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To: Finance, Facilities and Technology Committee

Prepared By: Jason Reid

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Subject: Catchment Boundary Review Consultation Plan

Date: September 1, 2020

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## Purpose

The purpose of this briefing note is to outline the Catchment Boundary Review Consultation Plan for the committee's review and the Board's review and approval.

## Background

In September 2019, the Board passed the following motion: "That a boundary review, with community consultation, be completed in the near future focusing on south zone catchments, and considering other catchment boundary issues that may exist in the district."

In May 2020, the Board approved an updated [Long Range Facilities Plan](#). The plan recommended expansion of south zone elementary school capacity, and confirmed the need to review boundaries in the south zone to better align elementary school capacities with projected catchment populations. In May 2020, the Board deferred the planned boundary review to the fall of 2020.

Based on September 2019 data, there is a significant imbalance between school capacities and K-5 students residing in each south zone elementary school catchment:

- Prospect Lake Elementary – 98 space shortfall
- Lochside Elementary – 75 space surplus
- Cordova Bay – 66 space shortfall

This imbalance between capacity and catchment population has existed for many years, but has historically been manageable because south zone elementary schools had excess capacity overall, and because many Prospect Lake and Cordova Bay families chose to attend Lochside. This overall excess capacity historically allowed the district to enrol students from outside the school district in south zone elementary schools. In the fall of 2017, there were 115 students enrolled in south zone elementary schools from outside the school district (Cordova Bay - 19, Lochside - 68, and Prospect Lake - 28).

Following the restoration of reduced class sizes in the fall of 2017 and with enrolment growth forecasted the district began restricting out-of-catchment enrolment in south zone elementary schools. With the exception of following siblings, beginning in 2018 Prospect Lake Elementary has been restricted to only in-catchment enrolment and Cordova Bay and Lochside have been restricted to only students from south zone catchments. At this time in 2018,

enrolment forecasts indicated projected growth could be accommodated by phasing out enrolment from outside south zone catchments.

Over the last two years, actual in-catchment enrolment growth has significantly exceeded projection in south zone elementary schools. As a result, in-catchment enrolment has grown faster than out-of-catchment enrolment has declined. The primary driver of growth has been in-migration into existing housing, which is subject to fluctuation and is more difficult to forecast than demographic growth or in-migration into new housing. Enrolment is forecasted to continue growing over the next 3 years before leveling off and possibly beginning to decline. Based on these forecasts, overall elementary school enrolment in the south zone will exceed capacity over at least the next decade. As has occurred in the past, actual growth may also exceed forecast.

Enrolment growth has been particularly dramatic at Prospect Lake Elementary, which has grown from 148 students in the 2013/14 school year to 259 students in 2019/20. Enrolment is projected to continue growing to approximately 275 in September 2020 and approximately 300 in September 2021. This growth is driven by in-catchment Kindergarten (K) enrolment. In September 2019, there were 48 in-catchment K registrations at Prospect Lake. In comparison, the five year average from Sept 2014 to Sept 2018 was 28.6. A second portable classroom has been installed at the school for September 2020. Without additional capacity or less enrolment, the school will be unable accommodate all in-catchment enrolment for the 2021/22 school year.

### **Catchment Boundary Review Feasibility Study**

The district engaged Cascade Facilities Management Consultants (Cascade) to assist in conducting a feasibility study considering options to achieve balance between the number of catchment students and the operating capacity of elementary schools in the south zone, and to address other existing catchment boundary irregularities/issues. Cascade also assisted the district in preparing the recently approved long-range facilities plan.

The results of the feasibility study are included as attachment 1 to this briefing note, and will be used in the consultation to present identified options.

To achieve balance between population and capacity, the study considered both boundary adjustments and adding capacity to schools where possible. Out of the three schools, Cordova Bay Elementary is the most favourable location for an addition. Over the summer, the district installed two portable classrooms at Cordova Bay. Lochside is not considered a favourable location for an addition simply because it is already a large school for its site and location.

The district is pursuing options to expand capacity at Prospect Lake Elementary and recently received approval from the Agricultural Land Commission (ALC) to add up to two additional portables<sup>1</sup>. One of these portables is being installed for September 2020. The ALC is also reviewing an application by the district to expand parking to address existing parking and

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<sup>1</sup> A portable classroom was installed at Prospect Lake for the 2017/18 school year.

traffic flow issues. If the application to expand parking is successful, the district could apply to the ALC for permanent expansion of the school. However, expansion of the school will be challenging because of the site (including its limited road frontage), and because it is in the Agricultural Land Reserve (ALR). One of the criteria the ALC will apply to such an application is whether or not excess capacity can be absorbed at neighbouring schools outside of the ALR. For these reasons, the best strategy is to first reduce the catchment population to the extent possible through a boundary change before planning for school expansion.

Expansion of Cordova Bay Elementary does not face the same site complexities as Prospect Lake Elementary and remains an option for increasing capacity in the south zone. Opportunities to expand the catchment boundary of Cordova Bay Elementary are limited because its western boundary is contained by Highway 17 and Elk Lake, and its southern boundary is already relatively close to Lochside. Further expansion of the Cordova Bay catchment may not be feasible long term also because of the possibility of future densification (and enrolment growth) as indicated in the [draft Local Area Plan for Cordova Bay](#).

Three study areas (A1, A2 and B) in the Royal Oak Area were identified where enrolment could shift from the Prospect Lake to the Lochside catchment. In scenario 1, study areas A1 and A2 move to the Lochside catchment, and in scenario 2, study areas A1 and B move to the Lochside catchment. The study also considered addressing two existing boundary issues discussed further below.

#### Prospect Lake / Brentwood Boundary (Study Area C)

In general, there is limited opportunity to shift enrolment from Prospect Lake to Brentwood because the northern part of the Prospect Lake catchment is sparsely populated. However, shifting the boundary south to include the Garden Gate and Benvenuto communities within the Brentwood catchment makes sense given their close proximity to Brentwood Elementary. Most K-5 students currently in this study area are already attending Brentwood Elementary.

