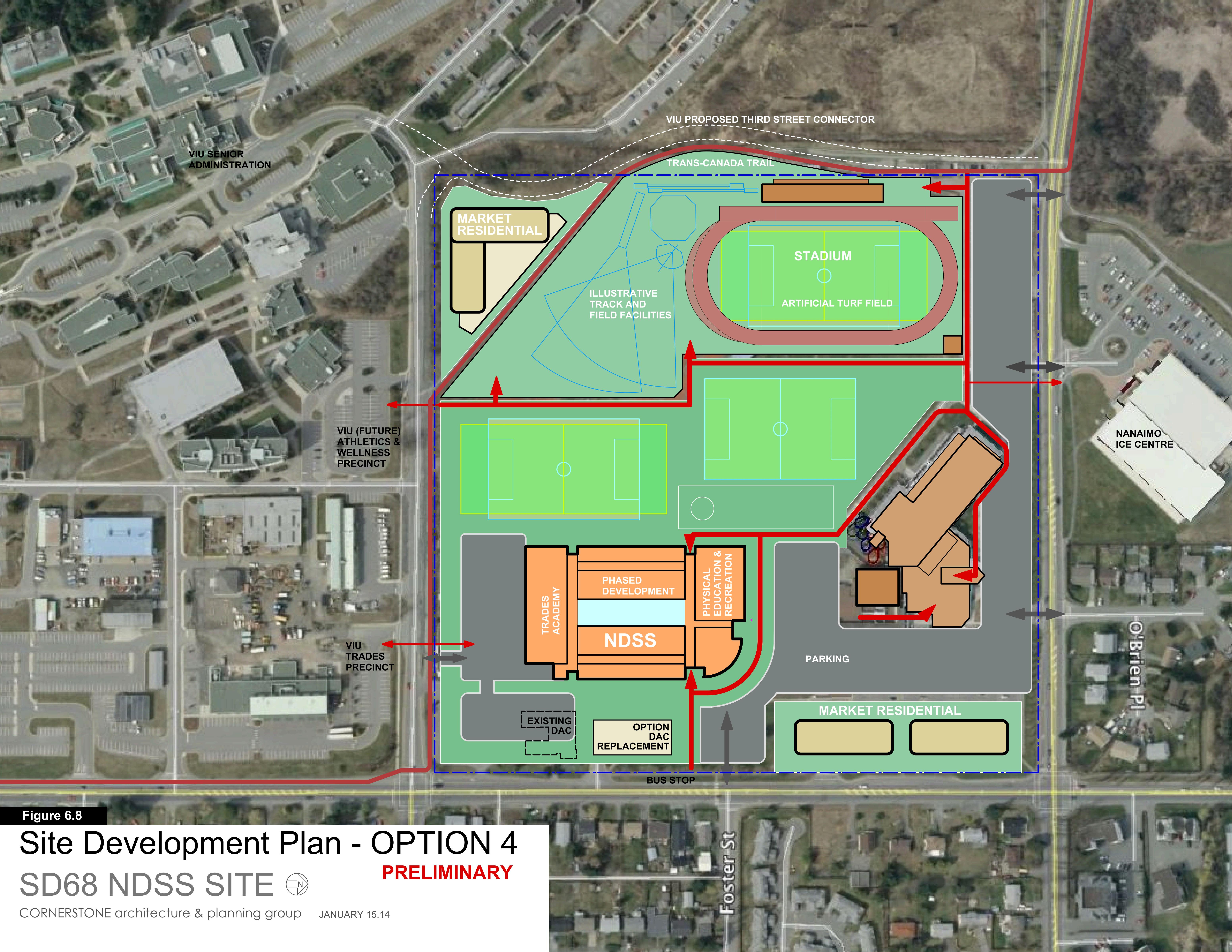




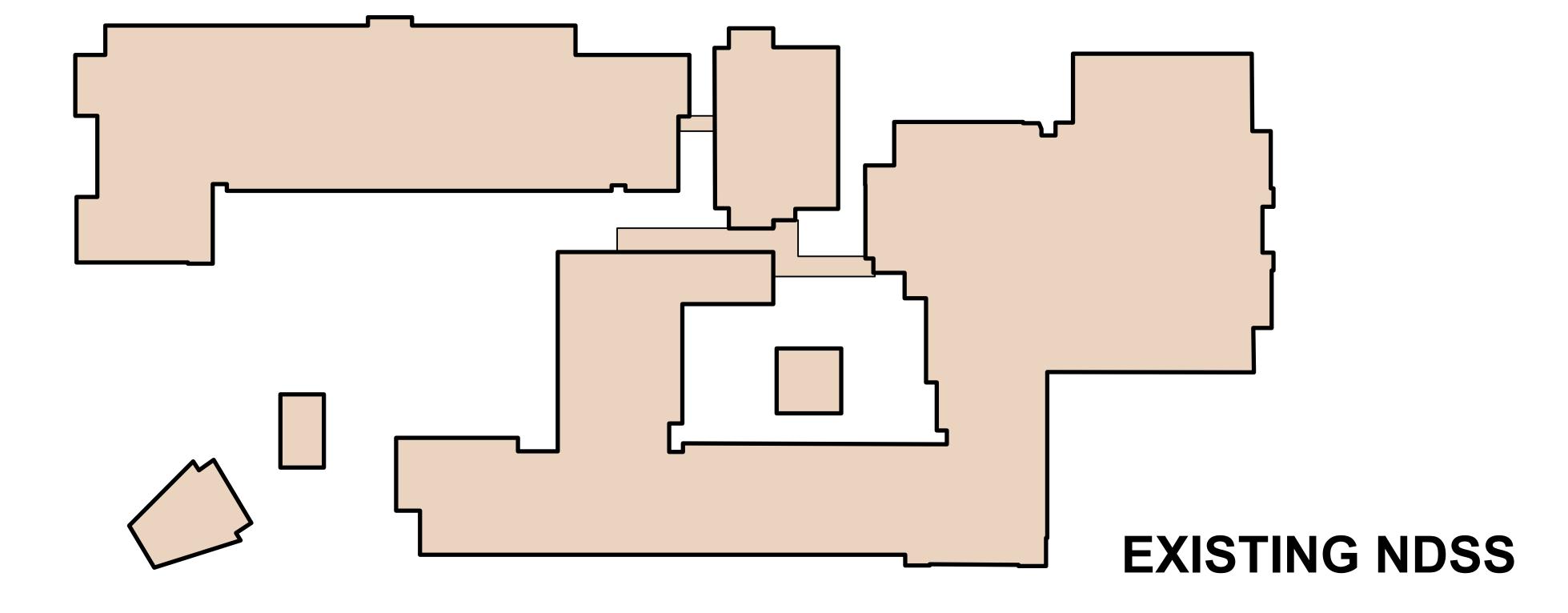






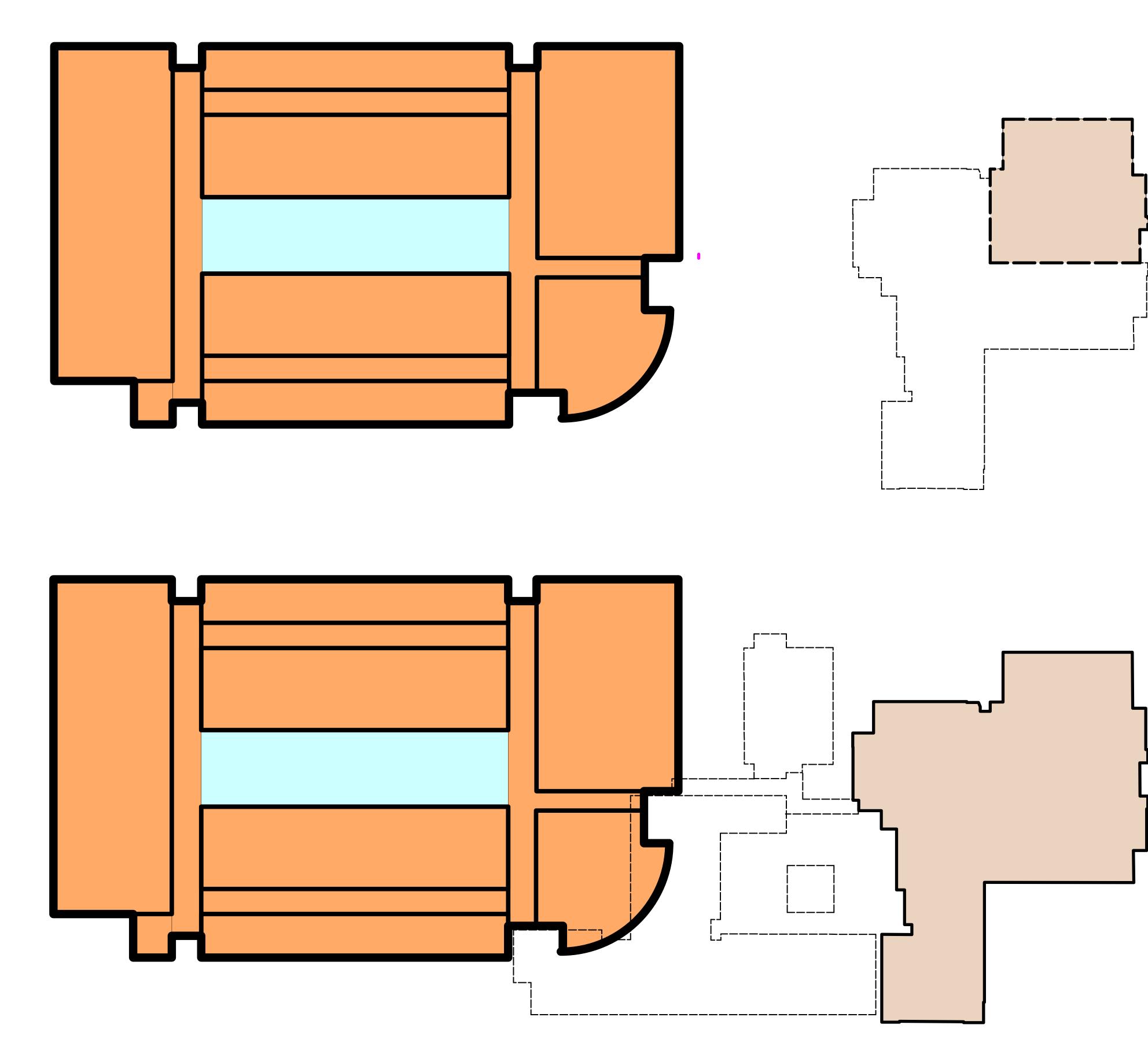


