

FINAL REPORT

VICTORIA LAW COURTS BUILDING OPTIONS

Submitted to
British Columbia Buildings Corporation
Project #714574

This study was conducted under contract to Cornerstone Planning Group.
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EXECUTIVE SUMMARY

1 Background

In January 1993, the British Columbia Buildings Corporation (BCBC), on behalf of the Ministry of Attorney General (MAG), commissioned Cornerstone Planning Group to develop a long term plan for law court facilities in the Victoria Region. A preliminary project report, entitled *Long Term Law Courts Facilities Plan, Victoria Region*, concluded that the region's long term needs would best be met through the construction of a new consolidated law court facility on a new site, and the redevelopment of the existing Victoria Law Courts (VLC) for other functions. Subsequent detailed economic analyses by BCBC concluded that this preferred option was more expensive than the other alternatives, and that redevelopment of the VLC was not economically viable, due to the high cost and difficulties associated with upgrading the existing building to meet current seismic code requirements.

In April 1994 Cornerstone was asked to reassess building options for the VLC, including the limited redevelopment of the existing facility in a manner which would not result in the need for full upgrading to current Building Code seismic standards.

This study addresses three development options for court facilities in Victoria:

- Option 1, redevelopment and expansion of the VLC to accommodate all Appeal, Supreme and Provincial Court functions in Victoria;
- Option 2, redevelopment of the VLC for use by the Appeal and Supreme Court, and construction of a new Provincial court facility on a separate site; and
- Option 3, construction of a new consolidated courthouse on a new site.

Eight building concepts were developed which represent alternative approaches to implementing these three development options.

2 Service Delivery Model

The *Long Term Law Courts Facilities Plan, Victoria Region*, addressed four primary service delivery alternatives. They differed with respect to whether the facilities would be:

- *centralized* in a single location, or *distributed* throughout the region.
- provided in *integrated* facilities, containing all Appeal Court, Supreme Court, and Provincial Court functions, or in *specialized* facilities, which would each accommodate only a limited number of court functions.

A *centralized/integrated* service delivery model was selected by the Steering Committee as their preferred alternative, based on anticipated operational efficiencies in the areas of staffing, internal communications, and facilities utilization.

3 Needs Analysis

Updated estimates of the total demand for courtrooms in Victoria have been produced, using the computer-based model developed as part of a recent study which assessed future demand for court services on a Province-wide basis. It is estimated that by 2004 a

total of 23 courtrooms will be required - *ten* for the Appeal and Supreme Courts and *thirteen* for the Provincial Court - to meet the forecast demand.

Updated estimates of staffing and facilities requirements have been produced for each of the three building development options, using the worksheets provided in the revised *Guidelines for the Planning and Design of Law Court Facilities in BC*. The report also addresses interim accommodation requirements at the VLC for the Victoria Family Courts.

4 Existing Facilities

The Victoria Law Courts facility was originally constructed in 1964 to accommodate Supreme Court operations, and was expanded in 1974 to provide space for the Provincial Courts and additional administrative and support functions. The report identifies a number of functional deficiencies with the building, including the lack of separate and distinct circulation systems for members of the judiciary, accused in custody, staff and the public.

The 0.81 hectares (2.0 acres) site is bounded by Blanshard Street on the west, Quadra Street on the east, Courtney Street on the north, and Burdett Avenue on the south. An undeveloped "green space" to the east of the building comprises the remainder of the site. The allowable Floor Space Ratio (FSR) for the site is 2.0 to 1. Based on a site area of approximately 8000 m², an additional 3000 m² of new construction could be provided. For purposes of this study, it has been assumed that it might be possible to negotiate a rezoning to an FSR of 2.5 to 1.

5 Building Options

Eight alternative building concepts have been developed which address the facilities requirements associated with the three building development options.

Option 1	Redevelopment and Expansion of VLC as Consolidated Courthouse
<i>1A</i>	Minimizes extent of renovation to the VLC, and retains existing facilities where possible.
<i>1B</i>	Maximizes fit with program requirements in a manner which will avoid the need for full upgrading to current Building Code standards.
<i>1C</i>	Maximizes fit with program requirements and upgrades the existing building to current Building Code standards.
Option 2	Redevelopment of the VLC for use by the Appeal and Supreme Courts, and construction of a new Provincial Court facility on an alternate site.
<i>2-SC-A</i>	Minimizes extent of VLC renovations and retains existing facilities where possible.
<i>2-SC-B</i>	Maximizes fit with program requirements in a manner which will avoid the need for full upgrading to current Building Code standards.
<i>2-SC-C</i>	Maximizes fit with program requirements and upgrades the existing building to current Building Code standards.
<i>2-PC</i>	Construction of a new Provincial Court facility on an alternate site.
Option 3	Construction of a new consolidated Appeal/Supreme and Provincial Court courthouse on an alternate site.

6 Evaluation of Options

The report contains a detailed evaluation of each option, based on cost as well as a set of functional criteria including fit with facilities program requirements, operational efficiencies, and implementation impacts. All of the options would meet space program requirements. Primary differences between the options are:

- the construction of new Provincial Court facilities or a consolidated courthouse (Options 2 and 3) would provide more flexible and adaptable purpose built facilities, and provide space for long term expansion;
- the expansion of the VLC or construction of a new consolidated courthouse (Options 1 and 3) would support integrated court operations; and
- construction of a new consolidated courthouse (Option 3) would avoid disruption of existing court operations during construction.

BCBC has produced $\pm 25\%$ Order of Magnitude cost estimates for each of the building options, as summarized below. They have also carried out a detailed economic analysis of each of the options. As indicated, the total project cost estimates range from \$26.2 million for Option 1A to \$49.0 million for Option 3, including site acquisition costs. The Net Present Value to Government of the options range from \$28.3 million to \$38.2 million. This is the total cost impact of the project valued in today's dollars.

Option	Cost Component	Total Project Cost	Total Net Present Value to Government
1-A	New Addition	\$18,300,000	
	Upgrade VLC	\$7,900,000	
	<i>Total</i>	<i>\$26,200,000</i>	<i>\$28,346,000</i>
1-B	New Addition	\$18,300,000	
	Upgrade VLC	\$11,600,000	
	<i>Total</i>	<i>\$29,900,000</i>	<i>\$29,995,000</i>
1-C	New Addition	\$18,300,000	
	Upgrade VLC	\$17,400,000	
	<i>Total</i>	<i>\$35,700,000</i>	<i>\$32,723,000</i>
2-SC-A 2-PC	Upgrade VLC	\$1,165,000	
	New PC	\$27,100,000	
	<i>Total</i>	<i>\$28,265,000</i>	<i>\$30,639,000</i>
2-SC-B 2-PC	Upgrade VLC	\$9,300,000	
	New PC	\$27,100,000	
	<i>Total</i>	<i>\$36,400,000</i>	<i>\$35,719,000</i>
2-SC-C 2-PC	Upgrade VLC	\$15,100,000	
	New PC	\$27,100,000	
	<i>Total</i>	<i>\$42,200,000</i>	<i>\$38,174,000</i>
3	<i>Total</i>	<i>\$49,000,000</i>	<i>\$36,751,000</i>

The wide ranges in costs associated with the upgrading of existing VLC facilities reflect different assumptions regarding the extent of required work. The low end of the ranges assumes minimal renovations, while the upper end includes the substantial costs associated with full seismic upgrading to current Building Code standards.

The MAG has estimated that the annual operational cost premiums associated with the provision of Appeal/Supreme Court and Provincial Court facilities in two separate locations, based primarily on increased staffing requirements, would be in the order of \$968,354. A number of associated cost impacts have also been identified, but not quantified. They include the need for additional office equipment, vehicles and travel time between the two sites, lost staff training opportunities, and general operational inefficiencies.

Based on current MAG capital plans, it is anticipated that the earliest starting date for the new construction components of each option would be January 1999, with occupancy in June 2000. Subsequent upgrading of the VLC would start in June 2000, with completion in November 2001. The actual construction starting and completion times for the building options could vary dependent upon when necessary approvals are received, requirements of the detailed design concepts, or changes in MAG priorities.

7 Recommendation

Based on the functional evaluation of the building options and the results of the detailed economic analysis, it is the recommendation of the Steering Committee that planning proceed based on Option 2: the construction of a new 9868 m² Provincial Court facility, and refurbishment of the VLC for use by the Appeal and Supreme Courts, subject to the following conditions:

- the site to be acquired for the new Provincial Court would be of sufficient size to permit construction of a future addition for the Appeal and Supreme Courts;
- the Provincial Court facility would be designed to readily accommodate the provision of future Appeal and Supreme Court facilities; and
- upon completion of the Appeal and Supreme Court addition, the desired functionally and operationally integrated court facilities will be in place.

Following construction of the Provincial Court building and relocation of Provincial court functions, the surplus space available at the VLC would provide the necessary staging and interim space to complete the required renovations. The scale of the proposed renovations to the VLC would be limited to avoid a full Building Code review.

This option responds to the current facilities program requirements and the existing functional deficiencies in an economically responsible manner. Total Project Costs would be between \$28.3 million (the second lowest Total Project Cost) and \$36.4 million, dependent upon the scope of VLC upgrading. The extent of cost-effective renovations to the VLC would be confirmed based in part on the anticipated timing of the proposed future relocation of the Appeal and Supreme Courts to the new Provincial Court site.

The cost of constructing the future Appeal/Supreme Court addition to the proposed new Provincial Court facility has *not* been included as part of this total, due to the uncertainty of the timing of this work. An initial cost estimate prepared by BCBC indicates that the total project capital cost, escalated to 2005, could be in the order of \$27 million.

The proposed approach to the implementation of Option 2 offers the flexibility to respond to unforeseeable short to medium term changes in the demand for court services. It would also provide the following benefits in comparison with Option 1:

- the operational disruption associated with building an addition on the existing site would be avoided;
- the new Provincial Court building and future Appeal and Supreme Court addition would meet all current Building Code requirements, including seismic standards. The VLC, which does not meet current seismic standards, would be vacated;
- security for the vast majority of criminal cases, to be heard in the new Provincial Court building, would be to current standards. Although it would be necessary for members of the judiciary and accused in custody in the VLC to continue to stage the shared use of an elevator, the number of instances when this occurs will be much lower than at present;
- there would be no need for rezoning of the existing VLC site; and
- the VLC site, when no longer required for court use, could be either demolished for a total site redevelopment to its highest and best use or sold.

1 INTRODUCTION

1.1 Background

The Victoria Law Courts (VLC), located at 850 Burdett Avenue in downtown Victoria, currently accommodate all Appeal/Supreme Court and most of the Provincial Court functions for the region. The building has been the subject of several previous studies which acknowledge the expansion pressures on the existing facility, and also describe some of its functional and physical shortcomings.

In January 1993, the British Columbia Buildings Corporation (BCBC), on behalf of the Ministry of Attorney General (MAG), commissioned Cornerstone Planning Group to develop a long term plan for law court facilities in the Victoria Region. The results of the study were intended to be incorporated into the Victoria Strategic Plan, which addresses overall accommodation requirements for MAG functions within the Capital Region.

Direction was provided by a Steering Committee consisting of representatives from the Court of Appeal, Supreme Court, and Provincial Court judiciaries, MAG Courts Services and Facilities Services, and BCBC.

1.2 Long Term Law Courts Facilities Plan, Victoria Region

In July 1993 Cornerstone produced a draft report entitled *Long Term Law Courts Facilities Plan, Victoria Region*, which documented major decisions made with respect to the future delivery of court services within the region. It included estimates of required numbers of courtrooms based on planning horizons of twenty years (2013) and five years (1998), which were used to establish requirements for a long range plan and intermediate range plan, respectively.

Three long-term development options were identified for future law court facilities in the region. The options varied primarily in the manner in which court accommodation would be provided for facilities in the Victoria core area. they were:

- *Option 1*, construction of a new consolidated Victoria Law Court facility on a new site, to accommodate all Supreme Court, Appeal Court and Provincial Court requirements to the year 2013;
- *Option 2*, renovation of the existing Victoria Law Court facility, and expansion of the building, if feasible, on to the adjacent open space to the east; and
- *Option 3*, renovation of the existing building to accommodate Appeal/Supreme Court functions, and the construction of a new Provincial Court facility on an alternate site.

Preliminary “order of magnitude” estimates of total project costs in 1993 dollars were developed by BCBC for each of the building options. An attempt was also made to quantify the differential staffing costs associated with the implementation of each of the options.

The report concluded that Option 1 would be the preferred building development option, based on the anticipated fit with program and implementation requirements. It was assumed that if this strategy were to be pursued, the VLC would be vacated by the Courts and become available for alternative uses — presumably, for office space.

A strategic implementation plan was developed which outlined a phased approach to the provision of new facilities, in recognition of uncertainties regarding future court facilities needs over the twenty year time frame of the study. An interim accommodation strategy was also developed, to address the immediate needs of the Law Courts in Victoria over the next five years. The intent was to identify those changes which would be required in order for court operations to be able to "cope" with the existing facilities until such time as new facilities become available.

Economic Analysis

BCBC subsequently carried out a detailed economic analysis of several proposed building development options, for inclusion in the final project report. They also commissioned a study which specifically addressed the costs associated with refitting the VLC for office use, as well as possible alternative uses for the existing VLC site.

BCBC's capital cost estimates indicated that the preferred option of a new consolidated courthouse would be more expensive than the other alternatives. However, in terms of the Total Net Present Value to Government, Options 1 and 2 were comparable.

The Victoria Law Courts Appropriate Uses Study indicated that "the highest and best use for the property, if it is not to be used as a court facility, would be to demolish the existing building and redevelop as a complete new project." The primary reason for this conclusion was the high cost and difficulties associated with upgrading the existing building to meet current seismic code requirements.

It was concluded that:

- a thorough assessment of the building's functional deficiencies and opportunities to rectify them had to be undertaken;
- the scope of any proposed renovations to the VLC should be limited, in order to avoid the substantial costs associated with upgrading the facility to comply with current Building Code requirements; and
- a strong business case for the demolition of the VLC and construction of a consolidated courthouse would have to be prepared.

Consequently, in April 1994 Cornerstone was retained by BCBC on behalf of the MAG to reassess building options for the VLC, including the limited redevelopment of the existing facility in a manner which would address the current problems but would not result in the need for full seismic upgrading.

1.3 Project Objectives

Given this context, the specific objectives of this study were to:

- produce updated estimates of the future demand for court services;
- develop revised estimates of space requirements, based on the revised demand projections;
- define viable building redevelopment options for the VLC;
- evaluate each of the options, based on both functional criteria and relative capital and operating costs; and
- produce a project report which incorporates all of the above work, as well as reflecting the previously completed work on the project.

1.4 Building Options

This study addresses three development options for the VLC:

- Option 1, reuse of the existing VLC for primarily civil matters, and construction of a new building on the same site for criminal matters involving accused in custody;
- Option 2, reuse of the existing VLC for the Appeal and Supreme Court, and construction of a new Provincial court facility on a separate site; and
- Option 3, construction of a new consolidated courthouse on a new site.

Revised estimates of facilities requirements and total project costs for Option 3 have been developed, primarily to provide a basis for evaluating the relative cost-effectiveness of the other two options.

Three additional options were considered and excluded from the scope of the analysis:

- Hearing civil and criminal matters on two separate sites. This would not meet the requirements of members of the judiciary, who hear both case types.
- Reuse of the VLC solely for the Appeal and Supreme Court, and construction of a new Provincial court facility *on the same site*. This would likely not differ significantly in cost from Option 2, and would create significant additional development constraints.
- Reuse of the VLC for the Provincial Court, and construction of a new Appeal and Supreme Court facility. Limitations of the existing VLC with respect to the management of accused in custody would be significantly more problematic for the Provincial Court, based on anticipated criminal caseloads.

1.5 Project Parameters

The scope of the project has been defined by a number of specific planning parameters.

Service Delivery Model

The assessment of building options for the VLC has been based on a centralized service model, which presumes that court facilities will over the long term be consolidated within the core area of Victoria. If a decision is made to retain the existing Western Communities and Sidney/Ganges facilities, this could provide additional longer-term growth capacity.

This is in line with the *Long Term Law Courts Facilities Plan*. The basis for this decision is discussed in greater detail in Section 2.

Planning Horizon

The planning horizon for the project is ten years, focusing on court requirements to the year 2004. However, short-term needs are also of concern. It is intended that the Family Court, currently operating in off-site leased facilities, will be relocated to the VLC when the adjacent Victoria Youth Custody Centre moves to a new facility in approximately 18 months.

Scope of Renovations to Existing Building

Cornerstone was advised by BCBC subsequent to the start of the project that the original limit of \$5 million for renovation costs would *not* apply, as the City of Victoria

does not have specific guidelines identifying expenditure levels for projects which would result in the need for full upgrading to current Building Code standards. However, the focus of both Options 1 and 2 was still to be on limiting the extent of renovations to the existing VLC building, to reduce the likelihood of having to carry out extensive Building Code upgrading. In particular, changes to the building structure were to be minimized.

Direction has been provided by BCBC on whether specific components of proposed renovations are likely to result in the need for major building upgrading. Detailed architectural/engineering evaluations of the existing Victoria Law Courts were excluded from the scope of the study.

In order to allow for a realistic comparison of all costs, all of the redevelopment concepts for the existing building are intended to represent viable solutions to accommodating court operational requirements. Section 10 provides an assessment of the extent to which each of the concepts meets a number of key functional program requirements.

Courthouse Tenants

The following assumptions have been made with respect to future courthouse tenants, based on direction provided by the Steering Committee:

- Court Services Headquarters functions will be relocated out of the VLC facility within the next two years. The sixth floor will be available for other functions;
- the Land Titles could be relocated off-site if their existing space is required for other functions;
- office space will be provided for the Coroners' Service; and
- no provision will be made for office accommodation for proposed Staff Defense Counsel functions.

1.6 Organization of Report

The remainder of this report is organized into nine sections, as follows:

2. *Service Delivery Alternatives*
summarizes key elements of the assessment of service delivery alternatives contained in the *Long Term Law Courts Facilities Plan*.
3. *Needs Analysis*
presents updated estimates of the future demand for courtrooms, and identifies projected space and staffing requirements.
4. *Existing Facilities*
provides an overview of the VLC facilities, including a description of existing functional deficiencies.
5. *Options Framework*
describes the conceptual framework used to assess the eight building concepts which constitute the three alternative building options.

6. *Option 1-A, Consolidated Courthouse, Minimum Concept*
describes one approach to the redevelopment of the VLC as a consolidated courthouse for use by the Appeal, Supreme and Provincial Courts.
7. *Option 1-B, Consolidated Courthouse, Achievable Concept*
presents an alternate approach to the redevelopment of the VLC as a consolidated courthouse for use by the Appeal, Supreme and Provincial Courts.
8. *Option 2-SC-A, Appeal/Supreme Court, Minimum Concept*
describes one approach to the redevelopment of the VLC for use by the Appeal and Supreme Courts.
9. *Option 2-SC-B, Appeal/Supreme Court, Achievable Concept*
illustrates an alternate approach to the redevelopment of the VLC for use by the Appeal and Supreme Courts.
10. *Evaluation of Building Options*
presents an assessment of the three options for accommodating the future facilities needs of the Courts in Victoria, based on functional criteria and comparative costs.

In addition, there are five appendices, as follows:

- A *Phasing Plan, Option 1-A*
describes a possible approaches to the staged implementation of Option 1-A.
- B *Phasing Plan, Option 1-B*
describes a possible approaches to the staged implementation of Option 1-B.
- C *Phasing Plan, Option 2-SC-A*
describes a possible approaches to the staged implementation of Option 2-SC-A.
- D *Phasing Plan, Option 2-SC-B*
describes a possible approaches to the staged implementation of Option 2-SC-B.
- E *Explanation of Net Present Values*
provides the rationale for the use of Net Present Values in the economic analysis of the options presented in Section 10.

2 SERVICE DELIVERY ALTERNATIVES ---

2.1 Overview of Alternatives

The *Long Term Law Courts Facilities Plan, Victoria Region*, addressed four primary service delivery alternatives. They differed with respect to whether the facilities would be:

- *centralized* in a single location, or *distributed* throughout the region.
- provided in *integrated* facilities, containing all Appeal Court, Supreme Court, and Provincial Court functions, or in *specialized* facilities, which would each accommodate only a limited number of court functions.

Specialized facilities could in principle involve the provision of separate Appeal/Supreme Court and Provincial Court facilities, civil and criminal court facilities, Unified Family Court facilities, or Provincial Court facilities dealing solely with family and youth or motor vehicle matters.

None of the options for providing specialized facilities were considered by the Steering Committee to be desirable. The Committee also agreed that in the event that an appropriate site capable of accommodating all courts requirements could not be obtained, the only potentially viable approach to providing *specialized* facilities would involve the operation of separate Appeal/Supreme Court and Provincial Court facilities.

This section of the report summarizes the background information and comparative analysis of the service alternatives which formed the basis for the Steering Committee's recommendation to pursue the *centralized* option.

2.2 Existing Court Facilities

All Appeal and Supreme Court functions in Victoria are currently accommodated at the VLC. In addition to the VLC, Provincial Court operations are also located in a separate Family Court building, and in facilities in Sidney, the Western Communities and Ganges.

Victoria Law Courts

A detailed discussion of the VLC, including a description of existing building deficiencies, is provided in Section 4.

Other Facilities

There are four additional Provincial Court facilities in operation in the Victoria region, as summarized in Figure 1. As illustrated in Figure 2, they are located in the Victoria downtown core area, in the Western Communities, on the Saanich Peninsula, and in Ganges on Saltspring Island. The annual costs indicated in Figure 1 for the Western Communities, Sidney and Ganges facilities are for fiscal year 1994/95. The lease for the Victoria Family Court was renegotiated in 1994, and the charges indicated will not appear until 1995/96.

Figure 1: Other Provincial Court Facilities

Facility	Number of Courtrooms	Gross Area (m ²)	Status	Annual Cost
Victoria Family Court	2	570	Month to Month Lease	\$67,450
Western Communities	2	1288	Lease Expires in 2000	\$315,000
Sidney	1	413	Owned	\$85,400
Ganges	1	153	Owned	\$32,200

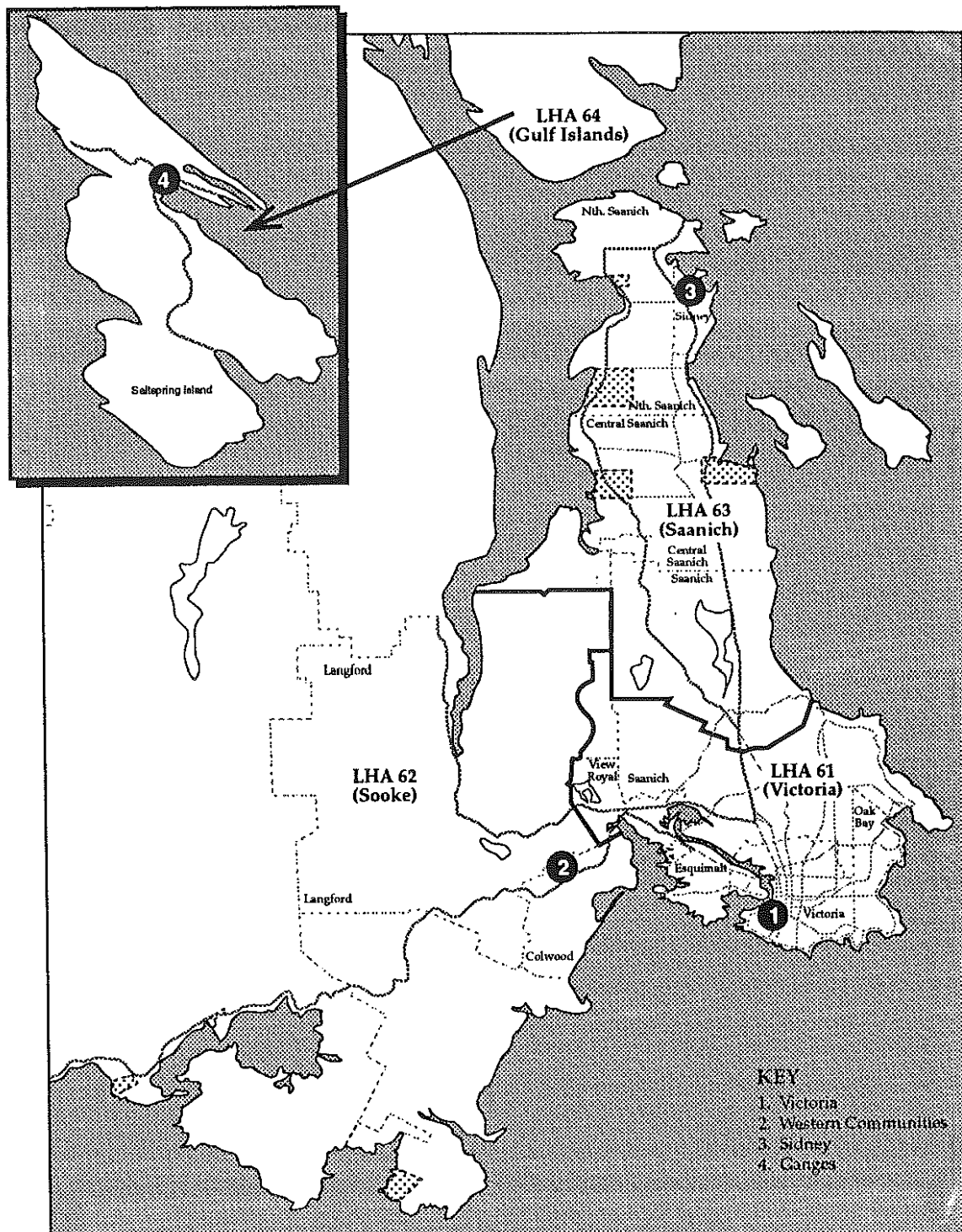
Victoria Family Court

The Victoria Family Court is currently operating in leased facilities on Pembroke Street in Victoria, approximately one kilometre from the Victoria Law Courts. The building has a direct link to the adjacent Victoria Youth Custody Centre, which is intended to be replaced on an alternate site by early 1997. It is anticipated that the Family Court will be relocated to the VLC after the closure of the existing Youth Custody Centre.

Western Communities Courthouse

The Western Communities Courthouse, which opened in 1991, is located on the Island Highway in Colwood. It operates in a leased two storey facility, which was renovated to meet court requirements.

Figure 2: Court Locations



Sidney

The Sidney Courthouse, located on Third Avenue in Sidney, was opened in 1981. It serves the north end of the Saanich Peninsula and the Southern Gulf Islands, excluding Saltspring Island.

Ganges

The Ganges facility, on Saltspring Island, is operated as a satellite of the Sidney facility. Cases are typically heard for approximately two days per month, with judges and administrative staff traveling to Ganges as required.

Courtroom Distribution

There are a total of nineteen courtrooms in the six courts facilities within the region, excluding settlement conference rooms used for Provincial Small Claims cases, or hearing rooms at the VLC used primarily by Supreme Court Masters or Registrars. This includes thirteen courtrooms at the VLC, two courtrooms in the Victoria Family Court, two courtrooms in the Western Communities Courthouse, and one courtroom each in Sidney and Ganges.

2.3 Community Context

A number of factors related to the community context in which future court facilities will be operating were addressed, in order to:

- provide a framework for assessing the future demand for court services. The future geographic distribution of criminal offenses, as it would affect access to the courts for victims, witnesses and others was a specific concern.
- address the operational impacts of potential court locations on the two other primary components of the criminal justice system, local police jurisdictions and the Corrections Branch of the MAG.

Future Population Growth

Regional population projections were developed as part of the analysis of future court caseloads. Probable patterns of residential growth within the Victoria core area, the Western Communities and the Saanich Peninsula were also reviewed. The primary source of information was a January 1992 report entitled *Regional Development Strategy: Phase 1 Urban Capacity Inventory* produced for the Capital Regional District.

The report indicated that approximately 75% of the capacity for future residential dwelling units, based on existing municipal plans, is in the core municipalities of Victoria, Saanich, Oak Bay and Esquimalt. The remainder is split between the Saanich Peninsula and the Western Communities. However, the modest growth in development projected for the Western Communities reflects the present lack of building services. Considerably more development could be possible if and when the sewer and water systems are upgraded.

Police Jurisdictions

There are ten police jurisdictions in the region. Travel time to court locations is a significant concern of these organizations. For this reason, the Colwood and Sooke

RCMP detachments were both influential in the development of the Western Communities Courthouse.

Based on available data provided by Police Services Branch, Ministry of Attorney General, the distribution of criminal charges within the region by court location for 1991 can be summarized as follows:

- over 80% of the criminal charges originated within the Victoria core area;
- the totals for Sidney and the Western Communities were roughly the same;
- charges for both adults and youth on Saltspring Island were comparable to those in other jurisdictions such as Oak Bay and Central Saanich; and
- while the Pender Island RCMP is served by the Sidney Courthouse, the actual numbers of criminal charges laid was relatively minimal.

Ministry of Attorney General Corrections Branch

There are two facilities in the region where persons remanded into custody are currently housed, and from which they are transported to court for trial. Adults are held at the Vancouver Island Regional Correctional Centre on Wilkinson Road, while youths are detained at the Victoria Youth Custody Centre, located on Pembroke Street.

The Vancouver Island Regional Correctional Centre is expected to continue to house adults in custody over the planning time frame of the study. There are no plans to provide a separate remand centre. It is intended that the Youth Custody Centre will be relocated to new facilities on the Island Highway in the View Royal area by early 1997.

2.4 Assessment of Alternatives

A number of groups of stakeholders with an interest in the future location of Law Court facilities were identified. They include:

- the Appeal, Supreme, and Provincial Court Judiciaries, Court Services and Sheriff Services, as the principal courthouse tenants.
- Crown Counsel, Probation and Family Services, and other tenants of court facilities.
- external agencies such as the Bar Association, the Police and Corrections Branch of the Ministry of Attorney General; and
- the general public, including victims and witnesses and other external agencies.

Discussions with representatives of courthouse occupant groups indicated that a single centralized consolidated law court facility would be preferable, due to concerns related to time management, staff coverage and internal communications, as summarized in Figure 3.

The one exception would be Probation and Family Services. A *distributed* service delivery model would more closely match their current operations, which use a system of field offices to facilitate community access.

Additional reasons presented for selecting a *centralized* service model included the following:

- the Provincial Court Judiciary would prefer not to have any one judge associated with a specific court, but rather to be able to draw upon any judge to hear specific cases.

- staff development is a key concern for Court Services. Having all services provided in a centralized location would facilitate staff training for a variety of positions.