#### Cordova Bay / Lochside Boundary (Study Areas D and E)

The existing boundary between Cordova Bay and Lochside is irregular and the southern part of the Cordova Bay catchment includes areas where students can walk to Lochside. As a result, the boundary has not been strictly applied allowing students close to Lochside to attend Lochside. Shifting this entire boundary north (reducing the Cordova Bay catchment) would impede the overall objective of balancing enrolment between Prospect Lake and Lochside. Reducing the Cordova Bay catchment also doesn't make sense because Cordova Bay is the most favourable site for future expansion. The proposed change effectively trades part of each catchment (study area D moves to Cordova Bay and study area E moves to Lochside). The result is a boundary that is more logical with those students most able to walk to Lochside being in the Lochside catchment, and without a significant net reduction to the overall size of the Cordova Bay catchment.

## Overview of Consultation Process

As the objective of this review is to better align catchment boundaries with the needs of the community, community input is an important part of the decision making process.

Policy 4000 (Student Enrolment and Choice) states that *“Once enrolled in a non-catchment school, that student is considered an in-catchment student in future years of attendance in that school. While at least one child in a family is enrolled in the school, any sibling registering will also be considered an in-catchment student at that same school, including those registering for kindergarten.”* As this means the families impacted by boundary changes are those not yet in the school system, it is important to receive feedback from the broader community beyond present day school communities.

The boundary adjustments should be implemented for the 2021/22 school year to reduce the risk that in-catchment enrolment at Prospect Lake Elementary will need to be restricted using an enrolment lottery or another process. If the consultation results indicate that more time is required, extension of the timeline may be considered.

Date	Event or Activity
September 2020	Catchment Boundary Review Consultation Plan reviewed by Finance, Facilities and Technology Committee and Board. Board approval of consultation plan.
September 2020	Create “School Catchment Boundary Review” page under “Leadership and Governance” tab on website. Materials related to consultation will be posted on this page.
September 2020	Community notice of consultation including to school communities (Prospect Lake, Lochside, Cordova Bay, and Brentwood) and public notice to the broader community (advertisement and press release).
September / October 2020	Consultation meetings with school communities as requested (Prospect Lake, Lochside, Cordova Bay, and Brentwood).
October 2020	Open house and community survey. Open house attendees will likely be requested to pre-register to facilitate planning a safe event (either in-person or virtual).
November 2020	Final Report and recommendations reviewed by Finance, Facilities and Technology Committee and Board. Board approval of changes to catchment boundaries.
January 2021	Implement new boundaries for 2021/22 Registration

**Staff Recommendation**

That the Board approve the Catchment Boundary Review Consultation Plan as presented.

With Respect,

A handwritten signature in blue ink, appearing to read "Jason Reid".

Jason Reid  
Secretary Treasurer

JR/klg

Attachments: Catchment Boundary Review Feasibility Study  
Policy 4000 – Student Enrolment and Choice



# **Saanich School District Catchment Boundary Review Feasibility Study**

**August 2020**

# OBJECTIVES

- ❑ to achieve balance between the number of catchment students and the Operating Capacity of elementary schools in the South Zone by:
  - developing options for adjustment of catchment boundaries
  - adding to capacity of school(s) where possible and as required
- ❑ to address other existing catchment boundary irregularities/issues

# PLANNING GUIDELINES

- ❑ **10-year time horizon to 2029 consistent with SD63 Long Range Facilities Plan**
- ❑ **Present enrolment restrictions**
  - Prospect Lake (PL) closed to all out-of-catchment students (OC)
  - Cordova Bay (CB) and Lochside (Ls) open to south zone (SZ) students, but closed to other out-of-catchment (OC) students.
  - Exception for siblings of enrolled students.
- ❑ **Housing Capacity estimates based on current Official Community Plan (OCP) and Local Area Plans (LAP)**
- ❑ **Revised catchment boundaries to be relocated along arterials and to maintain existing communities where practicable**
- ❑ **School bus routing a consideration**



# PROCESS

- ❑ **Determine Housing Capacity by types (Single Family Dwelling/ Attached/Apartment) for each catchment from Official Community Plans (OCP) and Local Area Plans (LAP)**
- ❑ **Apply Yield Factors for different housing types, and Participation Rates for local demographics to obtain number of K-5 students**
- ❑ **Assess distribution of students by catchments and establish extent of Study Sub-Areas**
- ❑ **Develop scenarios by adding/subtracting sub-areas to/from catchments**

# HOUSING CAPACITY DATA - 2029

	SFD	Attached	Apartment	Tot K-5
Prospect Lake	1700	445	620	275
Study Area A1	90	218	365	46
Study Area A2	310	23	46	44
Study Area B	120	180	210	35
Study Area C	110	25	0	15
Lochside	2250	50	300	315
Study Area D	80	0	0	11
Cordova Bay	2620	240	190	305
Study Area E	64	0	0	15

*Note: Yield of students has been calculated based on current Saanich Official Community Plan and Local Area Plans for Rural Saanich, Royal Oak and Cordova Bay*