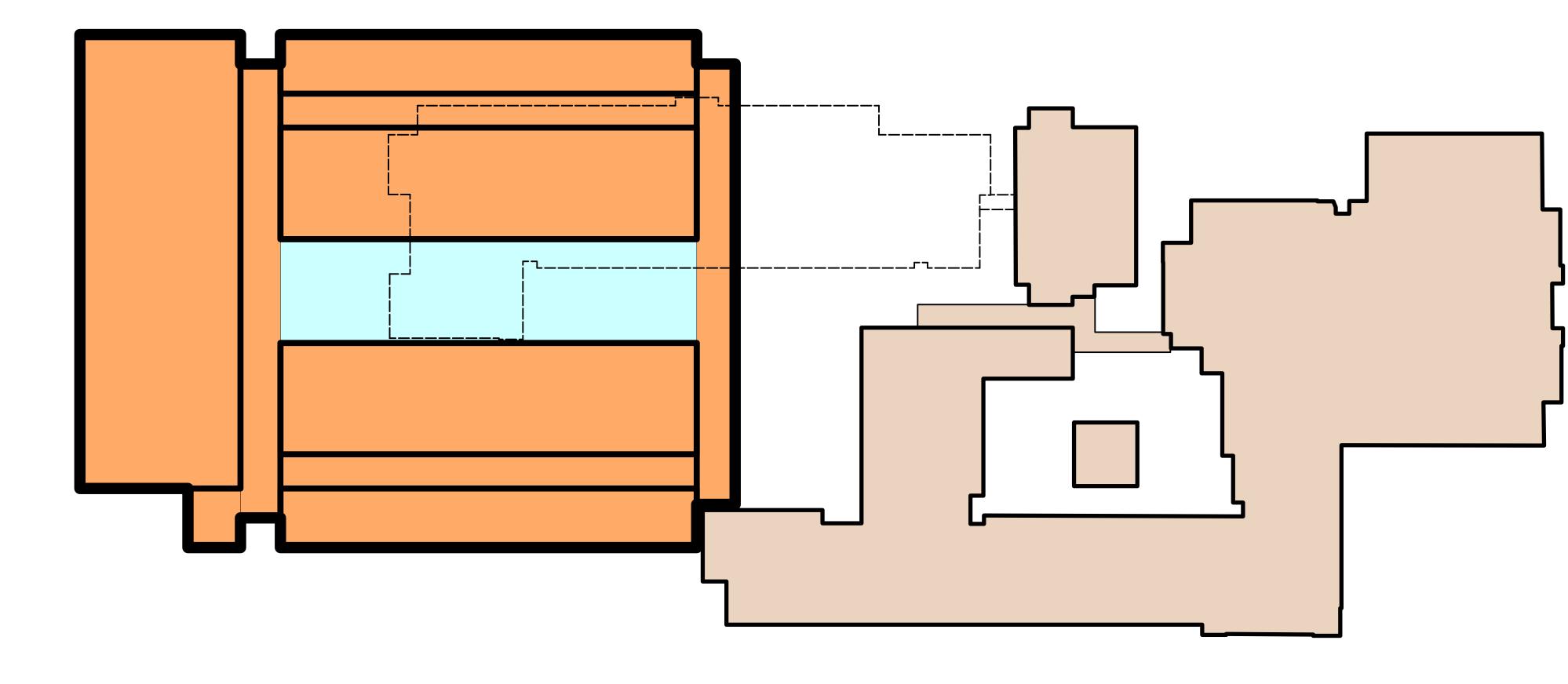
# Figure 6.9 Site Development Plan - OPTION 4 SD68 NDSS SITE CORNERSTONE architecture & planning group