Crown Counsel have concerns about the continuity of cases in satellite court locations such as Ganges. Cases may be adjourned for an extended time period as the court only sits for a few days a month.

Figure 3: Evaluation Framework, Court Tenants

Group	Issues	Preferred Model	
		Centralized	Distributed
Judiciary	Time Management-Judges	✓	
	Coverage-Holidays/Sick Days	✓	
	Internal Communications	✓	
Court Services	Coverage-Holidays/Sick Days	✓	
	Internal Communications	✓	
	Continuity of Cases-Adjournments	✓	
	Time Management-Justices of the Peace	✓	
	Courtroom Utilization	✓	
	Duplication of Facilities	✓	
	Information Systems Maintenance	✓	
Sheriff Services	Escort Time	✓	
	Staffing Efficiencies-Supervision	✓	
	Emergency Backup	✓	
	High Security Facilities	✓	
Crown Counsel	Coverage-Holidays/Sick Days	✓	
	Internal Communications	✓	
	Continuity of Cases-Adjournments	✓	
	Travel Time	✓	
	Case Management	✓	
	Caseload Management-Small Facilities	✓	
Probation and	Public Access		✓
Family Services	Case Management/Probation Supervision		✓

As illustrated by Figure 4, the costs and benefits of *centralized* or *distributed* service models for other court users would be more variable:

- public expectations regarding the availability of the current configuration of court facilities would likely support retaining the existing *distributed* model;
- the scale of the facility, as it affects public perceptions of access to justice, is a concern. Smaller distributed facilities might be preferable to a single larger one for this reason. The scale of the facilities would also have an impact on Court Services, as it would affect how easily the facility could be managed. Conversely, a single facility would likely be more readily identifiable by the general public; and
- a *distributed* service model was clearly preferred by police agencies, based on such factors as travel time required for escorting persons for first appearances, for appearing as witnesses, and for liaison with Crown Counsel.

Figure 4: Evaluation Framework, Other Court Users

Group	Issues	Centralized	Distributed
Public	Public Expectations (status quo)		✓
	Access to Services	✓	✓
	Scale of Facilities		✓
	Confusion About Multiple Locations	✓	
	Local Area Civic Development		✓
Service Agencies	Staffing Efficiencies	✓	
Police	Court Liaison		✓
	First Appearances (Escort)		✓
	Police Witnesses		✓
Corrections	Organizing Movement of Accused	✓	
Bar Association	Time Management	✓	
	Travel Costs	✓	

Operational Costs

It was estimated that implementation of a *distributed* service model would require, by the year 2013, an additional:

- 10 to 12 FTE Court Services staff;
- 1 to 4 FTE Sheriff Services staff; and
- 2.5 FTE Crown Counsel staff.

The associated annual operational cost premiums (in 1993 dollars) would be in the order of \$380-450,000 for Court Services, \$37,500 to \$150,000 for Sheriff Services and \$95,000 for Crown Counsel. The combined annual cost premium could range from \$500,000 to \$700,000.

2.5 Preferred and Acceptable Alternatives

The *centralized/integrated* service delivery model was selected by the Steering Committee as their preferred alternative, based on anticipated operational efficiencies in the areas of staffing, internal communications, and facilities utilization.

Equal emphasis was to be placed on the alternatives involving a distributed service delivery model, for purposes of assessing building development options. However, it was to be assumed that the Appeal Court and Supreme Court functions would only be accommodated in a single location within the Victoria core area.

3 NEEDS ANALYSIS

3.1 Introduction

Updated estimates of the total demand for courtrooms in Victoria have been produced for both the Centralized and Distributed service delivery models. The Distributed model presumes that the existing service delivery approach would be retained, with the exception being the integration of the Victoria Family Court within the VLC. They incorporate 1993 caseload data provided by MAG Court Services.

This section of the report summarizes the results of the courtroom demand analysis. It has been documented in greater detail in a separate May 1994 report entitled *Working Paper 1: Needs Update, Victoria Law Courts Options Analysis*.

3.2 Demand Model

The forecasts were generated using the computer-based model developed for a Courts Needs Analysis Methodology study, which assessed future demand for court services on a Province-wide basis. Cornerstone conducted the study for BCBC on behalf of MAG Facilities Services. During the project, Cornerstone worked closely with MAG personnel and received direction from an Advisory Committee. Results were reviewed with the judiciary and MAG management.

Overview of the Methodology Study

The Methodology Study was documented in two reports:

- *Courts Needs Analysis Methodology*, September 1993
the primary reference for purposes of the current analysis. This report contains a more thorough discussion of the *Methodology*.
- *Applications Report*, November 1993
presented initial estimates of requirements for every location in BC. However, the estimates for the Victoria area court locations were not based on the service delivery premises documented in the July 1993 final draft of the Victoria Law Courts study. In particular, the *status quo* analysis assumed that courts would be retained in Colwood and Sidney.

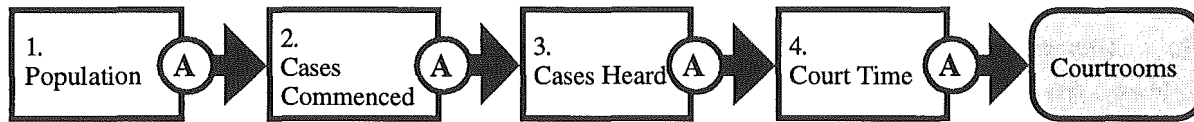
The Methodology Study responded to the need for a clear and consistent method for determining the scale of law court facilities by focusing on the demand for courtrooms, a prime determinant of space requirements. The methodology that was developed has three applications:

- reviewing facilities plans in preparation for annual capital budget submissions;
- determining the number of courtrooms and preliminary personnel estimates for specific building projects, and,
- assessing the resource impacts of policy options and operational alternatives.

Model Framework

As illustrated by the conceptual framework shown in Figure 5, the model to forecast the number of courtrooms comprises four data sets connected through four links. Forecasts are provided in five-year increments to a twenty-year planning horizon.

Figure 5: Model Framework



The model begins with population forecasts for each court location. These forecasts are used to drive the number of cases commenced that, in turn, drive the cases heard in a courtroom. Cases heard generates court time, which, in turn, is translated into demand for courtrooms. The model also provides preliminary estimates of personnel requirements as well as operational and capital costs. Court time is the key driver of most resource estimates.

The model tracks nine case types — five in the Provincial Court (Criminal, Traffic, Youth, Small Claims, and Family), three in the Supreme Court (Criminal, Civil, and Family), and the Court of Appeal.

The model was designed as a series of interrelated documents in a commonly used spreadsheet program. Population forecasts were obtained from BC STATS. All other data is available from MAG.

The model has many features that make it a sensitive and flexible tool, including the provision of:

- separate forecasts for each of nine case types — five in the Provincial Court (Criminal, Traffic, Youth, Small Claims, and Family), three in the Supreme Court (Criminal, Civil, and Family), and the Court of Appeal.
- population projections for four age groups to reflect the ages of most people involved in specific case types — Criminal, Youth, Civil, and Family.
- separate tracking of cases commenced to capture the full extent of demand regardless of any current backlog.
- separate tracking of cases heard to allow more accurate and meaningful analysis of changes in court sitting time per case.
- an explicit calculation of a forecast base that can be adjusted to allow for any perception of unmet demand — this is the first place where informed judgment can modify the forecast.
- a structured format for key stakeholders to ‘condition’ the statistical forecasts by applying their collective judgment regarding a wide range of factors that may affect future demand.

Factors Affecting Demand

A conceptual framework was developed to structure consideration of the extensive, varied, and evolving list of factors that could have an impact on the courts system. Individual factors are organized into seven groups. The first five of these categories can be viewed as ‘filters’ between conflict in society and the courts system — societal values, law and legislation, government priorities, courts system priorities and alternatives to courts. The remaining two groups of factors define the environment in which the courts will operate — technology and community context.

In addition to factors that affect future demand, the model allows for the recognition of unmet demand. Unmet demand are those matters that do not reach the courts and become cases as a result of some real or perceived barrier, such as long delays or high costs, that may be associated with the courts. Unmet demand is distinct from 'backlog' or inventory of cases pending.

The sources for the preliminary list of factors included a varied list of stakeholders, as well as persons consulted during the planning for law court facilities in Victoria. The actual process of quantification depended on the factor, the link, and the case type. The Victoria estimates used the factors as derived for the province as a whole.

3.3 Caseload Projections

Court cases were divided into nine primary categories. Figure 6 presents a comparison of 1993 caseloads, based on the most recent data available from MAG Court Services, with caseload projections for the year 2004. The percentage changes by case type for both cases commenced and cases heard over the ten year time period are also shown. As indicated,

- Caseloads are expected to increase for all case types;
- The most substantial increases in Provincial Court caseloads are expected to involve small claims and criminal youth matters; and
- The greatest increase is expected to be in Supreme Court civil caseloads.

Figure 6: Caseload Projections

Element		1993	2004	%
		Adjusted	10 Year	Change
Cases Commenced	PC-Criminal Adult	7,706	10,837	41%
	PC-Criminal Traffic	5,925	6,340	7%
	PC-Criminal Youth	1,725	2,632	53%
	PC-Small Claims	3,095	4,955	60%
	PC-Family	1,006	1,420	41%
	SC-Criminal	145	208	44%
	SC-Civil	7,817	13,083	67%
	SC-Family	1,539	2,241	46%
	Appeal	309	375	21%
Cases Heard	PC-Criminal (Guilty Plea)	2,530	3,380	34%
	PC-Criminal (Trial)	4,481	5,987	34%
	PC-Traffic	5,390	5,768	7%
	PC-Youth (Guilty Plea)	841	1,257	49%
	PC-Youth (Trial)	711	1,063	49%
	PC-Small Claims (Settlement)	1597	2173	36%
	PC-Small Claims (Trial)	251	403	60%
	PC-Family	1,006	1,226	22%
	SC-Criminal Trial	130	182	39%
	SC-Civil Trial	391	556	42%
	SC-Family	154	202	31%
	Appeal	309	375	21%

3.4 Projected Courtroom Requirements

Figure 7 presents the new estimates of the required numbers of courtrooms, for the period 1993 to 2004. Estimates are also provided to 2014, to illustrate the anticipated rate of growth in the demand for courtrooms beyond the ten year planning time-frame of this study. As indicated,

- a total of *thirteen* Provincial Court courtrooms and *ten* Appeal/Supreme Court courtrooms would be required by 2004, based on the Centralized service model;
- an additional two Provincial Court courtrooms would be required based on a Decentralized service model; and
- most of the anticipated growth in courtroom requirements would occur over the next ten years, with only limited increases to 2014.

Figure 7: Forecast Courtroom Requirements

Model	Location	Court	1993 Base	1999	2004	2009	2014
Centralized	Victoria	Provincial	9	11	13	14	14
		Supreme/Appeal	7	9	10	11	11
		<i>Victoria Total</i>	<i>16</i>	<i>20</i>	<i>23</i>	<i>25</i>	<i>25</i>
Distributed	Victoria	Provincial	7	8	9	9	9
		Supreme/Appeal	7	9	10	11	11
		<i>Victoria Total</i>	<i>14</i>	<i>17</i>	<i>19</i>	<i>20</i>	<i>20</i>
	W. Comm.	Provincial	2	3	3	4	4
	Sidney	Provincial	1	1	2	2	2
	Ganges	Provincial	1	1	1	1	1
		<i>Region Total</i>	<i>18</i>	<i>22</i>	<i>25</i>	<i>27</i>	<i>27</i>
<i>Difference Between Centralized and Distributed</i>			<i>2</i>	<i>2</i>	<i>2</i>	<i>2</i>	<i>2</i>

Settlement conference rooms, to be provided for Provincial Court small claims matters, have not included in the courtroom totals, as per the *Guidelines for the Planning and Design of Law Court Facilities in BC*. A required Masters Courtroom for Supreme Court matters has similarly been excluded from the courtroom totals.

It should also be noted that no allowance has been made for dedicated courtroom facilities for the Coroners' Service, tax court or similar functions. This conforms with the policy of providing access to courtrooms by these users on a space available basis.

Figure 8 provides an analysis of requirements for the anticipated ten Appeal/Supreme Court courtrooms and thirteen Provincial Court courtrooms, by courtroom type. As indicated, these totals do not include either a Supreme Court Masters hearing room or Provincial Court settlement conference rooms.

Figure 8: Analysis of Courtroom Requirements

		One Site	Two Sites	
Courtroom Type		Appeal/ SC/PC	Appeal/ SC	PC
Sitting JP Hearing Room	PC	1	0	1
Remand Courtroom	PC	1	0	1
Large Trial Courtroom	PC	2	0	2
Trial Courtroom	PC	9	0	9
Trial Courtroom	SC	3	3	0
Chambers Courtroom	SC	2	2	0
Large Jury Courtroom	SC	1	1	0
Jury Courtroom	SC	3	3	0
Appeal/Civil Courtroom	SC	1	1	0
Total Number of Courtrooms		23	10	13
Supreme Court Courtrooms		10	10	0
Provincial Court Courtrooms		13	0	13
Minimum Courtrooms with Prisoner Access		13	4	13
<i>Masters Hearing Room*</i>	<i>SC</i>	<i>1</i>	<i>1</i>	
<i>Settlement Conference Room*</i>	<i>PC</i>	<i>2</i>		<i>2</i>

*Not counted as part of courtroom total

3.5 Facilities Requirements

Three preliminary facilities programs have been prepared for the future Victoria Law Court facilities which would be provided as part of the three building development options. They are summarized in Figure 9.

Figure 9: Alternative Facilities Programs, Victoria Law Courts

Option	Facilities
1 and 3	Redevelopment of the existing VLC and construction of additional space on the same site, or construction of a new consolidated courthouse on an alternate site
2-SC	Redevelopment of the VLC for use by the Appeal and Supreme Courts
2-PC	New Provincial Court facility on a new site

Updated estimates of facilities requirements have been produced for each of the three building development options, using the worksheets provided in the revised *Guidelines for the Planning and Design of Law Court Facilities in BC*. They incorporate updated estimates of future staffing requirements, developed with the assistance of representatives from the various courthouse user groups, and included initial estimates of both facilities requirements and staffing for the year 2004.

It should be noted that all of these initial estimates of program requirements would be subject to detailed review at such as time as approval is received to proceed with any of the building options.

Area Requirements Estimates

The initial estimates of facilities requirements by functional component are summarized in Figure 10. They are based on a number of specific assumptions regarding the distribution of court functions between separate Appeal/Supreme Court and Provincial Court facilities:

- Crown Counsel offices would be consolidated in a single location in the Provincial Court facility. A limited number of day use offices in the Supreme Court facility would also be used.
- Office space for Probation and Family Court Services and the Coroner's Service would also be provided only in the Provincial Court building.
- The main Courthouse Library would remain in the Appeal/Supreme Court Building. A much smaller reference library would be provided in the Provincial Court facility.

Figure 10: Facilities Requirements Estimates, Victoria Law Courts

Component	Net Areas		
	One Site	Two Sites	
	Integrated	Appeal/ Supreme	Provincial
Courtrooms and Ancillary Spaces	3375.6	1808.6	1594.3
Judicial Accommodation: Supreme Court	779.1	779.1	0.0
Judicial Accommodation: Provincial Court	793.4	0.0	793.4
Court Services Administration	1158.2	618.7	719.7
Sheriff Services	165.4	78.8	129.9
Accused Holding	314.3	120.8	317.6
Crown Counsel	1141.5	0.0	1141.5
Barristers' Accommodation	213.7	149.2	66.0
Probation and Family Court Services	356.5	0.0	306.6
Courthouse Library	488.8	488.8	78.1
Staff Services	324.0	168.4	243.4
Public Services	313.5	185.4	220.2
Building Services	229.9	138.9	159.9
Coroner's Service	33.8	0.0	33.8
Total Building Net Area	9687.6	4536.7	5804.4
Net-to-Gross Ratio	1.70	1.62	1.70
Total Building Gross Area	16469.0	7349.4	9867.5

The combined program area for separate Appeal/Supreme and Provincial Court facilities would be 17,216.9 m². This is approximately 750 m² greater than for a single consolidated facility. The difference is accounted for primarily by the anticipated need for additional personnel, as shown in Section 3.6, and the need to duplicate some functions such as accused holding facilities in two separate locations.

3.6 Personnel Requirements

Estimates have also been developed for the number of personnel required for each building option, based on information provided by representatives of each of the court operational components. The totals shown in Figure 11 include members of the Appeal Court, Supreme Court and Provincial Court judiciary. As indicated, the total number of personnel associated with the operation of a single consolidated court facility is projected to be sixteen less than that for two separate facilities. The operational cost implications of this difference are discussed in Section 10.

Figure 11: Personnel Requirements

Component	FTE Positions		
	One Site	Two Sites	
	Integrated	Appeal/ Supreme	Provincial
Courtrooms and Ancillary Spaces			
Judicial Accommodation: Supreme Court	23.0	23.0	
Judicial Accommodation: Provincial Court	25.0		25.0
Court Services Administration	79.0	41.0	52.0
Sheriff Services	35.0	13.0	27.0
Accused Holding			
Crown Counsel	77.0		77.0
Barristers' Accommodation			
Probation and Family Court Services	19.0		19.0
Courthouse Library	4.0	4.0	2.0
Staff Services			
Public Services			
Building Services			
Coroner's Service	2.0		2.0
Total Personnel	264.0	81.0	204.0

3.7 Interim Accommodation Requirements

As discussed in Section 2.2, it is anticipated that there will be a need to relocate Victoria Family Court functions to the VLC as early as February 1997. This would likely be several years in advance of the implementation of any of the proposed VLC building options. Interim accommodation is likely to be required for *at least* the following:

- Two new courtrooms, one for Provincial Court family cases and one for Provincial Court youth cases;
- Two additional chambers for Provincial Court judges; and
- A dedicated accused holding area for youth in custody, as the existing holding area is not designed to segregate youths as required.

It may also be necessary to provide additional space for related court functions such as Court Services, Probation and Family Services and various public services, including public waiting areas. Detailed requirements will need to be assessed and defined prior to implementing any relocation of Family Court functions.

A discussion of how these requirements might be accommodated in relation to each of the proposed longer term building options for the VLC is provided in Section 10.

4 EXISTING FACILITIES

4.1 Overview

The Victoria Law Courts facility, as illustrated in Figure 12, was originally constructed in 1964 as a four storey building, to accommodate Supreme Court operations. The facility was temporarily vacated in 1974 when Levels 5 and 6 were constructed to provide space for the Provincial Courts and additional administrative and support functions. Since that time, the building has undergone a series of renovations, both major and minor, to meet operational requirements.

The building construction consists of a series of concrete slabs from the basement to Level 6, supported by a column grid which creates a series of bays ranging from 5.5 metres to 9.1 metres on centre. The longer spans occur on Level 2, in the area currently occupied by the Land Titles office, where the column grid supports only the roof structure, rather than additional upper building floors. Ceiling heights vary from floor to floor, and range from approximately 4.0 metres to 5.5 metres. There is a partial mezzanine located on Level 2.

Figure 12: Victoria Law Courts Building



Gross Floor Area

As indicated in Figure 13, the gross floor area of the building on the six main building levels is approximately 12,500 m². There is also a partial mezzanine on Level 2, and a basement which is used for secure parking for members of the judiciary and sheriffs' vehicles, as well as some senior court personnel, and also provides secure building access for accused in custody.

Figure 13: Building Gross Floor Area, Victoria Law Courts

Building Level	Gross Area (m ²)
Level 1	3581.8
Level 2	3581.8
Level 3	1354.5
Level 4	1354.5
Level 5	1354.5
Level 6	1354.5
<i>Subtotal</i>	<i>12,581.6</i>
Mezzanine	451.5
Basement	3923.7
<i>Total</i>	<i>16,956.8</i>

4.2 Current Building Use

Figure 14 provides an overview of the current use of the building. As indicated, courtrooms are located on all levels of the building except Level 5. Schematic floor plans illustrating the floor layouts for each of the six main building levels and the basement level are provided in Figures 15 to 21.

Figure 14: Overview of Existing Building Use



Courtrooms

1. Court Services HQ
2. SC Master/Registrar
3. Barristers' Accommodation
4. Judicial Library
5. Courthouse Library
6. Supreme Court Accommodation
7. Courtroom Ancillary Spaces
8. Supreme Court Accommodation
9. Provincial Court Accommodation
10. Land Titles
11. Court Registry
12. Probation & Family Services
13. Accused Holding
14. Crown Counsel
15. Building Support
16. Sheriff Services
17. Court Services Regional Office (day use)
18. Sheriff Services
19. Court Reporters

Level 6

s.15

Level 5

Level 4

Level 3

s.15

Level 2

Level 1

Figure 15: Existing Building Use , Basement Level

S15

Figure 16: Existing Building Use , Level 1

s.15

Level 1
3581.8m²



Figure 17: Existing Building Use , Level 2

s.15

Figure 18: Existing Building Use , Level 3

s.15

Figure 19: Existing Building Use , Level 4

s.15

Figure 20: Existing Building Use , Level 5

S15

Figure 21: Existing Building Use , Level 6

s.15

4.3 Courtrooms

As illustrated in Figure 22, there are currently a total of thirteen courtrooms in the Victoria Law Courts, excluding a settlement conference room used for Provincial Small Claims cases, and Hearing Rooms 1 and 2, which are used primarily by the Registrar and Supreme Court Master. As indicated, only eight of the thirteen courtrooms have secure access for accused in custody.

Utilization levels varies significantly by individual courtroom. Several of the rooms, including Hearing Rooms 1 and 2, have historically had significantly lower than average utilization rates, primarily because they are less than optimal spaces, and do not meet current standards with respect to courtroom sizes and access conditions.

4.4 Building Deficiencies

The existing facilities are seriously deficient in relation to current guidelines for planning and design of law court facilities. There is also a significant shortage of space to accommodate required courthouse functions.

Circulation Systems

Some of the most significant problems involve the lack of a clear separation among the building circulation systems provided for use by members of the judiciary, accused in custody, other court staff, and the general public. They include the following:

- the need for members of the judiciary and escorted accused in custody to share the use of the same elevator and corridors to access all of the courtrooms. An attempt has been made to deal with this problem by the staging of movement through these areas, with only limited success;
- the lack of secure access for accused in custody to the trial courtrooms on Level 1; and
- the lack of secure access to courtrooms for the transporting of exhibits by Courts Services staff.

Figure 22: Existing Courtrooms, Victoria Law Courts

Room Number	Courtroom Type	Secure Access
1	Remand	Yes
2	Trial	Yes
3	Trial	Yes
4	Large Trial	Yes
5	Trial	No
10	Trial	No
Number of Provincial Court Courtrooms		6
301/17	Jury	Yes
302/18	Jury	Yes
401/17	Appeal/Civil	Yes
402/18	Jury	Yes
316	Chambers	No
404	Chambers	No
411	Chambers/Masters	No
Number of Appeal/Supreme Court Courtrooms		7
<i>Total Number of Courtrooms</i>		<i>13</i>
HR 1	Registrar	No
HR 2	Masters	No

Courtrooms and Ancillary Spaces

There is a need for additional space for courtrooms and hearing rooms to meet current caseload requirements:

- Schedules must frequently be revised to accommodate caseloads in the limited number of available courtrooms. This results in delays in proceedings and an overall lack of predictability regarding where cases will be heard;
- sharing of court space between the Appeal Court and Supreme Court is in excess of what would normally be desirable;

- space can no longer be made available for non-court related hearings such as coroners inquests; and
- some cases are currently scheduled at either the Sidney or the Western Communities Courthouses as a result of a shortage of space at the VLC.

As indicated in Figure 22, many of the existing courtrooms lack secure access for accused in custody, and/or are too small to adequately accommodate courtroom functions. There is also an insufficient number of interview rooms, witness waiting areas and other ancillary spaces to support court functions.

Judicial Accommodation

Current deficiencies in the Appeal/Supreme Court and Provincial Court accommodations include the following:

- an insufficient numbers of chambers for all members of the judiciary, including visiting justices and judges,
- poor natural lighting in judicial chambers, due to the configuration of the slot windows which have been provided;
- a lack of adequate meeting space for members of the judiciary; and
- inadequate office accommodation for support staff.

Accused Holding Facilities

The existing accused holding area is seriously outdated and poorly equipped. The use of bars for holding cells does not meet current standards, and makes it difficult to provide adequate separation between groups of accused in custody. There are an insufficient number of individual holding cells.

Other Building Limitations

Other limitations of the existing facilities include:

- a general shortage of adequate office space, including the need for upgrading of electrical and communications systems;
- building public spaces which appear dated and are generally of poor quality; and
- an insufficient amount of on-site parking to meet the needs of building users and comply with municipal bylaw requirements.

4.5 Existing Site

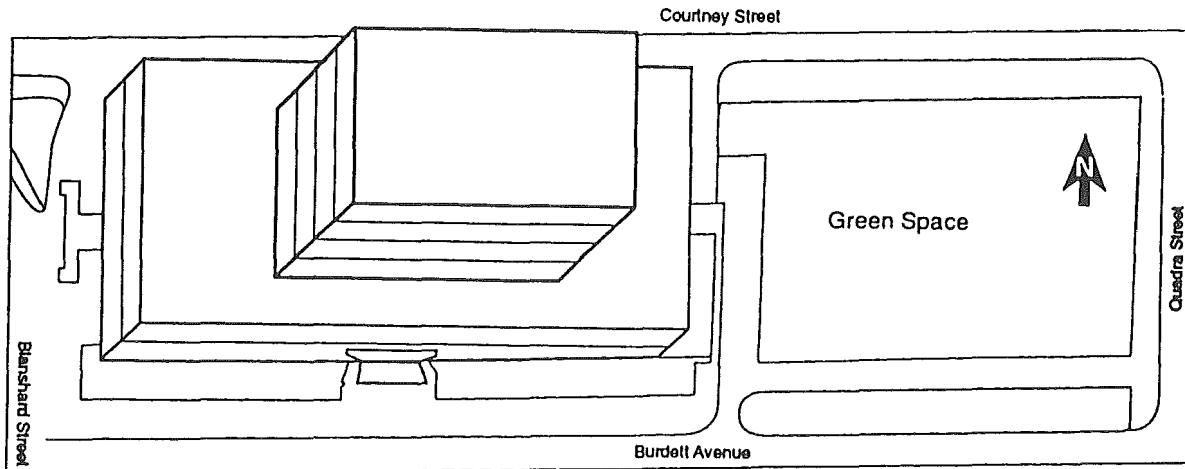
The building is situated on a site of approximately 0.81 hectares (2.0 acres) bounded by Blanshard Street on the west, Quadra Street on the east, Courtney Street on the north, and Burdett Avenue on the south, as illustrated in Figure 23. The building occupies approximately 0.51 hectares (1.25 acres), while an undeveloped "green space" to the east of the building comprises the remainder of the site.

The existing building is considered by the City of Victoria to be a Group A Division 2 multiple occupancy facility, as defined by the British Columbia Building Code. It is located in the Cathedral Hill Precinct (Public Buildings) District, CHP-PB Zone.

The City of Victoria Official Community Plan and the Fairfield Area Plan do not specifically address allowable uses for the undeveloped site area to the east of the

building. However, the area has a public or semi-public status, with the VLC, a cathedral, the YMCA and Pioneer Park being major features.

Figure 23: Existing Site, Victoria Law Courts



If a major new project such as the expansion of the VLC were to proceed, it would need great care in design to ensure compatibility with the landscaping and architecture of the other buildings in the area. Lines of sight to the cathedral would need to be retained, and there would likely be a need to maintain a low building height along the street frontages.

The relevant City of Victoria zoning regulation Part 8.3 for the site states that no buildings shall have a height in excess of 22.5 metres. The allowable Floor Space Ratio (FSR) for the site is 2.0 to 1. Based on a site area of approximately 8000 m², the allowable buildable gross floor area for the site would be approximately 16000 m². Since the existing VLC has a gross floor area of approximately 13000 m², an additional 3000 m² could be provided.

Based on an FSR of 2.5 to 1, an additional 7000 m² could be provided, while an FSR of 3.0 to 1 would permit an additional 11000 m². The site borders on Development Permit Area #15, which has a maximum allowable FSR of 3.0 to 1.0, and the FSR for some of the properties in the vicinity of the VLC is 3.0 to 1. However, BCBC has suggested that while it may be difficult to obtain rezoning to that high a density, it might be possible to renegotiate a rezoning to as high as 2.5 to 1.

On site parking requirements are not specifically addressed in the current zoning. However, BCBC has advised that according to 'Schedule C' of the City Zoning laws, a building with a Group A Division 2 occupancy classification would likely require the provision of one parking stall for every 65 m² of gross floor area. It may be possible to negotiate these requirements with the City of Victoria based on the characteristics of the specific site location and the Provincial Government's current Traffic Demand Management initiatives.

5 OVERVIEW OF BUILDING OPTIONS

5.1 Introduction

As discussed in Section 1, this study addresses three options for accommodating future space requirements for the Law Courts in Victoria, involving the redevelopment of VLC facilities and/or the construction of new facilities.

Eight alternative building concepts have been addressed which would respond in whole or in part to these requirements. They are identified in Figure 24 as Options 1-A, 1-B, and 1-C; Options 2-SC-A, 2-SC-B, 2-SC-C and 2-PC; and Option 3.

Figure 24: Options Framework

Option 1	Redevelopment and Expansion of Existing Facility Redevelopment of the VLC and construction of a new building linked to the existing facility, for use as a consolidated Appeal/Supreme Court and Provincial Court courthouse. <i>1A Minimum</i> Minimizes extent of renovation to the VLC. Existing facilities retained where possible. <i>1B Achievable</i> Maximizes fit with program requirements in a manner which will avoid the need for full upgrading to current Building Code standards. <i>1C Full Seismic Upgrade</i> Maximizes fit with program requirements and upgrades the existing building to current Building Code standards.
Option 2	Separate Appeal/Supreme and Provincial Court Facilities Redevelopment of the VLC for use by the Appeal and Supreme Courts, and construction of a new Provincial Court facility on an alternate site. <i>2-SC-A Appeal/Supreme Court, Minimum</i> Minimizes extent of renovations and retains existing facilities where possible. <i>2-SC-B Appeal/Supreme Court, Achievable</i> Maximizes fit with program requirements in a manner which will avoid the need for full upgrading to current Building Code standards. <i>2-SC-C Appeal/Supreme Court, Full Seismic Upgrade</i> Maximizes fit with program requirements and upgrades the existing building to current Building Code standards. <i>2-PC Provincial Court</i> Construction of a new Provincial Court facility on an alternate site.
Option 3	New Consolidated Courthouse Construction of a new consolidated Appeal/Supreme and Provincial Court courthouse on an alternate site.

