

NO:

COUNCIL DATE:

REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **November 15, 2018**

FROM: **General Manager, Planning & Development**

FILE: **0510-02**
(School District No. 36
[Surrey])

SUBJECT: **Surrey School District Eligible School Sites Proposal 2019-2020 Capital Plan**

RECOMMENDATION

The Planning & Development Department recommends that Council:

1. Receive this report for information;
2. Endorse, in principle, the Surrey School District's Eligible School Sites Proposal 2019-2020 Capital Plan, attached as Appendix "I," and
3. Instruct the City Clerk to forward a copy of this report and related Council resolution to the Surrey School District.

INTENT

The purpose of this report is to provide information to Council on the Surrey School District's Eligible School Sites Proposal for 2019 to 2020.

BACKGROUND

Each year, all school districts in BC are required to submit a Capital Plan, including an estimate of the number, location, and cost of proposed new school sites, to the Provincial Ministry of Education ("Ministry"). This is known as the Eligible School Sites Proposal ("Proposal"). The Ministry reviews and approves the Capital Plan, including the Proposal, as the basis for funding new schools in each district.

Prior to forwarding the Proposal to the Ministry, the *Local Government Act, R.S.B.C. 1996, c. 323* (LGA), as amended, requires that the school district advise its municipality of the Proposal, and request its Council to either:

1. Pass a resolution to accept the school district's resolution regarding the Proposal; or
2. Respond in writing to the school district indicating that it does not accept the Proposal, and document the reasons for the objection.

In preparing its Capital Plan, the Surrey School District (“School District”) utilizes the City’s residential growth projections to calculate the number, size, and location of new schools that will be required over the next 10 years. The School District then estimates the costs for land acquisition, development, and other capital requirements for each new school.

On September 19, 2018, the Board of Education of School District No. 36 (Surrey) (“School Board”) approved the Proposal incorporated into the School District’s 2019-2020 Capital Plan submission to the Ministry. The Proposal is attached as Appendix “I.”

Pursuant to Section 937.4(6) of the LGA, the City must consider the School District’s resolution at a Regular Council Meeting, and within 60 days of receiving the request, must:

- 937.4(6) (a) pass a resolution accepting the school board’s resolution of proposed eligible school site requirements for the school district, or*
- (b) respond in writing to the school board indicating that it does not accept the school board’s proposed school site requirements for the school district and indicating*
 - (i) each proposed eligible school site requirement to which it objects, and*
 - (ii) the reasons for the objection.*

According to legislation, if the City fails to respond within 60 days of receiving such a request, it is deemed to have agreed to the proposed eligible school sites requirements for the School District, as set out in the School Board’s resolution.

DISCUSSION

Surrey School District Resolution - Eligible School Sites Proposal

The School District’s Proposal documents the projected growth in the number of school-aged children that will occur over the next 10 years in Surrey, the number of new schools that will be needed to accommodate this growth, the general location and area of land required for each new school, and the acquisition costs for the school sites, including servicing. The School District utilizes the City’s residential growth projections as the basis for projecting the growth in student population and the allocation of this growth geographically across the City to establish where and when additional school capacity will be required.

The Proposal indicates the following:

- New residential development is estimated to be 37,996 residential development units over the next 10 years (including Surrey and White Rock; 44,113 units including suites).
- This new residential development will result in an estimated increase of 11,078 school-aged children in the School District over the next 10 years.

- In consideration of new schools for which funding has already been committed and the number of students that will be graduating from the School District during the next 10 years, the net increase in the student population will require seven (7) new school sites and one (1) school site expansion over the next 10 years.
- The new and expanded school sites, which will be purchased within 10 years and based on current serviced land prices, will cost an estimated \$178,800,000.

City staff has determined that the School District’s calculations for growth in student population and the related demand for and proposed location of new school sites are generally consistent with the City’s residential growth estimates for the 10-year period from 2018 through 2027. As documented in Appendix “I,” seven (7) new elementary schools and one (1) school site expansion are included in the Proposal.