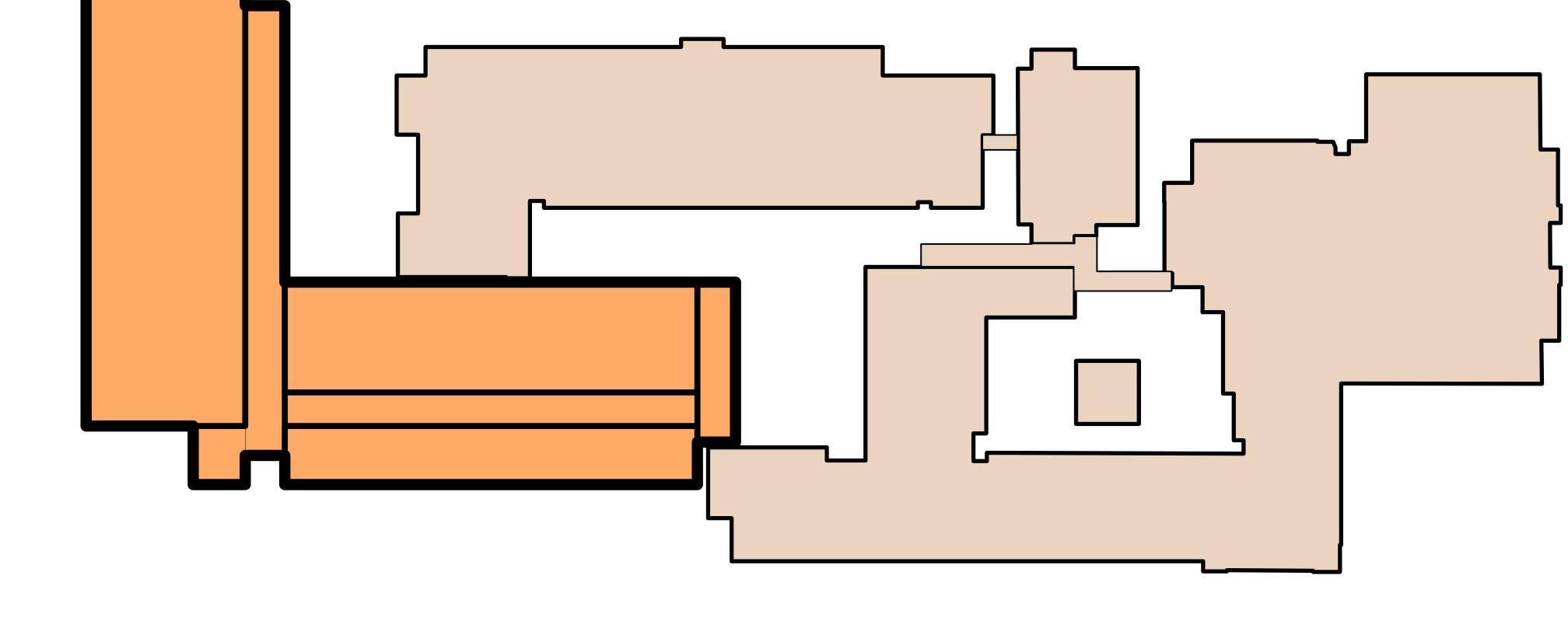


A CONCEPTAL APPROACH TO DEVELOPING THE REPLACEMENT OF NDSS IN FOUR PHASES IS ILLUSTRATED. THE ACTUAL APPROACH WOULD REQUIRE A MUCH MORE DETAILED ANALYSIS.

## PHASED DEVELOPMENT STRATEGY

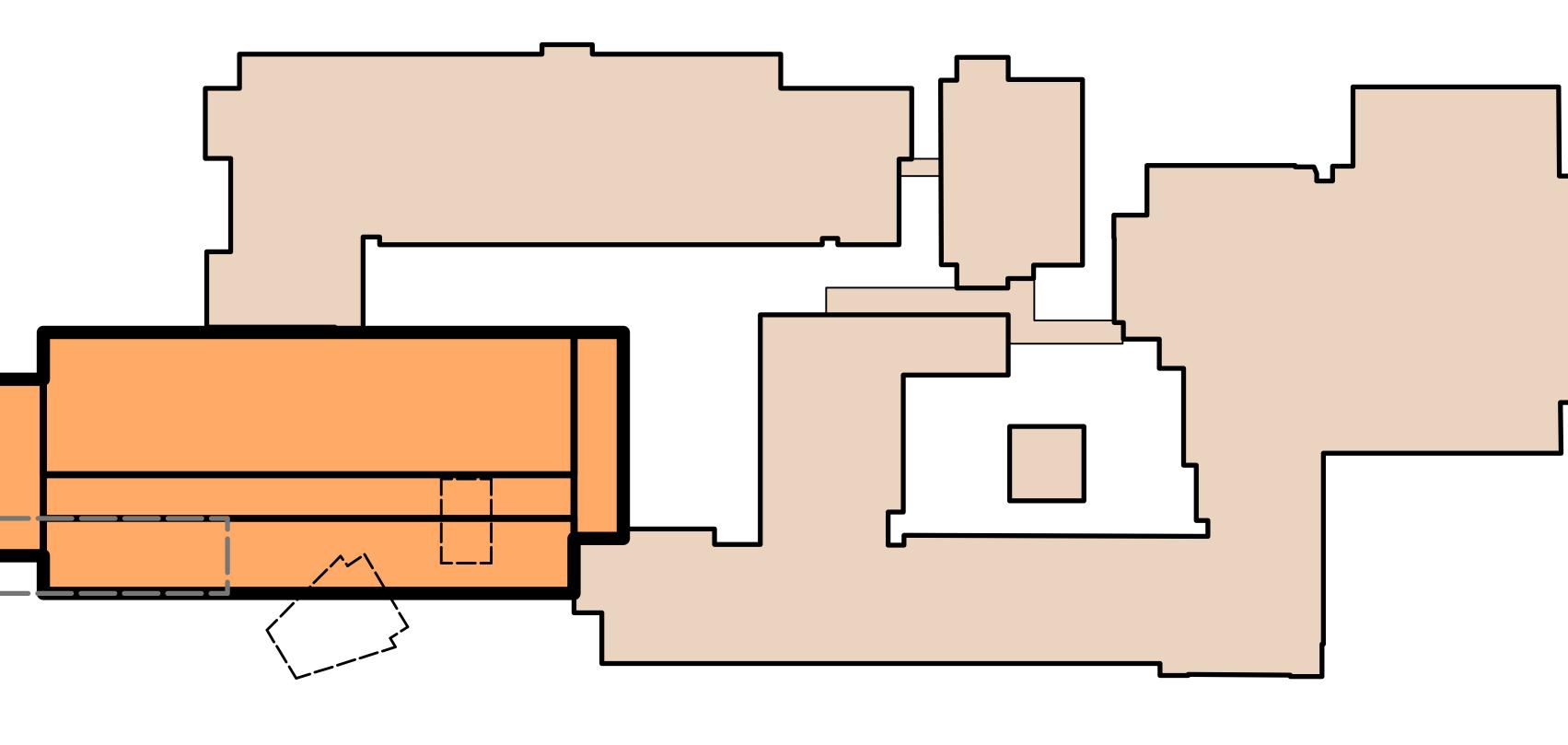












### PHASE 4B:

 COMPLETE DEMOLITION AND SITE WORK • TRANSFER USE OF EXISTING GYM(S) TO CITY FOR UPGRADE AND ADDITION TO AQUATIC CENTRE IF VIABLE AND MUTUALLY AGREED