# BASELINE CONDITION - 2019

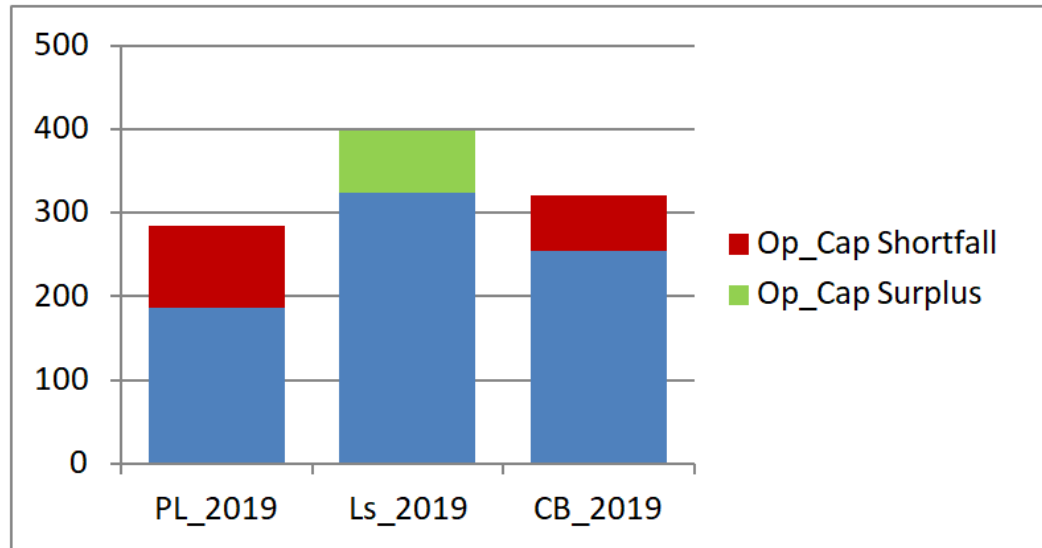
Students residing in existing catchments and where they attend in 2019

	# of K-5	Where They Attend				Op_Cap	Shortfall	Surplus
		In-Catch	OC_SZ	OC_Other	OD			
Prospect Lake Catchment	285	198	49	18	20	187	98	
Lochside Catchment	324	279	13	2	30	399 <sup>2</sup>		75
Cordova Bay Catchment	321	251	47	3	20	255	66	

Notes: <sup>1</sup> Op\_Cap based on Collective Agreement 2019/2022

<sup>2</sup> Op\_Cap updated at Lochside from final revision of DAS

Op-Cap shortfall/surplus relative to catchment students



# **BASELINE CONDITION - Summary**

## **❑ Prospect Lake (PL):**

- Shortfall of 98 spaces
- There are currently two portable classrooms not reflected in stated capacity
- Addition at PL challenging due to site/access constraints and because the site is in the agricultural land reserve (ALR)
- Most favourable option is the reduction of catchment area of PL

## **❑ Lochside (Ls):**

- Surplus of 75 spaces; can absorb excess students from PL
- Expansion not favourable as already a large school for the site

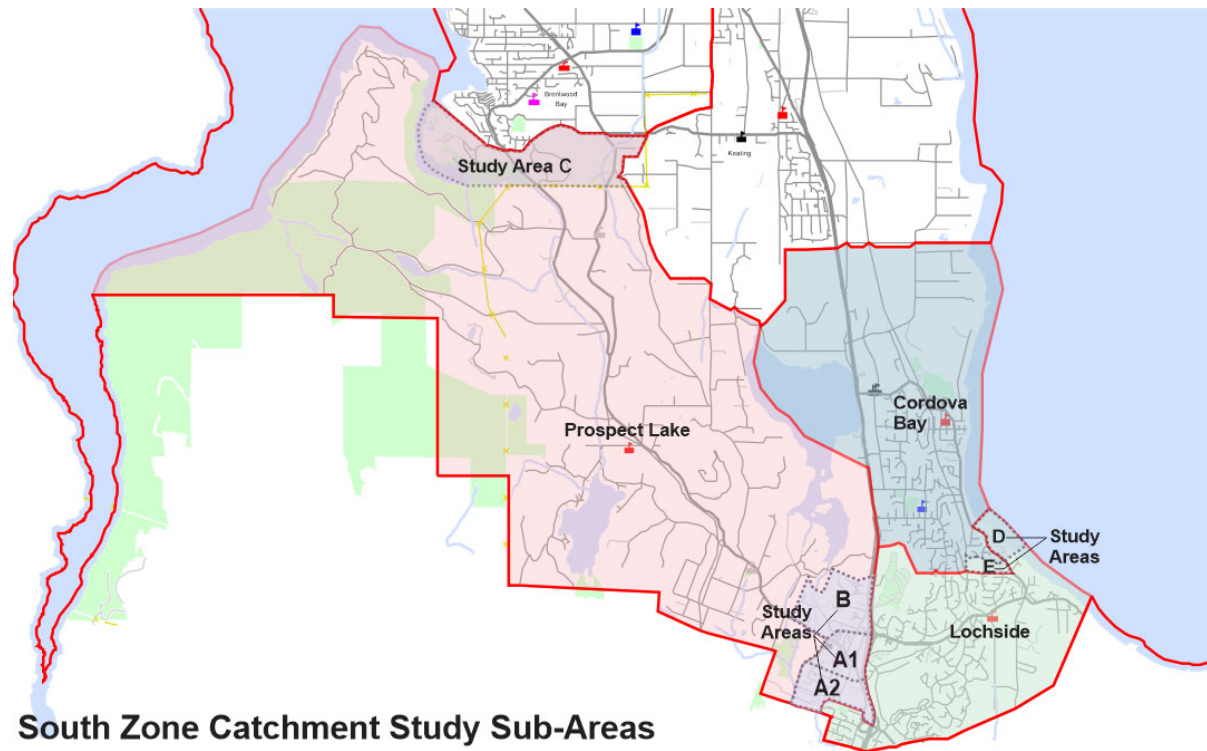
## **❑ Cordova Bay (CB):**

- Shortfall of 66 spaces
- There are currently two portable classrooms not reflected in stated capacity
- Most favourable location for addition

## **❑ Brentwood Bay (BB):**

- Has surplus of 20 spaces; could take some excess students from PL

# STUDY AREAS



**South Zone Catchment Study Sub-Areas**

- |                         |                       |
|-------------------------|-----------------------|
| Prospect Lake Catchment | Lochside Catchment    |
| PL Sub-Area A1          | Ls Sub-Area D         |
| PL Sub-Area A2          | Cordova Bay Catchment |
| PL Sub-Area B           | CB Sub-Area E         |
| PL Sub-Area C           |                       |

# Study Areas - Overview

## □ Study Areas A1, A2, and B:

- options for shifting enrolment in the Royal Oak area from Prospect Lake to Lochside.
- Scenario 1 (A1/A2) is preferred - it is a logical extension of the existing Lochside catchment west of the highway and facilitates more efficient transportation.
- Bus transportation across the highway to Lochside would be provided under either of scenario 1 or 2.