School Site Acquisition Charge

The School Site Acquisition Charge (SSAC) regulation is established through the authority of Sections 937.2 and 937.91 of the LGA. The LGA empowers school districts to adopt a by-law establishing SSACs that are to be paid for each dwelling unit in new residential developments within the district. The rates, which are approved through Provincial legislation, are calculated to provide revenues to cover 35% of the acquisition costs and school site property expansions required within that jurisdiction over a 10-year period. The current approved rates, when associated with land prices in Surrey, are falling below 35% of the acquisition costs.

As required under legislation, the City collects the SSACs on behalf of the School District, and remits these charges to the School District each year.

The SSACs are only applicable to residential development and in Surrey the SSACs have already reached the maximum amount allowed by the Provincial School Site Regulations, pursuant to the LGA. As such, there will be no increase in the SSACs in 2018 as a result of the Proposal.

The following table documents the current SSAC rates applicable to residential development in Surrey.

| Prescribed Category of Eligible Development (BC Regulation 17/00) | School Site Acquisition Charge Rates <i>(The SSAC rate is capped at maximum allowed pursuant to Provincial regulations)</i> |
|--|---|
| Low Density (<21 units / ha.) | \$1,000 per unit |
| Medium Low (21-50 units / ha) | \$900 per unit |
| Medium (51 -125 units / ha) | \$800 per unit |
| Medium High (126-200 units / ha) | \$700 per unit |
| High Density (>200 units / ha) | \$600 per unit |

SUSTAINABILITY CONSIDERATIONS

The City desires to support access to diverse, high quality learning opportunities for all residents, and to collaborate with its public partners to provide a comprehensive educational system for students.

The resolution to support the School District's Proposal will assist in achieving the objectives of the City's Sustainability Charter 2.0 and will support the following Desired Outcomes (DO) and Strategic Directions (SD):

Education and Culture

- DO2:** Surrey children and youth have access to a high quality comprehensive and inclusive educational system, and opportunities that include experiences in and out of school.
- DO5:** Surrey's educational institutions and libraries are integrated into the community, and have sufficient capacity to accommodate residents as well as attract people from other areas.
- SD1:** Support the expansion of education opportunities, including increased space and schools for students and niche programs only available in Surrey.
- SD7:** Promote collaboration between public partners, educational institutions, arts and heritage groups, and the community.

CONCLUSION

Based on the information and discussion above, it is recommended that Council:

- Receive this report for information;
- Endorse, in principle, the Surrey School District's Eligible School Sites Proposal 2019-2020 Capital Plan, attached as Appendix "I;" and
- Instruct the City Clerk to forward a copy of this report and related Council resolution to the Surrey School District.

Original signed by
Jean Lamontagne
General Manager, Planning & Development

AR

Appendix "I" - Letter from School District No. 36 (Surrey) Dated September 28, 2018
Re: Eligible School Site Proposal



File No: 0480-20 (d)

September 28, 2018

Mr. Vincent Lalonde
City Manager
City of Surrey
13450 – 104 Avenue
Surrey, BC V3T 1V8

Dear Mr. Lalonde,

Re: Eligible School Site Proposal

Please be advised that at the public meeting of the Board of Education of School District No. 36 (Surrey), the 2019/2020 Eligible School Site Proposal was approved. As you are aware, the Eligible School Site Proposal is a required component of the annual capital plan submission and is referred to local governments in the district for acceptance pursuant to the *Local Government Act*. Please find attached the certified resolution of the Board of Education of School District No.36 (Surrey) for acceptance by city council. A copy of the administrative memorandum considered by the board is also attached for your reference.

The 2019/2020 Eligible School Site Proposal indicates the following:

- Based on consultation with City of Surrey and the City of White Rock on the Eligible School Sites Proposal (ESSP), the Board of Education of School District No. 36 (Surrey) estimates that there will be 37,996 (44,113 including suites) development units constructed in the school district **over** the next 10 years (Schedule 'A' - Table 2); and
- These 44,113 new development units will be home to an estimated 11,078 school age children (Schedule 'A' - Table 3); and
- The school board expects 7 new school sites and 1 site expansion, over the ten-year period, will be required as the result of this growth in the school district and the site acquisitions will be located as presented in Schedule 'B'; and
- According to Ministry of Education site standards presented in Schedule 'B' these sites will require in total 26.2 hectares (approx. 64.7 acres). These sites should be purchased within ten years and, at current serviced land costs, the cost is estimated at \$179,800,000.