5.2 Purpose of Building Concepts

The primary purpose of the building concepts is to provide the basis for developing order of magnitude estimates of the probable cost of implementing each option, in comparison with the other options.

Preliminary design concepts have been produced for the four buildings involving the redevelopment of the VLC. They are presented in Sections 6 through 9. Each represents one possible approach to accommodating facilities program requirements, and has been developed only in as much detail as is required for the preparation of preliminary capital cost estimates.

There are likely to be other approaches which would also be viable. If and when a decision is made to proceed with any of the options, a more detailed assessment of facilities requirements would be produced. The initial design concepts would also be reviewed and revised and/or developed in greater detail as required.

Building Code Upgrade Impacts

As discussed in Section 1, Options 1-A and 1-B, and Options 2-SC-A and 2-SC-B assume that the VLC facility must be capable of being implemented in a manner which is unlikely to result in the need for full upgrading to conform with current seismic Codes. Previous studies of the VLC facility suggest that:

- it may not be economically viable to fully upgrade the building to meet current seismic codes;
- it is unlikely that the Courts could continue to operate during the major renovation of the building structure that would be required; and
- construction of new interior structural elements such as shear walls could compromise the use of the building for court functions, by eliminating some of the clear spans required for courtrooms.

Any significant changes to the structure of the VLC could potentially result in a requirement by the City of Victoria for full seismic Code compliance. For this reason, an underlying assumption for these building redevelopment concepts has been that any changes to the structure of the existing building must be minimized. This would include any changes to the building structural system (columns and bearing walls), floor slabs and exterior building envelope.

However, for purposes of comparison, construction cost estimates have been developed for Options 1-C and 2-SC-C, which assume that the VLC is fully upgraded to current seismic code standards. These costs are documented in Section 10.

In the case of Option 2-SC-C, it is possible that this could include the construction of a new elevator for the use of the judiciary, either within the existing building envelope or on the outside of the building. This might serve to alleviate the current need for members of the judiciary and accused in custody to stage the use of the same elevator.

It should be assumed that all new construction would fully conform with all current Building Code requirements.

5.3 Option 1, Redevelopment and Expansion of the VLC

Option 1 would involve the redevelopment of the VLC for use primarily for civil or non-custody cases, and the construction of an adjacent new building for most cases involving accused in custody. The new building, which would be physically linked to the VLC, would include both new accused holding facilities and a dedicated secure circulation system.

The Steering Committee specifically addressed the potential allocation of case types between the two facilities, and concluded that:

- Provincial Court criminal and youth cases would most likely be heard in the new building;
- Appeal Court and Supreme Court civil matters would be heard in the existing court facility. All family matters, and Provincial Court traffic and small claims matters might also be heard in this location; and
- Supreme Court criminal cases could potentially be heard in either location, assuming that adequate provision could be made for custody facilities and secure access to courtrooms in the existing building.

Two preliminary design concepts have been developed for Option 1, as discussed in Section 5.6. If and when a decision is made to proceed with either of the two alternative concepts, a technical assessment of the feasibility of constructing the proposed new building, including soils testing on the adjacent site area, would likely need to be conducted prior to implementing this option.

5.4 Option 2, Separate Appeal/Supreme Court and Provincial Court

The second option would involve the redevelopment of the VLC to accommodate Appeal/Supreme Court functions, and the construction of a new Provincial Court facility on an alternate site.

The decision to reuse the existing VLC for Appeal/Supreme Court functions, rather than for Provincial Court operations, was based on:

- the more extensive requirements for accused holding areas and the movement of accused in custody associated with the operation of the Provincial Court;
- the relative feasibility of being able to accommodate Appeal/Supreme Court and Provincial Court operations during redevelopment of the facility;
- the relative condition of the existing Appeal/Supreme Court and Provincial Court courtrooms; and
- the anticipated fit between projected area requirements for the Appeal/Supreme Courts and Provincial Courts, and the available floor space.

Two alternative approaches to the redevelopment of the VLC for use by the Appeal and Supreme Courts have been developed for Option 2, as discussed in Section 5.6

There has not been a design concept developed for Option 2-PC. It has been assumed that the building would be designed to fully comply with program requirements. Capital cost estimates have been developed based on the gross building floor area requirements outlined in Section 3.5.

5.5 Option 3, New Consolidated Courthouse

The third option would involve the provision of a new Victoria Law Court facility, on a new site, to accommodate all Appeal Court, Supreme Court, and Provincial Court requirements to the year 2004. As with Option 2-PC, there has not been a design concept developed for Option 3. It has similarly been assumed that the building would be designed to fully comply with program requirements, and capital cost estimates have been developed based on the gross building floor area requirements outlined in Section 3.5.

5.6 Minimum and Achievable Concepts

Two alternative building design concepts have been produced for Option 1 and for Option 2. Options 1A and 2-SC-A, which have been termed “minimum concepts”, are intended to illustrate how the building might be redeveloped in a manner which minimizes the extent of renovations, and retains existing facilities where possible. There would be no allowance for refurbishing any of the spaces retained as existing. These might subsequently be upgraded as part of normal ongoing building maintenance.

The two minimum concepts assume that existing spaces which are larger or smaller than program requirements would be retained, as long as they could reasonably be considered to be functional. They also assume that there could be some compromises made with respect to functional relationships within the facility.

Options 1B and 2-SC-B have been termed “Achievable Concepts.” They are intended to illustrate how the building could be redeveloped in a manner which maximizes the fit with program requirements, without affecting the existing building structure, as discussed below. They assume that all spaces retained as existing would be fully refurbished to a level equivalent to new construction.

The alternative design concepts were developed in anticipation of questions which would likely be raised regarding the relative cost-effectiveness of the proposed building options. The minimum concepts provide a “baseline” which can be used to establish the relative costs of the various additional changes which could be made to the building to achieve a more satisfactory long-term fit with program requirements.

5.7 Seismic Upgrade Concepts

As discussed above, Options 1-C and 2-SC-C presume that the VLC is fully upgraded to conform with current seismic Building Code requirements. Although detailed design concepts have not been developed for these options, preliminary construction cost estimates have been developed and are provided in Section 10.

5.8 Fit with Area Requirements

Figure 25 summarizes the area requirements associated with each of the building concepts, in relation to the estimated available space at the VLC, excluding the basement parking level.

Figure 25: Area Analysis, Building Development Options

Option		Required Area (m ²)	Available Area (m ²)	Shortfall (m ²)	Surplus (m ²)
1-A	Consolidated	16,469	13,650	2,819	
1-B	Consolidated	16,469	13,650	2,819	
2-SC-A	Appeal/Supreme	7,350	13,650		6,300
2-SC-B	Appeal/Supreme	7,350	13,650		6,300
2-PC	Provincial	9,868	13,650		3,782
3	Consolidated	16,469	13,650	2,819	

As indicated in Figure 25, implementation of Options 1-A or 1-B would in principle result in a shortfall of 2819 m², while Options 2-SC-A or 2-SC-B would involve a surplus of 6300 m². In reality, it is unlikely that all of the potentially available space could be effectively utilized to meet program requirements.

Consequently, the gross floor area of the new building component of Option 1A and 1B is likely to be larger than 2819 m². Similarly, the actual surplus space available for other functions in Options 2-SC-A and 2-SC-B is likely to be somewhat less than the 6,300 m² indicated. This is illustrated in the detailed discussion of these building options provided in Sections 6 to 9.

5.9 Phased Implementation of Options

It has been assumed that the implementation of each of the options would be phased as appropriate to address cash flow concerns and spread the capital costs over a longer period of time, as well as to avoid major disruption to the on-site operations of the courts.

Detailed phased implementation plans have been developed for Options 1 and 2, and are presented in Appendix A. They are intended to confirm that it would be feasible to implement each of the concepts while accommodating the ongoing operation of the Courts within the existing VLC.

It is possible that the scale of the proposed redevelopment projects for the VLC, as part of Options 1 and 2, could be considered to be of sufficient magnitude to warrant full Building Code upgrading. For this reason, it may prove desirable to stage the proposed redevelopment of the building over a longer period of time, as a set of discrete building projects. Building permit approval would be sought from the City of Victoria for each individual building project.

All of the phasing plans assume that the staging of construction work would take place within the existing or proposed new court facilities. The use of alternative off-site accommodation is unlikely to be a viable option, for the following reasons:

- the law courts must be able to continue to function on an ongoing basis. Any relocation of court functions, either on or off of the existing site, would likely have a major detrimental impact on court operations; and

- many Law Court functions have very stringent operational requirements for separate building circulation systems for members of the judiciary and accused in custody, as well as for secure accused holding areas. It is unlikely that these requirements could be effectively addressed, during building renovations, in temporary accommodations.

In the case of Option 1, it has been assumed that the new building addition would be constructed as the first phase of work, to provide staging space for renovations to the existing building. It has similarly been assumed that under Option 2 the construction of the new Provincial Court facility would precede any work on the VLC.

An attempt has been made in developing each of the plans to minimize the need for temporary moves, to avoid additional costs and the disruption of current operations. A second priority in developing the plans was to provide new courtrooms and judicial accommodation, where required, as early in the process as feasible.

5.10 Parking Requirements

Estimates were developed of the number of parking stalls required for each of the building concepts. They include both secure enclosed parking, and non-restricted parking for staff, visitors and members of the public.

Parking requirements for any of the building concepts will ultimately be dependent upon the specific site selected for implementing that concept. They may be subject to negotiation with the appropriate municipal jurisdiction. For example, Schedule C of the current City of Victoria zoning bylaw suggests that for a new facility one stall would be required for each 65 m² of gross building area. Based on this guideline, requirements would range from 150 for a new Provincial Court courthouse to 250 for a new consolidated facility.

Secure Enclosed Parking

Requirements for secure parking stalls, based on the *Guidelines for the Planning and Design of Law Court Facilities in British Columbia*, are summarized in Figure 26. As indicated, they range from 24 stalls for Appeal/Supreme Court facilities to 60 stalls for a consolidated courthouse.

Figure 26: Secure Parking Requirements

	Options	1-A	1-B	2-SC-A	2-SC-B	2-PC	3
<i>Required Stalls</i>							
Judges		37	37	17	17	20	37
Sheriff		18	18	4	4	16	18
BCBC		5	5	3	3	3	5
<i>Total Secure Enclosed Stalls</i>		60	60	24	24	39	60

Staff and Public Parking Requirements

It has been assumed for planning purposes that requirements for staff parking would range between 25% and 35% of the projected number of staff for each option. The

higher figures assume a site outside of the downtown core area. The lower figures assume the implementation of a Traffic Demand Management program to limit the need for staff parking in downtown Victoria.

Requirements for public parking range from 15% to 25% of the planned public gallery capacity for each facility. As with staff parking, the higher figure assumes a location outside of the downtown core, while the lower figure assumes a central location. In the case of Options 2-SC-A and 2-SC-B, it has been assumed that the VLC would continue to be treated as a non-conforming use, and no additional on-site public parking would be provided.

Summary of Parking Requirements

Figure 27 summarizes the estimates of the overall parking requirements associated with each building concept. The estimates of staff and public stalls reflect the assumptions indicated in the *Notes* provided with each concept.

There are currently a total of 86 secure enclosed stalls available at the VLC, as well as ten surface stalls provided for use primarily by the Land Titles office. As indicated in Figure 27, it has been assumed that any surplus enclosed stalls at the VLC would be reallocated for staff use as part of any options involving the redevelopment of those facilities. This would likely require some basement renovations to create a separate secure area for judges and sheriffs vehicle parking, as well as maintaining secure access to the sallyport.

Figure 27: Summary of Parking Requirements

Options	1-A	1-B	2-SC-A	2-SC-B	2-PC	3
Notes	1,2	1,2	1,3	1,3	4	5
<i>Secure Enclosed Stalls</i>						
Required Stalls	60	60	24	24	39	60
Existing Stalls	86	86	86	86	n/a	n/a
Additional (Surplus)	(26)	(26)	(62)	(62)	39	60
<i>New Secure Enclosed Stalls</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>39</i>	<i>60</i>
<i>Staff Stalls</i>						
Required Stalls	58	58	17	17	64	70
Existing Stalls	26	26	62	62	n/a	n/a
Additional Required	32	32	0	0	64	70
<i>Public Stalls</i>						
Required Stalls	104	104	0	0	88	138
Existing Stalls	0	0	10	10	n/a	n/a
Additional Required	104	104	0	0	88	138
<i>New Public/Staff Stalls</i>	<i>136</i>	<i>136</i>	<i>0</i>	<i>0</i>	<i>152</i>	<i>208</i>

Notes to Figure 27:

1. 10 existing surface stalls by Land Titles office demolished in Options 1A and 1B, retained in Options 2-SC-A and 2-SC-B.
2. Staff requirement based on 25% of 232 non-judicial staff. Public requirement based on 15% of 690 gallery capacity. Assumes 26 existing basement stalls reallocated for staff use.
3. Assume no additional on-site parking for staff or public. Building treated as non-conforming use. Assumes part of secure parking reallocated for staff use.
4. Staff requirement based on 35% of 182 non-judicial staff. Public requirement based on 25% of 352 gallery capacity.
5. Staff requirement based on 30% of 232 non-judicial staff. Public requirement based on 20% of 690 gallery capacity.

6 OPTION 1A, MINIMUM CONCEPT

6.1 Introduction

This section of the report describes one alternative approaches to the implementation of Option 1, as discussed in Section 5.6. Option 1-A focuses on minimizing the extent of building renovations, and reusing existing facilities wherever feasible.

6.2 Overview of Option 1-A

Figure 28 provides an overview of Option 1-A. As indicated, it would involve the redevelopment of the VLC, and the construction of a new six storey building with links to the existing building at Levels 1 and 2, and at the basement level.

Figure 28: Building Concept, Option 1-A

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New Building Functions

The relatively compact design concept for the new building component of Option 1-A is intended to minimize the building footprint, and consequently limit the impact on the adjacent open site area to the east of the existing building. It would incorporate:

- three Supreme Court jury courtrooms and ancillary spaces, including a specialized large jury courtroom for jury selection and high profile cases;
- one Supreme court trial courtroom and ancillary spaces;
- seven Provincial Court trial courtrooms and ancillary spaces; including a new remand courtroom and Sitting Justice of the Peace hearing room;
- new accused holding facilities; including a new sallyport entry; and
- new public service facilities.

Separate dedicated elevators would be provided for use by the judiciary, accused in custody, and staff and the general public. Additional secure enclosed underground

parking would be provided for use by members of the judiciary and/or sheriff's vehicles.

Existing Building Functions

The existing building would be redeveloped to accommodate all of the remaining court functions. The building would house:

- Judicial accommodation for the Appeal, Supreme and Provincial Courts;
- Appeal Court and Supreme Court civil courtrooms;
- some Provincial Court courtrooms,
- Court Services administration office areas;
- office space for Crown Counsel, Probation and Family Services and Sheriff Services;
- the Courthouse Library and Barristers Accommodations; and
- Staff Services and the remaining Public Services facilities.

The existing secure enclosed underground parking would be retained for use by members of the judiciary. The elevator used by both members of the judiciary and accused in custody would be designated for use by the judiciary only. However, on rare occasions it might also be used for escorting accused to the Appeal Court or other courtrooms. The two existing public elevators would be retained for public use.

All judicial chambers would be located in the existing building. Members of the judiciary would use a secure corridor for access to the courtrooms in the new building, and some retiring rooms would likely need to be provided. There would be sufficient space in the new building for one or two retiring rooms per floor, if required.

6.3 Proposed Building Layout

The proposed layout of the facilities to be provided as part of Option 1A are described below, on a floor by floor basis. A discussion of how the work might be phased is presented in Section 6.8.

Basement Level

Figure 29 illustrates the proposed use of the Basement Level. The parkade entrance ramp from Courtney Street would be retained and, as indicated, the existing basement space would continue to be used for secure enclosed parking for members of the judiciary and for sheriff's escort vehicles, as well as for building services. As discussed in Section 6, part of the parking area might be allocated for staff parking. The vehicle sallyport would be removed.

The Courtney Street ramp would also be used to access additional parking provided within the new building. The dedicated elevator for the judiciary could be accessible from this level. Similarly, access could be provided to the dedicated elevator for accused in custody, to allow Sheriff's staff to move between the secure parking area and Sheriff Services on Level 1.

Level 1

Figure 30 illustrates the proposed use of Level 1 of the facilities. Level 1 of the new building would be designated for use for Accused Holding, including new booking facilities and accused holding cells. A new vehicle sallyport would be accessed directly from Courtney Street. The dedicated elevator for accused in custody would provide access to courtrooms on the upper floors of the building.

A link would be provided between the new and existing buildings to accommodate:

- movement of Sheriff's staff between Sheriff Services and Accused Holding;
- access for lawyers and official visitors to interview areas within Accused Holding; and
- access for accused in custody to dedicated stairs leading to two Provincial Court courtrooms located on Level 2 of the existing building.

Level 1 of the existing building would consist primarily of expanded office space for Crown Counsel, Probation and Family Services, and new offices for the Coroners Service.

All three of these building components require extended hour access. This would likely be provided through the use of designated after hours entrances off Courtney Street. Direct access to Probation and Family Services from Courtney Street could be provided, if appropriate. The remainder of the floor would be designed to restrict public access to other areas of the building outside of normal daytime working hours.

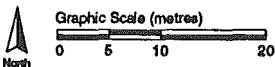
New Sheriffs Services offices areas, staff services facilities, and building services functions could be located in the remainder of the available floor space.

Figure 29: Option 1-A, Basement Level

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Figure 30: Option 1-A, Level 1

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Level 2

Figures 31 and 32 illustrate the proposed use of Level 2 of the existing and new facilities. As indicated, this would include both a main floor level and the mezzanine space in the VLC, as well as an equivalent main floor level and mezzanine in the new building.

Level 2 of the new building would contain a new remand courtroom and ancillary spaces, including a group holding area and interview rooms. A new main public entrance and entry lobby would also be constructed. It would be accessed from Burdett Avenue, but could also open on to the adjacent open space. Major public service functions would likely be accommodated in this area, including a food kiosk and day use offices for duty counsel and service agencies. Two set of public elevators would provide access to courtrooms on upper floors.

As indicated, there could be three links to the existing building:

- public circulation between the two buildings;
- judicial circulation, to provide access between the judicial elevators in the new and existing buildings; and
- direct access to the remand courtroom from Court Services Administration, to facilitate the movement of exhibits and files.

The mezzanine space which would be created due to the ceiling height of the remand courtroom would likely be used for building mechanical services and/or storage.

Much of Level 2 of the existing building, excluding the east end of the floor occupied by the Land Titles office, would be retained as existing. This would include the space currently occupied by Court Services Administration, judicial accommodation for the Provincial Court, and the three existing Provincial Court courtrooms. The existing mezzanine space would continue to be used for Court Services Administration storage, as is currently the case, and for building mechanical and service functions.

Most of the balance of the space vacated by the Land Titles office would be redeveloped for use by Court Services Administration and barristers accommodation. Extended hours access to the latter component would be provided from the existing building entrance on Burdett Avenue.

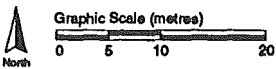
Two new Provincial Court courtrooms would also be constructed. It is anticipated that these courtrooms would be used primarily to hear Youth, Family, Traffic or Small Claims matters. They would have custody access via stairs from the accused holding area on Level 1.

Figure 31: Option 1-A, Level 2 (Main)

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Figure 32: Option 1-A, Level 2 (Mezzanine)

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Level 3

Figure 33 illustrates the proposed use of Level 3. The new building would consist of two Supreme Court jury courtrooms and ancillary spaces, including interview rooms, witness waiting areas, public waiting areas, and jury deliberation room. Space might also be provided for a jury waiting room. One of the two courtrooms would be substantially larger, to accommodate jury selection and high profile trials.

Level 3 of the existing building would be used for Provincial Court judicial accommodation. The judicial chambers currently in use would be retained where feasible, and additional chambers would be constructed. One of the two existing Supreme Court courtrooms would be retained.

Level 4

Figure 34 illustrates the proposed use of Level 4. The new building would contain two Provincial Court trial courtrooms and ancillary spaces, as well as two Settlement Conference rooms. Level 4 of the existing building would continue to be used for Appeal/Supreme Court judicial accommodation. The judicial chambers currently in use would be retained where feasible, and additional chambers would be constructed. The two existing Supreme Court courtrooms would be retained.

Level 5

Figure 35 illustrates the proposed use of Level 5. The layout of the new building would be similar to Level 4, and contain two Provincial Court trial courtrooms and ancillary spaces. A Hearing Room for use by a Sitting Justice of the Peace would also be provided. Level Five of the existing building would continue to be used by the Courthouse Library. Two new Supreme Court chambers courtrooms, a Masters hearing room and ancillary spaces would also be provided.

Level 6

Figure 36 illustrates the proposed use of Level 6 of the existing facility. It would be redeveloped to provide additional judicial accommodation for the Appeal and Supreme Courts. Two new Supreme Court jury courtrooms and ancillary spaces would also be provided.

Level 6 of the new building would contain a Supreme Court jury courtroom and jury deliberation room, two Provincial Court trial courtrooms, and ancillary spaces.

Figure 33: Option 1-A, Level 3

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Figure 34: Option 1-A, Level 4

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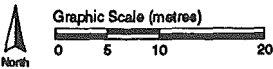
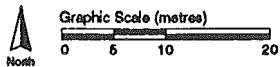


Figure 35: Option 1-A, Level 5

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Figure 36: Option 1-A, Level 6

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6.4 Summary of Courtroom Distribution

Figure 37 summarizes the proposed distribution of the ten Appeal/Supreme court courtrooms and thirteen Provincial Court courtrooms within the existing and new facilities.

Figure 37: Option 1A, Summary of Courtroom Distribution

	Appeal/Supreme Court		Provincial Court	
	Existing Building	New Building	Existing Building	New Building
Level One				
Level Two			5	1
Level Three	1	2		
Level Four	3			2
Level Five	2			3
Level Six	1	1		2
Subtotal	7	3	5	8
Total	10		13	

6.5 Building Area Analysis

Figure 38 provides an area analysis of the proposed building concept. It illustrates the component gross occupancy area for each component in comparison with the facilities program space requirements described in Section 3. The component gross area includes all of the net assignable spaces, as well as allowances for internal component circulation and partitions.

As indicated, there would be a net shortfall of 210 m². It is possible that a more efficient fit with program requirements could be achieved with alternative design concepts, based on a more efficient building layout; or more effective use of basement, mezzanine and public circulation space to meet some program requirements.

Figure 38: Area Analysis, Option 1-A

Component Gross Area (m2)				
Component	Program	Occupancy	Surplus	Shortfall
1 Courtrooms and Ancillary Spaces	4320.8	4280.0		-41
2 Judicial Accommodation: Supreme Court	1145.2	1135.0		-10
3 Judicial Accommodation: Provincial Court	1166.3	1145.0		-21
4 Court Services Administration	1679.4	1585.0		-94
5 Regional Office	0.0	0.0		
6 Sheriff Services	233.2	240.0	7	
7 Accused Holding	424.3	505.0	81	
8 Crown Counsel	1655.2	1640.0		-15
9 Barristers' Accommodation	288.5	275.0		-13
10 Probation and Family Court Services	516.9	530.0	13	
11 Courthouse Library	611.0	570.0		-41
12 Staff Services	414.7	395.0		-20
13 Public Services	417.0	365.0		-52
14 Building Services	262.1	260.0		-2
15 Coroner's Service	44.6	45.0		
A Total Component Gross Area	13179.2	12970.0	101	-310
B Net Surplus or Shortfall				-210
C Total Building Gross Area	16469.0			

6.6 Functional Limitations

Implementation of Option 1-A as described above would respond adequately to most space program requirements. However, the facilities would still have a number of significant functional limitations, compared with a new replacement facility. Some could be addressed through alternate redevelopment concepts, but this would likely involve other compromises.

These limitations include the following:

1. The travel distance between judicial chambers and courtrooms in the new addition, including the use of two separate elevators, would likely require the provision of retiring rooms in the new addition. The required Supreme Court large jury courtroom will not fit within the existing building structure without blocking views from the public gallery. Consequently, it would most likely be provided in the new addition.
2. The use of two separate banks of public elevators will require careful attention to directional signage to avoid confusion regarding access to courtrooms and other court functions.

3. The three Provincial Court courtrooms to be retained on Level 2, and the two new courtrooms to be provided on Levels 3 and 4, would not have dedicated secure custody access. Moving accused in custody from the accused holding area in the new addition would require the use of judicial circulation. These courtrooms would likely need to be designated for use for small claims, traffic court or other non-custody matters.
4. Accommodation for the Appeal/Supreme Court judiciary would be split between Levels 4 and 6. Accommodation for the Provincial Court judiciary would similarly be split between Levels 2 and 3. This would compromise internal communications and shared use of support facilities.
5. Court Services Administration would be housed in three separate locations on Level 2. This may not meet operational requirements.

6.7 Impacts on Building Structure

An attempt was made in developing the design concept to limit impacts on the structure of the VLC. Option 1-A as illustrated above would involve the following links on Level 2 between the existing and new structure: public circulation; judicial circulation; sheriff circulation; and court services administration access to the new remand courtroom. Access would also be provided between the existing and new parkades.

BCBC has indicated that providing these links between the existing VLC and the new building, should be acceptable to municipal authorities, as long as they are implemented in a manner which does not have a significant impact on the structure of the existing building. The other proposed change which would have a limited impact on the structure would be the provision of new custody stair access between Level 1 and new courtrooms on Level 2.

6.8 Phasing Plan

One possible approach to the implementation of Option 1A is illustrated in Appendix A. It would involve the construction of new and redeveloped facilities in five separate phases. Alternative approaches involving a greater or lesser number of phases might also be feasible. Figure 39 summarizes the number of courtrooms which would be available for use at the conclusion of each phase, excluding Supreme Court Masters and Registrar's Hearing Rooms, and Provincial Court settlement conference rooms. If required, one or both of the existing Supreme Court courtrooms on Level 3 could be redesignated for temporary use by the Provincial Court at the conclusion of Phase Two.

Figure 39: Courtroom Availability, Option 1-A

Phase	Courtrooms		
	Appeal/Supreme	Provincial Court	Total
One	10	12	22
Two	14	12	26
Three	13	12	25
Four	10	14	24
Five	10	13	23

7 OPTION 1-B, ACHIEVABLE CONCEPT

7.1 Introduction

Option 1B illustrates an alternative approach to implementing Option 1, as discussed in Section 5.6. It focuses on maximizing building conformance with facilities program requirements, within the constraints of the existing building layout and site.

7.2 Overview of Option 1-B

Figure 40 provides an overview of Option 1-B. As indicated, it would involve the redevelopment of the VLC, and the construction of a new six storey building with links to the existing building at Levels 1 and 2, and at the basement level. The overall design concept and building functions are similar to that of Option 1-A.

Figure 40: Building Concept, Option 1-B

S15

7.3 Proposed Building Layout

The proposed layout of the facilities to be provided as part of Option 1B are described below, on a floor by floor basis. A discussion of how the work might be phased is presented in Section 7.8.

Basement Level and Level 1

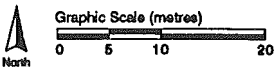
Figures 41 and 42 illustrates the proposed use of the Basement Level and Level 1, respectively. The layout of both levels would be identical to Option 1-A.

Figure 41: Option 1-B, Basement Level

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Figure 42: Option 1-B, Level 1

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Level 2

Figures 43 and 44 illustrate the proposed use of Level 2 of the existing and new facilities. As indicated, this would include both a main floor level and mezzanine space in the VLC, as well as an equivalent main floor level and mezzanine in the new building.

Level 2 of the new building would be identical to Option 1A. Most of Level 2 of the existing building would be redeveloped for use by Court Services Administration and the Courthouse Library. One of the three existing Provincial Court courtrooms would be retained, and two new Provincial Court courtrooms would also be constructed, as in Option 1-A, with custody access via stairs from the accused holding area on Level 1. The existing mezzanine space would continue to be used for Court Services Administration storage and for building mechanical and service functions.

Extended hours access to the Courthouse Library and Barristers Accommodation would be provided from the existing building entrance on Burdett Avenue.

Level 3

Figure 45 illustrates the proposed use of Level 3. The new building would be identical to Option 1A. The existing building would be used entirely for judicial accommodation for the Provincial Court. It would contain a total of eighteen chambers for resident and visiting judges, as well as an office for a Sitting Justice of the Peace. The judicial chambers currently in use would be retained where feasible.

Level 4

Figure 46 illustrates the proposed use of Level 4. The new building would be identical to Option 1-A. Level Four of the existing building would contain three Supreme Court trial courtrooms and two Provincial Court courtrooms, ancillary spaces, and new staff services facilities. Provision could also be made for a small holding area to allow for the use of courtrooms on the floor, if and when required, for cases involving accused in custody.

Level 5

Figure 47 illustrates the proposed use of Level 5. The new building would be identical to Option 1-A. Level Five of the existing building would contain five of the ten Appeal and Supreme Court courtrooms, including a new Appeal/Supreme Court courtroom, two Supreme Court chambers courtrooms, and two Supreme Court jury courtrooms plus ancillary spaces.

Level 6

Figure 48 illustrates the proposed use of Level 6. The layout of the new building would be similar to Level 5, and contain two Provincial Court trial courtrooms and ancillary spaces. Level 6 of the existing building would be used primarily for judicial accommodation for the Appeal and Supreme Courts. It would contain a total of eighteen chambers for resident and visiting justices and Masters. A Masters Hearing Room would be located adjacent to public circulation.

Figure 43: Option 1-B, Level 2 (Main)

s.15

Figure 44: Option 1-B, Level 2 (Mezzanine)

S15

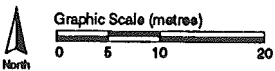


Figure 45: Option 1-B, Level 3

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Figure 46: Option 1-B, Level 4

S15

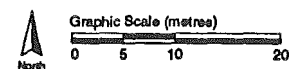
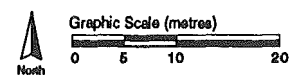


Figure 47: Option 1-B, Level 5

S15

Figure 48: Option 1-B, Level 6

s.15



7.4 Summary of Courtroom Distribution

Figure 49 summarizes the proposed distribution of the ten Appeal/Supreme court courtrooms and thirteen Provincial Court courtrooms within the existing and new VLC facilities.