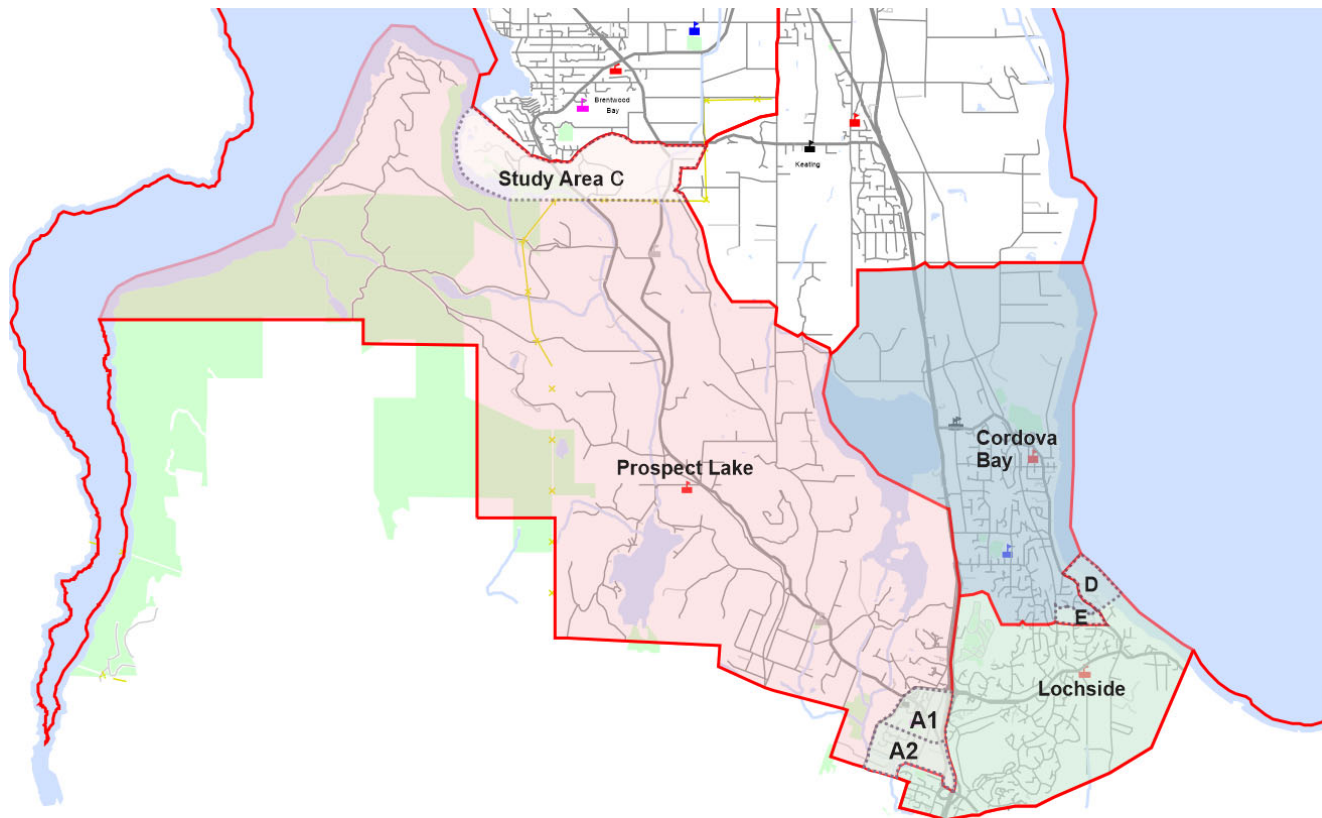
## □ Study Area C:

- Addresses existing catchment boundary irregularity by including neighbourhoods in close proximity to Brentwood (less than 4 km) within its catchment boundary.
- Not a significant shift in enrolment, but does help to reduce enrolment pressure on Prospect Lake.

## ■ Study Areas D and E:

- Addresses an existing irregular catchment boundary to create a more logical boundary, but without causing a significant enrolment shift from Cordova Bay to Lochside.

# SCENARIO 1 - Map



## Adjustment of Catchments - Scenario 1

- Sub-Areas A1 and A2 from PL to Lochside
- Sub-Area C from PL to Brentwood
- Sub-Area D from Ls to CB
- Sub-Area E from CB to Ls