### PHASE 4A:

 CONSTRUCT NEW ATHLETICS AND ARTS WING @ APPROX. 40,000 GSF

### PHASE 3:

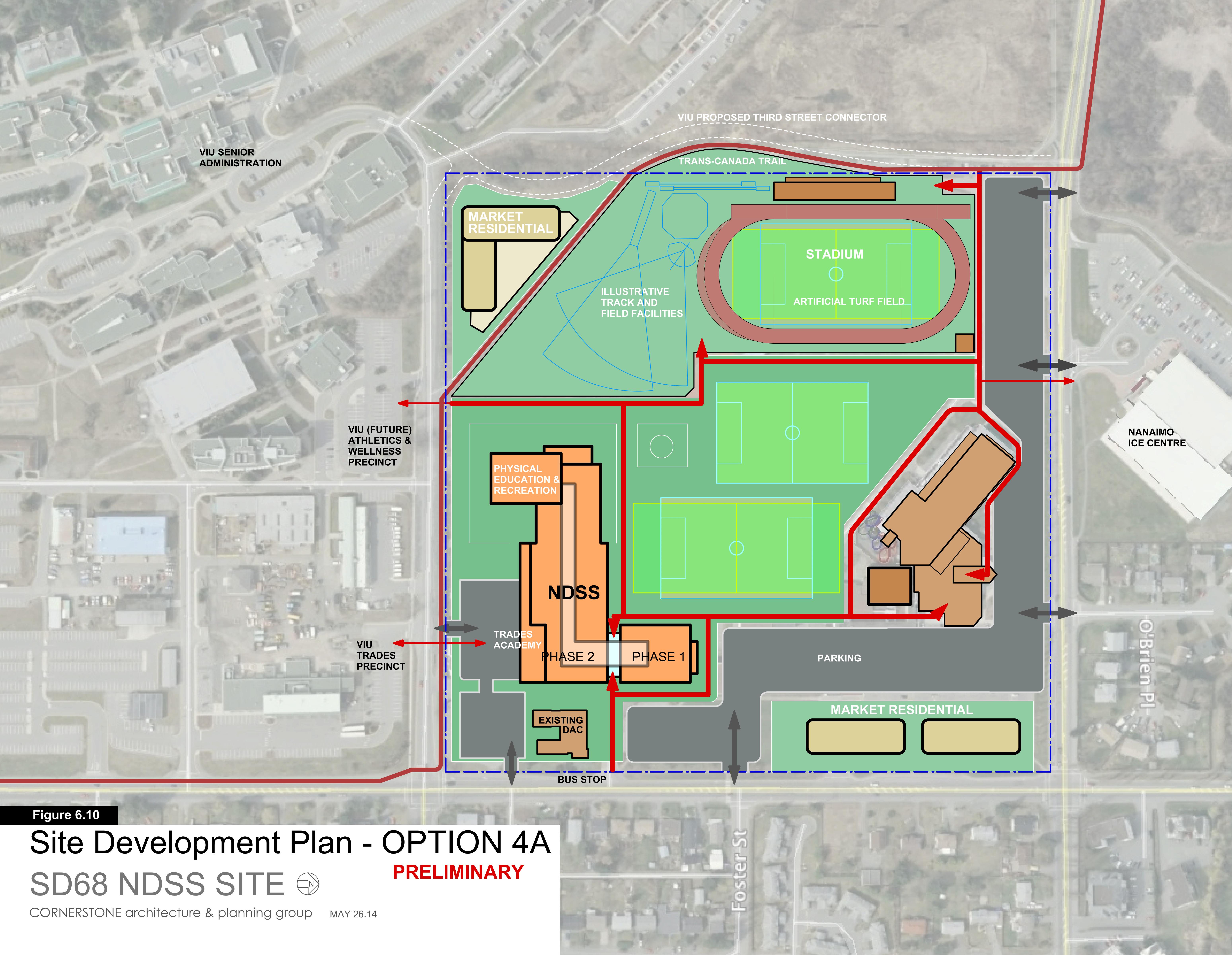
- CONSTRUCT NEW 2-STOREY ACADEMIC WING @ APPROX. 50,000 GSF
- SUBJECT TO FEASIBILITY, CONSTRUCT COVER OVER CENTRAL COURT TO PROVIDE ATRIUM
- DEMOLISH / MOTHBALL PARTS OF EXISTING BUILDING AS DETERMINED BY DETAILED DEVELOPMENT SCHEDULE

### PHASE 2:

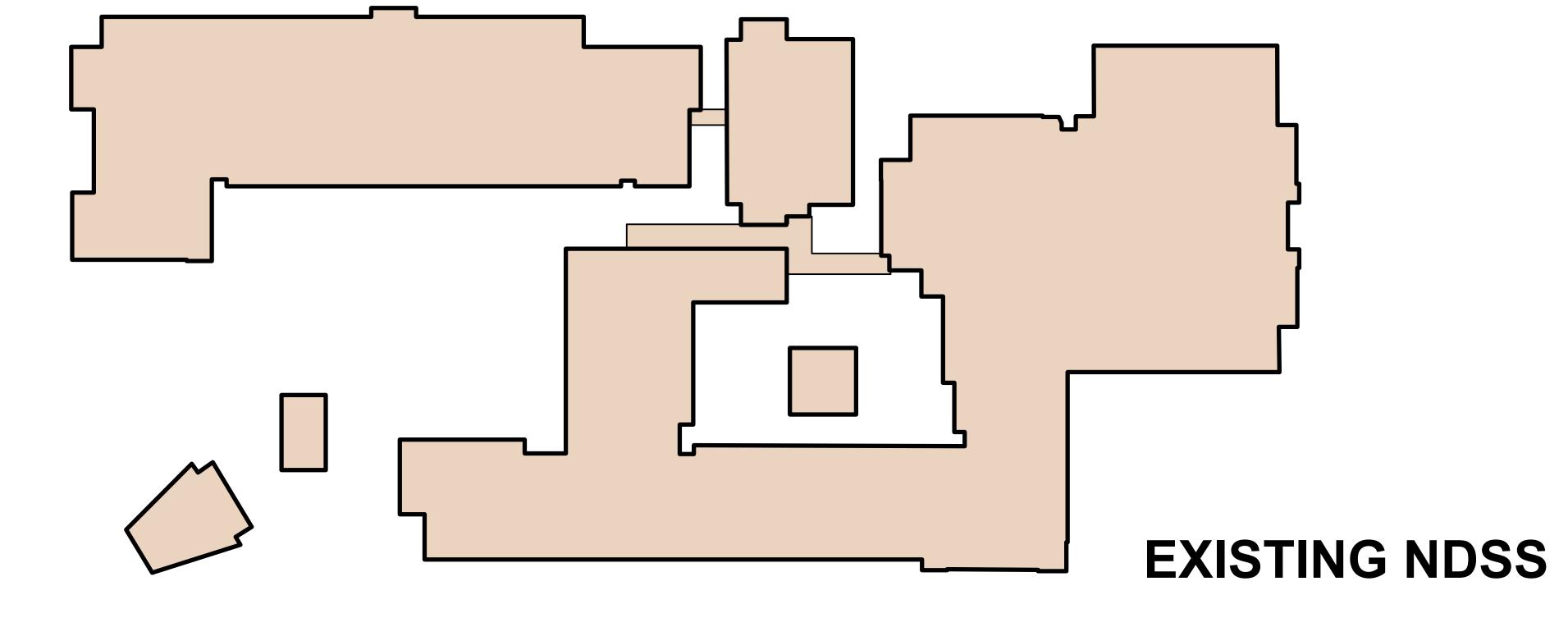
- CONSTRUCT NEW 1-STOREY PLUS MEZZANINE TRADES & TECHNOLOGY WING @ APPROX. 35,000 GSF
- DEMOLISH / MOTHBALL EXISTING TRADES WING AS DETERMINED BY DETAILED DEVELOPMENT SCHEDULE

### PHASE 1:

- DEMOLISH TWO EXISTING SMALL STRUCTURES
- CONSTRUCT NEW 2-STOREY ACADEMIC WING @ APPROX. 52,000 GSF
- INCLUDE SUBGRADE SERVICE ROOM SIZED FOR PHASED EXPANSION OF CENTRAL PLANT EQUIPMENT TO SERVE COMPLETED REPLACEMENT
- RELOCATE 400-450 STUDENT INTAKE TO ALLOW WOODLANDS SS CLOSING