Figure 49: Option 1B, Summary of Courtroom Distribution

	Appeal/Supreme Court		Provincial Court	
	Existing Building	New Building	Existing Building	New Building
Level One				
Level Two			3	1
Level Three		2		
Level Four	3		2	2
Level Five	5			3
Level Six			2	
Subtotal	8	2	7	6
Total	10		13	

7.5 Building Area Analysis

Figure 50 provides an area analysis of the proposed building concept. It illustrates the component gross occupancy area for each component in comparison with the facilities program space requirements described in Section 3. The component gross area includes all of the net assignable spaces, as well as allowances for internal component circulation and partitions.

As indicated, there would be a net surplus of 5 m². It is possible that a more efficient fit with program requirements could be achieved with alternative design concepts which would reallocate space between components.

Figure 50: Area Analysis, Option 1-B

Component Gross Area (m2)				
Component	Program	Occupancy	Surplus	Shortfall
1 Courtrooms and Ancillary Spaces	4320.8	4310		-11
2 Judicial Accommodation: Supreme Court	1145.2	1105		-40
3 Judicial Accommodation: Provincial Court	1166.3	1190	24	
4 Court Services Administration	1679.4	1810	131	
5 Regional Office	0.0	0		
6 Sheriff Services	233.2	240	7	
7 Accused Holding	424.3	505	81	
8 Crown Counsel	1655.2	1540		-115
9 Barristers' Accommodation	288.5	245		-43
10 Probation and Family Court Services	516.9	530	13	
11 Courthouse Library	611.0	560		-51
12 Staff Services	414.7	395		-20
13 Public Services	417.0	450	33	
14 Building Services	262.1	260		-2
15 Coroner's Service	44.6	45		
A Total Component Gross Area	13179.2	13185	288	-282
B Net Surplus or Shortfall			5	
C Total Building Gross Area	16469.0			

7.6 Functional Limitations

Implementation of Option 1-B as described above would respond adequately to most space program requirements. The proposed building concept would also respond to many of the functional limitations of Option 1-A, which include:

- accommodating members of each of the two judicial groups on two separate floors,
- providing office space for Court Services Administration in multiple locations; and
- providing a substantial number of courtroom without dedicated secure custody access.

Under Option 1-B, the Appeal/Supreme Court and Provincial Court judiciaries would be consolidated on Levels 6 and 3 respectively, Court Services Administration offices would be provided in a single contiguous area on Level 2, and the single existing Provincial Court courtroom to be retained on Level 2 would be the only one without dedicated secure custody access.

The only major problem which would not be addressed by Option 1-B would be the travel distance between judicial chambers and courtrooms in the new addition, including the probable need to provide dedicated retiring rooms in the addition.

7.7 Impacts on Building Structure

Option 1-B as illustrated above would have the same impacts on the existing building structure as Option 1-A, involving four links on Level 2 between the existing and new structure, access between existing and new basement parkade areas, and the provision of new custody stair access between Level 1 and new courtrooms on Level 2.

7.8 Phasing Plan

One possible approach to the implementation of Option 1-B is illustrated in Appendix B. It would involve the construction of new and redeveloped facilities in five separate phases. Alternative approaches involving a greater or lesser number of phases might also be feasible. Figure 51 summarizes the number of courtrooms which would be available for use at the conclusion of each phase, excluding Supreme Court Masters and Registrar's Hearing Rooms, and Provincial Court settlement conference rooms. If required, one or both of the existing Supreme Court courtrooms on Level 4 could be redesignated for temporary use by the Provincial Court at the conclusion of Phase Two.

Figure 51: Courtroom Availability, Option 1-B

Phase	Courtrooms		
	Appeal/Supreme	Provincial Court	Total
One	9	12	21
Two	14	12	26
Three	10	14	26
Four	10	14	24
Five	10	13	23

8 OPTION 2-SC-A, SUPREME COURT, MINIMUM CONCEPT

8.1 Introduction

This section of the report describes one approach to the implementation of Option 2, the redevelopment of the VLC for use by the Appeal and Supreme Courts, and the construction of a new Provincial Court on an alternate site. As discussed in Section 5.6, Option 2-SC-A focuses on minimizing the extent of building renovations, and reusing existing facilities wherever feasible.

8.2 Overview of Option 2-SC-A

Figure 52 provides an overview of Option 2-SC-A.

Figure 52: Overview of Option 2-SC-A

S15

As indicated in Figure 52, the primary changes to the use of the VLC would include:

- the relocation of Court Services headquarters functions off-site, and the designation of Level 6 as surplus space;
- the construction of two new chambers courtrooms on Level 5, with the reallocation of space from the Courthouse Library;
- the redevelopment of part of the existing Provincial Court judicial accommodation on Level 2 for use by Court Services Administration.

The existing building gross floor area of some 13,000 m² (excluding basement) is well in excess of the estimated 7400 m² required to meet projected Appeal/Supreme Court requirements. Consequently, a significant amount of surplus space would be available, at least in the short term, to accommodate other functions.

8.3 Proposed Building Layout

The proposed layout of the facilities to be provided as part of Option 2-SC-A are described below, on a floor by floor basis. A discussion of how the work might be phased is presented in Section 8.8.

Option 2-SC-A, Basement Level

Figure 53 illustrates the proposed use of the Basement Level of the existing facilities. The area would continue to be used for secure enclosed parking for members of the judiciary and for sheriff's escort vehicles.

Option 2-SC-A, Level 1

As illustrated in Figure 54, the existing Sheriff Services and Accused Holding areas would be retained in their current location. The major existing functions, Provincial Court courtrooms, and Crown Counsel and Probation and Family Services offices, would be relocated to the new Provincial Court facility (Option 2-PC). Some of the vacated space would be redesignated for use for Staff Services, Public Services and Building Services. The remainder of the floor area would be available for other tenants.

Option 2-SC-A, Level 2

Figures 55 and 56 illustrate the proposed use of Level 2, including both the main floor level and mezzanine space. The main floor level would consist primarily of Court Services Administration office areas, and the three existing courtrooms. Most of the existing Provincial Court judicial accommodation would be redeveloped for use by Court Services Administration. Five of the existing chambers would be retained for use by the Appeal and Supreme Court judiciary. The Land Titles office would remain in its existing location.

Some of the mezzanine space (other than that required for building services) could be used for Court Services storage. The remainder of the space would be available for other functions.

Option 2-SC-A, Level 3

As shown in Figure 57, Level 3 would be retained as existing.

Option 2-SC-A, Level 4

As illustrated in Figure 58, Level 4 would also be largely retained as existing, except for the conversion of the existing chambers courtroom for use as courtroom ancillary spaces.

Option 2-SC-A, Level 5

As shown in Figure 59, Level 5 would be retained as existing for use by the Courthouse Library and Barristers Accommodation.

Option 2-SC-A, Level Six

Level Six would be vacated and designated as surplus space for use by other tenants.

Figure 53: Option 2-SC-A, Basement Level

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Figure 54: Option 2-SC-A, Level One

s.15

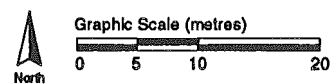


Figure 55: Option 2-SC-A, Level Two (Main)

s.15

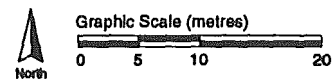


Figure 56: Option 2-SC-A, Level Two (Mezzanine)

S15

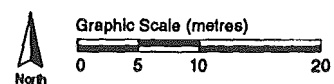


Figure 57: Option 2-SC-A, Level Three

s.15

Figure 58: Option 2-SC-A, Level Four

s.15

Figure 59: Option 2-SC-A, Level Five

S15

8.4 Summary of Courtroom Distribution

Figure 60 summarizes the proposed distribution of the eleven Appeal/Supreme Court courtrooms within the existing VLC facilities. Although only ten courtrooms would be required, it has been assumed that the existing chambers courtroom on Level 3 would be retained for future use. Alternatively, the space could be redeveloped to provide additional ancillary facilities for the two existing jury courtrooms on the floor.

It has also been assumed that the largest of the existing courtrooms on Level 2 would be redesignated as a jury courtroom, and that the larger existing Masters/Chambers courtroom on Level 4 would be redesignated as a trial courtroom.

Figure 60: Summary of Courtroom Distribution

	Courtroom Type				
	Appeal/Civil	Trial	Jury	Large Jury	Chambers
Level One					
Level Two		2	1		
Level Three			2		1
Level Four	1	1	1		
Level Five					2
Level Six					
Subtotal	1	3	4		3
Total	11				

8.5 Building Area Analysis

Figure 61 provides an area analysis of the proposed building concept. It illustrates the component gross occupancy area for each component in comparison with the facilities program space requirements described in Section 3. The component gross area includes all of the net assignable spaces, as well as allowances for internal component circulation and partitions.

As indicated, there would be a net surplus of 351 m². It is possible that a more efficient fit with program requirements could be achieved with an alternative design concept, which might allow for the reallocation of space between components and the redesignation of some space as surplus.

Figure 61: Area Analysis, Option 2-SC-A

Component	Component Gross Area (m2)			
	Program	Occupancy	Surplus	Shortfall
1 Courtrooms and Ancillary Spaces	2315.0	2440.0	125	
2 Judicial Accommodation: Supreme Court	1145.2	1090.0		-55
3 Judicial Accommodation: Provincial Court	0.0	0.0		
4 Court Services Administration	897.1	1040.0	143	
5 Regional Office	0.0	0.0		
6 Sheriff Services*	111.1	420.0	146	
7 Accused Holding*	163.1	*		
8 Crown Counsel	0.0	0.0		
9 Barristers' Accommodation	201.4	185.0		-16
10 Probation and Family Court Services	0.0	0.0		
11 Courthouse Library	611.0	620.0	9	
12 Staff Services	215.6	215.0		-1
13 Public Services	246.6	245.0		-2
14 Building Services	158.3	160.0	2	
15 Coroner's Service	0.0	0.0		
A Total Component Gross Area	6064.4	6415.0	424	-74
B Net Surplus or Shortfall			351	
C Total Building Gross Area	7349.4			

*Combined area in existing building retained.

8.6 Functional Limitations

Due in part to the large amount of anticipated surplus space, implementation of Option 2-SC-A as described above should respond adequately to most space program requirements. However, the facilities would still have a number of significant functional

limitations, compared with a new replacement facility. Some could be addressed through alternate redevelopment concepts, but this would likely involve other compromises. These limitations include the following:

1. It would continue to be necessary on occasion for members of the judiciary and accused in custody to stage the shared use of a single elevator, and the existing entry sallyport would likely be retained. However, the number of instances when this would occur would decrease dramatically when the Provincial Court is relocated to new facilities. The forecast annual number of criminal trials for 2004 is nearly 6000 for the Provincial Court, but only 182 for the Supreme Court.
2. Accommodation for the Appeal/Supreme Court judiciary would be split between Levels 2, 3 and 4. This would compromise internal communications and shared use of support facilities.
3. A new large jury courtroom for jury selection and high profile trials, as specified in the facilities program, would *not* be provided, as the existing jury courtrooms would be retained.
4. Court Services Administration would be housed in two separate locations on Level 2. This may not meet operational requirements.

8.7 Impacts on Building Structure

There would be no impacts on the existing building structure.

8.8 Phasing Plan

One possible approach to implementing Option 2-SC-A is illustrated in Appendix C. It would involve the construction of new and redeveloped facilities in three separate phases. Alternative approaches involving a greater or lesser number of phases might also be feasible. It is probable that some of the potentially more disruptive components of the construction work would be scheduled during the summer, when the Appeal and Supreme Courts would not normally be sitting.

At the conclusion of Phases One and Two there would be a total of fourteen courtrooms, excluding Supreme Court Masters hearing rooms, potentially available for use by the Appeal and Supreme Courts. This would decrease to eleven at the completion of Phase 3.

9 OPTION 2-SC-B, SUPREME COURT, ACHIEVABLE CONCEPT

9.1 Introduction

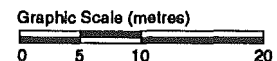
Option 2-SC-B presents an alternative approach to implementing Option 2, as discussed in Section 5.6. It focuses on maximizing building conformance with facilities program requirements, within the constraints of the existing building layout and site.

9.2 Overview of Option 2-SC-B

Figure 62 provides an overview of Option 2-SC-B.

Figure 62: Option 2-SC-B

S15



As indicated in Figure 62, the primary changes to the use of the VLC would include:

- the relocation of Court Services headquarters functions off-site, and the redevelopment of Level 6 for Appeal/Supreme court judicial accommodation;
- the construction of new courtrooms on Level 5, with the relocation of the Courthouse Library and Barrister's Accommodation to Levels 3 and 4, respectively; and
- the relocation of the Land Titles office on Level 2 off-site, and the development of a new large jury courtroom and ancillary functions for Supreme Court use.

The existing building gross floor area of some 13,000 m² (excluding basement) is well in excess of the estimated 7400 m² required to meet projected Appeal/Supreme Court requirements. Consequently, a significant amount of surplus space would be available, at least in the short term, for other functions.

9.3 Proposed Building Layout

The proposed layout of the facilities to be provided as part of Option 2-SC-B are described below, on a floor by floor basis. A discussion of how the work might be phased is presented in Section 9.8.

Option 2-SC-B, Basement Level

Figure 63 illustrates the proposed use of the Basement Level of the existing facilities. The area would continue to be used for secure enclosed parking for members of the judiciary and for sheriff's escort vehicles.

Option 2-SC-B, Level 1

As illustrated in Figure 64, the existing Sheriff Services and Accused Holding areas would be retained in their current location, although they would be upgraded as feasible. The remainder of the floor area would be available for other non-court functions. The major existing functions, Provincial Court courtrooms, and Crown Counsel and Probation and Family Services offices, would be relocated to the new Provincial Court facility (Option 2-PC).

Option 2-SC-B, Level 2

Figures 65 and 66 illustrate the proposed use of Level 2, including both the main floor level and mezzanine space. The main floor level would consist primarily of Court Services Administration office areas. A large Supreme Court jury courtroom and ancillary spaces would be located in the space currently occupied by the Land Titles Office, to take advantage of the larger clear spans in this part of the building. Staff Services and some Public Services facilities would also be provided on Level 2. The remainder of the space would be designated as surplus.

Some of the existing mezzanine space (other than that required for building mechanical systems) could be used for Court Services storage. The remainder of the space would be available for other functions.

Option 2-SC-B, Level 3

As shown in Figure 67, most of Level 3 would be designated for use for the Courthouse Library, which would be relocated from Level 5. One of the two existing courtrooms would be retained, along with ancillary facilities, while the other would be reduced in size for use as a chambers courtroom.

Option 2-SC-B, Level 4

Figure 68 shows the proposed redevelopment of Level 4. As indicated, the existing Appeal Court courtroom and jury courtroom would be retained. A third trial courtroom would also be provided, along with ancillary facilities. Barristers Accommodation would be relocated to Level 4 from its current location on Level 5.

Option 2-SC-B, Level 5

As illustrated in Figure 69, four new courtrooms would be constructed on Level 5, along with ancillary facilities, in the space vacated by the existing Courthouse Library and Barristers Accommodations. This would include two jury courtrooms, one chambers courtroom, and a new trial courtroom.

Option 2-SC-B, Level 6

As shown in Figure 70, Level 6 would be used primarily for judicial accommodation for the Appeal and Supreme Courts. It would contain a total of seventeen chambers for resident and visiting Justices and Masters. A Masters Hearing Room would be located adjacent to public circulation.

Figure 63: Option 2-SC-B, Basement Level

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Figure 64: Option 2-SC-B, Level 1

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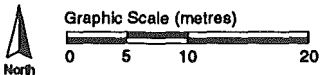


Figure 65: Option 2-SC-B, Level 2 (Main)

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Figure 66: Option 2-SC-B, Level 2 (Mezzanine)

S15

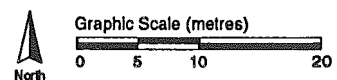


Figure 67: Option 2-SC-B, Level 3

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Figure 68: Option 2-SC-B, Level 4

S15

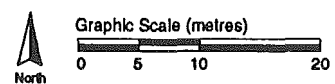
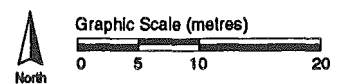


Figure 69: Option 2-SC-B, Level 5

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Figure 70: Option 2-SC-B, Level 6

s.15



9.4 Summary of Courtroom Distribution

Figure 71 summarizes the proposed distribution of the ten Appeal and Supreme Court courtrooms within the VLC.

Figure 71: Summary of Courtroom Distribution

	Courtroom Type				
	Appeal/Civil	Trial	Jury	Large Jury	Chambers
Level One					
Level Two				1	
Level Three		1			1
Level Four	1	1	1		
Level Five		1	2		1
Level Six					
Subtotal	1	3	3	1	2
Total	10				

9.5 Building Area Analysis

Figure 72 provides an area analysis of the proposed building concept. It illustrates the component gross occupancy area for each component in comparison with the facilities program space requirements described in Section 3. The component gross area includes all of the net assignable spaces, as well as allowances for internal component circulation and partitions.

As indicated, there would be a net surplus of 202 m². It is possible that a more efficient fit with program requirements could be achieved with an alternative design concept, which might allow for the reallocation of space between components and the redesignation of some space as surplus.

Figure 72: Area Analysis, Option 2-SC-B

Component Gross Area (m2)				
Component	Program	Occupancy	Surplus	Shortfall
1 Courtrooms and Ancillary Spaces	2315.0	2210.0		-105
2 Judicial Accommodation: Supreme Court	1145.2	1196.0	51	
3 Judicial Accommodation: Provincial Court	0.0	0.0		
4 Court Services Administration	897.1	920.0	23	
5 Regional Office	0.0	0.0		
6 Sheriff Services*	111.1	420.0	146	
7 Accused Holding*	163.1	*		
8 Crown Counsel	0.0	0.0		
9 Barristers' Accommodation	201.4	200.0		-1
10 Probation and Family Court Services	0.0	0.0		
11 Courthouse Library	611.0	650.0	39	
12 Staff Services	215.6	220.0	4	
13 Public Services	246.6	280.0	33	
14 Building Services	158.3	170.0	12	
15 Coroner's Service	0.0	0.0		
A Total Component Gross Area	6064.4	6266.0	308	-106
B Net Surplus or Shortfall			202	
C Total Building Gross Area	7349.4			

*Combined area in existing building retained.

9.6 Functional Limitations

Implementation of Option 2-SC-B as described above would respond adequately to most space program requirements. The proposed building concept would also respond to many of the functional limitations of Option 2-SC-A, which include:

- accommodating members of the Appeal/Supreme Court judiciary on three separate floors;
- providing office space for Court Services Administration in multiple locations; and
- the lack of a large jury courtroom.

Under Option 2-SC-B, the Appeal/Supreme Court judiciary would be consolidated on Level 6, Court Services Administration offices would be provided in a single contiguous area on Level 2, and a new large jury courtroom would be provided on Level 2.

The only major problem which would *not* be addressed by Option 2-SC-B would be the continued need for members of the judiciary and accused in custody to stage the shared use of a single elevator. An additional limitation would be a problem with views from the

public gallery area in the large jury courtroom being partially obstructed by the existing building columns.

9.7 Impacts on Building Structure

There would be no impacts on the existing building structure.

9.8 Phasing Plan

One possible approach to implementing Option 2-SC-B is illustrated in Appendix D. It would involve the construction of new and redeveloped facilities in four separate phases. Alternative approaches involving a greater or lesser number of phases might also be feasible. As with Option 2-SC-A, it is probable that some of the potentially more disruptive components of the construction work would be scheduled during the summer, when the Appeal and Supreme Court would not normally be sitting.

At the conclusion of Phase One there would be a total of thirteen courtrooms, excluding Masters hearing rooms, potentially available for use by the Appeal and Supreme Courts. This would increase to fifteen at the end of Phase Two, and then decrease to thirteen at the end of Phase Three and ten at the completion of Phase Four.

10 EVALUATION OF LONG TERM BUILDING OPTIONS

10.1 Introduction

The three long-term building development options for the Victoria Law Courts described in Section 5 have been evaluated based on a number of criteria, including:

- anticipated fit with functional program requirements;
- cost-effectiveness;
- probable impacts on the ongoing operation of the courts; and
- projected capital and operating costs.

10.2 Fit with Functional Program Requirements

A primary criteria for evaluating each of the options is the extent to which the option could likely accommodate all of the functional requirements of the Law Court operations. One critical consideration is the feasibility of providing the dedicated building circulation systems required for members of the judiciary and court staff, the movement of accused in custody, and the public. As noted in Section 4, this is a significant limitation of the existing facility.

An assessment has been made of the extent to which each of the building redevelopment concepts meets a number of key functional program requirements. The results are summarized in Figure 73. Some of the more specific limitations of each of the building concepts are addressed in Sections 6 to 9. It is assumed that both a new Provincial Court courthouse (Option 2-PC) and a new consolidated courthouse (Option 3) would be designed in a manner which would conform with all of those requirements.

Some of the identified limitations of the building concepts might be resolved with alternative design concepts. The discussion which follows focuses on differences between the options which are likely to be problematic regardless of the specific design approach.

Space Requirements

It should be possible for all of the options to meet most functional program space requirements. As indicated in Sections 6 through 9, the component occupancy areas for each of the current building concepts are close to the program requirements. Alternate design concepts should be able to address most of the indicated space shortfalls, although there would inevitably be some compromises based on the configuration of the existing building. It is possible that the size and configuration of the new building addition in Options 1-A, 1-B and 1-C might be modified in the course of detailed design.

Figure 73: Functional Fit Criteria

Criteria	1-A	1-B	1-C	2-SC-A & 2-PC	2-SC-B & 2-PC	2-SC-C & 2-PC	3
1. Accommodate all space requirements	2	2	2	2	2	2	2
2. Provide separate and distinct building circulation systems for judiciary, accused in custody, staff and public	1	1	1	1	1	1	2
3. Provide required numbers of courtrooms	2	2	2	2	2	2	2
4. Provide required sizes and configurations of courtrooms	1	1	1	0	1	1	2
5. Provide secure custody access to all courtrooms	0	1	1	0	0	0	2
6. Minimize travel distances between judicial chambers and courtrooms; avoid need for retiring rooms	0	0	0	1	1	1	2
8. Minimize travel distances for Court Services and other users	0	0	0	1	1	1	2
9. Consolidate components where required in a single location	1	2	2	1	2	2	2
10. Provide sufficient site capacity for longer term growth	0	0	0	2	2	2	2
11. Provide internal flexibility and adaptability for responding to future change	0	0	0	0	0	0	2
12. Provide appropriate public entrance and image for court facilities	1	1	1	1	1	1	2
<i>Total</i>	8	10	10	11	13	13	22

MEETS OBJECTIVE:

0 = NO

1 = PARTIALLY

2 = YES

Courtroom Requirements

Each of the three options would provide the required total of 10 Appeal and Supreme Court courtrooms and 13 Provincial Court courtrooms. It should also be possible to meet most requirements for courtroom sizes and configurations. In the case of the options involving the redevelopment of the VLC, several of the courtrooms would likely be larger than would be provided based on program requirements, based on existing building and site constraints and the objective of retaining existing courtrooms where practical.

The one exception is the required 237 m² Supreme Court large jury courtroom, which is substantially larger than the existing 150 m² jury courtrooms. As discussed in Section 9, the clear spans in the existing building are insufficient to accommodate this large a courtroom. Consequently, in Options 2-SC-B and 2-SC-C this courtroom would have views from the public gallery partially obscured by building columns. Option 2-SC-A assumes that an additional standard jury courtroom would be provided in lieu of this larger space.

Separate Circulation Systems

The major limitation of Options 1 and 2 involves the provision of secure custody access to courtrooms. Option 3 would provide dedicated secure custody access to all 23 courtrooms. In contrast, Figure 74 summarizes access conditions by courtroom type for Options 1 and 2. Courtroom access is identified as:

- *dedicated*, for use by accused in custody and escorts only;
- *shared*, for use by both accused and custody and members of the judiciary; or
- *none*, not provided.

As indicated, in each option roughly half of the courtrooms would have shared access. This would involve many of the courtrooms which would be retained in the VLC, most of which would be used by the Appeal and Supreme Courts.

It is anticipated that by 2004 up to eleven trial courtrooms would be required to hear Provincial Court adult criminal and Young Offenders Act cases, while an additional two courtrooms would be required for Supreme Court Criminal matters. All of the options would provide at least eleven Provincial Court courtrooms with dedicated secure custody access. For Option 1, two Supreme Court jury courtrooms would similarly be provided with dedicated access. However, in the case of Option 2, access to courtrooms would continue to be shared with the judiciary.

While this would in principle satisfy projected requirements for courtrooms needed to hear criminal cases, having a greater number of courtrooms with secure custody access would be desirable to provide sufficient flexibility in trial scheduling.

Travel Distances

Option 1 would be the least efficient of the options with respect to travel time and distances for both members of the judiciary and Court Services personnel:

- the building circulation system would be relatively inefficient, requiring two separate banks of elevators in the existing building and new addition to access court facilities;
- travel distances between judicial chambers and courtrooms in the new addition would be longer than desirable; and
- a substantial number of judicial retiring rooms would likely be required in the new addition to compensate for this problem.

Consolidation of Components

It is desirable for most court functional components, including Court Services and judicial accommodation, to be consolidated in a single location. Key concerns are maximizing internal communications and minimizing travel times. Option 2-PC and Option 3 would meet all of these requirements. The two Achievable concepts for the VLC, Options 1-B and 2-SC-B, also respond to this objective, with the exception of Crown Counsel offices. In contrast, the two Minimum building concepts, Options 1-A and 2-SC-A, would provide judicial accommodation on multiple levels for each of the two components, and Court Services offices would likely also be split into two locations on Level 2.

Figure 74: Courtrooms with Secure Custody Access

Option	Courts	Courtrooms	Dedicated	Shared	None	Total
1-A	Appeal & Supreme	Trial	0	3	0	3
		Jury	2	1	0	3
		Large Jury	1	0	0	1
		Chambers	0	2	0	2
		Civil/Appeal	0	1	0	1
		Subtotal	3	7	0	10
	Provincial	Trial	5	4	0	9
		Large Trial	2	0	0	2
		Remand	1	0	0	1
		JP Hearing	0	0	1	1
		Subtotal	8	4	1	13
		<i>Total</i>	<i>11</i>	<i>11</i>	<i>1</i>	<i>23</i>
1-B 1-C	Appeal & Supreme	Trial	0	3	0	3
		Jury	1	2	0	3
		Large Jury	1	0	0	1
		Chambers	0	2	0	2
		Civil/Appeal	0	1	0	1
		Subtotal	2	8	0	10
	Provincial	Trial	6	3	0	9
		Large Trial	2	0	0	2
		Remand	1	0	0	1
		JP Hearing	0	0	1	1
		Subtotal	9	3	1	13
		<i>Total</i>	<i>11</i>	<i>11</i>	<i>1</i>	<i>23</i>
2-SC-A	Appeal & Supreme	Trial	0	2	1	3
		Jury	0	4	0	4
		Large Jury	0	0	0	None
		Chambers	0	2	0	2
		Civil/Appeal	0	1	0	1
		Subtotal	0	9	1	10
	Provincial	All	13	0	0	13
		Subtotal	13	0	0	13
		<i>Total</i>	<i>13</i>	<i>9</i>	<i>1</i>	<i>23</i>
2-SC-B 2-SC-C	Appeal & Supreme	Trial	0	3	0	3
		Jury	0	3	0	3
		Large Jury	0	1	0	1
		Chambers	0	2	0	2
		Civil/Appeal	0	1	0	1
		Subtotal	0	10	0	10
	Provincial	All	13	0	0	13
		Subtotal	13	0	0	13
		<i>Total</i>	<i>13</i>	<i>10</i>	<i>0</i>	<i>23</i>

Expansion Capacity

Provision would be made in the acquisition of a site for either a new Provincial Court or a new consolidated courthouse to provide adequate space for long term future expansion. Similarly, the projected space requirements for the Appeal/Supreme Courts would be substantially less than the space that would be available in the VLC. This would likely allow their longer term needs to be met within the existing building.

In the case of Option 1, municipal restrictions on allowable site coverage could limit options for future building expansion beyond the ten year planning horizon.

Construction of Options 1-A, 1-B or 1-C would exceed the current allowable site density. Obtaining approval in the future for additional expansion could prove even more problematic.

Internal Flexibility and Adaptability

Any required longer term redevelopment of the VLC in response to future program changes would inevitably be limited by the overall building configuration, as well as the need to avoid any major structural changes. In contrast, any new replacement facilities would be designed to maximize flexibility and adaptability to respond to unforeseeable changes in court operations, including the introduction of new technologies.

Building Image

As discussed in Section 4, concerns have been raised in the past about the suitability of the overall building image of the VLC. The lack of a single highly visible and distinct main entrance is one component of that problem.

Option 1 would provide the opportunity to create a new main public entrance with a more appropriate image for the courthouse. Construction of either a new consolidated court facility as part of Option 3 or a new Provincial Court facility as part of Option 2 would also directly address this issue. However, under Option 2, the image of the VLC would likely remain largely unchanged.

10.3 Operational Efficiencies

The comparative cost-effectiveness of each of the options is addressed in the assessment of the Net Present Values for each of the options provided in section 10.6. Some of the specific differences between the options with respect to operational efficiencies are summarized in Figure 75.

Facilities Utilization

In comparison with Option 3, the redevelopment of the VLC as part of Options 1 and 2 would make it possible to avoid the replacement of some of the more costly existing facilities, most notably courtrooms.

Providing a single consolidated court facility as part of Options 1 or 3 would avoid the need for substantial duplication of expensive facilities, such as accused holding areas, in both locations.

Staffing Efficiencies

It is anticipated that additional Court Services and Sheriff Services staff would be needed to operate court facilities in two locations, as discussed below. In addition, many

Court Services staff are trained to work on both Appeal/Supreme Court and Provincial Court matters. This provides greater flexibility when reassigning staff to other court locations. For this reason, having all Court Services staff working in a single location would be preferable.

