

SCHOOL DISTRICT NO. 60

Peace River North



Eligible School Sites Proposal

(ESSP)

June 2011

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1. INTRODUCTION

1.1 THE SCHOOL SITES ACQUISITION CHARGE

At this time, Peace River North School District No. 60 (PRN) does not have a School Site Acquisition Charge (SSAC) program in place. As a result of foreseeable growth, PRN has identified the establishment of a SSAC program and bylaw as a priority.

In British Columbia, SSACs are now required by the Province to help pay for the acquisition of new school sites needed as a result of new residential development. A SSAC is a charge per dwelling unit paid by residential developers throughout the School District. The charge is collected by local governments at either the time of subdivision or building permit and is transferred to school boards.

The provinces SSAC Implementation Guide outlines the principles underlying the SSAC legislation, highlights those developments that are exempt from the charge, and provides a framework for the process to be followed by school districts and their local governments. The Guide also describes the steps to follow in the process of setting the charge.

This document, the Eligible School Sites Proposal, encompasses Steps 1 to 3 of the process for implementing SSAC in School District No. 60. Step 1 is to estimate the number of eligible residential development units that will be built in PRN over the next ten years. Step 2 is to estimate the number of students that are expected to live in the new eligible development units by 2020, the end of the ten-year period. Step 3 is the preparation of this document, the Eligible School Sites Proposal, that incorporates all the information required to calculate SSAC for PRN including:

- Enrolment estimates to 2020.
- The definition of new schools and new school sites required in response to anticipated enrolment growth.
- Estimates of the cost of new land for new school sites.

To receive the entire Implementation Guide, visit the Ministry of Education's website at: www.bced.gov.bc.ca/capitalplanning/resources.

1.2 WORKING GROUP

Throughout the project the following PRN administrators were responsible for the work undertaken to complete this plan:

- Doug Boyd, Secretary Treasurer, chair of the planning team and was the prime liaison with the board.
- Nicholas Weswick, Controller, led in the assessment of the operational cost impacts of various future scenarios, as well as assisting with the liaison with local governments
- Urban Systems Ltd. was consulted in an advisory capacity throughout the plan's development.

As part of the planning process the PRN team consulted with School District No. 23 (Central Okanogan) and used their Eligible School Sites Proposal as a resource.

1.3 LOCAL GOVERNMENTS

PRN comprises four local governments. We consulted planners in the following entities to obtain their estimates of future residential development:

- City of Fort St John
- District of Taylor
- District of Hudson's Hope
- Peace River Regional District

Discussions have also taken place with the Ministry of Transportation and Infrastructure regarding the administration of the SSAC. In rural, unincorporated areas where there is no building permit process, the Ministry may need to assist with the collection of SSACs or with ensuring the fees have been collected prior to subdivision approval.

1.4 ORGANIZATION OF REPORT

In addition to the Introduction, the document is organized into four sections:

- Section 2, Existing Schools, outlines the number, size and distribution of the schools in PRN.
- Section 3, Long-Term Facilities Plan, discusses the plan for new and expanded school facilities in PRN to 2020.
- Section 4, Residential and Enrolment Growth, presents the forecasts for residential growth and the impact on enrolment in PRN.
- Section 5, Preliminary SSAC Calculations, presents the five tables required to calculate the school site acquisition charge.

2. EXISTING SCHOOLS

2.1 ORGANIZATION OF EXISTING SCHOOLS

PRN schools are organized into a middle school model with adjusted configurations for rural schools:

- All elementary schools in Fort St John, Taylor and the immediate surrounding area serve students in Kindergarten to Grade 6.
- Urban middle schools serve students in Grades 7 to 9.
- Urban secondary locations serve students in Grades 10 to 12.
- Hudson's Hope School serves students in Kindergarten to Grade 12
- Rural schools vary in configuration from K-7 to K-12

For the purposes of this document the term 'urban' refers to schools both within Fort St. John and in the immediate surrounding area (e.g. Taylor, Baldonnel, Charlie Lake).

PRN plans to maintain the middle school grade configuration indefinitely. Figure 1 illustrates the varying configurations for rural schools. Map 1 shows the relative catchment areas for rural schools at the elementary level.

Several schools in the district include French Immersion programs. Each of these schools is dual track, meaning that they share schools with students in the regular education program.

