



City of Richmond

Report to Committee

To: Planning Committee **Date:** August 24, 2021
From: John Hopkins **File:** 08-4040-01/2021-Vol 01
 Director, Policy Planning
Re: **Board of Education of School District No. 38 (Richmond) 2021-22 Eligible School Site Proposal**

Staff Recommendation

1. That the Board of Education of School District No. 38 (Richmond) 2021-22 Eligible School Site Proposal resolution, as outlined in the staff report titled "Board of Education of School District No. 38 (Richmond) 2021-22 Eligible School Site Proposal", dated August 24, 2021 from the Director, Policy Planning, be accepted.
2. That the Board of Education of School District No. 38 (Richmond) undertake consultation with development stakeholders to inform them of the process to review and implement potential changes to the School Site Acquisition Charge rates resulting from the 2021-22 Eligible School Site Proposal.

John Hopkins
 Director, Policy Planning
 (604-276-4279)

Att. 2

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Development Applications	<input checked="" type="checkbox"/>	 Acting GM
Parks	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS:	APPROVED BY CAO

Staff Report

Origin

On June 23, 2021, the Board of Education of School District No. 38 (Richmond) (herein called the Board) approved a resolution in relation to their 2021-22 Eligible School Site Proposal (ESSP). The Board approved 2021-22 ESSP resolution has been forwarded to the City of Richmond for consideration. A copy of the Board's resolution for the 2021-22 ESSP is provided in Attachment 1.

School District staff have confirmed an October 31, 2021 deadline for receipt of City of Richmond comments.

This report supports Council's Strategic Plan 2018-2022 Strategy #6 Strategic and Well-Planned Growth:

Leadership in effective and sustainable growth that supports Richmond's physical and social needs.

Findings of Fact

2021-22 ESSP Resolution and Process with Local Government

The purpose of the ESSP is to identify if the Board plans to acquire new school sites and outline eligible school site requirements for the School District that would also be included in their Five-Year Capital Plan.

A summary of the Board's 2021-22 ESSP resolution is as follows:

- Over the next 10 years (2021 to 2030), it is estimated that there will be approximately 16,740 new development units constructed in the School District that will be home to an estimated 1,668 school age children.
- As a result of this projected growth, one new school site will be required in Lansdowne Village in the City Centre Area Plan. Based on the School District's standards for a new school site, the ESSP identifies a site 1.9 ha (4.7 ac) in size with a land cost of approximately \$75 million. The ESSP also recognizes the potential for a school site being accommodated within a multi-level building in an air space parcel provided that arrangements can be made to share future public open/park space in a suitable nearby location, which would result in a significantly smaller site area compared to the School District's typical standards. School District staff have indicated their Long Range Facilities Plan (LRFP), adopted by the Board in June 2019, recognizes the need for a future school site in the City Centre Area to take into account long-term student population growth beyond 2033.
- To account for development growth and accompanying increase in school age children over the next 10-year period, the Board's LRFP and 2021-22 ESSP includes planned expansions to a number existing schools and a new facility development at land already acquired by the School District (adjacent to Dover Park), which is consistent with and accounted for in the ESSP resolution.

In accordance with the provincial legislation, upon receipt of an ESSP resolution, a local government must either:

- Pass a resolution accepting the ESSP resolution; or
- Respond in writing to the Board that it does not accept the school site requirements for the School District, including the specific site and objections by the local government. In this scenario, a facilitator is appointed by the Province so that the School District and local government can come to an agreement.

School Site Acquisition Charge Rates – Potential Impacts

The School Site Acquisition Charge (SSAC) are funds from new residential development that is collected by the City, on behalf of the School District. These funds, along with residential development information (type, location and number of residential units), is provided regularly to the School District. SSAC rates are established by the Board through a prescribed formula set by the Province, which also establishes maximum SSAC rates that can be charged to new residential development.

School District staff have identified that subject to Council's and the Ministry of Education's consideration of the ESSP, the SSAC Bylaw will be reviewed in winter 2021-22 by the Board and the information contained in the 2021-22 ESSP could result in an increase to the SSAC rates paid by developers for new residential development.

The City of Richmond is not involved in setting the SSAC rates. Any review and change to SSAC rates is undertaken by the School District in accordance with the provincial regulations.

Analysis

Residential Development and School Age Children Projections

The 2021-22 ESSP resolution contains information about projected residential development and associated yield of school age children over the next 10-years. These projections are based on residential development information provided by the City of Richmond to the School District on a regular basis through the transfer of SSAC funds collected by the City. School District staff also assess residential development application activity across the City and consult with the development community on anticipated residential growth as part of the drafting of the ESSP. City staff have reviewed the residential growth projections provided for in the 2021-22 ESSP and confirm they are aligned with projected growth outlined in the Official Community Plan.

Proposed New City Centre School Site

The 2021-22 ESSP accounts for residential development and associated yield of school age children over the next 10 years that is proposed to be accommodated in planned expansions to a number of existing schools and construction of a new school on land owned by the School District at Dover Park. An additional new school site has been identified in the 2021-22 ESSP for Lansdowne Village. The School District has indicated that this new school site is needed to accommodate for long-term growth beyond 2033; therefore it is being included in the 2021-22

ESSP so that SSAC funds can be collected for the potential acquisition to be undertaken within the next 10 years.