Figure 75: Operational Efficiency Criteria

Criteria	1-A	1-B	1-C	2-SC-A & 2-PC	2-SC-B & 2-PC	2-SC-C & 2-PC	3
1. Avoid the need to replace costly existing facilities.	1	1	1	1	1	1	0
2. Avoid the unnecessary duplication of facilities	2	2	2	0	0	0	2
3. Maximize efficiency of space utilization	1	1	1	1	1	1	2
4. Avoid unnecessary duplication of staff positions	2	2	2	0	0	0	2
5. Provide opportunities for cross-training of Court Services staff	2	2	2	0	0	0	2
6. Minimize travel time for Crown Counsel, police and legal profession	2	2	2	0	0	0	2
7. Avoid confusion among court users regarding the location of court functions.	2	2	2	0	0	0	2
<i>Total</i>	<i>12</i>	<i>12</i>	<i>12</i>	<i>2</i>	<i>2</i>	<i>2</i>	<i>12</i>

MEETS OBJECTIVE: 0 = NO 1 = PARTIALLY 2 = YES

Other Impacts

There would be several other specific disadvantages associated with Option 2:

- providing two separate court facilities would inevitably result in some level of confusion on the part of court users, including the public, with respect to where specific cases were being heard, or where services were being provided;
- many Crown Counsel staff work on both Appeal/Supreme Court and Provincial Court cases. The required travel time between separate facilities would result in less efficient use of their time; and
- there would be increased travel time and expense for local police jurisdictions and members of the legal profession.

10.4 Implementation Impacts

Figure 76 highlights some of the major differences between the options with respect to the potential impacts of their implementation.

Figure 76: Implementation Impact Criteria

Criteria	1-A	1-B	1-C	2-SC-A & 2-PC	2-SC-B & 2-PC	2-SC-C & 2-PC	3
1. Minimize disruption to existing court operations	0	0	0	1	1	1	2
2. Avoid acquisition of new site	2	2	2	1	1	1	0
3. Avoid need for site rezoning or variances	0	0	0	1	1	1	0
4. Avoid need to relocate Crown Counsel and Probation and Family Services	2	2	2	0	0	0	0
5. Minimize need for users to familiarize themselves with new court locations	2	2	2	1	1	1	0
6. Avoid need to locate suitable tenants for surplus space	2	2	2	0	0	0	2
<i>Total</i>	8	8	8	4	4	4	4

MEETS OBJECTIVE: 0 = NO 1 = PARTIALLY 2 = YES

Disruption of Court Operations

It is anticipated that the staging of any construction work associated with the implementation of either Options 1 or 2 would in general have to occur on site, rather than in off-site interim accommodations, for the following reasons:

- the courts must be able to continue to function on an ongoing basis. Any relocation of court functions would likely have a major detrimental impact on court operations;
- the courts have very stringent operational requirements for separate building circulation systems for members of the judiciary and accused in custody, as well as for secure accused holding areas. It is unlikely that these requirements could be effectively addressed, during building renovations, in temporary accommodations;
- due to the limited supply of available office space in downtown Victoria, it may be difficult to identify any alternate locations that would provide viable options for interim accommodation for court functions; and
- there is unlikely to be sufficient space in the proposed new Provincial Court facility, to be provided under Option 2, to provide interim accommodation for Appeal and Supreme Court functions.

A possible exception would be the increased use of either the Sidney or Western Community Courthouses if space is available.

Any redevelopment of the VLC as part of Options 1 or 2 would inevitably have a major impact on court operations. The extent of this disruption would be dependent on the extent to which new construction and renovation work could be scheduled outside of normal court operating hours. This would result in some construction cost premiums, as well as an extended construction schedule.

It has been assumed that the most disruptive work would be completed prior to and after court hours. However, this would be restricted by the City of Victoria's noise bylaws restricting work before 7 a.m. and after 7 p.m. Much of the work on the new addition could likely take place during the day, especially after the building has been closed in.

Renovation of the existing building would be staged, and in cases where entire areas have been vacated, the work could be done without interrupting court proceedings.

Site Availability

One advantage in principle of Option 1 in comparison with either Options 2 or 3 would be the availability of an existing site. However, re-zoning of the site would be required. As noted in Section 4, the current allowable Floor Space Ratio (FSR) for the site is 2.0 to 1. The construction of an addition of approximately 5000 m² would result in a facility with an overall gross building area in the order of 18,500 m². Based on a site area of 8000 m², the resulting FSR would be in the order of 2.3 to 1.

There may also be difficulties in dealing with the City of Victoria with respect to the proposed reduction of existing site open space, and the number of on-site parking stalls to be provided.

Options 2 and 3 would require the acquisition of new sites, including possible rezoning, for either a new Provincial Court courthouse or a new consolidated courthouse.

Other Impacts

Option 1 would avoid the need for other Courthouse tenants such as Crown Counsel and Probation and Family Services to relocate off-site, as would be the case for Options 2 and 3.

In the case of Option 2, there would also be a need to identify tenants to occupy the substantial quantity of surplus space which would not be required for court-related functions. It should be possible to zone the building in a manner which would allow for surplus space on Levels 1 and 2 to be leased to other users. However, in the case of Option 2-SC-A, finding a suitable tenant for Level 6 could prove to be more difficult.

10.5 Interim Family Court Accommodations

As discussed in section 3.7, it is anticipated that there will be a need to provide interim accommodation at the VLC for the Victoria Family Court, prior to the implementation of any of the proposed long-term building options. This would include two additional courtrooms, two Provincial Court judicial chambers, a dedicated accused holding area for youth in custody, and other ancillary spaces.

An in-depth assessment of how these requirements could be met within the VLC should be conducted after a decision has been made on a long-term building option for the Law Courts in Victoria. This should include:

- confirmation of all Family Court requirements in relation to existing operations at the VLC;
- a determination of the possibility of integrating some functions, such as Court Services, within existing operations; and
- the review and refinement as required of the preliminary design concept for the selected building option.

Ideally, any approach to interim accommodation for the Family Court should be compatible with long term plans for the VLC, to minimize operational disruptions and the need to construct and demolish costly temporary facilities. Some possible approaches to accommodating Family Court requirements within the VLC as part of each of the building redevelopment options are described below.

Options 1-A, 1-B and 1-C

All three of the concepts for Option 1 would involve the construction of two new Provincial Court courtrooms on Level 2, in the area to be vacated by the Land Titles office. As illustrated in Sections 6 and 7, this would include the provision of secure stair access from a new accused holding area, as well as a small holding area directly adjacent to the two courtrooms.

The phasing plans illustrated in Appendices A and B propose that these facilities be constructed as one of the latter phases of the overall building project. If the Land Titles Office area could be vacated earlier than required for the implementation of Option 1, it might be possible to construct these facilities in advance of construction of either the new addition or the completion of other building redevelopment.

In Option 1-A, the required additional judges chambers would likely be linked to the existing judicial accommodation on Level 2. In Option 1-B and 1-C, these spaces would likely be created within the areas designated for use by either Court Services or Barristers Accommodation. Construction of any additional required accused holding areas would likely also occur within one of these areas.

Specific provision would need to be made to ensure that access to the youth holding area from sheriffs escort vehicles could be maintained. While it might initially be preferable to provide a temporary vehicle sallyport in or near the Land Titles office, access would likely be compromised by the construction of the new building addition. Another approach would be to use the existing sallyport in the basement of the existing building, and provide a temporary access route on either Level 1 or 2 to the youth holding facilities, until such time as the new accused holding facilities in the new addition have been completed.

One alternative approach would be to designate the area on Level 6, when vacated by Court Services headquarters, for temporary use by the Family Court. This could include the construction of the new judicial chambers proposed as part of each option, as well as the new courtroom called for in each concept. A second temporary courtroom would also need to be provided, along with youth holding facilities and ancillary spaces. Secure access would be provided via the existing judges and custody elevator.

Option 2-SC-A

Under Option 2-SC-A, the entire area occupied by the Land Titles office would be designated as surplus space, for use by other tenants. There should be sufficient space within this area to provide all of the required interim facilities for the Family Court. This could include the construction of two additional chambers adjacent to the existing Provincial Court judicial accommodation. It is probable that all of these facilities would be demolished when Family Court functions are relocated to the new Provincial Court building.

Access to youth holding areas could be provided via a new temporary sallyport. Alternatively, use of the existing sallyport could be staged, along with the construction of a temporary secure access route on Level 2 from the secure elevator.

Under Option 2-SC-A, all of Level 6 would be vacated and designated as surplus space. As with Option 1, this space could alternatively be developed for temporary Family Court facilities.

Options 2-SC-B and 2-SC-C

A similar approach could be taken for Options 2-SC-B and 2-SC-C. If temporary facilities for the Family Court are provided in the Land Titles area, they would likely need to be demolished prior to the redevelopment of the area for its intended long term use for a new large jury courtroom and Court Services facilities.

Alternatively, the space vacated on Level 6 by court services headquarters could be temporarily developed for interim Family Court use as described above for Option 1.

10.6 Capital Cost Estimates

BCBC has produced $\pm 25\%$ Order of Magnitude cost estimates for each of the building options. They have also carried out a detailed economic analysis of each of the options. Figure 77 summarizes the estimated Total Project costs and Net Present Value (NPV) to Government for each of the building options.

As indicated in Figure 77, the total project cost estimates range from \$26.2 million for Option 1-A to \$49 million for Option 3.

It should be noted that:

- the estimates for Options 2 and 3 include an allowance for land acquisition for either a new Provincial Court facility or new consolidated courthouse, respectively;
- the Option 3 estimates similarly take into account the alternate use of the VLC site; and
- the estimates for upgrading the VLC as part of Options 1-C and 2-SC-C include an allowance for full seismic upgrading.

Net Present Values

The Net Present Value to Government of the options range from \$28.3 million for Option 1-A to \$38.2 million for Option 2-SC-C and 2-PC. This is the total cost impact of the project valued in today's dollars.

These figures take into account the "time value of money" in recognition that the building options will generate financial inflows and outflows that differ in magnitude

and timing. Each element of the cash flow associated with each option is adjusted to reflect its timing, by discounting each element to reflect what its value would be today (or at the start of the project). This is known as its *present value*. Adding together the *present values* of all of the cash flow elements provides the total *net present value* for each option.

A more detailed discussion of the rationale for the use of Net Present Values in the analysis is provided in Appendix E.

Figure 77: Capital Cost Estimates

Option	Cost Component	Total Project Cost	Construction Costs			Present Value Operational Cost Impact	Total Net Present Value to Government
			Refurbished \$/m2 (gross)	New \$/m2 (gross)	Total \$/m2		
1-A	New Addition	\$18,300,000					
	Upgrade VLC	\$7,900,000					
	<i>Total</i>	<i>\$26,200,000</i>	<i>7,190 m2 @ \$1099</i>	<i>5,155 m2 @ \$3550</i>	<i>12,345 m2 @ \$2122</i>	<i>\$0</i>	<i>\$28,346,000</i>
1-B	New Addition	\$18,300,000					
	Upgrade VLC	\$11,600,000					
	<i>Total</i>	<i>\$29,900,000</i>	<i>8,050 m2 @ \$1441</i>	<i>5,155 m2 @ \$3550</i>	<i>13, 205 m2 @ \$2264</i>	<i>\$0</i>	<i>\$29,995,000</i>
1-C	New Addition	\$18,300,000					
	Upgrade VLC	\$17,400,000					
	<i>Total</i>	<i>\$35,700,000</i>	<i>8,050 m2 @ \$2162</i>	<i>5,155 m2 @ \$3550</i>	<i>13, 205 m2 @ \$2704</i>	<i>\$0</i>	<i>\$32,723,000</i>
2-SC-A 2-PC	Upgrade VLC	\$1,165,000					
	New PC	\$27,100,000					
	<i>Total</i>	<i>\$28,265,000</i>	<i>2,080 m2 @ \$560</i>	<i>9,868 m2 @ \$2746</i>	<i>11,948 m2 @ \$2366</i>	<i>\$3,737,000</i>	<i>\$30,639,000</i>
2-SC-B 2-PC	Upgrade VLC	\$9,300,000					
	New PC	\$27,100,000					
	<i>Total</i>	<i>\$36,400,000</i>	<i>8,910 m2 @ \$1044</i>	<i>9,868 m2 @ \$2746</i>	<i>18,778 m2 @ \$1938</i>	<i>\$3,737,000</i>	<i>\$35,719,000</i>
2-SC-C 2-PC	Upgrade VLC	\$15,100,000					
	New PC	\$27,100,000					
	<i>Total</i>	<i>\$42,200,000</i>	<i>8,910 m2 @ \$1695</i>	<i>9,868 m2 @ \$2746</i>	<i>18,778 m2 @ \$2247</i>	<i>\$3,737,000</i>	<i>\$38,174,000</i>
3	<i>Total</i>	<i>\$49,000,000</i>	<i>n/a</i>	<i>16,469 m2 @ \$2975</i>	<i>16,469 m2 @ \$2975</i>	<i>\$0</i>	<i>\$36,751,000</i>

Area Analysis of Options

Figure 78 summarizes the facilities program area requirements for each of the options. As indicated, the combined gross floor areas for the two separate buildings in Options 2-SC-A, 2-SC-B, and 2-SC-C is approximately 750 m² greater than for a single consolidated facility. This reflects the requirement for space for additional staff under Option 2, as well as the need to duplicate some facilities such as the sallyport in accused holding. There would likely also be the need to provide some additional day office space at the VLC for Crown Counsel and Probation and Family Services.

Figure 78 also shows the amount of space which would be accounted for by either new construction or refurbishment of the existing facilities for each option. The difference between the program areas and the totals for new and refurbished space in Options 1 and 2 is accounted for by the reuse of existing facilities. In the case of Options 2-SC-A,

2-SC-B, and 2-SC-C, some portions of the VLC would be designated as surplus for use by other tenants.

Figure 78: Area Analysis of Options

	Building Concepts	Number of Courtrooms	Program Area (m2 gross)	Building Area (m2 gross)	
				New	Refurbished
Option 1	1-A	23	16,469	5,155	7,190
	1-B	23	16,469	5,155	8,050
	1-C	23	16,469	5,155	8,050
Option 2	2-SC-A	10	7,350	n/a	2,080
	2-PC	13	9,868	9,868	n/a
	Total	23	17,218	9,868	2,080
	2-SC-B	10	7,350	n/a	8,910
	2-PC	13	9,868	9,868	n/a
	Total	23	17,218	9,868	8,910
	2-SC-C	10	7,350	n/a	8,910
	2-PC	13	9,868	9,868	n/a
	Total	23	17,218	9,868	8,910
Option 3	3	23	16,469	16,469	n/a

10.7 Implementation Schedule

Figure 79 presents a very preliminary estimate by BCBC of the implementation schedule for each of the major options, including the earliest potential construction start and building occupancy dates for each option. They include an allowance for phasing of the redevelopment work as discussed in Sections 6 to 9, as well as for site acquisition for Options 2 and 3.

Based on current MAG capital plans, it is anticipated that the earliest starting date for the new construction components of each option would be January 1999, with occupancy in June 2000. Subsequent upgrading of the VLC would start in June 2000, with completion in November 2001. The actual construction starting and completion times for the building options could vary dependent upon when necessary approvals are received, requirements of the detailed design concepts, or changes in MAG priorities.

Figure 79: Preliminary Implementation Schedules

Building Option	New Construction		VLC Upgrading	
	Start	Occupancy	Start	Occupancy
1-A	January 1999	<i>June 2000</i>	June 2000	<i>November 2001</i>
1-B	January 1999	<i>June 2000</i>	June 2000	<i>November 2001</i>
1-C	January 1999	<i>June 2000</i>	June 2000	<i>November 2001</i>
2-SC-A	n/a	<i>n/a</i>	June 2000	<i>November 2001</i>
2-PC	January 1999	<i>June 2000</i>	n/a	<i>n/a</i>
2-SC-B	n/a	<i>n/a</i>	June 2000	<i>November 2001</i>
2-PC	January 1999	<i>June 2000</i>	n/a	<i>n/a</i>
2-SC-C	n/a	<i>n/a</i>	June 2000	<i>November 2001</i>
2-PC	January 1999	<i>June 2000</i>	n/a	<i>n/a</i>
3	January 1999	<i>November 2001</i>	n/a	<i>n/a</i>

10.8 Operating Costs

The MAG has assessed the operational cost premiums associated with the implementation of Option 2, the provision of Appeal/Supreme Court and Provincial Court facilities in two separate locations. Figure 80 summarizes the results of this analysis.

The additional personnel would consist primarily of clerical positions for Court Services and deputy sheriffs for Sheriff Services, and reflect the need for the duplication of some services in the two locations. The numbers of staff for most other components are expected to be the same for all building options. The one exception would be the Courthouse Library, which might require an additional librarian and assistant.

Figure 80 also provides “order of magnitude” estimates in 1994 dollars of associated annual personnel cost premiums, based on 1993/94 financial management data. The average annual cost of \$50,966 per Full-Time Equivalent (FTE) staff reflects:

- an average salary cost of \$40,830;
- an allowance of \$5503 based on total operating costs (excluding Building Occupancy Charges, jury, interpreter, transcript and reporter costs) of \$416,061; and
- a 10% allowance to cover union salary increases, pay equity and inflation.

As indicated, the difference in personnel requirements between a single consolidated court facility or separate Appeal/Supreme Court and Provincial Court facilities could be some 14 staff for Court Services and five staff for Sheriff Services. The resulting annual operational costs would be \$5,963,022 and \$6,931,376 respectively, representing a net difference of \$968,354.

A number of additional cost impacts associated with the operational of two separate facilities have also been identified. They include the need for additional office equipment, vehicles and travel time between the two sites, lost staff training

opportunities, and general operational inefficiencies. While it has not been possible to quantify these cost impacts, they are expected to be significant.

Figure 80 is based on updated MAG estimates of the numbers of additional Court Services and Sheriff Services staff required by 2004 for each of the options. These updated staffing estimates were produced to assist in the assessment of operational cost impacts, and were developed after the original forecasts used to develop initial area requirements estimates. Consequently, the 2004 FTE totals for Court Services and Sheriff Services shown in Figure 80 are each approximately 3 FTE's higher than those indicated in Section 3.6.

**Figure 80: Estimated Year 2004 Personnel Requirements,
Court Services and Sheriff Services**

	Options 1 and 3: Consolidated	Option 2: Separate Sites	Difference
<i>Number of FTE Staff</i>			
Court Services-Appeal/SC		49	
Court Services-PC		52	
subtotal	87	101	14
Sheriff Services-Appeal/SC		16	
Sheriff Services-PC		19	
subtotal	30	35	5
Total	117	136	19
Annual Cost per FTE Staff	\$50,966	\$50,966	
Annual FTE Operating Costs	\$5,963,022	\$6,931,376	\$968,354

10.9 Recommendation

Based on the functional evaluation of the building options and the results of the detailed economic analysis, it is the recommendation of the Steering Committee that planning proceed based on Option 2: the construction of a new 9868 m² Provincial Court facility, and refurbishment of the VLC for use by the Appeal and Supreme Courts, subject to the following conditions:

- the site to be acquired for the new Provincial Court would be of sufficient size to permit construction of a future addition for the Appeal and Supreme Courts;
- the Provincial Court facility would be designed to readily accommodate the provision of future Appeal and Supreme Court facilities; and
- upon completion of the Appeal and Supreme Court addition, the desired functionally and operationally integrated court facilities will be in place.

Following construction of the Provincial Court building and relocation of Provincial court functions, the surplus space available at the VLC would provide the necessary staging and interim space to complete the required renovations. The scale of the proposed renovations to the VLC would be limited to avoid a full Building Code review.

This option responds to the current facilities program requirements and the existing functional deficiencies in an economically responsible manner. Total Project Costs are estimated to be between those for Option 2-SC-A (\$28,265,000, the second lowest Total Project Cost) and Option 2-SC-B (\$36,400,000). This includes a land cost allowance for either an urban or suburban site.

The extent of renovations to the VLC would need to be reviewed to ensure that forecast space requirements would be met in a cost-effective manner in implementing Option 2, taking into account the anticipated timing of the proposed future relocation of the Appeal and Supreme Courts to the new Provincial Court site. The extent of renovations would likely fall somewhere between those described for Options 2-SC-A and 2-SC-B.

The cost of constructing the future Appeal/Supreme Court addition the proposed new Provincial Court facility has *not* been included as part of this total, due to the uncertainty of the timing of this work. An initial cost estimate prepared by BCBC indicates that the total project capital cost, escalated to 2005, could be in the order of \$27 million.

The proposed approach to the implementation of Option 2 offers the flexibility to respond to unforeseeable short to medium term changes in the demand for court services. It would also provide the following benefits in comparison with Option 1:

- the operational disruption associated with building an addition on the existing site would be avoided;
- the new Provincial Court building and future Appeal and Supreme Court addition would meet all current Building Code requirements, including seismic standards. The VLC, which does not meet current seismic standards, would be vacated;
- security for the vast majority of criminal cases, to be heard in the new Provincial Court building, would be to current standards. Although it would be necessary for members of the judiciary and accused in custody in the VLC to continue to stage the shared use of an elevator, the number of instances when this occurs will be much lower than at present;
- there would be no need for rezoning of the existing VLC site; and
- the VLC site, when no longer required for court use, could be either demolished for a total site redevelopment to its highest and best use or sold.

A PHASING PLAN, OPTION 1-A

Appendix A illustrates one possible approach to implementing Option 1-A. As discussed in Section 6.8, it would involve the construction of new and redeveloped facilities in four separate phases.

Option 1-A, Phase One

Construction Stages

- a** Construct new building addition.
- b** Vacate Land Titles area on Level 2.
- c** Construct temporary judicial circulation on Level 2 to provide link between elevators.
- d** Demolish 2 existing courtrooms and ancillary spaces in SW corner of Level 1. Construct new Crown Counsel offices.
- e** Vacate Crown Counsel offices in SE corner of Level 1 and relocate to new location in SW corner of Level 1.
- f** Construct new Sheriff Services facilities in SE corner of Level 1.
- g** Relocate Sheriff Services from existing location on Level 1 to new facilities. Remove existing Basement sallyport.

Status by Level at End of Phase

- B** New secure parking in building addition. Sallyport in existing building demolished.
- 1** New Sheriff Services offices in use in existing building. Partial relocation of Crown Counsel offices. Courtrooms 5 and 10 demolished
- 2** Land Titles relocated off-site. Temporary judicial circulation in use. New PC remand courtroom and public services in building addition.
- 3** Two new SC jury courtrooms and ancillary spaces in use in building addition. No change to existing building.
- 4** Two new PC courtrooms, settlement conference rooms and ancillary spaces in use in building addition. No change to existing building.
- 5** Two new PC courtrooms, JP hearing room and ancillary spaces in use in building addition. No change to existing building.
- 6** Court Services HQ relocated off-site.

S15

s15

s15

Option 1-A Phase Two

Construction Stages

- a** Renovate SE corner of Level 2 for Barristers Accommodation and Public Services.
- b** Relocate Barristers Accommodation to permanent location on Level 2.
- c** Construct two new chambers courtrooms and ancillary spaces on Level 5. Reduce allocation for Courthouse Library.

d

s.15

s.15 Demolish all existing partitioning on Level 6, including two existing hearing rooms.

- e** Construct two new SC jury courtrooms on Level 6, along with nine new chambers.

f

s.15

Status by Level at End of Phase

- B** New secure parking in building addition. Sallyport in existing building demolished.
- 1** New Sheriff Services offices in use in existing building. Partial relocation of Crown offices. Courtrooms 5 and 10 demolished. s.15

s.15

s.15

- 2** Land Titles relocated off-site. Temporary judicial circulation in use. New Barristers Accommodation in use on Level 2.
- 3** Two new SC jury courtrooms and ancillary spaces in use in building addition. No change to existing building.
- 4** Two new PC trial courtrooms, settlement conference rooms and ancillary spaces in building addition. No change to existing building
- 5** Two new PC trial courtrooms, JP hearing room and ancillary spaces in building addition. Two new SC chambers courtrooms in existing building.
- 6** Two new SC jury courtrooms and ancillary spaces and

s.15

s.15

Option 1-A, Phase Three

1

Construction Stages

- a** Demolish one existing chambers courtroom on Level 3. Construct new PC trial courtroom and s.15
- b** Demolish one existing chambers courtroom and Masters courtroom on Level 4. Construct new PC trial courtroom and ancillary spaces, s.15
- c** s.15

2

Status by Level at End of Phase

- B** New secure parking in building addition. Sallyport in existing building demolished.
- 1** New Sheriff Services offices in existing building. Partial relocation of Crown offices. Courtrooms 5 and 10 demolished. s.15

s.15

- 2** Land Titles relocated off-site. Temporary judicial circulation in use. New Barristers Accommodation in use.
- 3** Two new SC jury courtrooms and ancillary spaces in building addition. New PC trial courtroom in existing building.

s.15

- 4** Two new PC trial courtrooms, settlement conference rooms and ancillary spaces in building addition. s.15 and new PC trial courtroom in existing building.

- 5** Two new PC trial courtrooms, JP hearing room and ancillary spaces in building addition. Two new SC chambers courtrooms in existing building.

- 6** Two new SC jury courtrooms and ancillary spaces and s.15

s.15

3

4

S15

5

6

Option 1-A, Phase Four

1

Construction Stages

- a** Construct two new courtrooms, custody access stair to Level 1, permanent judicial circulation and remainder of Court Services Administration facilities on Level 2.

2

Status by Level at End of Phase

- B** New secure parking in building addition. Sallyport in existing building demolished
- 1** New Sheriff Services offices in existing building. Partial relocation of Crown offices. Courtrooms 5 and 10 demolished.

s.15

3

- 2** Permanent judicial circulation. New Barristers Accommodation. Two new PC trial courtrooms with stair access to Level 1.
- 3** Two new SC jury courtrooms and ancillary spaces in building addition. New PC trial courtroom in existing building.

s.15

4

S15

- 4** Two new PC trial courtrooms, settlement conference rooms and ancillary spaces in building addition.

s.15

s.15

and new PC trial

courtroom in

s.15

5

- 5** Two new PC trial courtrooms, JP hearing room and ancillary spaces in building addition. Two new SC chambers courtrooms in existing building.

- 6** Two new SC jury courtrooms and ancillary spaces and

s.15

s.15

6

Option 1-A, Phase Five

1

2

3

4

5

6

S15

Construction Stages

- a** Demolish existing remand courtroom, Sheriff Services and s.15
s.15
- b** Relocate Level 1 building storage to Building Services area and redevelop vacated space for use by Crown Counsel and Probation and Family Services as required.
- c** Redevelop space for Coroner Services and occupy.

Status by Level at End of Phase

- B** New secure parking in building addition. Sallyport in existing building demolished.
- 1** New Sheriff Services offices, permanent Crown Counsel offices, new Coroners Service offices and new Building Services facilities in existing building. s.15
s.15 s.15
- 2** Permanent judicial circulation. New Barristers Accommodation. Two new PC trial courtrooms with stair access to Level 1.
- 3** Two new SC jury courtrooms and ancillary spaces in building addition. New PC trial courtroom in existing building. s.15
s.15
- 4** Two new PC trial courtrooms, settlement conference rooms and ancillary spaces in building addition. s.15
s.15 and new PC trial courtroom in s.15
- 5** Two new PC trial courtrooms, JP hearing room and ancillary spaces in building addition. Two new SC chambers courtrooms in existing building.
- 6** Two new SC jury courtrooms and ancillary spaces and s.15
s.15

B PHASING PLAN, OPTION 1-B

Appendix B illustrates one possible approach to implementing Option 2-SC-B. As discussed in Section 7.8, it would involve the construction of new and redeveloped facilities in four separate phases.

Option 1-B. Phase One

Construction Stages

- a** Construct new building addition.
 - b** Vacate Land Titles area on east end of Level 2.
 - c** Construct temporary judicial circulation on Level 2 to provide link between elevators
 - d** Demolish 2 existing courtrooms and ancillary spaces in SW corner of Level 1. Construct new Crown Counsel offices
 - e** Vacate Crown Counsel offices in SE corner of Level 1 and relocate to new location in SW corner of Level 1
 - f** Construct new Sheriff Services facilities in SE corner of Level 1
 - g** Relocate Sheriff Services from existing location on Level 1 to new facilities
- Remove existing Basement Level sallyport

Status by Level at End of Phase

- B** New secure parking in building addition. Sallyport in existing building demolished
- 1** New Sheriff Services offices in existing building. Partial relocation of Crown offices. Courtrooms 5 and 10 demolished. s.15 and
- s.15
- 2** Land Titles relocated off-site. Temporary judicial circulation in use. New PC remand courtroom and public services in building addition.
- 3** Two new SC jury courtrooms and ancillary spaces in building addition. No change to existing building.
- 4** Two new PC courtrooms and ancillary spaces in building addition. No change to existing building.
- 5** Two new PC courtrooms, JP hearing room and ancillary spaces in building addition. No change to existing building.
- 6** Court Services HQ relocated off-site. Two new PC trial courtrooms and two new settlement conference rooms in building addition.

S15

Option 1-B, Phase Two

Construction Stages

- a** Renovate east end of Level 2 for Barristers Accommodation and temporary space for Courthouse Library.
- b** Vacate Level 5. Relocate Barristers Accommodation to permanent location on Level 2. Relocate Courthouse Library to temporary location on Level 2.
- c** Construct new courtrooms and ancillary spaces on Level 5.
- d**

s.15

s.15 Demolish Level 6 partitioning.

e

s.15

f

s.15

Status by Level at End of Phase

- B** New secure parking in building addition. Sallyport in existing building demolished.
- 1** New Sheriff Services offices in existing building. Partial relocation of Crown offices. Courtrooms 5 and 10 demolished. s.15
- s.15 s.15
- 2** New Barristers Accommodation, temporary judicial circulation, temporary facilities for Courthouse Library in existing building. New PC remand courtroom and Public Services in building addition.
- 3** Two new SC jury courtrooms and ancillary spaces in building addition. No change to existing building.
- 4** Two new PC trial courtrooms, JP hearing room and ancillary spaces in building addition. No change to existing building.
- 5** Two new PC trial courtrooms and ancillary spaces in addition. Five new Appeal/SC courtrooms and ancillary spaces in existing.
- 6** s.15
- s.15 Two new PC trial courtrooms and two new settlement conference rooms in building addition.

S15

Option 1-B, Phase Three

1

Construction Stages

- a** Demolish three existing courtrooms and ancillary spaces on Level 3 and construct

s.15

- b** Construct new courtrooms and ancillary spaces on Level 4.

c

s.15

2

Status by Level at End of Phase

- B** New secure parking in building addition. Sallyport in existing building demolished.

- 1** New Sheriff Services offices in existing building. Partial relocation of Crown offices. Courtrooms 5 and 10 demolished.

s.15

3

- 2** New Barristers Accommodation, temporary judicial circulation, temporary facilities for Courthouse Library in existing building. New PC remand courtroom and Public Services in building addition.

- 3** Two new SC jury courtrooms and ancillary spaces in building addition. No change to existing building.