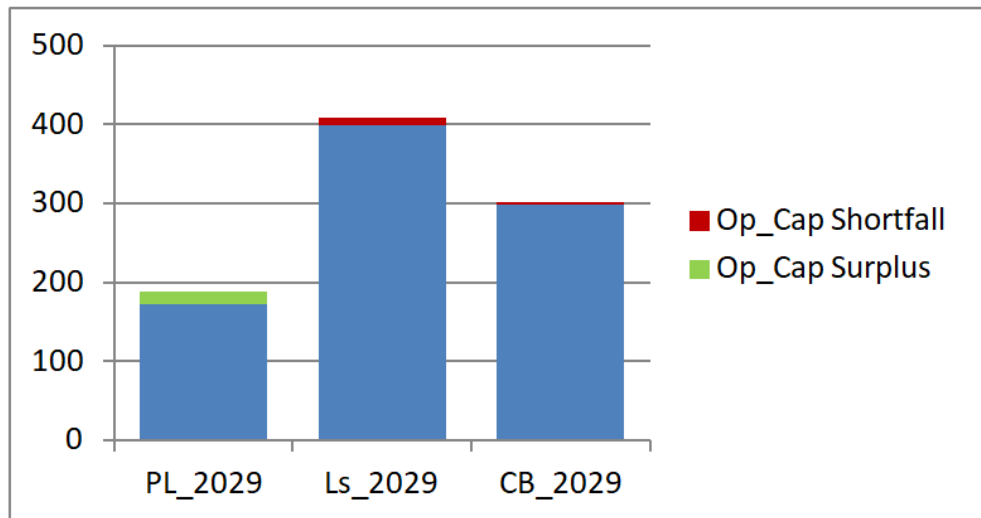
# SCENARIO 1 – Table & Chart

**Proposed Scenario 1 changes and where resultant catchment students attend in 2029**

	# of K-5	Where They Attend				Op_Cap	Shortfall	Surplus
		In-Catch	OC_SZ	OC_Other	OD			
Prospect Lake - A1 -A2 -C	170	170	0	1	0	187		17
Lochside + A1 + A2 -D + E	409	399	10	2	0	399	10	
Cordova Bay + D - E	301	299	2	2	0	299 <sup>1</sup>	2	

*Note: <sup>1</sup> Op\_Cap at CB increased from 255 to 299 with proposed addition of 2 CR*

**Op-Cap shortfall/surplus relative to catchment students**

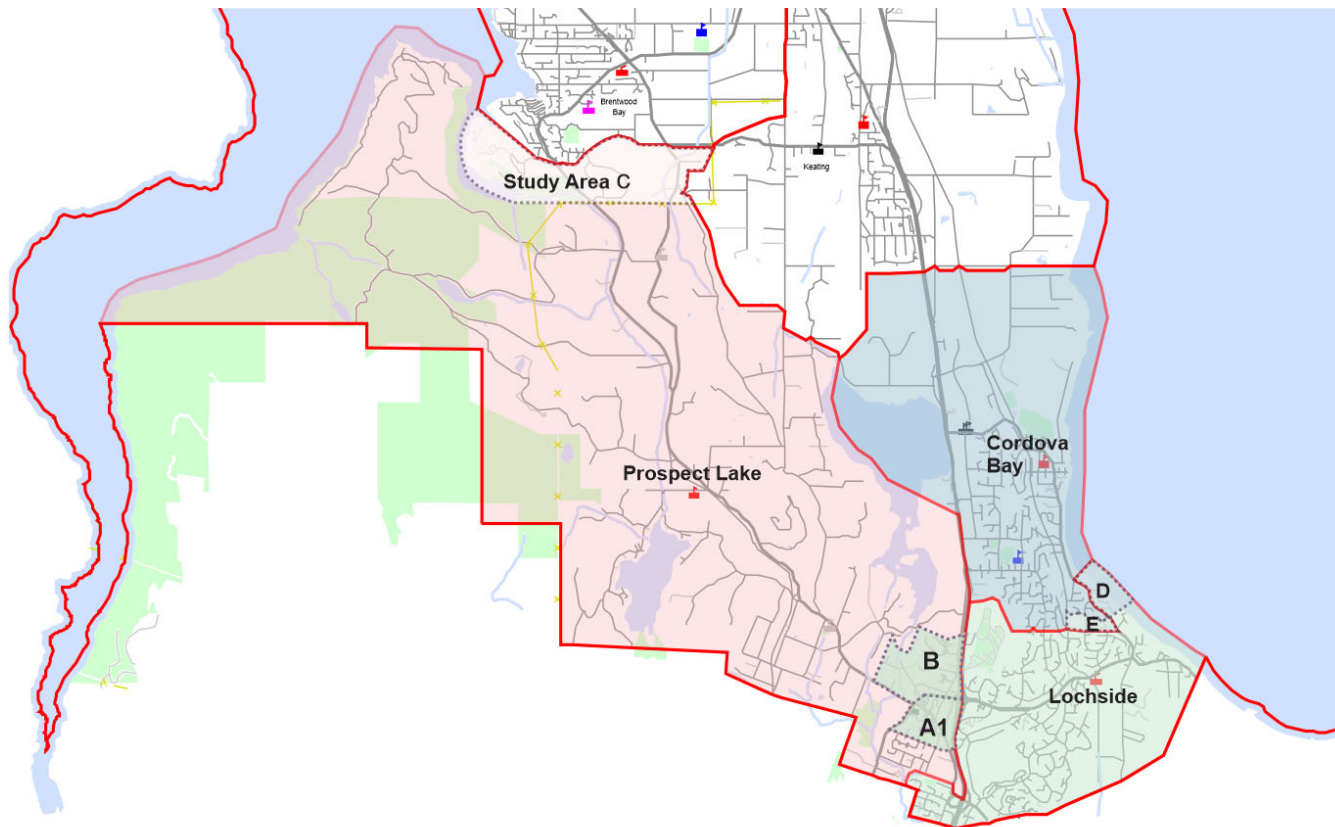




# SCENARIO 1 - Summary

- ❑ Expected yield of K-5 students: about 90 in sub-areas A1 and A2, 15 in sub-area C, 11 in sub-area D and 15 in sub-area E
- ❑ Sub-Area C to be moved from PL to BB which has the capacity
- ❑ Resultant change expected to be a surplus of 17 spaces at PL and, a shortfall of 10 spaces at Ls and 2 spaces at CB
- ❑ Scenario 1 assumes a 2-classroom addition at CB to absorb capacity. However, it is prudent to plan for a 4-classroom addition at CB in anticipation of additional housing from potential densification of land use as indicated in the draft Cordova Bay Local Area Plan
- ❑ The small shortfall at Ls, if necessary, can be addressed by allowing out-of-catchment requests to other south zone schools.