LEADERSHIP IN LEARNING

The School Site Acquisition Charge (SSAC) bylaw rate is currently set at the maximum allowed by the Local Government Act and Provincial Regulations. Therefore, no change is required to the SSAC bylaw rate applied to new development units, based on calculations consistent with Provincial SSAC Regulations.

Pursuant to the *Education Statutes Act*, local governments have 60 days to either:

1. *Pass a resolution accepting the proposed eligible school site requirements for the school district;*
2. *Respond in writing to the school board indicating that it does not accept the school board's proposed site requirements for the school district and indicating*
 - *Each proposed school site to which it objects; and*
 - *The reason for the objection.*

If no response is received within 60 days the legislation states that the local government will have been deemed to accept the proposal. Please place the resolution on your Council's agenda to meet this timeline.

Please feel free to contact this office through Ms. Kelly Isford-Saxon, Manager of Demographics and Facilities Planning, by telephone at 604-595-5193 or by email at isford_k@surreyschools.ca should you require any further information.

Yours truly,



Mr. D. Greg Frank, CPA, CA
Secretary-Treasurer

Enclosures: 2

Cc: Kelly Isford-Saxon, Manager, Demographics and Facilities Planning, Surrey School District
Stuart Jones, Senior Planner, Planning and Development Department, City of Surrey
Heather McNell, Director, Regional Planning, Metro Vancouver

DGF/ea

LEADERSHIP IN LEARNING



Excerpt from the 2018-09-19 Regular Board Meeting Minutes

3.(g) Eligible School Sites Proposal – 2019/2020 Five Year Capital Plan

It was moved by Trustee Terry Allen, seconded by Trustee Laurie Larsen:

THAT based on consultation with City of Surrey and the City of White Rock on the Eligible School Sites Proposal (ESSP), the Board of Education of School District No. 36 (Surrey) estimates that there will be 37,996 (44,113 including suites) development units constructed in the school district over the next 10 years (Schedule 'A' – Table 2); and

THAT these 44,113 new development units will be home to an estimated 11,078 school age children (Schedule 'A' – Table 3); and

THAT the School Board expects 7 new school sites and 1 site expansion, over the ten-year period, will be required as the result of this growth in the school district and the site acquisitions will be located as presented in Schedule 'B'; and

THAT according to Ministry of Education site standards presented in Schedule 'B' these sites will require in total 26.2 hectares (approx. 64.7 acres). These sites should be purchased within ten years and serviced land cost is estimated at \$179.8 Million; and

THAT the Eligible School Sites Proposal be forwarded to Local Government for acceptance; and

THAT pending Local Government acceptance, the Eligible School Sites Proposal, be included in the 2019/20 Five Year Capital Plan submission to the Ministry of Education

Certified as a True Copy:

A handwritten signature in black ink, appearing to read "D. Frank", is written over a faint, illegible printed name.

Mr. D. Greg Frank, CPA, CA
Secretary-Treasurer



Administrative Memorandum
Regular Board Meeting

Date: September 19, 2018
Topic: Eligible School Sites Proposal – 2019/20 Capital Plan
Submitted by: D. Greg Frank

Background:

A School Site Acquisition Charge (SSAC) is imposed on new eligible development units (residential development) for the purpose of providing funds to assist school boards in paying the capital cost of eligible school sites. To date, 18 eligible school sites (including new sites and site expansions) have been purchased since the inception of the SSAC in 2001.

Pursuant to the School Site Acquisition provisions of the Local Government Act, an Eligible School Site Proposal (ESSP) must be prepared, and approved by the Board of Education annually. Once approved, the ESSP is referred to the City of Surrey and City of White Rock for acceptance.