Lansdowne Redevelopment

The Final Master Land Use Plan for the proposed Lansdowne redevelopment by Vanprop Investments Ltd. (applicant/developer) and associated amendments to the Official Community Plan/City Centre Area Plan were granted third reading on March 15, 2021. Through the development of the Final Master Land Use Plan, consultation occurred amongst the developer, City staff and the School District. This site is proposed to be developed in a phased approach, which provides for opportunities for a new school site to be secured through this redevelopment. The Lansdowne Final Master Land Use Plan maintains options for the inclusion of the future school on this site. Additionally, City staff will continue to involve the School District in the park planning process to ensure the park plan reflects a potential school on this site.

The 2021-22 ESSP identifies that a new elementary school with a capacity of approximately 340 students in Lansdowne Village in the City Centre Area Plan will be required. A site size of approximately 1.9 ha (4.7 acres) has been identified in accordance with School District standards and a \$75 million land cost estimate based on current market values is included in the 2021-22 ESSP. The ESSP also recognizes the potential for a school site being accommodated within a multi-level building in an air space parcel provided that arrangements can be made to share future public open/park space in a suitable nearby location, which would result in a significantly smaller site area compared to the School District's typical standards. School District staff have indicated there are ongoing discussions with the developer about options to develop a new school on this site. Any decision to pursue acquisition of a school site in one of the phases of the Lansdowne redevelopment will be determined by the Board and developer.

Review and Changes to the SSAC Bylaw

If the 2021-22 ESSP is accepted by the City of Richmond, the School District will forward it, along with the Five-Year Capital Plan that includes information on the eligible school site, to the Ministry of Education for acceptance. Once this process is complete, the Board will be in a position to review the SSAC rates charged for new residential developments based on the requirements in the provincial legislation, including maximum charges per unit. The current SSAC rates determined by the Board and maximum rates established by the Province is contained in Attachment 2. School District staff have advised that the current values in the 2021-22 ESSP could result in an increase to the per unit SSAC rates subject to review and approval from the Board. The anticipated timing for the review and changes to the SSAC bylaw is in Q1/Q2 2022.

To ensure that the development community is aware of the process around potential changes to the SSAC, including how any changes to the rate would be implemented, City staff recommend that the School District undertake consultation with applicable developer stakeholders. Development stakeholders include, but may not be limited to:

- Urban Development Institute (UDI);
- Greater Vancouver Home Builders Association (GVHBA); and

- Others representatives in the local development community.

School District staff have advised they are supportive of engaging with development stakeholders. School District staff have advised they will be able to coordinate further communication and notification with development stakeholders once a timeframe has been developed for the Board to consider an amendment to the SSAC bylaw.

Financial Impact

None.

Conclusion

This report presents the Board's 2021-22 ESSP to Council for consideration. The 2021-22 ESSP outlines projected residential development over the next 10-years and has identified the need for one new school site in Lansdowne Village in the City Centre. City staff have reviewed the residential development projections and confirm they are consistent with projected growth in the Official Community Plan. School District staff have also advised of a review and potential change to the SSAC rate by the Board, which will impact the development community as SSAC funds are collected from new residential developments. As a result, staff recommend the following:

- That the Board of Education of School District No. 38 (Richmond) 2021-22 Eligible School Site Proposal resolution, as outlined in the report dated August 24, 2021 from the Director, Policy Planning, be accepted.
- That the Board of Education of School District No. 38 (Richmond) undertake consultation with development stakeholders to inform them of the process to review and implement potential changes to the School Site Acquisition Charge rates resulting from the 2021-22 Eligible School Site Proposal.



Kevin Eng
Planner 3
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- Att. 1: The Board's Approved Resolution for the 2021-22 ESSP
2: Table Summary of SSAC Rates – Current and Maximum

June 23, 2021

Board Resolution – 2021-22 Eligible School Site Proposal

WHEREAS Section 142 of the *School Act* requires that a Board of Education submit a capital plan to the Minister of Education; and

WHEREAS *Local Government Act* Section 574.2 requires that before a board of education submits the capital plan required under School Act Section 142 it consult with each local government in the school district and, that the board of education and local government make all reasonable efforts to reach agreement on the following:

- a projection of the number of eligible development units to be authorized over the 10 year period that has been specified by the Minister of Education;
- the projection of the number of school age children (as defined in the *School Act*) that will be added to the school district as the result of the eligible development units;
- the approximate size and number of school sites required to accommodate the number of school age children projected as a result of the addition of eligible development units;
- the approximate location and value of the school sites; and,

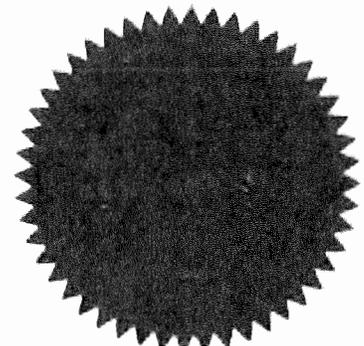
WHEREAS the Board of Education of School District No. 38 (Richmond) has consulted with representatives of the development industry and the City of Richmond on these matters;