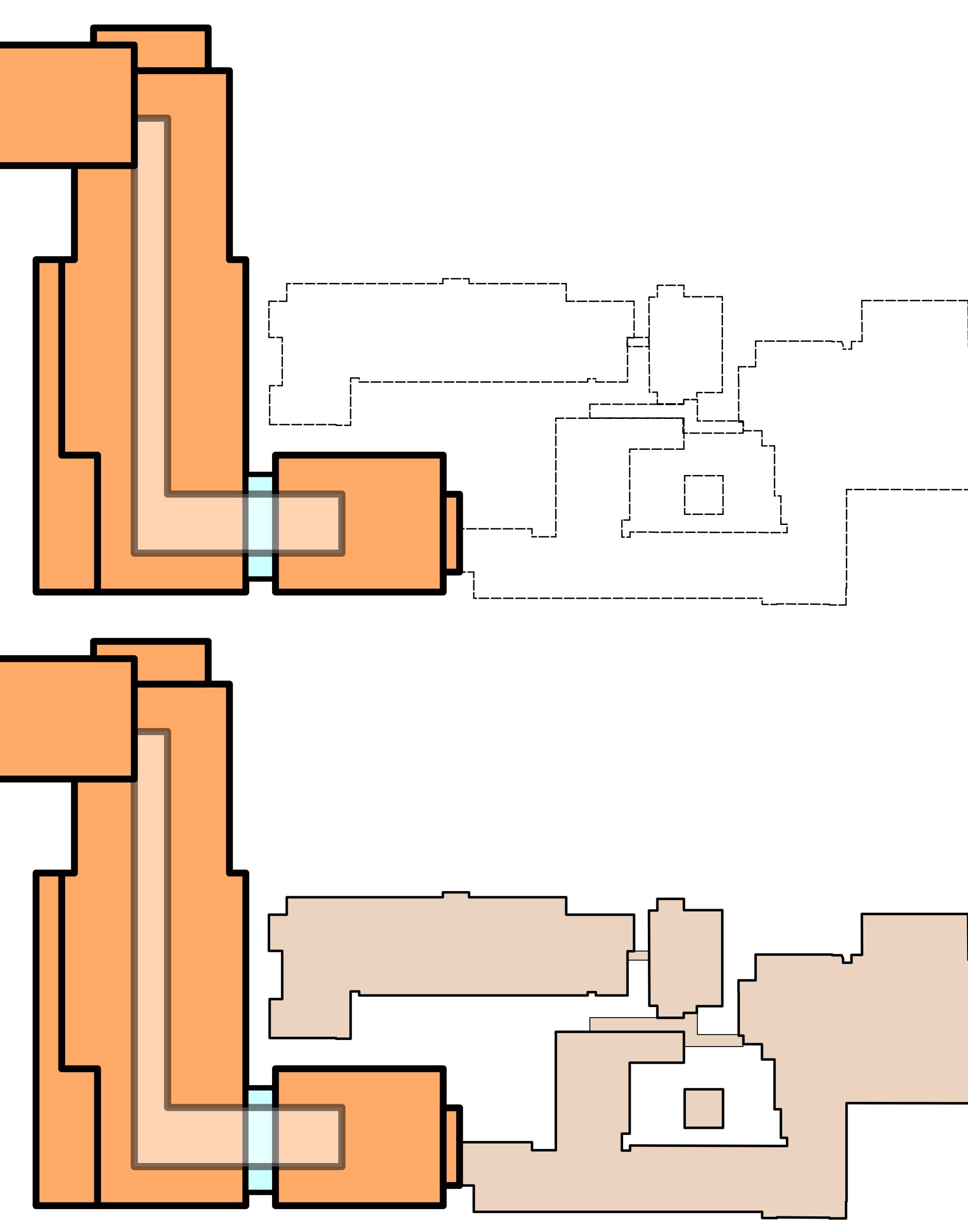


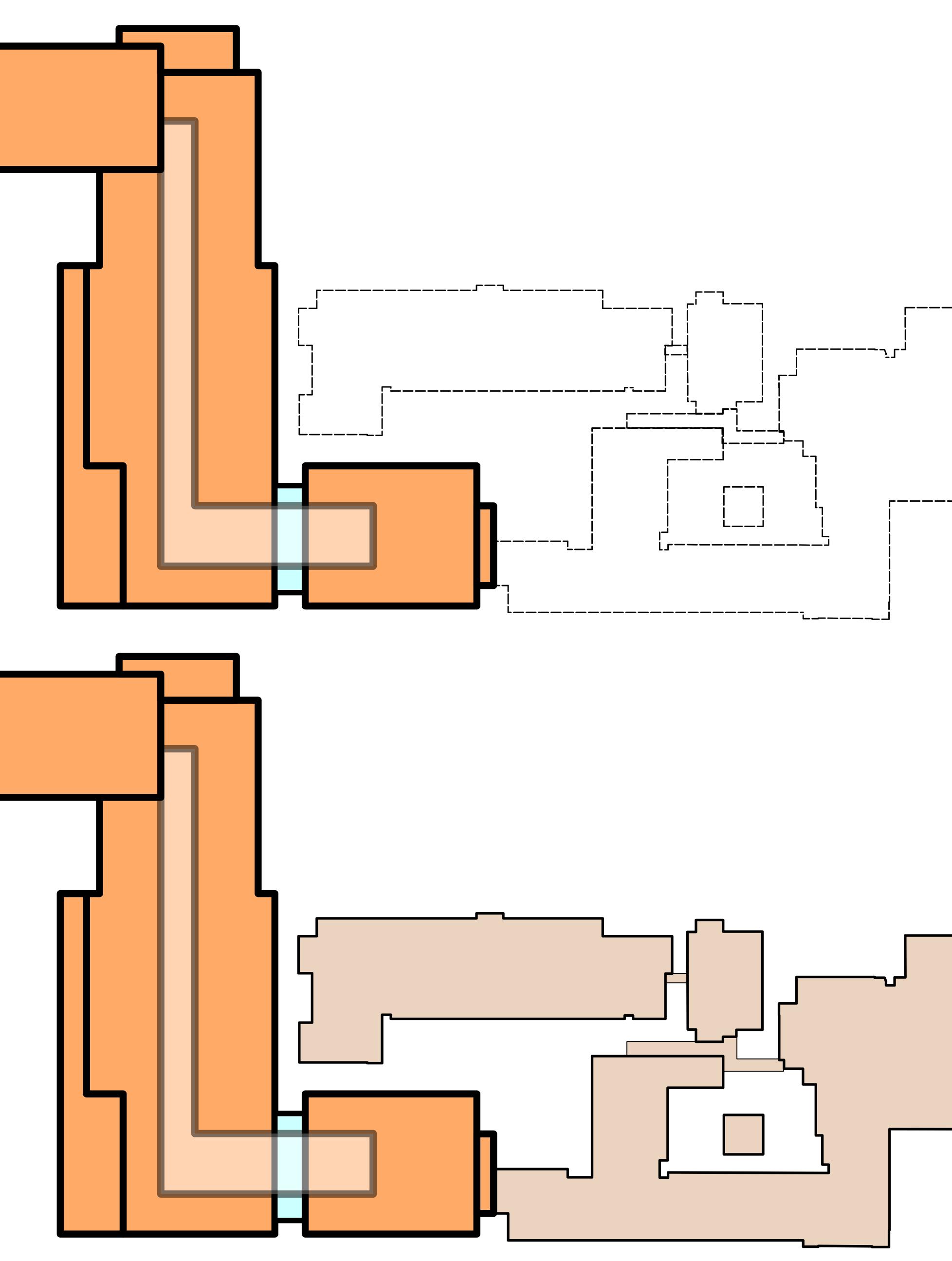
## Figure 6.9 Site Development Plan - OPTION 4A PRELIMINARY SD68 NDSS SITE CORNERSTONE architecture & planning group May 30.14