Development of the ESSP involves extensive consultation with the City of Surrey and the City of White Rock staff. Both local governments provide 10-year projections for residential development consistent with their Official Community Plans, Regional Context Statements and Neighbourhood Concept Plans. That information is then used to project the number of school age children that would be generated by the additional housing units. A review of the distribution of new housing units is used to project enrolment growth at schools and to estimate the general location, size and number of school sites and site expansions required to accommodate student growth.

Schedule B of the attached document outlines the draft ESSP, which identifies eight site acquisition proposals, including seven new school sites and one site expansion. The eight eligible school site acquisition proposals will be included as capital projects in the proposed 2019/20 Five-Year Capital Plan, for Board consideration.

This 2019/20 Capital Plan and Eligible School Site Proposal, if approved will add three new sites to previous proposals, to accommodate revised housing build out estimates provided by local governments and resulting student growth projections. The added sites include a proposed new secondary school site for South East Newton Area, a new elementary school site for Fleetwood Enclave planning area and a new elementary school site for the East Bothwell neighbourhood.

The SSAC bylaw rate is currently set at the maximum allowed by the Local Government Act and Provincial Regulations and the ESSP does not trigger a rate adjustment. Therefore, no change is required to the School Site Acquisition Charge (SSAC) bylaw rate applied to new development units, based on calculations consistent with Provincial School Site Acquisition Charge Regulations.

Prior to submitting the ESSP to the Ministry of Education, the proposal must formally be referred to the City of Surrey and the City of White Rock who may:

- Pass a resolution accepting the proposed ESSP; or
- Respond in writing to the School District indicating that it does not accept the ESSP, documenting reasons for the objection.

If the Local Government fails to respond within 60 days of receiving such a request, it is deemed to have agreed to the proposed ESSP requirements.

The following information has been considered:

1. The Eligible School Site Proposal projections have been discussed with planning department staff for the City of Surrey and the City of White Rock. Municipal staff have provided updated growth projections for the period 2018/19 to 2027/28 based on the latest demographic data and market trends for housing (Schedule 'A').
2. A projection of the number of additional school age children, as defined in the *School Act*, generated by the projected eligible development units for the period 2018/19 to 2027/28 has been revised based on the new projections provided by the City of Surrey and the City of White Rock (Schedule 'A').
3. The approximate size and the number of school sites required to accommodate the number of children projected (Schedule 'B').
4. The approximate location and value of school sites (Schedule 'B').

It is recommended:

THAT based on consultation with City of Surrey and the City of White Rock on the Eligible School Sites Proposal (ESSP), the Board of Education of School District No. 36 (Surrey) estimates that there will be 37,996 (44,113 including suites) development units constructed in the school district over the next 10 years (Schedule 'A' – Table 2); and

THAT these 44,113 new development units will be home to an estimated 11,078 school age children (Schedule 'A' – Table 3); and

THAT the School Board expects 7 new school sites and 1 site expansion, over the ten-year period, will be required as the result of this growth in the school district and the site acquisitions will be located as presented in Schedule 'B'; and

Eligible School Sites Proposal – 2019/20 Capital Plan

THAT according to Ministry of Education site standards presented in Schedule 'B' these sites will require in total 26.2 hectares (approx. 64.7 acres). These sites should be purchased within ten years and serviced land cost is estimated at \$179.8 Million; and

THAT the Eligible School Sites Proposal be forwarded to Local Government for acceptance; and

THAT pending Local Government acceptance, the Eligible School Sites Proposal, be included in the 2019/20 Five Year Capital Plan submission to the Ministry of Education.