# SCENARIO 2 - Map



## Adjustment of Catchments - Scenario 2

- Sub-Areas A1 and B from PL to Lochside
- Sub-Area C from PL to Brentwood
- Sub-Area D from Ls to CB
- Sub-Area E from CB to Ls

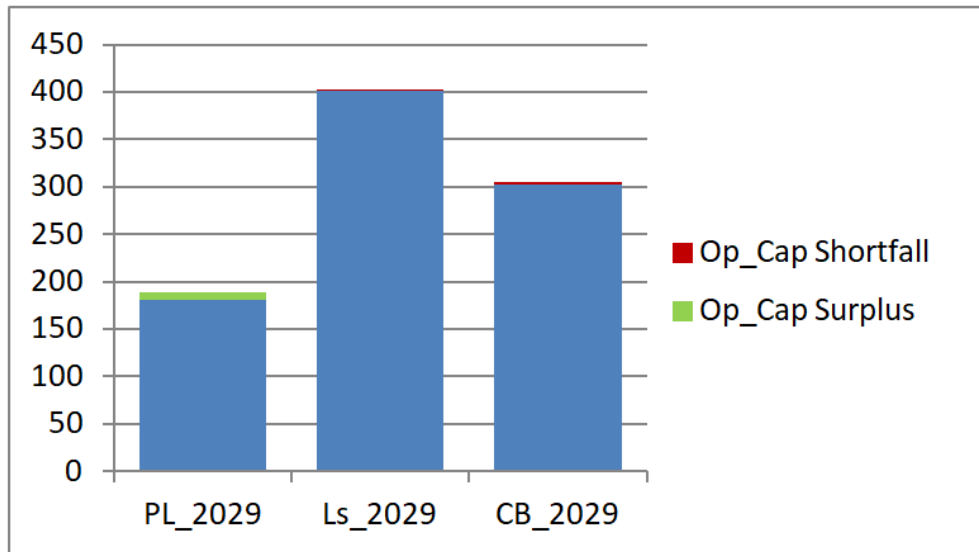
# SCENARIO 2 – Table & Chart

**Proposed Scenario 2 changes and where resultant catchment students attend in 2029**

	# of K-5	Where They Attend				Op_Cap	Shortfall	Surplus
		In-Catch	OC_SZ	OC_Other	OD			
Prospect Lake - A1 - B - C	179	179	0	1	0	187		8
Lochside + A1 + B - D + E	400	399	1	2	0	399	1	
Cordova Bay + D - E	301	299	2	2	0	299 <sup>1</sup>	2	

*Note: <sup>1</sup> Op\_Cap at CB increased from 255 to 299 with proposed addition of 2 CR*

**Op-Cap shortfall/surplus relative to catchment students**



# SCENARIO 2 - Summary

- ❑ Sub-Areas A1 and B from PL to Ls will yield about 81 students
- ❑ Yield of students from sub-areas A1+B, C, D and E expected to be 81, 15, 11 and 15, respectively
- ❑ Sub-Area C to be moved from PL to BB which has the capacity
- ❑ Resultant change expected to be a surplus of 8 spaces at PL and a shortfall of 1 space at Ls and 2 spaces at CB
- ❑ Scenario 2 assumes a 2-classroom addition at CB to absorb capacity. However, it is prudent to plan for a 4-classroom addition at CB in anticipation of additional housing from potential densification of land use as indicated in the draft Cordova Bay Local Area Plan
- ❑ The small shortfall at Ls, if necessary, can be addressed by allowing out-of-catchment requests to other south zone schools.

# SUMMARY BY CATCHMENT

## Prospect Lake Catchment

	# of K-5	Where They Attend				Op_Cap	Shortfall	Surplus
		In-Catch	OC_SZ	OC_Other	Est OD			
Prospect Lake - Base Cond (2019)	285	198	49	18	20	187	98	
Prospect Lake - Scenario 1 (2029)	170	170	0	1	0	187		17
Prospect Lake - Scenario 2 (2029)	179	179	0	1	0	187		8

## Lochside Catchment

	# of K-5	Where They Attend				Op_Cap	Shortfall	Surplus
		In-Catch	OC_SZ	OC_Other	Est OD			
Lochside - Base Cond (2019)	324	279	13	2	30	399		75
Lochside - Scenario 1 (2029)	409	399	10	2	0	399	10	
Lochside - Scenario 2 (2029)	400	399	1	2	0	399	1	

## Cordova Bay Catchment

	# of K-5	Where They Attend				Op_Cap	Shortfall	Surplus
		In-Catch	OC_SZ	OC_Other	Est OD			
Cordova Bay - Base Cond	321	251	47	3	20	255	66	
Cordova Bay - Scenario 1 (2029)	301	299	2	2	0	299	2	
Cordova Bay - Scenario 2 (2029)	301	299	2	2	0	299	2	