IT IS RESOLVED THAT:

- 1) Based on information received from local government, the Board of Education of School District No. 38 (Richmond) estimates that there will be 16,740 new development units constructed in the school district over the next 10 years (Schedule 'A');
- 2) These 16,740 new development units will be home to an estimated 1,668 school age children (Schedule 'A');
- 3) The Board of Education expects that one (1) new school site will be required in the vicinity of Lansdowne Centre in the City Centre Area as well as planned expansions to a number of schools over the next 10 year period to accommodate student growth resulting from new residential development within the school district;
- 4) According to Ministry of Education site standards presented in Schedule 'B', the eligible school site will require approximately two (2) hectares in the City Centre Area; the site is expected to be purchased within 10 years and at current serviced land cost, the land would cost approximately \$75,000,000; and
- 5) The Eligible School Site Proposal be incorporated into the 2022-23 Five-Year Capital Plan and submitted to the Ministry of Education.

I hereby certify this to be a true copy of the resolution for approval of the 2022-23 Eligible School Site Proposal adopted by the Board of Education the 23rd day of June, 2021.


Roy Uyeno, CPA, CGA
Secretary-Treasurer



SCHEDULE 'A' 2021-2030 Projections - Eligible Development and Student Yield (School Age Children)

Table 1 - SCHOOL DISTRICT 38 - ELIGIBLE DEVELOPMENT UNITS (Annual estimate of new units by housing type (10 Year Estimates 2021-2030 based on growth forecasts by City of Richmond)

Form of Housing \ Year	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	10 Year Total
Single Detached	90	90	90	90	90	90	90	90	90	90	900
Row Houses	181	181	181	181	181	181	181	181	181	181	1,810
Low Rise Apartments	180	180	180	180	180	180	180	180	180	180	1,800
High Rise Apartments	1,223	1,223	1,223	1,223	1,223	1,223	1,223	1,223	1,223	1,223	12,230
Total Units	1,674	16,740									

Table 2 - PROJECTED SCHOOL AGE YIELD (Age 5-17 population yield estimated from projected Eligible Development Units (EDU students by housing type 2021-2030)

Form of Housing \ Year	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	10 Year Total
Single Detached	59	59	59	59	59	59	59	59	59	59	585
Row Houses	62	62	62	62	62	62	62	62	62	62	615
Low Rise Apartments	16	16	16	16	16	16	16	16	16	16	162
High Rise Apartments	31	31	31	31	31	31	31	31	31	31	306
Total EDU Students	167	1,668									

Table 3 - ESTIMATED AVERAGE NEW K-12 STUDENT YIELD RATE FROM NEW HOUSING

Form of Housing \ Year	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	Average Yield
Single Detached	0.65	0.65	0.65	0.65	0.65	0.65	0.65	0.65	0.65	0.65	0.65
Row Houses	0.34	0.34	0.34	0.34	0.34	0.34	0.34	0.34	0.34	0.34	0.34
Low Rise Apartments	0.09	0.09	0.09	0.09	0.09	0.09	0.09	0.09	0.09	0.09	0.09
High Rise Apartments	0.025	0.025	0.025	0.025	0.025	0.025	0.025	0.025	0.025	0.025	0.025

SCHEDULE 'B' 2021-22 Eligible School Site Proposal (ESSP)

Proposed new school site to be included in the 2022-23 Five-Year Capital Plan

SITE - General Location	City Centre (Lansdowne Area)
Basis of Cost	Estimate
Type of Expansion	New Elementary School
Existing Capacity	0
Long Term Capacity	340 Nominal / 311 Operating
Standard Site Area (Ha)	1.9
Approximate Acres	4.7
Existing Site Area	0
Estimated Cost of Land	\$75,000,000

Notes:

- The site area and cost estimates are based on area standards and current market values.
- There is a potential being explored for a site within the Lansdowne development property which may accommodate a multi level school building in urban air space located on a significantly smaller than standard site area, provided there is shared use of future public open space accommodated adjacent to the proposed school with City of Richmond Parks.
- Eligible School sites which already received capital site acquisition project approval from the Ministry of Education after the original ESSP was submitted in September 2000 to the present are not included in the above table.
- Eligible school site acquisition completions since the inception of the original ESSP include a new elementary site at Dover Park (currently a vacant future school site owned by the school district) and the site acquisition for MacNeill Secondary which opened as a new school in 2003.

ATTACHMENT 2

**Summary Table of School Site Acquisition Charge (SSAC) Rates
Board of Education of School District No. 38 (Richmond)**

Type of Development	Current SSAC Charge (per unit)	Maximum SSAC Charge (per unit) Based on Provincial Regulations
Low Density Development (less than 21 units per hectare)	\$772	\$1,000
Medium Low Density Development (21–50 units per hectare)	\$695	\$900
Medium Density Development (51–125 units per hectare)	\$617	\$800
Medium High Density Development (126–200 units per hectare)	\$540	\$700
High Density Development (more than 200 units per hectare)	\$463	\$600