- 4** Two new PC trial courtrooms, JP hearing room and ancillary spaces in building addition.

s.15

s.15

4

5

- 5** Two new PC trial courtrooms and ancillary spaces in building addition. Five new Appeal/SC courtrooms and ancillary spaces in existing building.

6

s.15

s.15

Two new

PC trial courtrooms and two new settlement conference rooms in building addition.

6

Option 1-B, Phase Four

1

2

3

4

5

6

Construction Stages

a

s.15

- b** Develop NW corner of Level 2 for new Court Services Administration facilities.
- c** Relocate Court Services Administration.
- d** Redevelop SW corner of Level 2 for Courthouse Library.
- e** Relocate Courthouse Library to permanent location in SW corner of Level 2.
- f** Construct two new courtrooms, custody stair access to Level 1, new Public Services space and remainder of Court Services Administration facilities on Level 2.

Status by Level at End of Phase

- B** New secure parking in building addition. Sallyport in existing building demolished.
- 1** New Sheriff Services offices in existing building. Partial relocation of Crown offices. Courtrooms 5 and 10 demolished. s.15
- s.15
- 2** New Barristers Accommodation, judicial circulation, Courthouse Library, Court Services Administration, two new PC trial courtrooms with stair access to Level 1 in existing building. New PC remand courtroom and Public Services in building addition.
- 3** Two new SC jury courtrooms and ancillary spaces in building addition. No change to existing building.
- 4** Two new PC trial courtrooms, JP hearing room and ancillary spaces in building addition. s.15
- s.15
- 5** Two new PC trial courtrooms and ancillary spaces in building addition. Five new Appeal/SC courtrooms and ancillary spaces in existing.
- 6** s.15
- s.15 Two new PC trial courtrooms and two new settlement conference rooms in new addition.

Option 1-B, Phase Five

1

Construction Stages

- a** Demolish existing remand courtroom, Sheriff Services and s.15
s.15
- b** Relocate Level 1 building storage to Building Services area and redevelop vacated space for use by Crown Counsel and Probation and Family Services.
- c** Redevelop space for Coroner Services and occupy.

2

Status by Level at End of Phase

- B** New secure parking in building addition. Sallyport in existing building demolished.
- 1** New Sheriff Services offices, permanent Crown Counsel offices, new Coroners Service offices and new Building Services facilities in existing building. s.15

s.15

S15

4

- 2** New Barristers Accommodation, judicial circulation, Courthouse Library, Court Services Administration, two new PC trial courtrooms. New PC remand courtroom and Public Services in building addition.
- 3** Two new SC jury courtrooms and ancillary spaces in building addition. No change to existing building.
- 4** Two new PC trial courtrooms, JP hearing room and ancillary spaces in building addition. s.15

s.15

5

- 5** Two new PC trial courtrooms and ancillary spaces in building addition. Five new Appeal/SC courtrooms and ancillary spaces in existing building.

6

- 6** s.15 Two new PC trial courtrooms and two new settlement conference rooms in building addition.

s.15

C PHASING PLAN, OPTION 2-SC-A

Appendix C illustrates one possible approach to implementing Option 2-SC-A. As discussed in Section 8.8, it would involve the construction of new and redeveloped facilities in four separate phases.

Option 2-SC-A, Phase One

1

2

3

4

5

6

S15

Construction Stages

■ s.15 Crown Counsel and Probation and Family Services relocated to new Provincial Court courthouse (Option 2-PC).

a Vacate Level 6 facilities occupied by Court Services headquarters.

b

s.15

s.15 Three existing courtrooms on Level 2 redesignated for use by Supreme Court.

c Demolish existing facilities on Level 6.

d Construct two new chambers courtrooms and ancillary spaces on Level 5. Reduce area allocated for use by Courthouse Library.

e Vacate existing masters/chambers courtroom on Level 4 and redevelop for use as ancillary space.

Status by Level at End of Phase

B No change from existing.

1 No change from existing.

2 Land Titles office, three existing courtrooms, Court Services Administration, accommodation for SC Master and Registrar.

3 No change from existing.

4 Existing chambers courtroom converted to use for ancillary space. Remainder of floor unchanged from existing.

5 Two new SC chambers courtrooms. Courthouse Library reduced in size.

6 Surplus space for use by other tenants.

Option 2-SC-A Phase Two

1

Construction Stages

a

s.15

s.15 and redevelop space for use by
Court Services Administration.

2

Status by Level at End of Phase

B No change from existing.

1 No change from existing.

2 Land Titles office, three existing
courtrooms, expanded Court Services
Administration facilities, s.15

s.15

3

3 No change from existing.

4 Existing chambers courtroom converted to
use for ancillary space. Remainder of floor
unchanged from existing.

5 Two new SC chambers courtrooms.
Courthouse Library reduced in size.

6 Surplus space for use by other tenants.

S15

4

5

6

Option 2-SC-A, Phase Three

1

2

3

4

5

6

S15

Construction Stages

- a** Demolish remaining surplus space throughout building, including three existing courtrooms on Level 1.

Status by Level at End of Phase

- B** No change from existing.
 - 1** s.15 and Sheriff Services areas retained. Surplus space for use by other tenants.
 - 2** Land Titles office, three existing courtrooms, expanded Court Services Administration facilities, s.15
 - s.15
 - 3** No change from existing.
 - 4** Existing chambers courtroom converted to use for ancillary space. Remainder of floor unchanged from existing.
 - 5** Two new SC chambers courtrooms. Courthouse Library reduced in size.
 - 6** Surplus space for use by other tenants.

D PHASING PLAN, OPTION 2-SC-B

Appendix D illustrates one possible approach to implementing Option 2-SC-B. As discussed in Section 9.8, it would involve the construction of new and redeveloped facilities in four separate phases.

Option 2-SC-B, Phase One

1

2

3

4

5

6

S15

Construction Stages

- s.15 Crown
Counsel and Probation and Family
Services relocated to new Provincial Court
courthouse (Option 2-PC).
- a Vacate Level 6 facilities occupied by Court
Services headquarters.
- b s.15
s.15 Three existing courtrooms on
Level 2 redesignated for use by Supreme
Court.
- c Demolish existing facilities on Level 6.
- d s.15 and
new Masters hearing room on s.15
- e s.15

Status by Level at End of Phase

- B No change from existing.
- 1 s.15 and Sheriff Services
facilities retained. Existing Crown
Counsel and Probation and Family
Services areas vacated.
- 2 Land Titles office, three existing
courtrooms, Court Services
Administration, s.15
s.15
- 3 Two existing courtrooms retained.
s.15
- 4 Two existing courtrooms retained.
s.15
- 5 No change from existing.
- 6 s.15

Option 2-SC-B, Phase Two

1

2

3

4

5

6

S15

Construction Stages

- a** Redevelop space on Level 3 for Courthouse Library, new chambers courtroom and ancillary spaces. One existing courtroom retained. Relocate Courthouse Library from Level 5 to Level 3.
- b** Redevelop Level 4 for Barristers Accommodation, new trial courtroom and ancillary spaces. Two existing courtrooms retained. Relocate Barristers Accommodation from Level 5 to Level 4.
- c** Redevelop Level 5 for four new courtrooms and ancillary spaces.

Status by Level at End of Phase

- B** No change from existing.
- 1** s.15 and Sheriff Services facilities retained. Existing areas Crown Counsel and Probation and Family Services areas vacated.
- 2** Land Titles office, three existing courtrooms, expanded Court Services Administration facilities, s.15 s.15
- 3** Courthouse Library, new chambers courtroom, one existing courtroom.
- 4** Two existing courtrooms, new trial courtroom, Barristers Accommodation.
- 5** Four new courtrooms and ancillary spaces.
- 6** s.15

Option 2-SC-B, Phase Three

1

2

3

4

5

6

S15

Construction Stages

- a** Relocate Land Titles office off-site.
- b** Demolish north half of Level 2, including three existing courtrooms, s.15 Land Titles office.
- c** Redevelop north half of Level 2 for Court Services Administration, new large jury courtroom and ancillary spaces, and Staff Services. Construct secure circulation link from elevators to large jury courtroom.
- d** Relocate Court Services Administration to new facilities.
- e** Redevelop space vacated by Court Services Administration and other surplus space on Level 2 for use by other tenants.

Status by Level at End of Phase

- B** No change from existing.
- 1** s.15 and Sheriff Services facilities retained. Existing Crown Counsel and Probation and Family Services areas vacated.
- 2** Court Services Administration, new large jury courtroom and ancillary spaces, Staff Services. Surplus space for use by other tenant.
- 3** Courthouse Library, new chambers courtroom, one existing courtroom.
- 4** Two existing courtrooms, new trial courtroom, Barristers Accommodation.
- 5** Four new courtrooms and ancillary spaces.
- 6** s.15

Figure 89: Option 2-SC-B, Phase Four

1

2

3

4

5

6

S15

Construction Stages

- a** Demolish designated surplus space throughout building, including three existing courtrooms on Level 1 and redevelop as required for other tenants. Sheriff Services and s.15 on Level 1 are retained.

Status by Level at End of Phase

- B** No change from existing.
- 1** Existing s.15 and Sheriff Services areas retained. Surplus space for use by other tenants.
- 2** Court Services Administration, new large jury courtroom and ancillary spaces, Staff Services. Surplus space for use by other tenant.
- 3** Courthouse Library, new chambers courtroom, one existing courtroom.
- 4** Two existing courtrooms, new trial courtroom, Barristers Accommodation.
- 5** Four new courtrooms and ancillary spaces.
- 6** s.15

E EXPLANATION OF NET PRESENT VALUES

BCBC has provided the following explanation of the concept of Net Present Values used in Section 10 as part of the comparison of capital costs for the building options.

Why We Use "Net Present Value" Comparisons

We all recognize that \$1 today is worth less to us than \$1 at some point in the future. The reasoning is simple: unless the economy collapses completely, we will always be able to invest that \$1 and achieve some level of return. If we put today's dollar in a 7% government savings bond we would have \$1.07 a year from now and that is certainly better than \$1.00 a year from now! This principle is known as the "time value of money."

In all but the simplest of cases, project alternatives will generate financial inflows and outflows that differ in magnitude and timing. Traditionally, one of the most significant difficulties in comparing the financial implications of alternatives was accounting for the real impact of this "time value of money." In other words, - "apples to oranges" - how do you compare two or more scenarios that generate different amounts of cash inflow or outflow at different points in time?

"Net Present Value" analysis solves this problem. In essence, the technique adjusts each element of cash flow to reflect its timing. It does this by discounting each element to reflect what its value would be today (or at the start of the project). This is known as its "present value." By adding together the "present values" of all of cash flow elements, we achieve the "net present value". This is the total impact of the project valued in today's dollars. By comparing all alternatives in today's dollars we can achieve the "apples to apples" situation we need to make an objective decision.

Discount Rates

It may be simplest to think of the *discount rate* as what our money costs. In other words, if we need to raise a dollar (borrow) to invest in an alternative, the discount rate is the cost of that dollar (the interest rate). If we already have the dollar, then the discount rate is the amount we forego by not investing it in the best other available alternative.

A professor of finance may argue that the appropriate factor is also a reflection of the risk class of the investment, the investment term, the organization's portfolio balance, and so forth. In many practical situations, however, "fine tuning" the discount rate to extreme levels adds little or no value.

In basis comparisons between accommodation alternatives, for example, ensuring that the discount rate is applied consistently between options is far more significant than the rate itself (provided that, while not exact, the discount rate is at least reasonable). This is because we are not attempting to determine the exact value of an alternative. Rather, we are attempting to capture the *difference in value* between two or more alternatives. As a "rule of thumb", an organization's long-term-cost-of-debt provides a reasonable estimate of the discount rate to use in the Net Present Value calculations.

VICTORIA LAW COURTS
APPROPRIATE USES STUDY

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EXECUTIVE SUMMARY

It is the recommendation of this report that the highest and best use for the property, if it is not to be used as a court facility, would be to demolish the existing building and re-develop as a complete new project.

The Law Court building as constructed meets approximately 25% of the current seismic code requirements, retrofitting the existing building to meet these requirements is a costly and difficult procedure.

Layouts were prepared and preliminary structural analyses were conducted within the terms of reference of this report, to confirm the above statements.

The site, a full city block, has an excellent location offering a number of attractive opportunities for re-development. Facing onto four city streets with an on-site park buffer to the Cathedral precinct allows consideration for a multiplicity of uses which range from offices and residential uses to cultural facilities such as a concert hall or library. These have been considered in this report under five new building options which helps to illustrate the potential of this extremely attractive site.

1.0 Terms of Reference

As part of British Columbia Buildings Corporation's overall strategic planning, need for additional courtroom capacity has been identified for Victoria. BCBC invited Wade Williams Young + Wright to prepare this study to determine an appropriate plan for the existing property if expansion or renovation of the existing courthouse facilities is found to be inappropriate due to high cost and/or severe dis-location problems

Specifically, the Project Development Group of BCBC need to answer the following questions:

- 1) "What are the uses that the existing courts building can be adapted to given the constraints of current building codes, zoning, the existing structure, parking and layout of the building. We are particularly interested in the practicality of converting the building into straight office usage. If not practical, then is demolition and re-development the best option? If so, please demonstrate why."
- 2) "What are the estimated costs for alternate viable uses and demolition?"

A background document search was conducted, and copies of the relevant drawings outlining the existing buildings were obtained from BCBC document storage. In addition, a building walk-through was conducted with the consultant team and representatives from BCBC.

The Terms of Reference for the report included a one-month turnaround for conclusions. In addition, BCBC would do the necessary cost estimates and financial evaluations of the findings.

Wade Williams Young + Wright invited the following consultants to assist in consideration of the above questions.

Structural Engineers	Wayte Blohm & Associates John Wayte, P.Eng.
Mechanical Engineers	D.W. Thomson Consultants Ltd. George Steeves, P.Eng.
Electrical Engineers	F.N. Fenger & Associates Nick Fenger, P.Eng.

2.0 Site Context

The Victoria Law Courts are located in the southeast section of the Central Business District in an area known as the Cathedral Hill Precinct. The property is a full rectangular shaped city block bounded by Courtney, Burdett, Quadra and Blanshard streets and has a municipal address of 850 Burdett Street

The site is zoned CHP-PB Zone Cathedral Hill Precinct (Public Buildings) District in the City of Victoria zoning by-law. This zoning allows public buildings, churches, community recreation facilities, theatres and some limited commercial uses. The floor space ratio for the site is 2 to 1, and the zone has a height limitation of 22.5 metres and street setbacks of 7.5 metres on the four street faces.

The surrounding area is developed with a mixture of commercial, institutional and multi-family buildings together with the Cathedral and YM/YWCA facility.

The western face of the property has approximately 43.6 metres frontage to Blanshard Street and to the Central Business District zoning of the City of Victoria. It should be noted that this zoning permits an FSR of 3 to 1. The northern property boundary facing onto Courtney Street has a mixture of commercial offices facilities and the YW/YMCA facility. The easterly boundary is dominated by the Cathedral and surrounding parks. The southerly boundary onto Burdett Street, which has approximately 183 metres of frontage, faces a mixture of commercial office facilities and multi-family residential projects. The southerly and easterly boundaries are characterized by large trees and a less urban context, whereas the northerly and westerly boundaries have a more urban and central business district orientation to them.

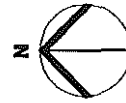
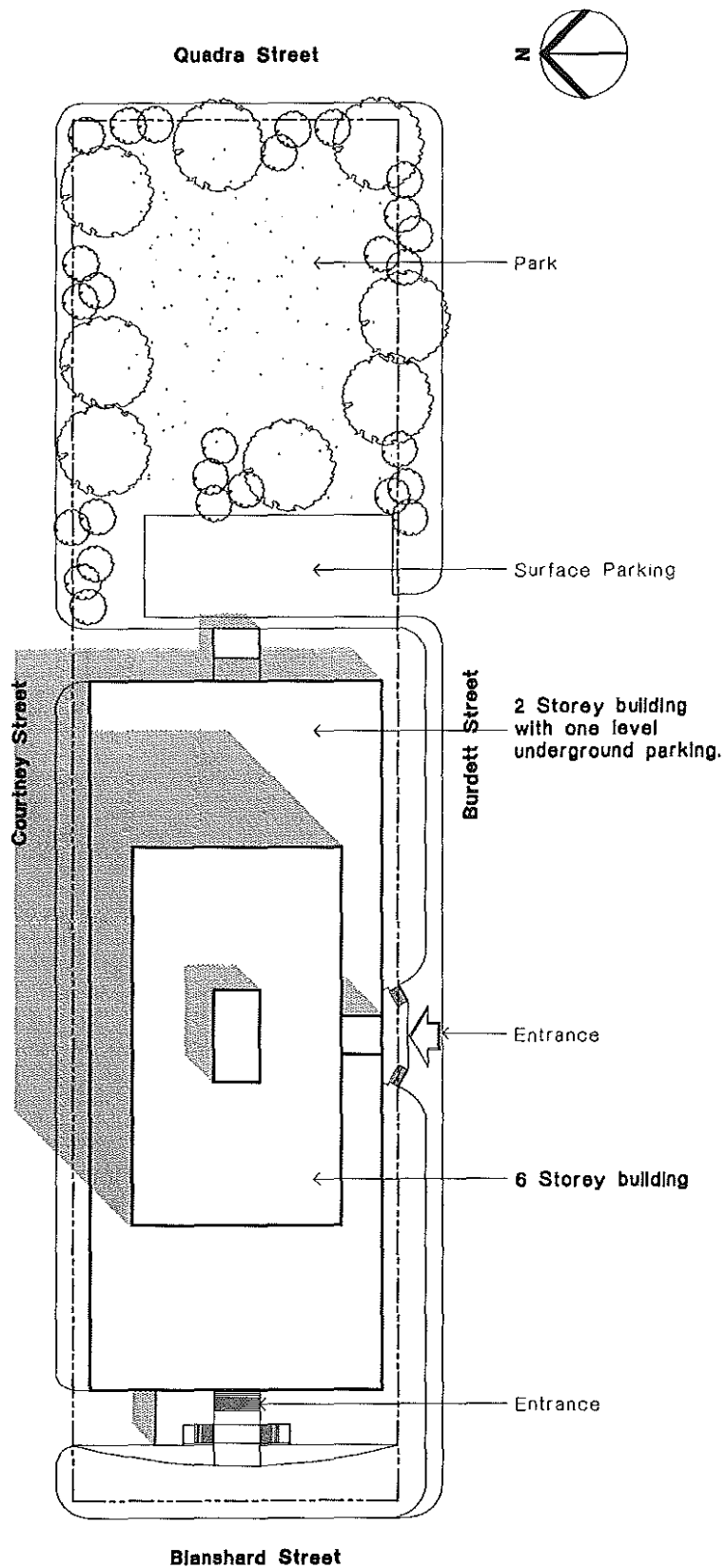
The site is extremely well located within the City of Victoria and very attractive in its overall size, orientation and appearance. The fact that the site is a full city block surrounded on four sides by streets offers an attractive selection of options for re-development.

3.0 Building Description

The site is rectangular with dimensions of 183 metres by 43.6 metres and a total area of 7970.6 m² with a purpose built seven level re-inforced concrete structure built in two primary phases in 1956 and 1977. The site slopes from east to west and has one level of parking situated almost entirely below grade with an area of approximately 4,000 m². The two lower levels consist of approximately 3300 m² each and house administrative, court and general facilities for the Office of the Attorney General. A mezzanine level of 575 m² occupies the upper level of the second floor. The four top levels range in area from 1200 m² to 1160 m² and contain additional court and administration facilities. The building is served by a central elevator core with three elevators. Two primary staircases connect the building from the top level to the bottom level. Entry to the building is available from all four streets. The external envelope of the building consists of a combination of exposed concrete, masonry and metal clad masonry with vertical windows.

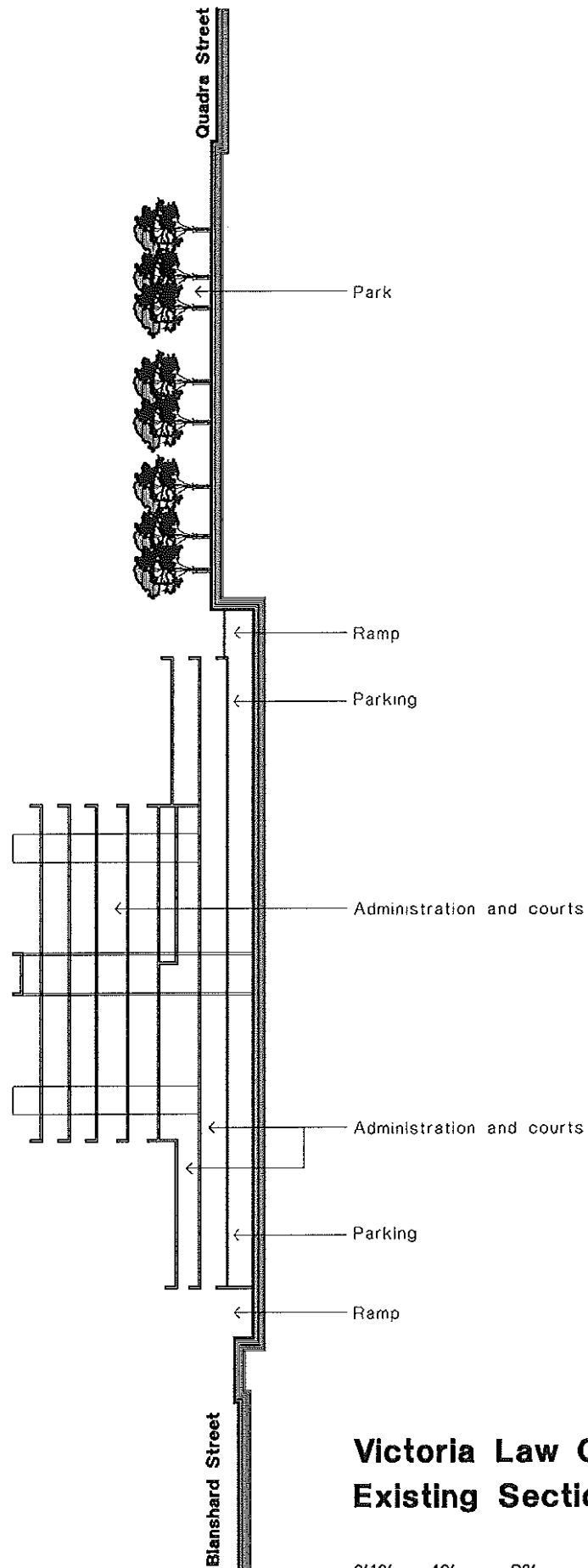
The building has been well maintained and appears to be in good working order from the various building systems standpoint. This has been confirmed by the mechanical and electrical engineer consultants. However, a preliminary seismic review prepared by Wayte Blohm & Associates shows that the structure of the building is constructed to approximately 25% of the current seismic code requirements and any change of use of the existing facility will require extensive upgrades of the existing structure. (See structural Engineer's Report 8.0 Appendices).

A well landscaped and treed park occupies the easterly end of the site with a small surface parking area between the park and the building.



Victoria Law Courts Existing Site Plan





Victoria Law Courts Existing Section



4.0 Potential Uses

The property is well located for a number of potential uses. Although the zoning by-law constrains the use of the site to public or religious buildings, the context of the site encourages the consideration of more extensive uses. In a broader view of the site, the following uses could be contemplated:

- Office - public and private
- Residential non-profit rental or condominiums
- Hotel
- Extended Care and Geriatric Facilities
- Hospital
- Public Buildings - Archives, Library, Police, City Hall or Regional/Federal Government Facilities.
- Cultural facilities, Concert Hall, Art Gallery
- Recreational uses - YMCA/YWCA

The disposition of the property with four facing streets also allows consideration for multiple or mixed use options for the site. As previously discussed, the site could easily be severed to permit multiple ownerships with different uses having their own entrance from different streets.

5.0 Re-Use Options

After an inspection of the property and a review of the drawings, the consultant group met to discuss the potential uses for the existing building and the property. It was decided in the first discussions to look at ways and means that the existing building could be upgraded and re-developed. Any change of use of the existing building would require complete new mechanical systems and modifications to the existing electrical systems. The structural engineer undertook a more extensive review of the necessary seismic upgrading of the building in conjunction with the re-use options considered below. (See Appendices 8.0)

Option 1 - Mixed Use

Because of the disposition of the existing building floor plates with two large ground and upper ground floors with a four storey building situated above, it was concluded that one option would be a mixed use project which utilized the two lower floors for facilities which require good public access. This could include uses such as a new central library for Victoria, a major archives storage facility, or government departments requiring public accessibility.

The four upper floors, because of their shape, present a good opportunity for office facilities. It should be noted that the existing building does not use all of its available floor space ratio allowed by the zoning By-Law. An option of increasing the size of each of the upper floors from approximately 1319 m² to 1860 m² was sketched and analyzed particularly from an architectural and structural point of view, see re-use option sketch.

The floor plates created by this increased density have some merit from a layout and stair location standpoint, however, the elevator core would have to be expanded and re-configured, and comprehensive structural additions would be required, which would deter the development of efficient office layouts.

Option 2 - Office Building

To create an all office use option within, the lower larger floor plates, light wells could be created to provide light to internal offices, see re-use options sketch. Additional space could also be added to the east and west sides of the lower building. This scenario would have the effect of increasing the overall floor space ratio for the site to close to the allowable maximum of 15,885 m² (171,000 sq.ft.) As BCBC has identified office uses as the most practical for re-use of the existing building, a conceptual architectural plan increasing the floor space was structurally examined with emphasis placed on bringing the building up to the present seismic code requirements.

In the final analysis, the amount and disposition of structural improvements would appear to impede the efficient use of the facility for an upgraded and expanded office facility. The practical difficulty of introducing new structure to the existing was also felt to have some major construction difficulties.

The conclusion was the re-use of the existing structure was both difficult and extremely expensive and would be at least as costly as demolishing and constructing a new building.

Page 133 redacted for the following reason:

S15

6.0 New Building Options

The opportunities for re-developing the site were considered utilizing some of the potential uses identified for the site.

All the options were developed either in conformance with the zoning constraints for the site or utilizing the envelopes established for the existing buildings in terms of heights and setbacks. For the record, part of the upper storey of the existing building is over the height limit, and the north and south building faces infringe the 7.5 metre setback required in the zoning By-Law. All new site options took the maximum floor space ratio as 2 to 1 or approximately 15,885 m² of available coverage. It should be noted that the area immediately to the west of the property are within the Central Business District and have a 3 to 1 FRS with no grade level setbacks. Potential for increasing the coverage on this property was considered beyond the scope of this study.

New Site Options

Option 1

Description

Office project developed within constraints of existing zoning by-laws including height, set back and coverage. The office building connected by a common entry with elevators/lobbies, etc. or two individual buildings with separate elevators/stairs and lobbies.

Statistics

Building one - 5 stories, 1440 m2 per floor	7200 m2
Building Two - 5 stories, 1440 m2 per floor	7200 m2
Connecting entrance and lobby	1390 m2
One parking level \pm 4645 m2	<u>15,790 m2</u>

Note: Project would use the existing surface parking lot on east side of existing building and approximately 6 m of the park.

Option 2

Description

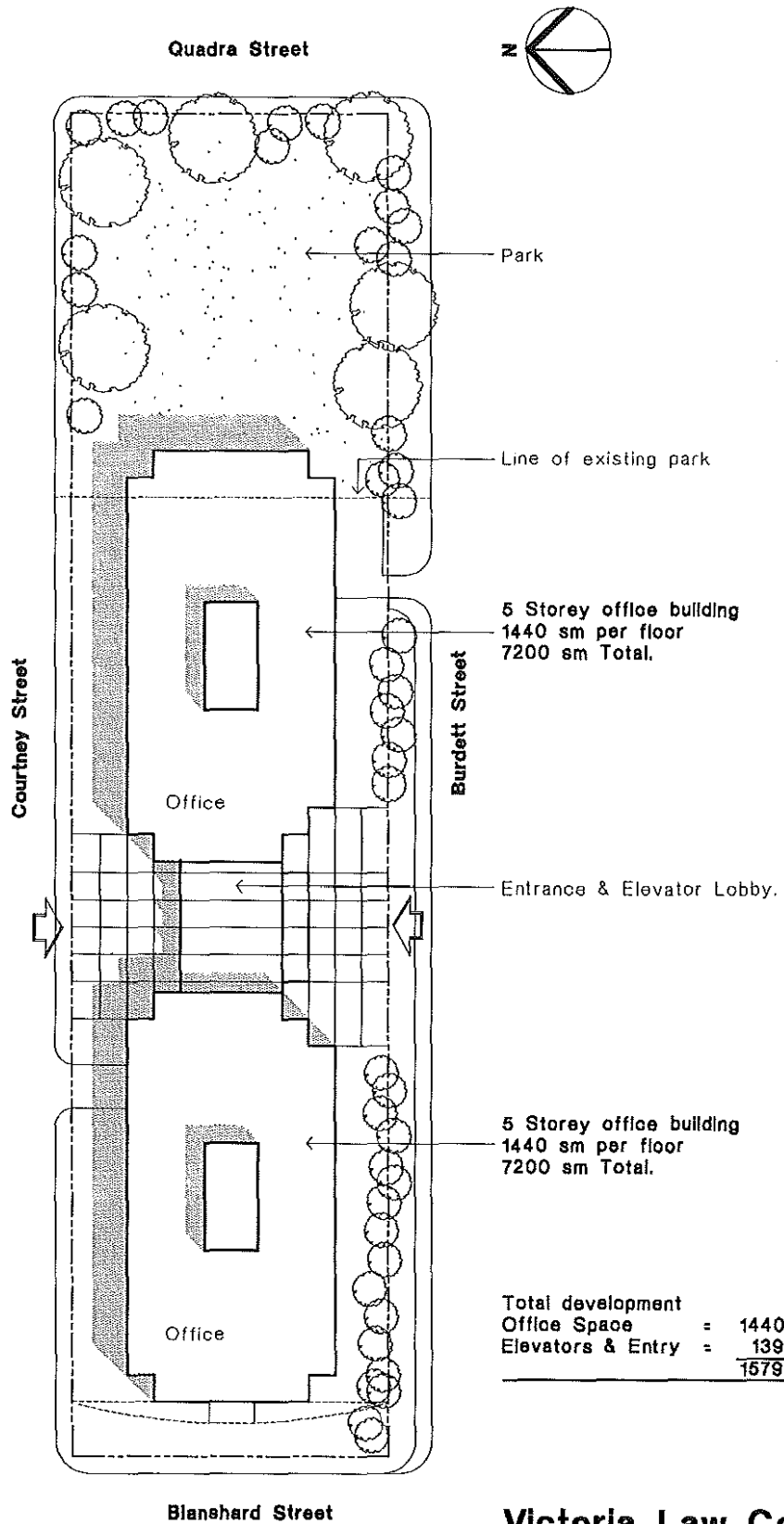
Similar to Option One with a twin office building project but using the heights and setbacks established by the existing building.