Eligible School Site Proposal - 2019/20 Capital Plan

SCHEDULE 'A' 2018-2027 Projections - Eligible Development and School Age Children (new housing only)

Table 1 - Growth Forecasts by Local Government - Housing Units Completions By Type (10 year forecast based on school year - July 1st to June 30th.)

| School Year | 2018-2019 | 2019-2020 | 2020-2021 | 2021-2022 | 2022-2023 | 2023-2024 | 2024-25 | 2025-26 | 2026-27 | 2027-28 | |
|-----------------------------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|---------------|
| CITY OF SURREY | | | | | | | | | | | |
| Year | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 | 10 yr Tot. |
| Single Detached | 691 | 331 | 325 | 318 | 308 | 310 | 298 | 279 | 279 | 261 | 3,400 |
| Suites | 232 | 621 | 627 | 633 | 637 | 646 | 650 | 651 | 659 | 661 | 6,017 |
| Row House | 1,670 | 1,674 | 1,682 | 1,699 | 1,701 | 1,705 | 1,694 | 1,679 | 1,671 | 1,676 | 16,851 |
| Low Rise Apart. | 1,243 | 1,088 | 1,091 | 1,090 | 1,100 | 1,054 | 1,065 | 1,064 | 1,096 | 1,143 | 11,034 |
| High Rise Apart. | 267 | 447 | 464 | 480 | 500 | 506 | 526 | 543 | 570 | 602 | 4,908 |
| Total Units City of Surrey | 4,103 | 4,161 | 4,189 | 4,220 | 4,246 | 4,221 | 4,233 | 4,216 | 4,275 | 4,343 | 42,207 |

Source: City of Surrey, Planning and Development Department, May 2018

| | | | | | | | | | | | |
|---------------------------------------|-----------|-----------|------------|------------|------------|------------|------------|-----------|------------|-----------|--------------|
| CITY OF WHITE ROCK | | | | | | | | | | | |
| Year | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 | 10 yr Tot. |
| Single Detached | 5 | 5 | 5 | 5 | 5 | 5 | 5 | 5 | 5 | 5 | 60 |
| Suites | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 100 |
| Row House | 4 | 2 | 5 | 5 | 5 | 5 | 5 | 5 | 5 | 5 | 48 |
| Low Rise Apart. | 4 | 79 | 0 | 0 | 40 | 0 | 30 | 0 | 30 | 0 | 183 |
| High Rise Apart. | 0 | 0 | 338 | 396 | 321 | 172 | 75 | 75 | 75 | 75 | 1,827 |
| Total Units City of White Rock | 23 | 96 | 358 | 416 | 381 | 192 | 125 | 95 | 125 | 95 | 1,906 |

City of White Rock, Planning Department, May 2018.

TOTAL SD #38 (SURREY)

Table 2 - SCHOOL DISTRICT 38 - ELIGIBLE DEVELOPMENT UNITS (Annual total new units by housing type, 2018-2027)

| Year | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 | 10 yr Tot. |
|--------------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|---------------|
| Single Detached | 696 | 336 | 330 | 323 | 313 | 315 | 303 | 284 | 284 | 268 | 3,460 |
| Suites | 242 | 631 | 637 | 643 | 647 | 656 | 660 | 661 | 669 | 671 | 6,117 |
| Row House | 1,674 | 1,676 | 1,687 | 1,704 | 1,708 | 1,710 | 1,699 | 1,684 | 1,676 | 1,681 | 16,897 |
| Low Rise Apart. | 1,247 | 1,167 | 1,091 | 1,090 | 1,140 | 1,054 | 1,085 | 1,084 | 1,128 | 1,143 | 11,217 |
| High Rise Apart. | 267 | 447 | 802 | 876 | 821 | 678 | 601 | 618 | 645 | 677 | 6,432 |
| Total Units | 4,126 | 4,257 | 4,547 | 4,636 | 4,627 | 4,413 | 4,368 | 4,311 | 4,400 | 4,438 | 44,113 |



Table 3 - PROJECTED SCHOOL AGE YIELD (Age 5-17 from Eligible development unit projections 2017-2026)

| Year | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 | Eligible Students |
|---------------------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|-------------------|
| Single Detached | 487 | 235 | 231 | 226 | 219 | 221 | 212 | 199 | 199 | 186 | 2,416 |
| Suites | 29 | 76 | 76 | 77 | 78 | 79 | 79 | 79 | 80 | 81 | 734 |
| Row House | 670 | 670 | 675 | 682 | 682 | 684 | 680 | 674 | 670 | 672 | 6,769 |
| Low Rise Apt. | 112 | 105 | 98 | 98 | 103 | 95 | 99 | 86 | 101 | 103 | 1,010 |
| High Rise Apt. | 7 | 11 | 20 | 22 | 21 | 17 | 15 | 15 | 18 | 17 | 161 |
| Total EDU Students | 1,305 | 1,098 | 1,100 | 1,105 | 1,102 | 1,095 | 1,084 | 1,063 | 1,067 | 1,059 | 11,078 |