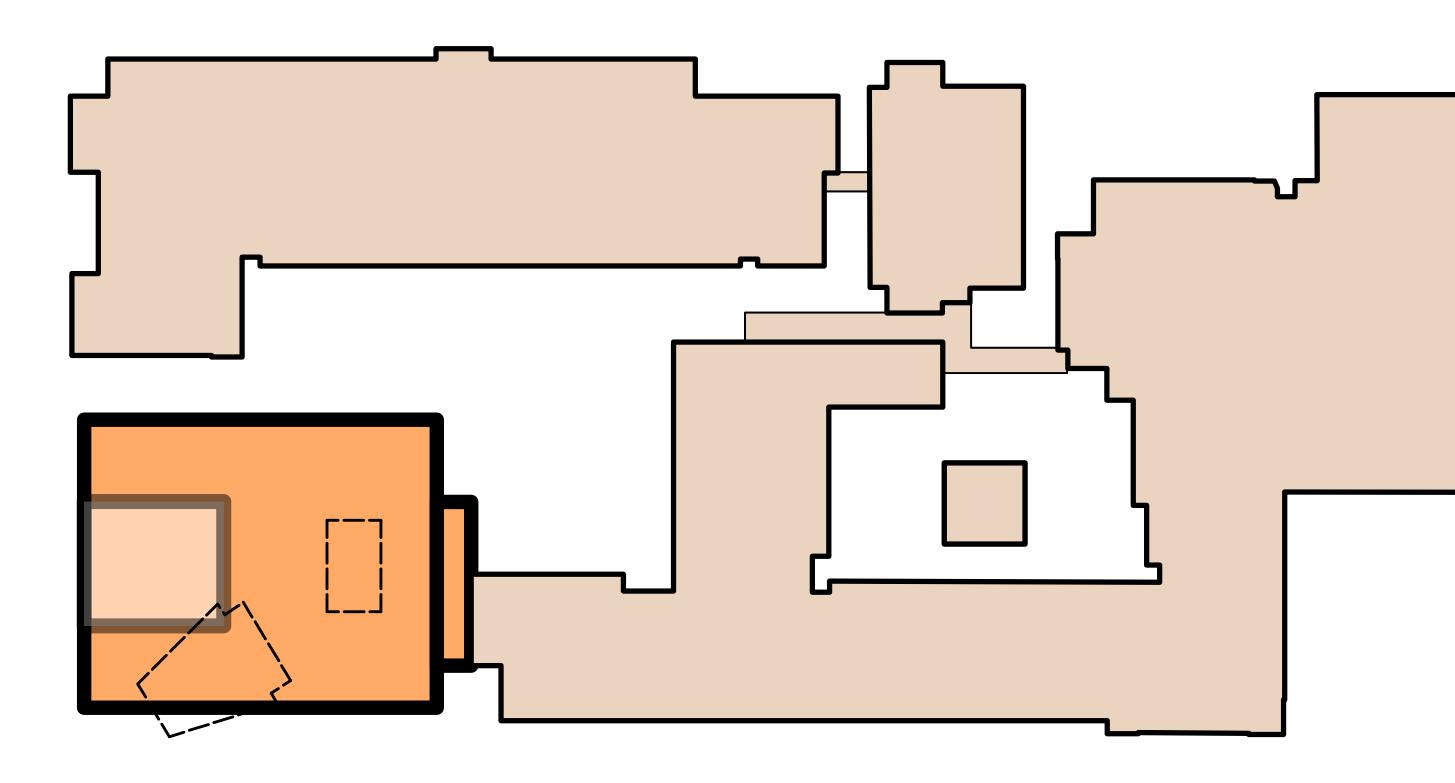


A CONCEPTAL APPROACH TO DEVELOPING THE REPLACEMENT OF NDSS IN TWO PHASES IS ILLUSTRATED. THE ACTUAL APPROACH WOULD REQUIRE A MUCH MORE DETAILED ANALYSIS.

# PHASED DEVELOPMENT STRATEGY 4A







### PHASE 2B:

- DEMOLISH EXISTING NDSS FACILITY
- COMPLETE SITE WORKS: PARKING, FIELDS, ROAD
- CONNECTIONS, ETC.
- PREPARE LAND DISPOSITION PARCELS

### PHASE 2A:

 CONSTRUCT NEW SECOND PHASE TO COMPLETE NDSS EXPANSION/REPLACEMENT @ APPROX. 140,530 • INTEGRATE SYSTEMS AND OTHER CONNECTIONS TO

### PHASE 1:

- DEMOLISH TWO EXISTING SMALL STRUCTURES
- (INSTALL TEMPORARY STRUCTURE FOR BANDROOM) CONSTRUCT NEW 2-STOREY ACADEMIC WING @ APPROX. 35,900 GSF
- DESIGN FOR PHASE 2 CONNECTIONS
- RELOCATE 400-450 STUDENT INTAKE TO ALLOW WOODLANDS SS CLOSING

### 7. OBSERVATIONS AND RECOMMENDATIONS

The strategic SD68 decision to expand the capacity of NDSS entirely changes the circumstances for planning the future of this site, and hence the importance of this development potential study. NDSS, rather than remaining in a static condition with slowly declining enrolment, as has been assumed in other recent studies, is proposed to experience an expanded and revitalized role according to SD68's vision. This is envisioned as an opportunity to:

- Consolidate school capacity in alignment with enrolment for efficiency benefits, and through school revitalization,
- Implement contemporary approaches to learning
- Realign the secondary curriculum/program profile, particularly but not limited to Trades education
- Positively exploit/expand the relationship with VIU; with reference to the Provincial Government's Job Skills "Blueprint"
- · Contribute to the partnership with the City to improve community recreation, sports and wellness opportunities/resources
- Contribute to the synergies of the developing of an educational-community precinct following the models of UBC and SFU.

Apart from the Nanaimo Aquatic Centre, all the major uses currently developed on the site are of relatively modest conception and in relatively poor physical condition. It is a circumstance where it makes sense to consider the future use of the site as a whole, and to identify a plan that will realize the optimum outcome for the long term, both for the quality of educational and community opportunities provided as well as the relative cost-benefit of the investment that will be required (and required in any case).

Of prime importance is the consideration of the financial resources required to undertake the contemplated redevelopment/upgrade. This study, concerning the development potential for the NDSS site, follows from the *Enhanced Facilities for Learning Plan*, and the *Asset Management Plan* (AMP). The latter was initiated to produce strategies for consolidating schools and other operations where feasible, to reduce operating costs, and to identify surplus assets that can be levered to generate funds to provide for school revitalization/replacement.