Statistics

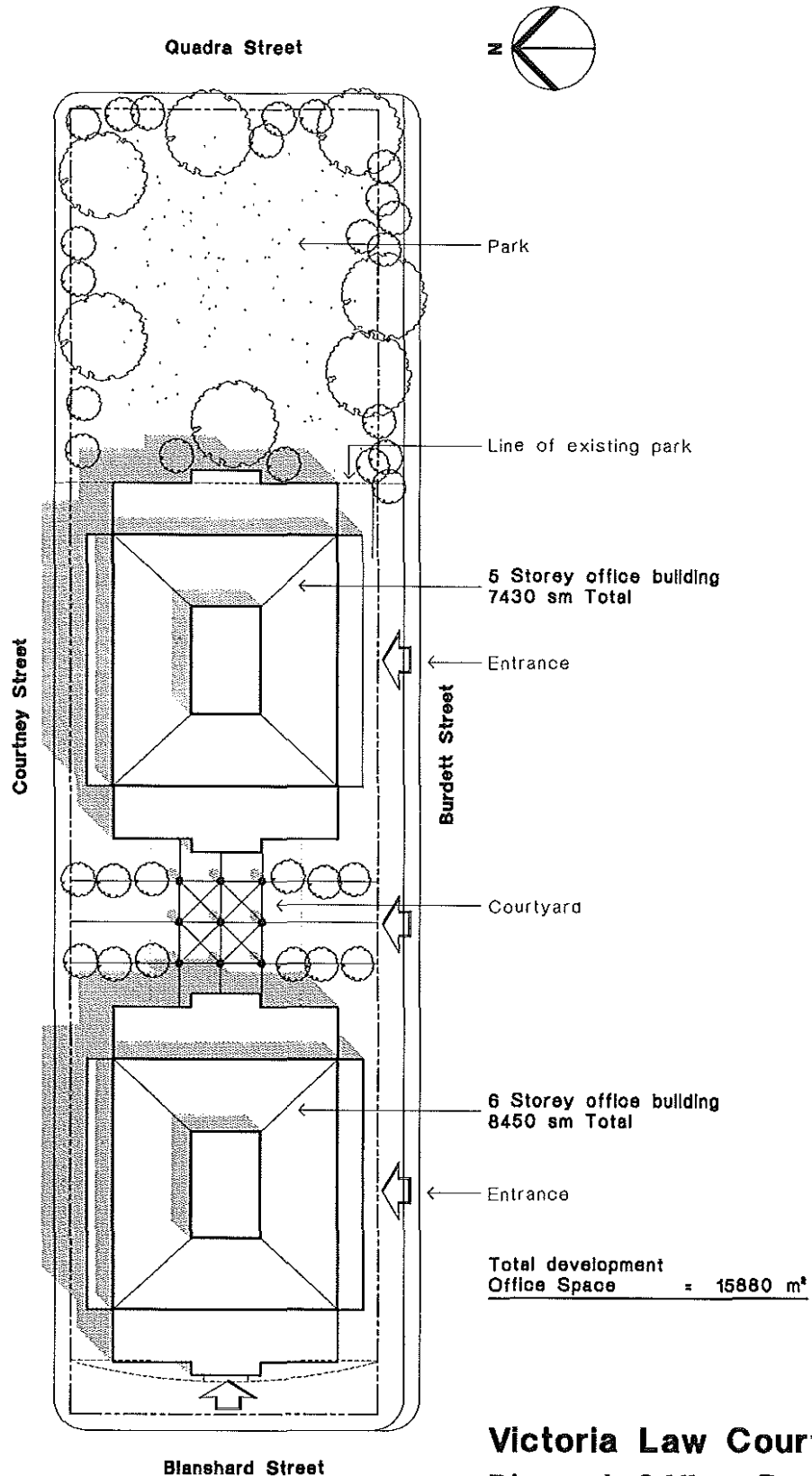
Building One - 6 stories	8450 m2
Building Two - 5 stories	7430 m2
	<u>15880 m2</u>

One parking level \pm 4645 m2

Note: Project would use existing surface parking lot on east side of existing building but would leave the park in tact.

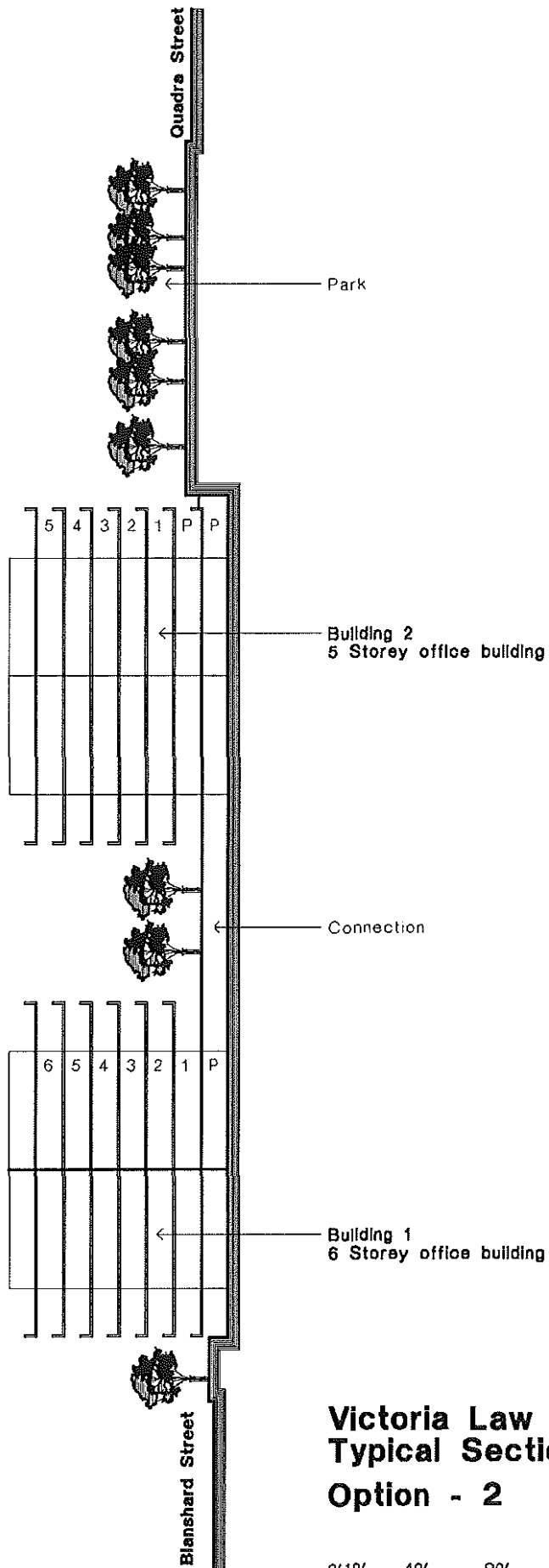


Victoria Law Courts Phased Office Development. Option - 1



**Victoria Law Courts
Phased Office Development
(Using Existing Building Profiles)
Option - 2**





**Victoria Law Courts
Typical Section (Option 2)
Option - 2**



OPTION 3**Description**

Mixed use project with one office building and one residential building on shared property and respecting height, density and setbacks of existing zoning but changing use compatible with surrounding land uses.

Statistics

Building One - 5 stories office	7430 m2 per floor one level parking	7430 m2
Building Two - 8 stories residential	50-65 units Two levels parking	8455 m2
		<hr/>
		15,885 m2

Note: Similar to Option One, project would use existing surface parking and approximately 6 m of the park.

OPTION 4**Description**

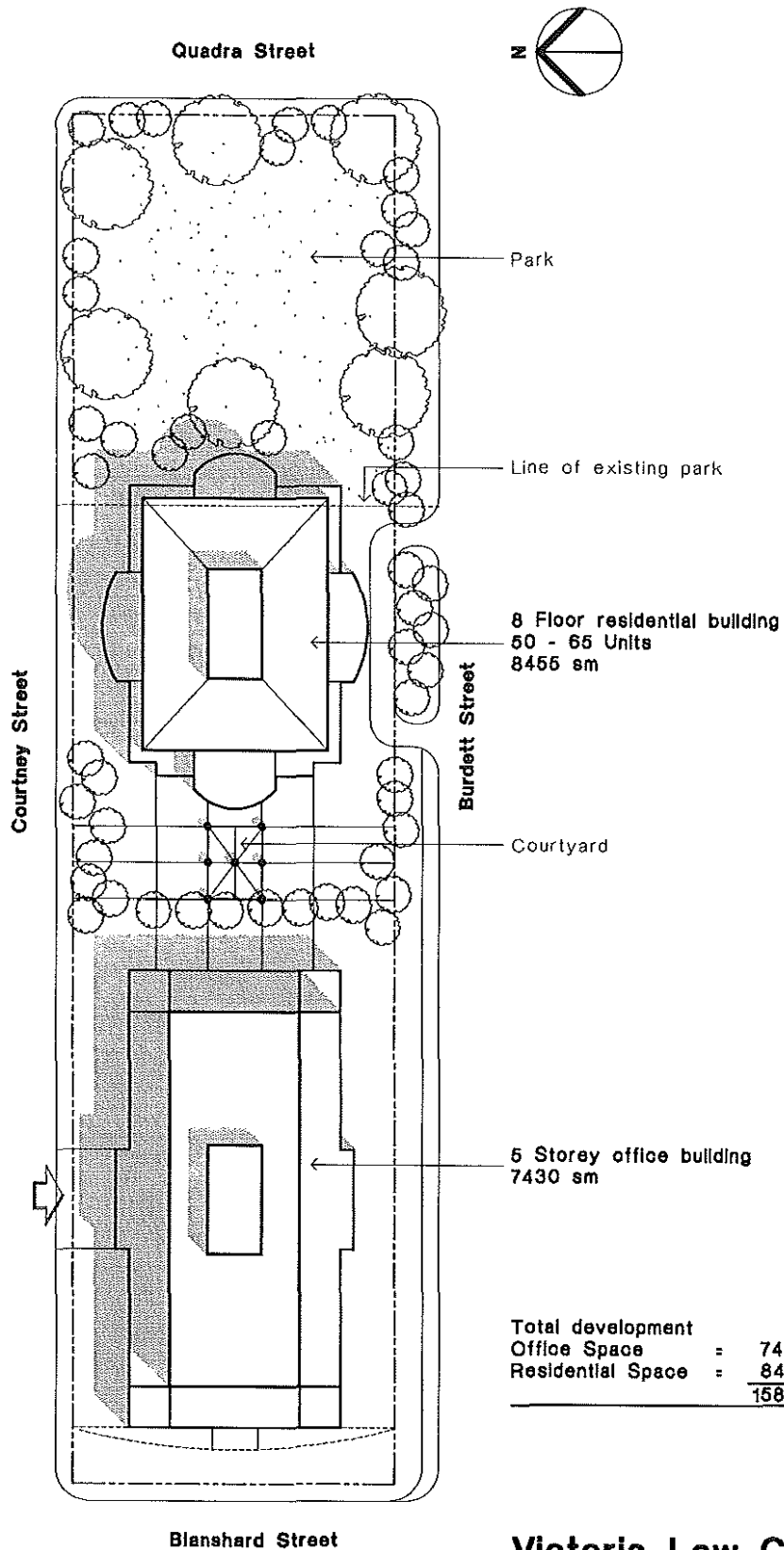
One building project for residential or hotel uses respecting height , density and setbacks of existing zoning but changing use compatible with surrounding land uses.

Statistics

Building One - 7 stories	2266 m2 per floor	15,862 m2
	Condominiums	± 120 units
	Hotel	200-250 rooms

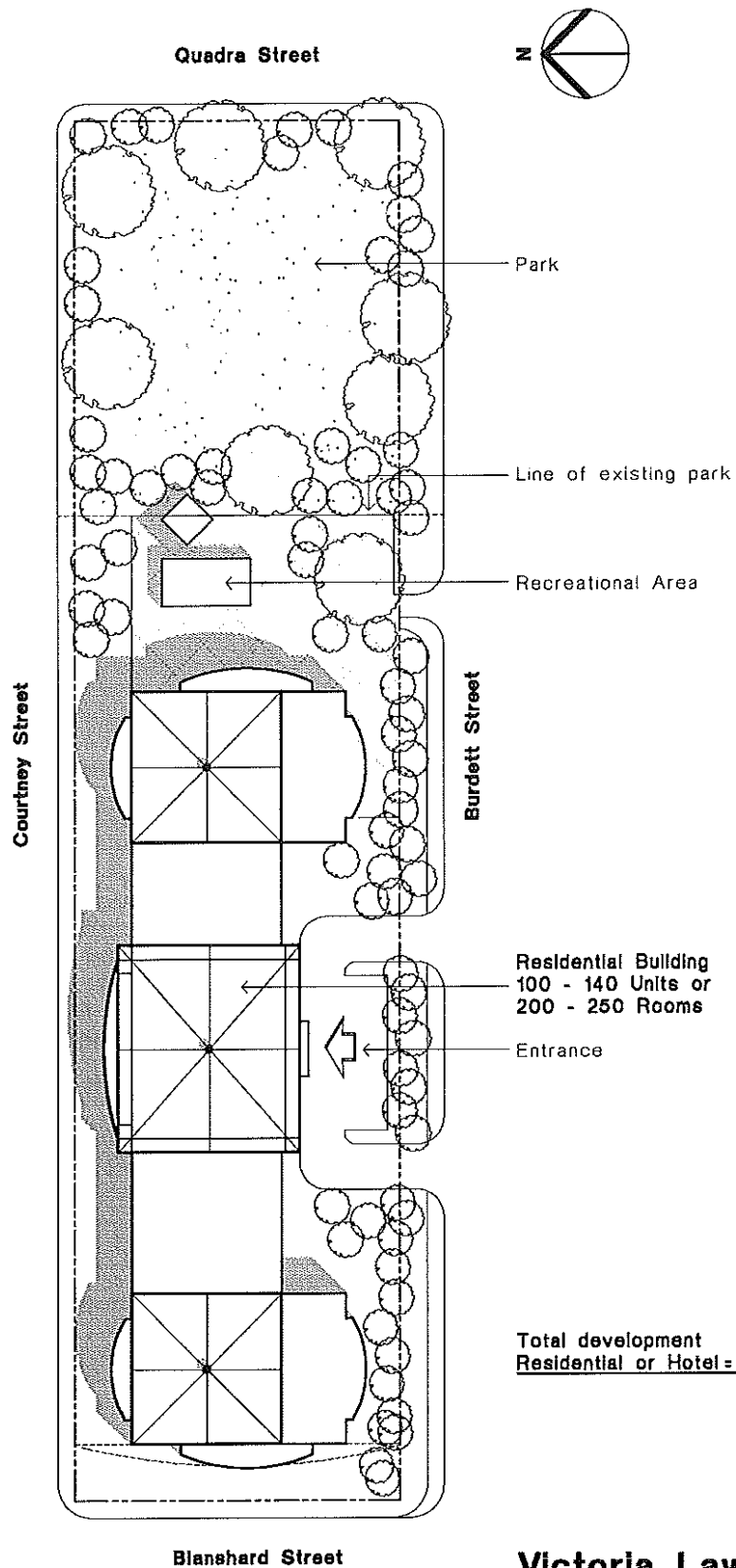
One and one-half levels of underground parking ±7432 m2

Note: Project would use site area of existing building replacing the surface parking lot on the East side with project amenities (outdoor recreation space).



**Victoria Law Courts
Mixed Use Office / Residential.
Option - 3**





Total development
Residential or Hotel = 15880 m²

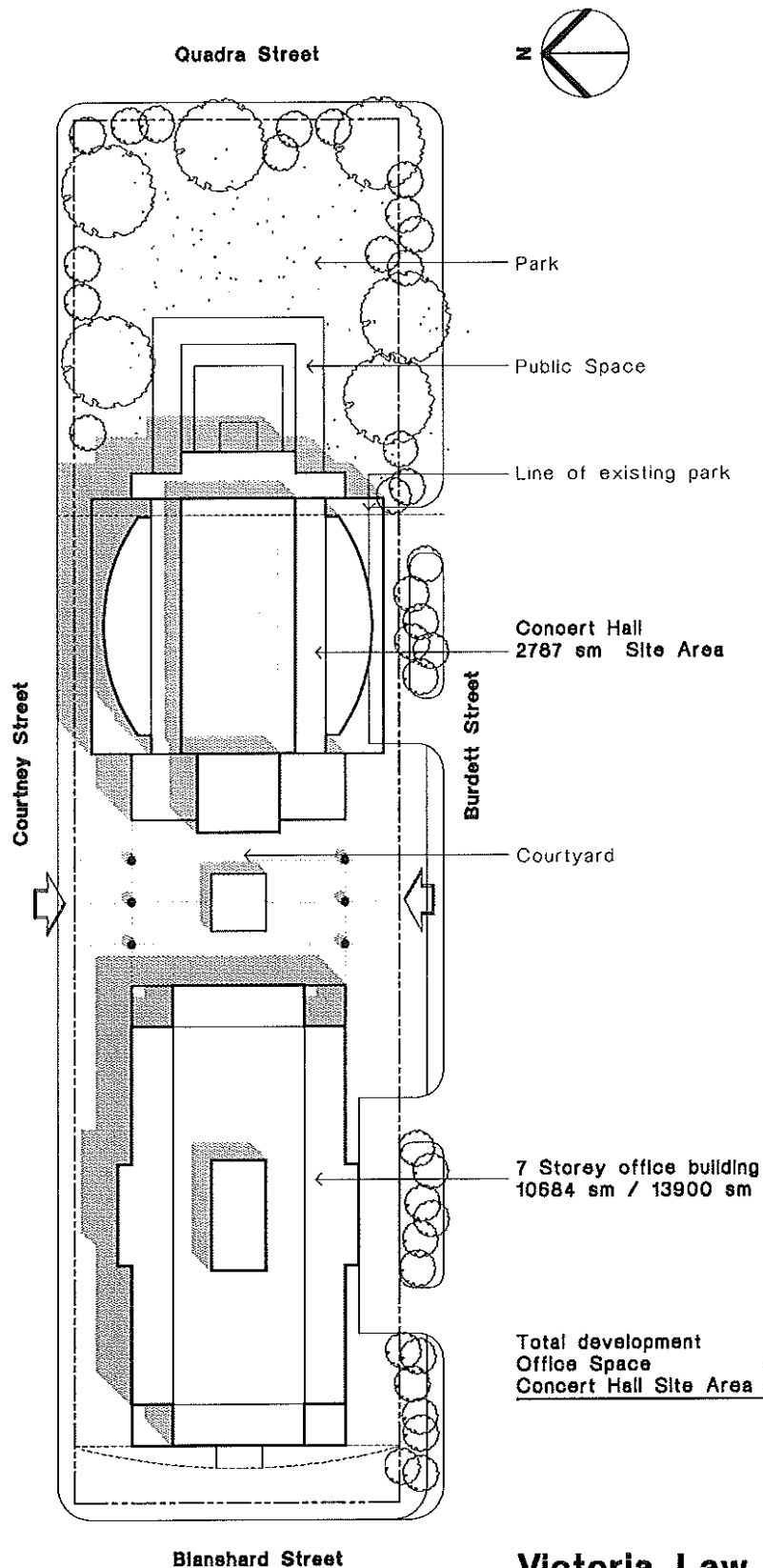
Victoria Law Courts Residential or Hotel Option - 4



Option Five

Office building on part of property, density would be dependent on the use of set backs and height

Office Building	10,684 m2 (5 storeys)	13,900 m2 (7 storeys)
Concert/Cultural Facility Site Area	2787 m2	



Total development
 Office Space = 10684 m² / 13900 m²
 Concert Hall Site Area = 2787 m²

Victoria Law Courts Office \ Concert Hall Option - 5



7.0 Recommendations

After the initial study of the existing building and potential for upgrading, the consultant team felt that it may be possible to develop a building which was approximately 20% to 25% less expensive than a new building option. However, as further study was conducted into the overall upgrading requirements with particular reference to the structural needs of bringing a renovated building into the 1993 seismic code requirements, it was concluded that there would be virtually no saving if the building was demolished and a new building constructed.

In addition, if the building is not required for court purposes, the new building could be developed to the maximum allowable density under the zoning for the site and could be developed for uses which would be custom designed. As the new site options illustrate, a variety of potentials exist for this extremely attractive property.

Depending on the need for the site in the overall strategic planning of BCBC, this site could either be completely re-developed for an office project, or a mixed office/residential or mixed office/cultural facility. With the site facing four streets, ease of severance would enable the site to be partially sold and re-developed under a number of scenarios involving public and or private ownership. A phased re-development of the site may also offer other potential uses.

It is the recommendation of this report that the highest and best use for the property, if it is not to be used as a court facility, would be to demolish the existing building and re-develop as a complete new site.

APPENDICES

8.0 Engineering Reports

1993
Structural Review and
Seismic Hazards Evaluation
VICTORIA LAW COURTS BUILDING
850 BURDETT AVENUE
VICTORIA, B.C.

For

British Columbia Buildings Corporation

Prepared By

Wayte Blohm and Associates
Consulting Structural Engineers
Victoria, British Columbia

File #

3126

Date

September 1993

STRUCTURAL SEISMIC EVALUATION

TABLE OF CONTENTS

1.0	TERMS OF REFERENCE
2.0	BUILDING DESCRIPTION
3.0	OBSERVATIONS
4.0	SEISMIC EVALUATION
5.0	DEFICIENCIES
6.0	RECOMMENDED UPGRADING REQUIREMENTS
7.0	SUMMARY
APPENDIX A	BUILDING INFORMATION

1.0 Terms of Reference

In accordance with a request from Wade Williams Young + Wright, prime consultants for this study, Wayte Blohm and Associates have carried out the following investigative and analytical work.

- Carried out a walk -through inspection of the building.
- Carried out a preliminary approximate seismic analysis to determine the order of magnitude of any structural deficiencies (based on current codes).
- Investigated the feasibility of a seismic upgrading of the structure.

It is to be noted and emphasized that this report does not constitute a complete seismic review. It is preliminary and is based on an approximate analysis only. No testing of materials was undertaken and there was no opening up of any concealed spaces. The bulk of the information was taken from copies of the original structural (and architectural) drawings provided by British Columbia Building Corporation. Nevertheless, the calculations made are sufficient to demonstrate the order of magnitude of any shortcomings in the existing structure. It is also to be noted that the "Recommended Upgrading Requirements" given in this report are intended to demonstrate just one possible method of upgrading this structure. A more detailed study would investigate other possible approaches to the upgrading with order of magnitude cost estimates.

2.0 Building Description

The building is a seven storey concrete structure located in downtown Victoria. The original five stories were constructed in 1960 with two additional levels being added in 1974 (see building plan). Two concrete stair cores and the elevator core act as the main lateral load resisting elements above the lower main floor for the tower section. All roofs and floors are constructed of concrete slabs, supported by concrete beams or joists. All floors have a 1½ inch concrete topping. Large concrete spandrels are attached to the concrete structure at the upper and lower roof levels. According to the original structural drawings, all wall and column footings bear on rock.

3.0 Observations

From a walk-through inspection, the building appears to be in very good condition and has successfully carried its service loads. The original structure was designed to the 1953 National Building Code, while the addition of the two floor levels in 1974 would have been subject to the 1970 code. The seismic design requirements of the current building code (1990) are more stringent than the 1970 code and significantly more so than the 1953 code. As general knowledge and experience in earthquake design have increased over the years, so have the requirements for higher seismic design forces and detailing.

4.0 Seismic Evaluation

Existing structural and architectural drawings were reviewed to determine and verify structural elements. It was assumed that the building was constructed according to the drawings. The seismic analysis was made using the equivalent lateral force procedures outlined in the 1990 National Building Code and the 1992 National Research Council of Canada "Guidelines for Seismic Evaluation of Existing Building". Due to the size and complexity of the structure, a complete investigation would require a dynamic analysis as recommended by the National Building Code. For this report, the static force analysis outlined in the code was deemed adequate to provide an order of magnitude for the expected seismic forces, enabling an approximate determination of a seismic retrofit concept.

5.0 Deficiencies

5.1 *Structural*

Under earthquake forces, all elements of the building are subjected to lateral forces proportional to their weight and height above the building base.

When ground movements occur, the heavy concrete floors and perimeter wall movements are resisted by the vertical shear walls of the stair and elevator cores, with each taking load proportional to its stiffness. These walls transfer the lateral forces from each floor level to the basement walls and foundations.

Subjected to the high lateral force levels required by the current code, the stair and elevator core walls are overloaded. The walls have insufficient strength for shear and overturning forces and are not adequately reinforced for current nominal ductility requirements. The lack of strength and detailing limits the existing wall resistance to approximately one quarter that of the current National Building Code forces.

5.2 *Non - Structural*

The following are the major non-structural items which would be unsafe in the event of an earthquake. (Please note that a complete seismic risk survey of non-structural items was not carried out.)

- i. The original structure utilized unreinforced brick veneer on steel studs at the exterior walls. This infill wall is not adequately braced to the concrete frame and could collapse during an earthquake.
- ii. Large concrete spandrels are attached to the building perimeter at the upper and lower roof levels. The connection details of these spandrels are not adequate to prevent collapse under earthquake forces. The precast units attached to the lower roof perimeter pose a severe falling hazard at exits and walkways.

6.0 Recommended Upgrading Requirements

To meet current code requirements, the building requires significant structural upgrading. For a building of this type, several typical upgrading alternatives are available for investigation. These include: the addition of numerous concrete shear walls, the installation of external and/or internal braced steel frames, or the utilization of a base isolation system to reduce the forces acting on the structure.

For this report, the concrete shear wall option was investigated as a preliminary upgrading scheme. (See appendix for proposed upgrading plans.) In this system, new walls would be added to the structure in both major directions. These walls would be anchored to the existing structure at all levels, carried through the basement and anchored to the rock at the foundation level. As with any of the upgrading schemes, significant installation and detailing difficulties are to be expected during the addition of concrete shear walls. Interior walls would be located adjacent to beam lines, requiring partial removal of the existing floor slabs and topping. Exterior or perimeter walls would also be located off the beam lines with the same requirement for slab removal. These walls will, for the most part, eliminate the possibility of windows at such locations. To accommodate high lateral force transfer loads at all levels, all new walls would require extensive anchorage to existing beams, slabs and column elements, as well as rock anchors at the basement level. The drilling and placing of numerous rock anchors at the wall ends would pose major difficulties given the existing basement height clearance (3520 mm to 2985 mm) and interference with existing basement columns and footings.

In addition to the primary structure upgrading, the existing masonry veneer walls at the building perimeter require steel strongback bracing and anchorage, or a more likely scenario would be the complete removal of these panels along with the single glazed windows, and replacement of the entire exterior with an all new wall and glazing system.

The concrete spandrel units at the upper and lower roofs should be removed or have additional anchors placed to secure them to the concrete structure.

A thorough analysis of the structure for code level forces is required for a complete design of a seismic retrofit. The building has a setback tower extending out of a much larger base structure. For this type of vertically irregular structure the National Building Code recommends a dynamic analysis, which involves a much more rigorous investigation of structural actions than that performed for this report.

7.0 Summary

The Law Courts building was well constructed and has been well maintained throughout its life. The structure was originally designed in 1960 to the then current 1953 code. That code had no specific requirements for seismic resistant design. Prior to the addition of the two top floors in 1974, the building would have met approximately 27% of the current 1990 National Building Code requirements. After the addition of these relatively heavy top floors, this percentage drops to approximately one quarter of the current code requirements. It would appear that the 1974 addition did not deal with the problem of lack of seismic resistance resulting from the original 1964 design. As is typical of most older structures, the lateral force resisting system of the building is not adequate to withstand current code forces. The lack of strength and stiffness to meet the anticipated force levels would result in substantial damage and loss of operation.

Any proposed structural seismic upgrading to 1990 code level forces will require the addition of numerous concrete or steel shear and bracing elements or the installation of a base isolation system to insulate the structure from seismic ground motions.

The installation of concrete shear walls, the option investigated for this report, will add stiffness for damage control plus provide code level protection for the occupants for continued operation after a major earthquake. Aside from the non-structural problems relating to planning and function, the physical installation of the large number of substantial shear walls will have significant construction difficulties. The anchoring of these walls to the rock will be particularly difficult and possibly quite impractical.

This upgrading scheme is based on a preliminary seismic analysis. The structure is vertically irregular and would require a detailed seismic analysis, likely involving a dynamic analysis, to accurately develop and verify upgrading requirements. The alternate upgrading methods would be explored at that time and order of magnitude cost estimates could subsequently be carried out.

APPENDIX A

Page	A1	BUILDING DATA SUMMARY SHEET
Page	A2	TYPICAL UPPER FLOOR PLAN - EXISTING
Page	A3	BUILDING CROSS SECTION - EXISTING
Page	A4	BASEMENT PLAN PROPOSED SEISMIC UPGRADING
Page	A5	LOWER MAIN FLOOR PROPOSED SEISMIC UPGRADING
Page	A6	MAIN FLOOR PLAN PROPOSED SEISMIC UPGRADING
Page	A7	TYPICAL UPPER FLOOR PLAN PROPOSED SEISMIC UPGRADING
Page	A8	CONCRETE SHEAR WALL TO EXISTING CONCRETE ANCHORAGE

DATA SUMMARY SHEET

BUILDING DATA

Evaluation Date: 16 Aug. 1993

Name: Provincial Law Courts Building
Location: Victoria, B.C.