Source: Student Yield Estimates for projected new housing by form of development, updated May 30, 2018 by Surrey School District #38, Planning Department

Table 4 - ESTIMATED AVERAGE NEW STUDENT YIELD RATE FROM NEW HOUSING

| Year | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 | Yield (2027) |
|-----------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|--------------|
| Single Detached | 0.7 | 0.7 | 0.7 | 0.7 | 0.7 | 0.7 | 0.7 | 0.7 | 0.7 | 0.7 | 0.7 |
| Suites | 0.12 | 0.12 | 0.12 | 0.12 | 0.12 | 0.12 | 0.12 | 0.12 | 0.12 | 0.12 | 0.12 |
| Row House | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 |
| Low Rise Apt. | 0.09 | 0.09 | 0.09 | 0.09 | 0.09 | 0.09 | 0.09 | 0.09 | 0.09 | 0.09 | 0.09 |
| High Rise Apt. | 0.025 | 0.025 | 0.025 | 0.025 | 0.025 | 0.025 | 0.025 | 0.025 | 0.025 | 0.025 | 0.025 |

Eligible School Site Proposal - 2019/20 Capital Plan



SCHEDULE 'B'
Capital Projects Requiring New Sites
 ELIGIBLE SCHOOL SITES (General Location, Size and Estimated Serviced Land Cost)

| School Site # | #013 | #116 | #208 | #214 | # 220 | # 221 | #222 | #218 | TOTALS |
|-------------------------|--------------------|------------------------------|--------------------------------|---|------------------------|--------------------|------------------------|----------------------------|-----------------|
| Basic of Costs | Estimate | Estimate | Estimate | Estimate | Estimate | Estimate | Estimate | Estimate | |
| Type of Project | Expansion | New | New | New | New | New | New | New | |
| Grade Level | Elementary | Elementary | Elementary | Elementary | Secondary | Elementary | Elementary | Elementary | |
| General Location | Clayton Elementary | South Newton Area Elementary | Redwood Heights (NE Grandview) | Dart's Hill Area (Grandview Heights Centre) | South East Newton Area | East Bothwell Area | Fleetwood Enclave Area | South Port Kells West Area | Total Estimates |
| Existing Capacity | 160 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 160 |
| Long Term Capacity | 605 | 605 | 605 | 605 | 1,500 | 605 | 380 | 605 | 6,810 |
| Increase in Capacity | 445 | 605 | 605 | 605 | 1,500 | 605 | 380 | 605 | 6,380 |
| Standard Site Size (ha) | 3.0 | 3.3 | 3.3 | 3.3 | 6.3 | 3.3 | 2 | 3.3 | 27.8 |
| Existing Site Area (ha) | 1.8 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1.8 |
| Size of New Site (ha) | 1.4 | 3.3 | 3.3 | 3.3 | 6.3 | 3.3 | 2.0 | 3.3 | 26.2 |
| Land Cost/ha | \$7,142,857 | \$7,819,238 | \$7,121,212 | \$7,878,788 | \$7,000,000 | \$7,000,000 | \$7,000,000 | \$4,242,424 | \$6,884,255 |
| Estimated Cost of Land | \$10,000,000 | \$26,743,480 | \$23,600,000 | \$28,000,000 | \$44,100,000 | \$23,100,000 | \$14,000,000 | \$14,000,000 | \$176,843,480 |

Total proposed acquisition sites (Eligible School Sites) = 8 (proposed acquisitions, including 1 site expansion, 6 new elementary school sites and 1 secondary school site).
 Updated: May 30, 2018