The provisional conclusions reached from the analysis and assessment of options are summarized as follows:

### Nanaimo District Secondary School (NDSS)

The background to the proposed future capacity of NDSS at 1900 students, and the estimation of facility requirements to accommodate this capacity increase of 500, is documented in a separate component of the study (although the learning model has not been established at the level of resolution that will be required to complete this definition). Current NDSS facilities, characterized by a sprawling plan configuration generated by numerous additions and renovations over a sixty-year period, are in relatively poor condition, showing the need for accumulated maintenance and cyclical replacement estimated at about 50% of the replacement cost. While this does not quite meet the Ministry's outright threshold justifying a replacement strategy, the preliminary conclusion posed in this study, in the context of a proposed expansion and objectives to transition to contemporary learning settings, a cost-benefit analysis would favour replacement of the existing facilities. From an operational perspective, a implementation/development strategy that constructed a new replacement school facility prior to demolishing the existing is clearly advantageous. The preferred strategy for this approach is diagrammed as Option 3; Option 3A is a variant where the DAC is not relocated off site in advance (and could be redeveloped on site as an independent sub-option as decided in the future by SD68). Responding to the evident constraints for capital funding in a reasonable timeframe (relying on substantial Ministry contribution) for a single project development of this scale, Option 4 illustrates a

possible multi-phased development strategy for expanding NDSS in the short term, and replacing the entire school in a longer timeframe; Option 4A is variant predicated on only two construction phases. Of note, while phasing offers some short-term benefits, there are potential drawbacks that could result in a less than optimum long-term outcome with increased overall costs.

The preliminary capital scale of the Project following the recommended strategy is:

- Total NDSS Expansion/Replacement Size: 16,390 gsm; phase 1: 3,335 gsm
- Project Cost Estimate (second quarter 2014, no escalation): Phase 1:\$12,718,355; Phase 2: \$52,500,390; Total: \$65,218,745

### SD68-VIU Educational Partnership and BC Job Skills Initiatives

SD68 already has a strong partnership relationship with VIU, particularly in relation to NDSS itself. This is reflected in a MOU that was executed in March 2014 to facilitate communication and collaboration in areas of mutual interest. SD68 and VIU already have an operating exemplar of integrated Trades programs that is closely aligned with the principles of the Province's *BC Skills Training Policy/Initiative*. There appears to be significant potential to expand this collaboration, adding scope in fields such as applied science, health and wellness programs.

Among the target benefits to be promoted are the following:

- To promote a <u>culture of learning</u> that encompasses a "K-16" perspective, with students developing a clear pathway through their formal education to the achievement of career and life-long goals
- As a consequence, to establish the <u>commitment to continuing education</u> in the context of institutions that are aligned to support their graduates throughout their working lives
- Further, to collaborate in identifying an effective <u>learning model</u> that can inform the renewal objectives embraced by SD68 including ideas for equipping students with personal learning capacities that facilitate the seamless transition to post-secondary and job skills training
- To assist the institutions integrate work force intelligence into their academic/training program offerings as well as their student support services
- To assist the institutions improve recruitment, and enrolment management
- To <u>plan and manage resources effectively</u> to maximize target outcomes; this can encompass: expanding programs with dual/advanced credit to reduce overall program duration, to share staff resources and expertize; to facilitate shared use (increase utilization) of space and equipment; to use efficiencies and scale to permit reallocation for the procurement of advanced technology, etc.
- To strengthen the economic and cultural base of the community

Background observations to the point above:

- VIU currently experience a relatively low rate of student enrolment straight from secondary school approximately 43% compared to the provincial average of 52%. The educational partnership has potential to improve this performance.
- Both institutions have a strong applied, job skills, dimension to their educational orientation. Both are in a position to effectively support the Province's Job Skills initiative. The educational partnership has potential to improve the recruitment and transitioning of students into labour market responsive programs.
- Both institutions have identified enrolment management intentions. For SD68 this includes aligning its learning model with a regional

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service model within which schools will offer selective differentiated program offerings. For VIU this includes establishing earlier relationships with students to facilitate their extended educational path.

- Both also have priorities for improved participation/retention rates including engagement of aboriginal learners.
- SD68's goal is to renew its secondary schools, including the implementation of contemporary high-performance educational approaches. It has commissioned a survey of best practices. The District already has a successful blended distance learning that would appear to have the potential for scaling. The task remains to articulate the *renewal* learning model that can provide the foundation for the next stage of planning and capital development. The partnership with VIU has the potential to assist with relevant aspects of this process (although its is primarily a project for wide and purposeful internal engagement).
- VIU and NDSS have contiguous campus sites. A renewed NDSS provides a stellar opportunity to develop an aligned secondary to postsecondary inter-campus concept. Adjunct to this is the potential to partner with the City for investing in shared community sports facilities. And finally, the scale of mutual development, over a period of years, has the potential to achieve an educational-community urban precinct; this has the potential to increase the attractiveness of Nanaimo as a place to live as well as a place to invest in enterprise.

### **SD68 District Facilities**

The District Administration Centre (DAC) and the District Operations Centre (DOC) occupy a total of approximately 2.04 ha (5.0 acres).

The existing DAC facility provides significantly dysfunctional accommodation for SD68 administrative and governance operations. It is inadequate in size, poorly organized, inconsistent with the desired role of the DAC in facilitating District leadership/discourse and is not a valuable physical asset given its piecemeal construction. Replacing the DAC is a clear SD68 objective, notwithstanding the associated capital procurement challenge. The analysis of program requirements is documented in a separate component of the study. As illustrated in Options 3A and 4, the DAC could be redeveloped on site if that is the preferred approach. As indicated in the separate analysis, SD68 owns other sites, such as Dufferin, that provide a potential alternate location.

The existing DOC compound comprises a number of buildings and yard areas of different vintage and quality. Remote District storage is currently located in other facilities, notably VAST, that will need to be replaced as the AMP disposition of surplus lands is executed. The condition of the facilities and the operational benefits that could be derived from a rationalized facility argue for replacement. However, the principal factor supporting relocation off site is the conclusion that the current situation is not supportive of the highest and best use of the NDSS site and provides a significant obstacle to the optimum site development approach. As indicated in the separate analysis, SD68 owns other sites, such as Mt. Benson, that provide a potential alternate location.

### Asset Management Plan and Community Area Plan

As noted, the Asset Management Plan (AMP) is an integrated parallel study whose purpose is to guide asset management decisions toward consolidation to achieve operating efficiencies, and to generate capital to fund highly desired school facility revitalization. Brook Pooni and Associates are assisting SD68 with the work. AMP considerations, through the Enrolment-Capacity Plan, have led to the proposal to expand NDSS in conjunction with closing two other secondary schools. The AMP also underscores the imperative to use a portion of the NDSS site asset (that deemed surplus to SD68's foreseeable educational and community partnership requirements) as a vehicle for generating capital funds. The site options identify approximately 1.5 to 2.0 ha of land area for disposition for residential mixed-use commercial development. The land

disposition strategy also has been concluded to be consistent with VIU's campus master plan and the vision for developing a Nanaimo educational-community urban precinct, following the models of UBC and SFU, that is compatible with City of Nanaimo urban plan directions.

### **Community Joint-Use Facilities**

In addition to the Nanaimo Aquatic Centre, two major community sports facilities are accommodated on the NDSS site – Rotary Bowl and Serauxmen Stadium. Both were developed under respective land use agreements with SD68 that have expired. The current condition of both is deficient and not consistent with SD68's long-term interests.

The provisional study conclusion regarding Rotary Bowl is that the optimum scenario is for its redevelopment on the site - on the position currently occupied by Serauxmaen Stadium - and in this redevelopment, the track and field facilities are located outside the central field. The redeveloped facility would include artificial turf field within the oval track, field lighting, stadium seating and change room facilities. The factors supporting this conclusion are discussed in the previous sections; also see below.