Year built:	1960	Year(s) remodeled:	1974
Area (m ²):	16,680	No. of Storeys:	7
Length (m):	93.3	Total Height (m):	32
Width (m):	38.4		

CONSTRUCTION DATA

Roof framing:	Concrete slab & beam
Intermediate floor framing:	Concrete slab & beam
Ground floor:	Concrete slab & beam
Basement:	Concrete slab on grade
Exterior walls:	Brick and steel stud
Openings:	Throughout
Columns:	Concrete
Foundations:	Spread footings on rock
General condition of structure:	Excellent
Evidence of settling:	None
Building weight, W:	108,875 kN

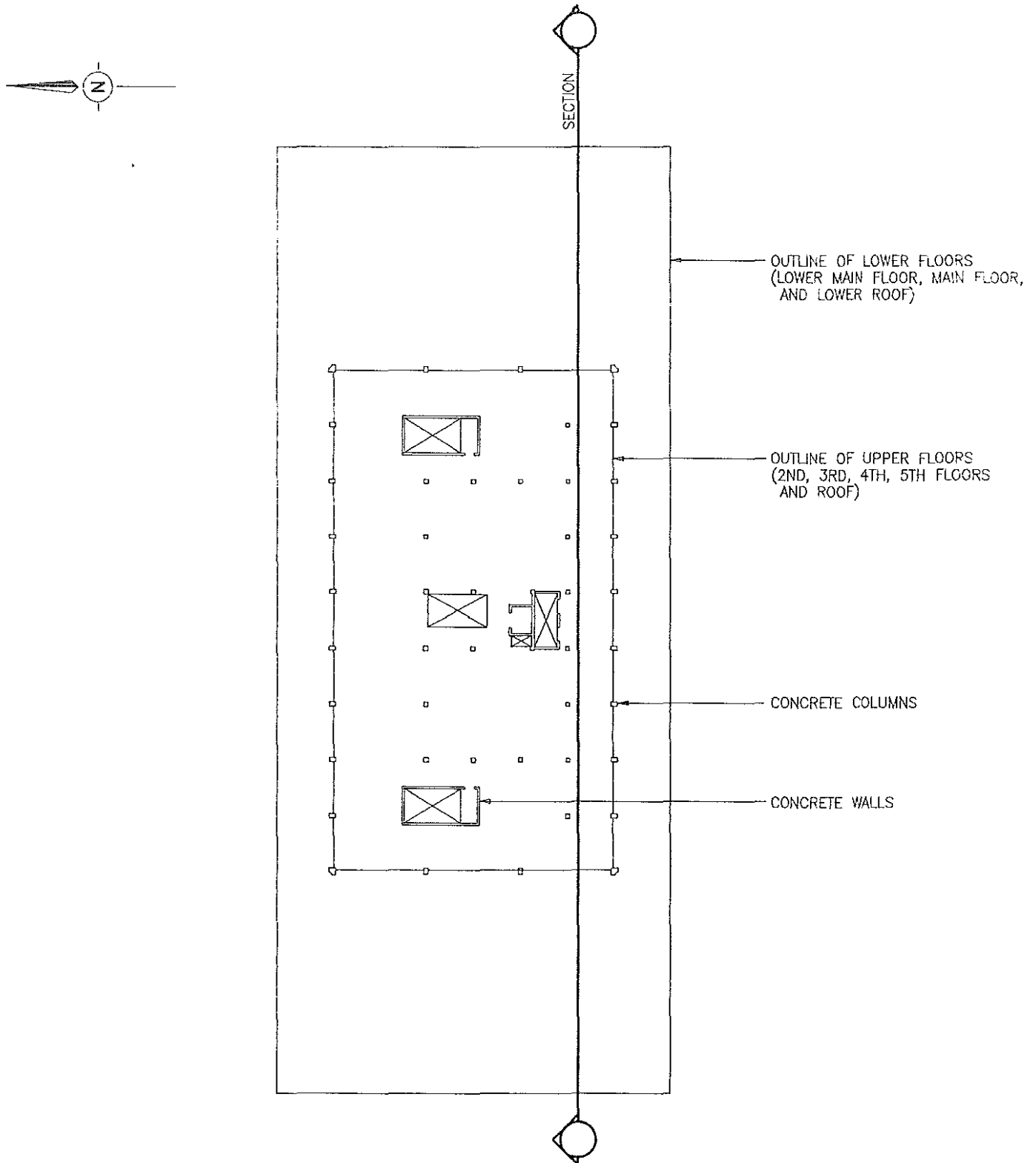
EVALUATION DATA (NBCC 1990)

$Z_a = 6.0$ $Z_v = 5.0$ $v = 0.3$
Site soil category: 1.0 Foundation Factor, $F = 1.0$

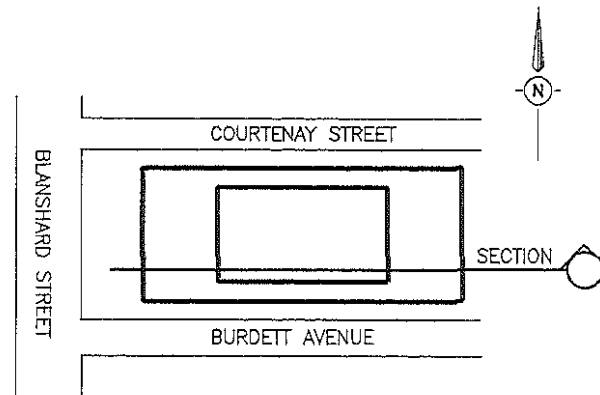
LATERAL FORCE RESISTING SYSTEM

	<u>Transverse (N/S)</u>	<u>Longitudinal (E/W)</u>
Model building type:	Concrete wall with nominal ductility	Concrete wall with nominal ductility
Building period, T:	0.92	1.053
Seismic Response Factor, S:	1.56	1.46
Importance Factor:	1.0	1.0
Un-reduced elastic base shear		
$V_e = v.S.I.F.W:$	51,080 kN	47,743 kN
Force Modification Factor, R:	2.0	2.0
Evaluation Base shear		
$V = (V_e/R) 0.6:$	15,324 kN	14,323 kN

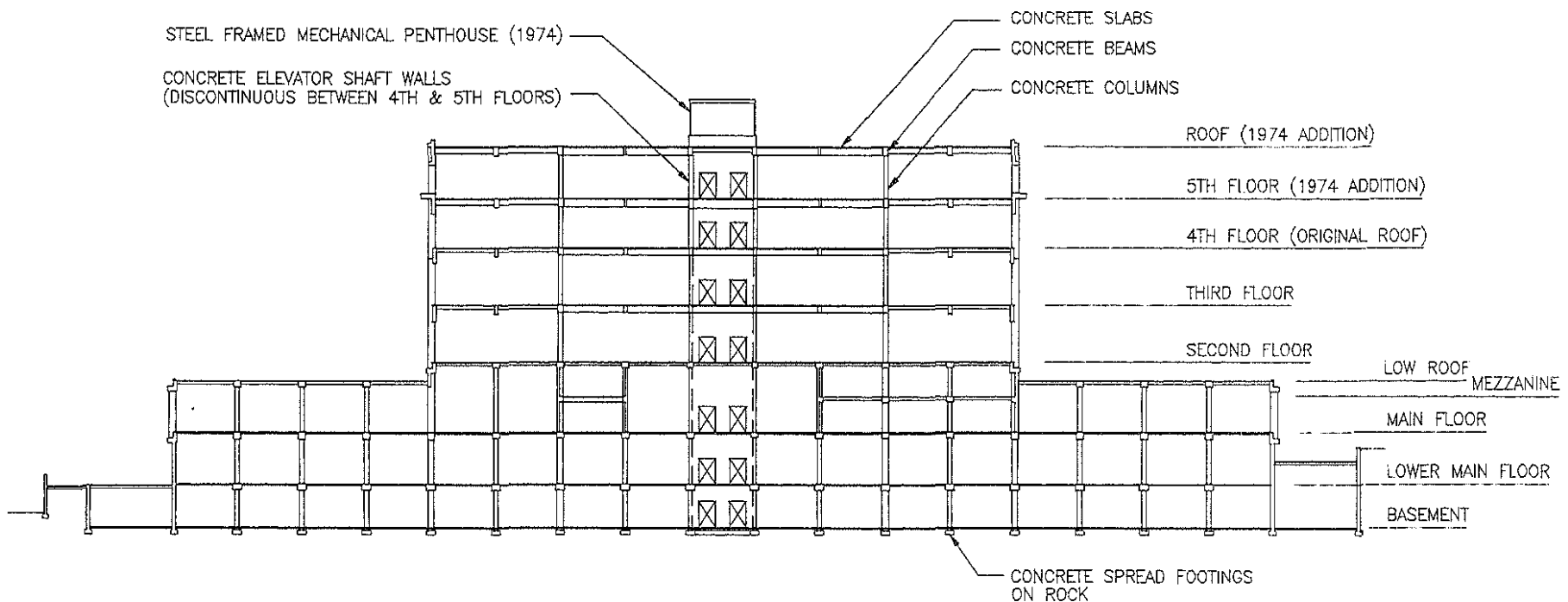
* From: Guidelines for Seismic Evaluation of Existing Buildings 1992
Institute for Research in Construction
National Research Council of Canada



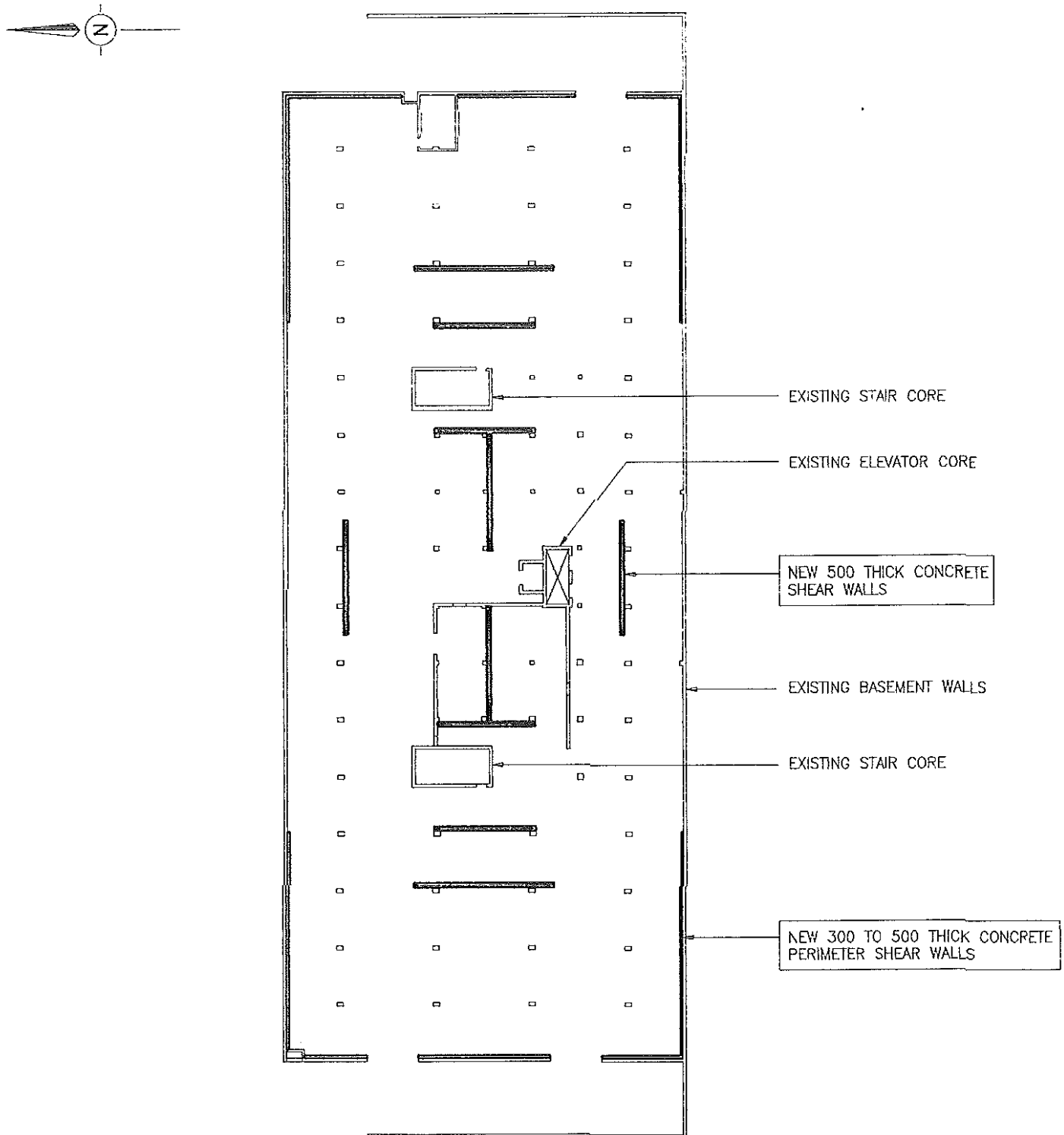
TYPICAL UPPER FLOOR PLAN — EXISTING BUILDING



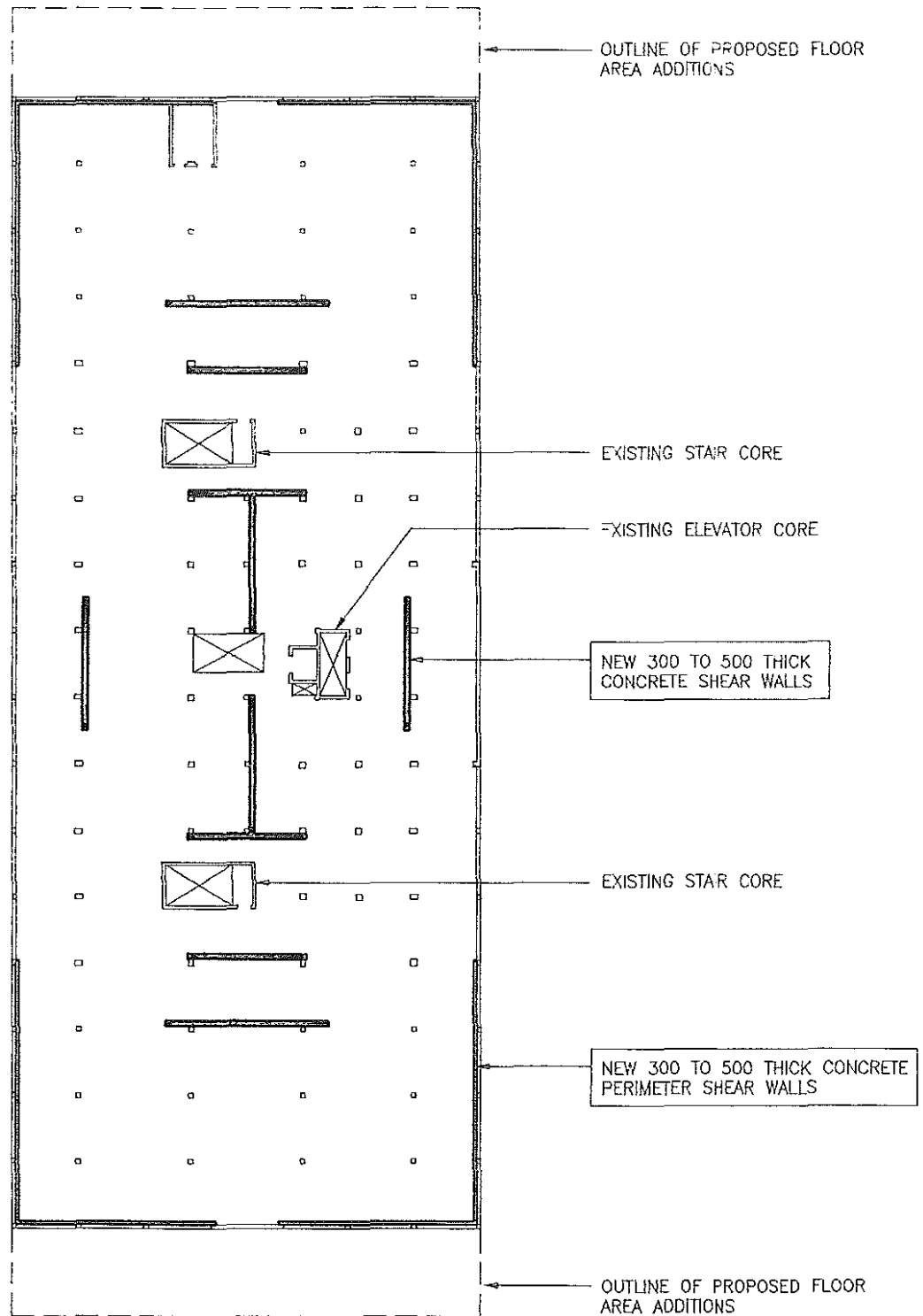
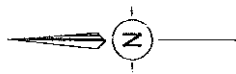
KEY PLAN



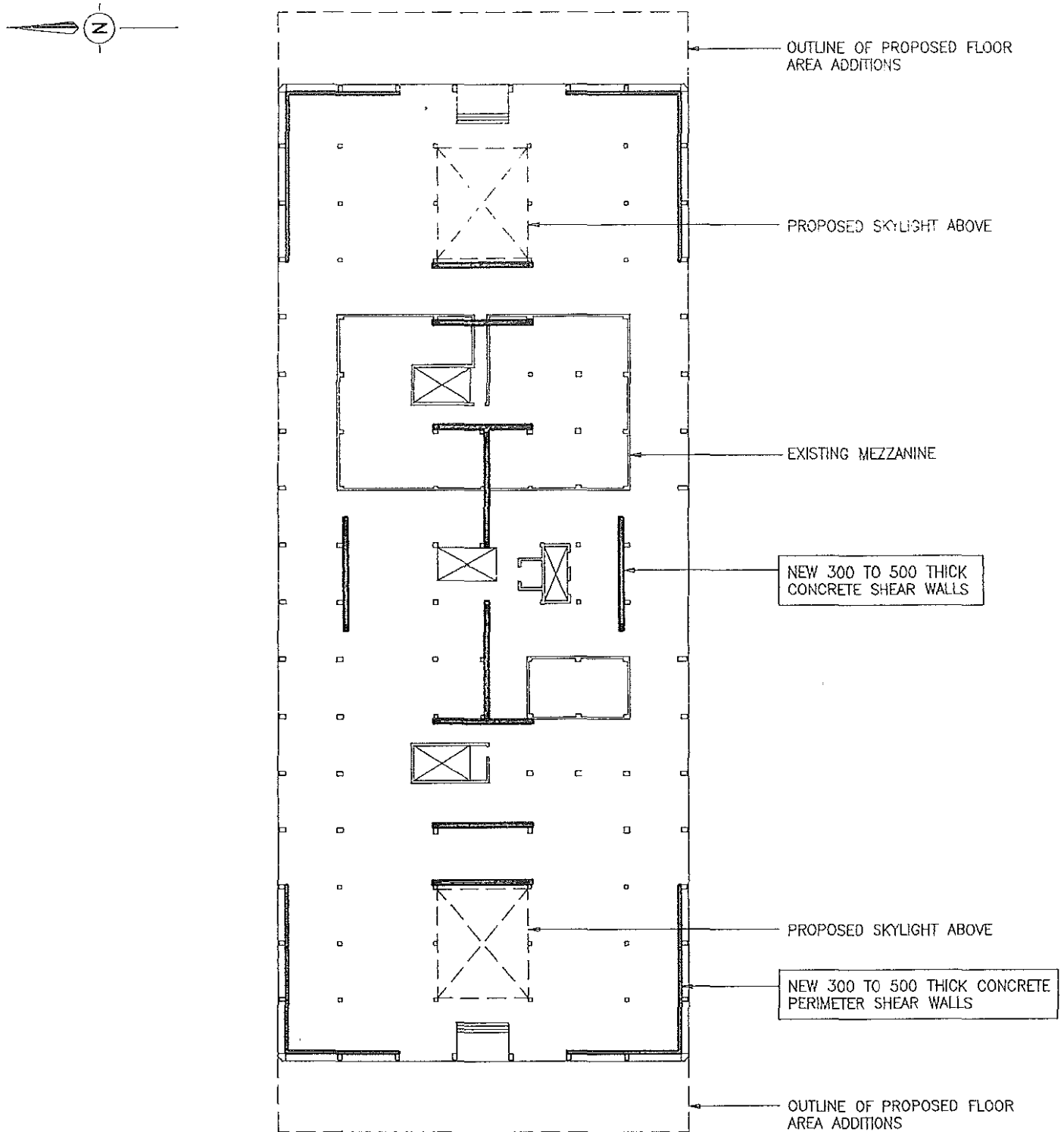
BUILDING CROSS SECTION -- EXISTING



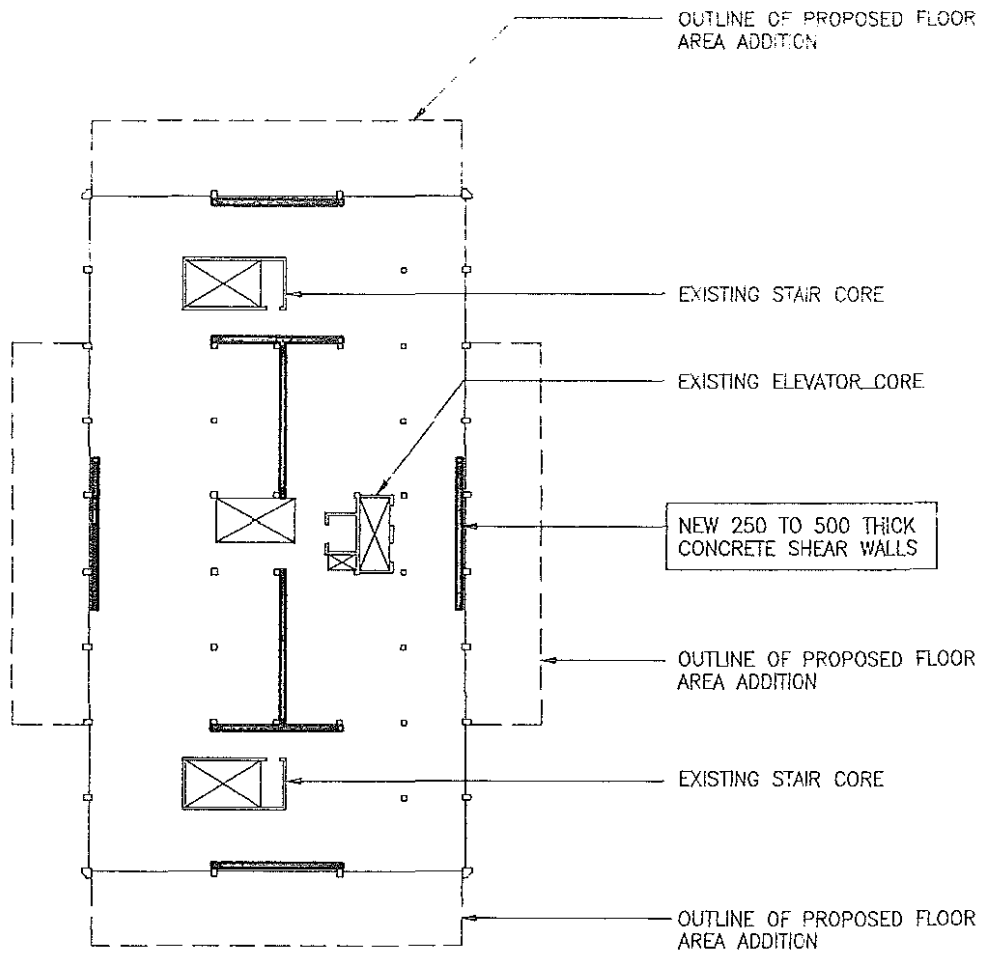
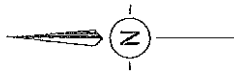
BASEMENT PLAN — PROPOSED UPGRADING



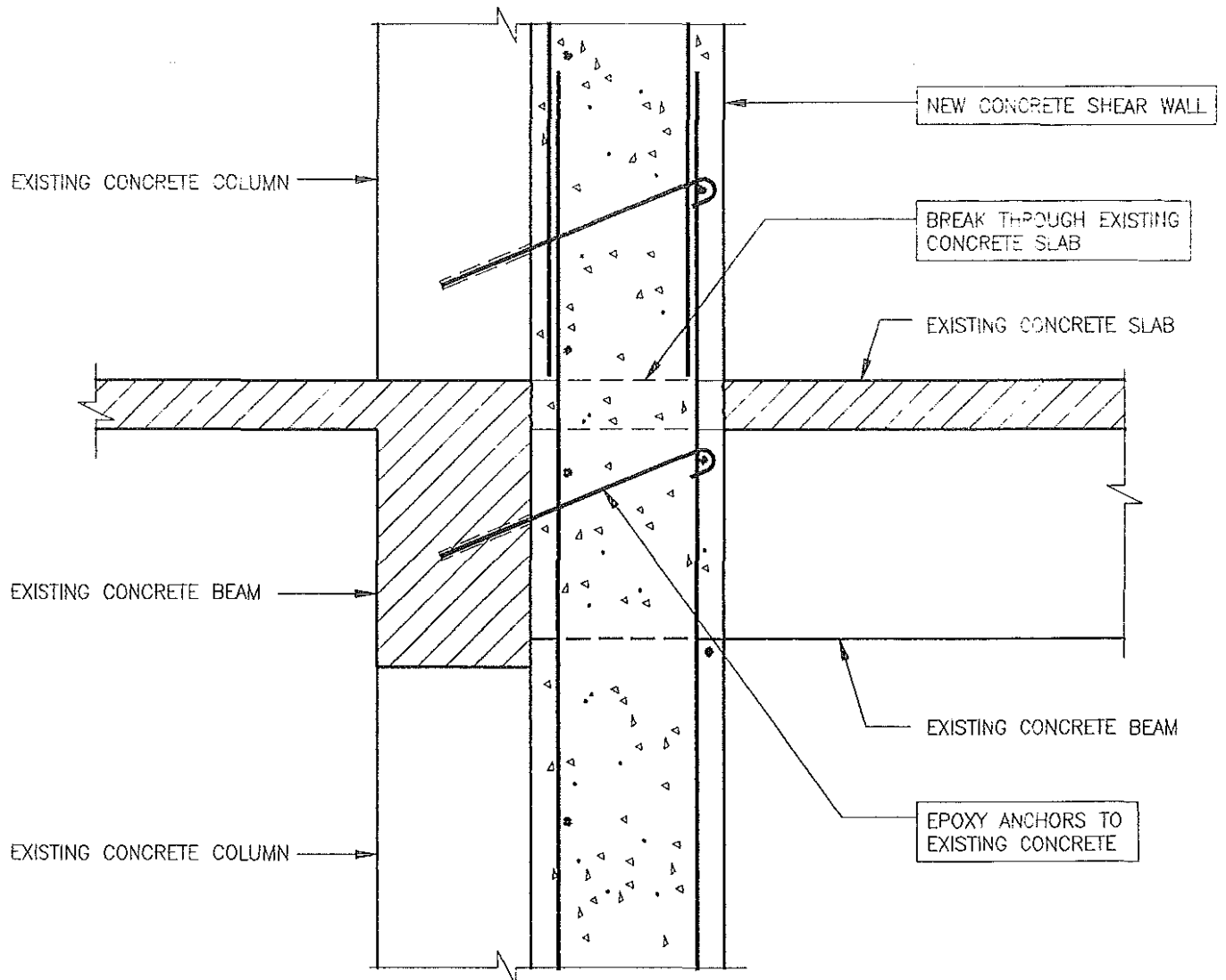
LOWER MAIN FLOOR PLAN – PROPOSED UPGRADING



MAIN FLOOR FLOOR PLAN – PROPOSED UPGRADING



TYPICAL UPPER FLOOR PLAN – PROPOSED UPGRADING



CONCRETE SHEAR WALL TO EXISTING
CONCRETE ANCHORAGE

VICTORIA LAW COURTS MECHANICAL SYSTEMS

Existing Systems

The existing HVAC systems for the lower, main, mezzanine, second and third floors are constant volume systems serviced by fan rooms located in the basement and lower floors units. These fan systems are generally single zone or multizone with the multizone units being dedicated to accommodating the needs of various courts and other facilities on the second and third floors.

A boiler in the basement provides hot water to the various zones of each multizone unit as well as providing hot water to perimeter convectors for offsetting building heating load.

When two additional floors were added to the building in 1974, two roof mounted variable air volume systems were installed to provide air conditioning for these top two floors. Originally seven thermostatic zones [variable air volume boxes] were provided on each floor, however more zones have since been added to accommodate changes in the layout and air conditioning requirements of these floors. Perimeter hot water radiation offsets the building heat loss for these floors.

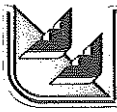
Existing plumbing systems are installed to the standard acceptable in the early 1960's and 1970's.

Proposed Revisions

While the existing mechanical systems would have met performance expectations of the 1960's, they do not meet the standards of performance required of present day mechanical systems and indeed are code deficient in some areas. Specifically, these deficiencies include:

- Lack of proper seismic restraint
- Inadequate thermostatic zoning when compared to today's mechanical systems.
- Lack of adequate controls and consideration of energy conservation
- Potential lack of adequate ventilation to some areas of the building.
- Lack of flexibility for future change.
- Undersized domestic hot and cold water piping.

Accordingly, we would recommend that the existing mechanical systems be removed and new systems installed as part of any change of use, upgrade or expansion of the Victoria Law Courts building. Consideration would be given during this installation of new mechanical systems to retention of some of the mechanical systems where feasible. Such reuse could include reuse of the boiler, the air units and some of the heating mains. Existing services connection to street services could probably be retained depending upon the final building domestic water, sanitary and storm service requirements.



Victoria Law Courts Electrical

General:

The existing electrical systems are generally of good quality, adequate for their tasks, and are adequate or can readily be adapted for conversion of the building to such use as office.

Power:

The existing service is a 3000 Amp, 120/208 volt, 3 phase, 4 wire. This is able to accept a balanced load of 864 kW. The peak load to date is 600 kW (December 1992) with much lower summer loads. There are three subfeed bus ducts: 1600 A, 800 A and 600 A.

In converting to such a use as office (code load of 713 kW with diversities allowed on main service) the service and subfeeders would be adequate.

The number of circuits available throughout the building is inadequate for modern office use, however this could be relatively affordably provided with new panels served off the existing bus ducts.

Emergency Power:

There is presently a 150 kW diesel generator serving a series of 11 panels and a number of mechanical loads. This unit would provide good back up service for such use as office. Again some adjustment would be required to ensure lighting is to code, and possibly the operation of an elevator.

Lighting:

The existing lighting, though adequate, should likely be replaced to provide the glare control now requested under IES RP24 standards, and to be more energy efficient.

Fire Alarm:

The fire alarm is a 4 wire supervised system, generally meeting the standards of present codes. This would require some adjustment to adapt it to the needs of office usage.

Security:

Like the fire alarm, there is an adequate base system that could be adapted or replaced at relatively small cost.

Communication:

This system of lay-in ducts would require major expansion to accommodate the needs of a modern office. However, the raceway system in place could be utilized and expanded.

Conclusion:

The electrical systems are not a key element in deciding if this building can be turned into office use as it exists, or under a reasonable amount of expansion (up to approximately 50% larger could be economically handled).

APPENDICES

8.0 Existing Drawings

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