# SUMMARY OF CONCLUSIONS

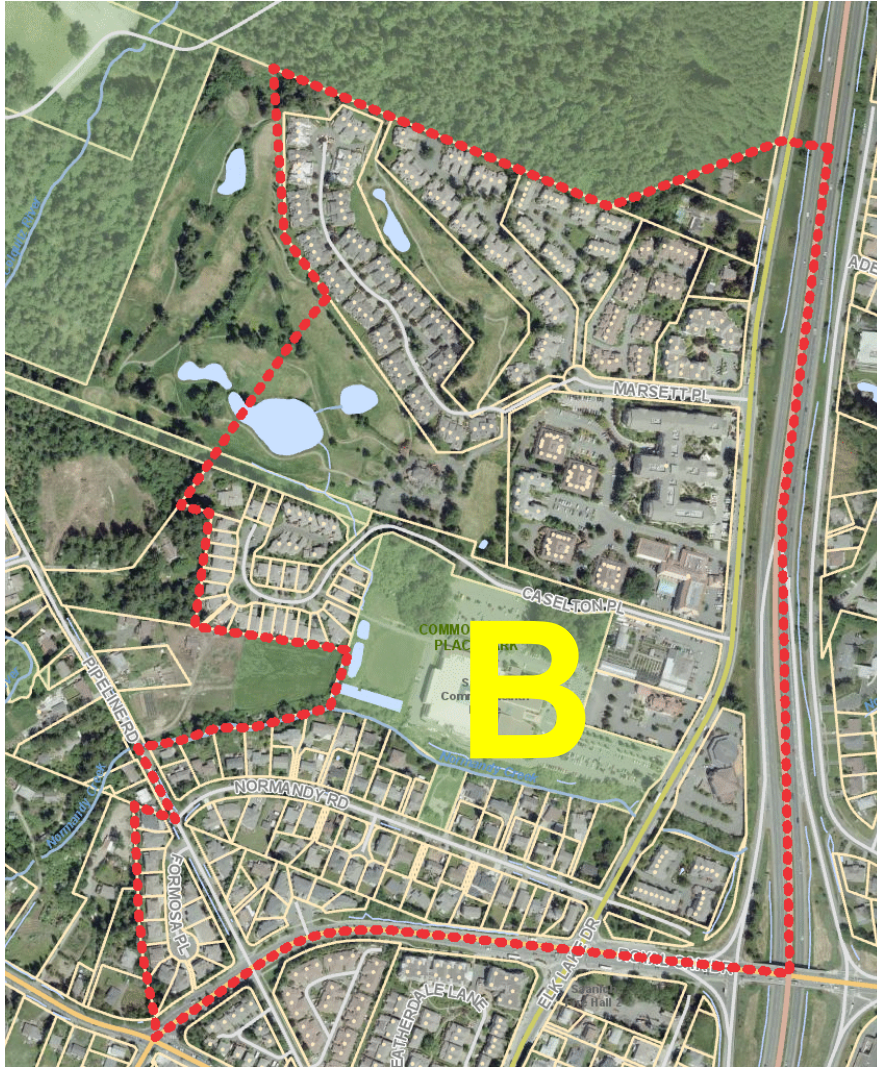
- ❑ Catchment of Prospect Lake can be reduced by adjustment of its boundary with Brentwood and Lochside to reduce its large capacity shortfall to a small surplus
- ❑ Brentwood has adequate capacity for enlarged catchment
- ❑ Catchment of Lochside can be enlarged by adjustment of its boundary with Prospect Lake to reduce its large capacity surplus to a small shortfall
- ❑ Capacity of Cordova Bay can be expanded with a 2-classroom addition, or a 4-classroom addition if necessitated by increased development density
- ❑ Prospect Lake would have adequate capacity to accommodate excess catchment students within the South Zone at Lochside and Cordova Bay