The provisional study conclusion regarding Serauxmen Stadium is that it be redeveloped off site; subject to City support, most likely through an upgrade to Mariner Field in Third Street Park.

The factors supporting the recommendations for these two facilities, in summary, are the following:

- Rotary Bowl remaining on site reflects high joint-use potential/interest from SD68 and VIU
- The NDSS site is the City's priority location for Rotary Bowl, if feasible; other site options having less potential
- This appears to be the only reasonable City location that will accommodate both a major community field stadium with adjacent (but separate from the infield) full track and field facilities
- This recommendation derives from optimum land use considerations and is in no way a negative reflection of the community's value for a quality baseball field and Serauxmen Stadium's heritage, however, Rotary Bowl and separate/adjacent track and field facilities would occupy about the same site area as the current community field facilities; SD68's objectives for school expansion development cannot reasonably be accommodated if Serauxmen Field also remains on the site with the land area for NDSS thereby reduced
- Subject to City agreement, there appears to be a suitable alternative location for the community's main baseball stadium
- Relocating the replacement Rotary Bowl to the location currently occupied by Serauxmen would incur an insignificant cost premium with the very significant advantages of locating the facility for optimum community visibility and access while minimizing conflict with NDSS operations

Of note, if all parties agree on the community field development strategy proposed, it could proceed on an independent timeline, ie. it is not dependent on prior development of the proposed NDSS replacement.

### Partnerships and Community Engagement

It is evident from the study process that SD68 enjoys constructive partnerships with VIU and the City of Nanaimo. It will be critical, as well as an advantage to the achievement of individual and mutual objectives, to sustain these relationships. Exhibiting common cause can serve to maximize public support for the allocation of scarce capital, as well as to maximize the value of the outcome. Continued communication and collaborative

planning are requisite for continued success. An appropriate community engagement process will also be essential, that for valid reasons have not been incorporated within the scope of this study.

### RECOMMENDATIONS

### 1. NDSS Site and School Development Strategy

Provisionally adopt Option 4A as the basis for the redevelopment strategy for the NDSS Site. The components of this strategy include:

- Plan for a 1900 capacity school
- Plan for a two phase replacement process (Option 4A), where the first phase can accommodate sufficient additional enrollment to permit the planned closing of Woodland Secondary School
- Plan the renewed NDSS to realize the full potential of the partnership with VIU
- Plan to relocate the District Operations Centre to another SD68-owned site in the second phase
- Plan to replace the District Administration Centre at an indeterminate future time, keeping the current facility in the short to medium term so as not to dissipate the priority focus for NDSS renewal
- In collaboration with the City, promote the redevelopment of community sports facilities on site, with the clear priority for an artificial turf field (stadium)
- Plan appropriate site areas for market land disposition/development

### 2. Integrated Asset Management Plan – SD68 Project Business Plan

Incorporate the Asset Management Plan (AMP) into the SD68 NDSS Project Business Plan and implement its recommended strategies. The components of this strategy include:

- Complete the identified school consolidation plan so as to reduce operating costs and shed deferred maintenance cost liabilities
- Follow through with the disposition of surplus land assets for the purpose of generating a capital fund to support school renewal
- · Continue to promote policies and practices that reduce operating cost and generate recovery revenues

### 3. Instigate a Concerted Next Steps Process Executed through Three Task Forces

While there are existing committees and understandings in place, the proposal to establish *task forces* is intended to instill a sense of urgency and concerted purpose. The three overlap and coordination will be essential, but to set the circumstance that will facilitate reaching timely tangible outcomes, simplification and separate mandates are suggested. A further suggestion is that each task force will set a definitive agenda and set a time period of no longer than a year to reach its target.

<u>SD68 Task Force – Articulating the Secondary School Renewal Learning Model</u>
 The immediate pressing outcome target is to identify the space program that will inform the formal Ministry funding request and ultimately
 the NDSS design process (although the conclusions will have application to all the secondary schools). To enable the former, it is

expected that SD68 will consider a wider set of issues that can loosely be termed the Learning Model, within which considerations would be expected to include:

- a set of core competency learning outcome objectives complementing the academic curriculum
- the identification of the scope of program specialization/customization and implications for differentiated school program profiles
- the articulation of the scope and strategies for individual student learning modes and paths
- the identification of the desired (extended) range of learning modalities and their physical settings (and spaces)
- the identification of IT and other learning resources associated with the above
- the strategies and resources required to align teacher, student services and administrative skills and practices with the model
- <u>SD68-VIU Task Force Defining a Model and Campus Configuration for Seamless Secondary to Post-Secondary Transition</u> The mandate of this proposed task force overlaps with the first, but has the focus of the stated above, as well as to integrate relevant strategies related to *BC's Skills for Jobs Blueprint: Re-Engineering Education and Training*. Task force considerations would be expected to include:
  - expanding the scope of the joint delivered and accredited Trades programs
  - exploring additional joint program potential
  - investigating common strategies for embedding a K-16 learning culture, and for targeting increased education participation and credential completion rates
  - investigating shared strategies for community and labour market data scanning/research and recruitment
  - collaborating in the area of enrolment management
  - investigating the potential associated with the contiguous campuses: shared facility, equipment and instructor resources; shared wellness, recreation and athletics facilities; aligned physical campus development plans with specific focus on the shared Forth Street corridor
- <u>SD68-City of Nanaimo-VIU Identifying the Optimal Configuration of Facilities within the Sports Corridor</u> A working committee already exists; the proposal here is to encourage the timely definition of a common plan for relevant sports corridor facilities. Task force considerations would be expected to include:
  - the best location and configuration for a stadium (artificial turf, lighting, viewing stands, and change rooms), taking into account this facility has the highest priority for joint use, also reflecting the full range of community and sports club aspirations and needs
  - the best strategy for accommodating the requirements of Nanaimo Track and Field Club, while avoiding constraints on the multi-use scheduling of the stadium scheduling
  - the best strategy for renewing Serauxmen Park (baseball)
  - coordinating transportation access, parking and local facility access (fencing, gates, etc.)
  - overlaying the interest for an long term development of an education-community precinct with a strong wellness, outdoor recreation dimension
  - drafting a renewed operating agreement among the partners and user organizations

### 4. Ministry Connection

While communication has been maintained with the Ministry, a major initiative is essential to present the NDSS plan proposal and to work toward a mutually supportable implementation strategy. The NDSS development proposal incorporates phasing and flexibility that is conducive to reaching agreement. An important message is that the relatively modest scale of the proposed first development phase achieves the secondary school consolidation objective, with associated operating cost reductions. The proposed SD68-NDSS Plan will be greatly strengthened with the aligned participation of VIU, support from the City, and with demonstrable reflection of government policy regarding job skills education and training

### 5. Community information and Engagement

Circumstances have been such that Nanaimo community engagement has been curtailed relative to what had originally been anticipated within the course of this planning project. A managed information and engagement program should be an integral part of the next steps.

### APPENDICES

- NDSS Replacement Program
- Functional Program DAC
- Functional Program DOC
- Review: Current Best Practice on Renewing High Schools: Preparing High School Students for the 21st Century
- Cost Estimates Reports
- Engineering Study Undermining
- Engineering Study Potential Site Contamination
- Progress Event Notes

#### References:

- BC Jobs Plan
- BC Skills for Training Press Release
- BC Skills for Jobs Blueprint
- BC Skills for Jobs Blueprint Overview Page
- BC Skills Training Plan
- ITA Review Final Report
- Vancouver Island/Coast Labour Market Outlook
- VIU Enrolment Management Plan
- SD68 Secondary School Enrolment/Capacity Plan