# SUB-AREAS A1 & A2 – AERIAL VIEW

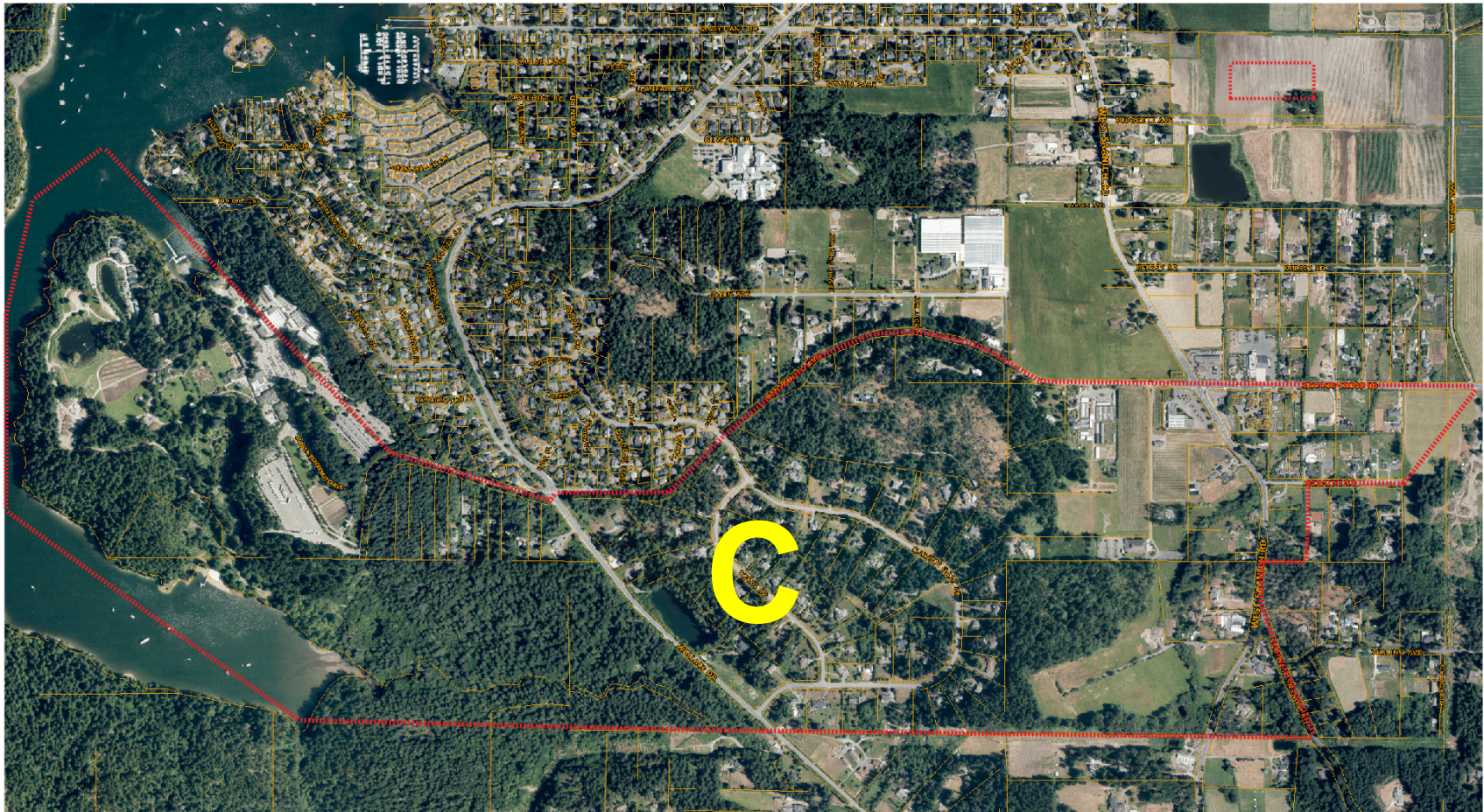


# SUB-AREA B – AERIAL VIEW





# SUB-AREA C – AERIAL VIEW





# SUB-AREAS D & E – AERIAL VIEW



School District No. 63 (Saanich)

**Policy Name:** Student Enrolment and Choice

**No:** 4000

**Preamble**

The Board believes that the needs of the majority of students are best served if they attend their catchment area (neighbourhood) schools. The Board also understands that a student's needs may be better served by her or him attending a school outside that catchment area or in an alternate or distributed learning setting. The Board acknowledges that in accordance with the School Act, Section 2, a student is entitled to enroll in any school in British Columbia on the condition that the Board determines that space and facilities are available for that student at that school.

**Policy Statement**

The Board shall designate school catchment areas in the school district to align population distribution, grade configurations and school locations to meet program needs of students and make the best possible use of facilities, staff and transportation. Students will normally attend their catchment area schools except where there are space limitations or when students have successfully applied to attend a school in another catchment area, including for enrolment in a program of choice or specialty academy. Students may also enroll in the district's alternate or distributed learning schools.

**Statutory References:** School Act Section 2 – Access to Educational Program  
School Act Section 3 – Entry to Educational Program  
School Act Section 82.1 – Specialty Academies

**Contractual References:**

**Policy References:** Policy 3060 "Programs of Choice and Specialty Academies"

**Date of Initial Board Approval:** August 1978

**Amendments:** March 1985  
May 2003  
February 2009  
January 2012

School District No. 63 (Saanich)

**Policy Name:** Student Enrolment and Choice

**No:** 4000

**Guiding Principles**

1. Although the default enrolment option is the catchment area (neighbourhood) school, the Board supports student choice, including the choice of parents to enroll their children in non-catchment schools if space and facilities allow. Once enrolled in a non-catchment school, that student is considered an in-catchment student in future years of attendance in that school. While at least one child in a family is enrolled in the school, any sibling registering will also be considered an in-catchment student at that same school, including those registering for kindergarten.
2. When the Board considers school catchment boundaries, student population will be equated as closely as possible to the functional capacity of each school. Should a boundary be changed, existing students whose catchment area changes will be allowed to continue at their current school.
3. Decisions regarding student placement will be guided by:
  - a. Maximizing enrolment in catchment area schools;
  - b. Supporting choice of parents and students for non-catchment schools following consultation regarding implications of such a move;
  - c. Consideration of stability and continuity for students and families;
  - d. Ensuring effective resource allocations in light of student enrolment;
  - e. Supporting student enrolment in programs of choice and specialty academies.
4. The Board of Education recognizes that student needs are diverse and that secondary students may choose to enroll in more than one school.

**Date of Initial Board Approval:** May 2003

**Amendments:** March 1985  
May 2003  
February 2009  
January 2012



School District No. 63 (Saanich)

**Policy Name:** Student Enrolment and Choice

**No:** 4000

**Administrative Procedures**

1. Students shall normally be registered in the school in the catchment area in which they reside. Parents can expect that schools will verify places of residence and parents may be required to provide documentation to provide proof of permanent residency.
2. All K-8 students new to the district shall have their initial placement facilitated by the central registry at the district office. Placement will normally be in the catchment area school if space is available. If space is not available, parents will be consulted and provision will be made for registration in another district school pending space becoming available in the catchment area school. Students in grades 9-12 will register in their neighbourhood school or school of choice.
3. Parents wishing to enroll their children in out-of-catchment schools will be required to meet with the administration of the receiving school to apply for registration and to complete an “out of area” request form. The central district registry or the receiving school will date stamp out of area requests and place students on a wait list. On or before September 15, schools will determine the number of seats available in classes or programs. If possible, decisions for intake of out of area students will be made before the end of the preceding school year. If the school administrator determines that space and facilities are available, students from the wait list will be selected based on the following priority order:

Priority 1: A student whose enrolment has been approved by district executive, or directed by the student review process or board resolution.

Priority 2: A student whose enrolment is in a board-designated program of choice or specialty academy.

Priority 3: A student who is in-district and out-of-catchment.

Priority 4: A student from outside the district.

Within each group, students will be selected on the basis of the date of receipt of the request for enrolment in the receiving school.

**Policy Name:** Student Enrolment and Choice

**No:** 4000

**Administrative Procedures** (cont'd)

4. Receiving schools will notify parents of students on the wait list as soon as a decision is made, or as soon after September 15 as possible, to indicate whether or not the request has been accommodated.
5. Students in kindergarten through grade 9 will be allowed to register in only one school.
6. Students in grades 10-12 will be allowed to register in more than one school in accordance with provisions of the Act and Regulations.
7. Grade 8 students will be able to attend grade 9 at the school of their choice (per the provisions of Administrative Procedures 1 through 6 as applicable) and remain eligible for BC School Sports competitions in their school of choice.

**Date of Initial Board Approval:** March 1985

**Amendments:** May 1997  
May 2003  
February 2009  
January 2012