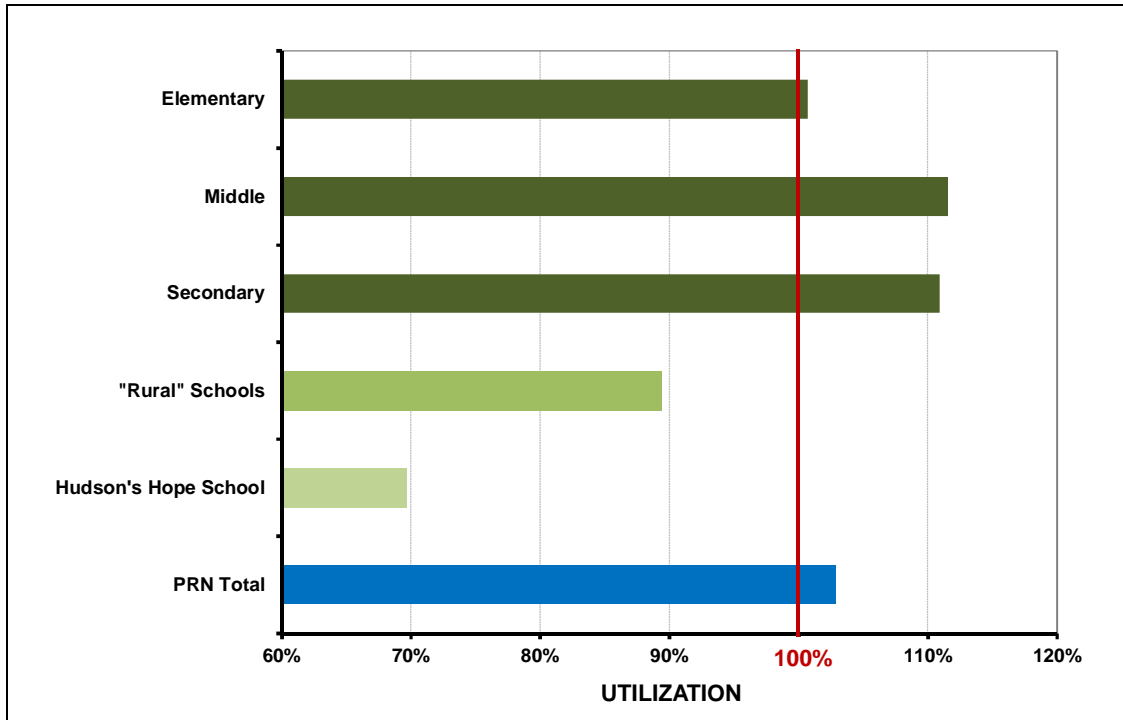
Figure 1: Rural Grade Configurations

Rural Schools	Configuration
Prespatou	K - 12
Clearview	K - 10
Upper Pine	K - 8
Wonowon	K - 8
Buick Creek	K - 7
Upper Halfway	K - 7

2.2 CAPACITY UTILIZATION OF EXISTING SCHOOLS

Figure 2 summarizes the detailed capacity utilization data that is presented in Appendix B. The analysis shows that most PRN schools are fully utilized except for the Hudson's Hope area, where the school is operating at well under capacity.

Figure 2: Existing (2010-11) Capacity Utilization



Note: "Rural" Schools include:

- Buick Creek Elementary
- Clearview Elementary / Jr. Secondary
- Prespatou Elementary / Secondary
- Upper Halfway Elementary / Jr. Secondary
- Upper Pine Elementary / Jr. Secondary
- Wonowon Elementary

3. LONG-TERM FACILITIES PLAN

3.1 ENROLMENT FORECAST

PRN receives annual updated enrolment forecasts from Baragar Demographics. Baragar uses a program called *Demographic Dynamics* to generate 15-year enrolment forecasts for each school. The underlying population data for the Baragar forecasts is from a combination of birth registry as well as Family Allowance and Child Tax Benefit files. Net migration and birth rates are incorporated using historical averages.

Detailed PRN enrolment forecasts for each school are presented in Appendix A.

Figure 3 illustrates the sum of all our enrolment forecasts for all students in Grades K-12. In general, we estimate total PRN enrolment will increase gradually over the next three years and then begin a significant pattern of growth. We anticipate that total enrolments will be 20% higher in 2023 than in 2010.

Figure 3: Enrolment Forecast (District Wide Estimate)

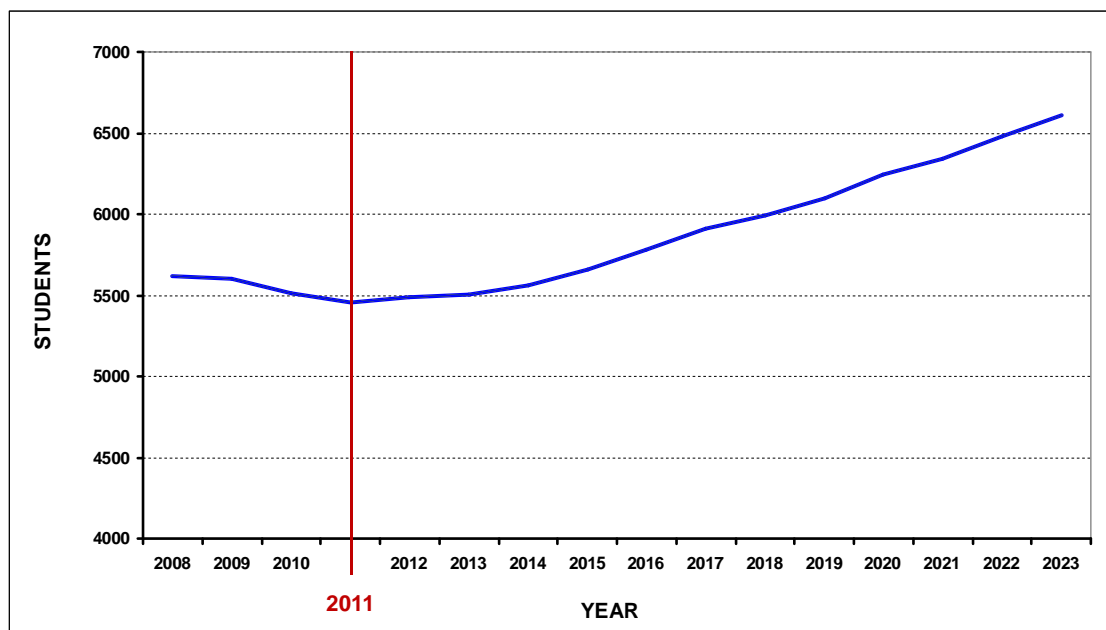
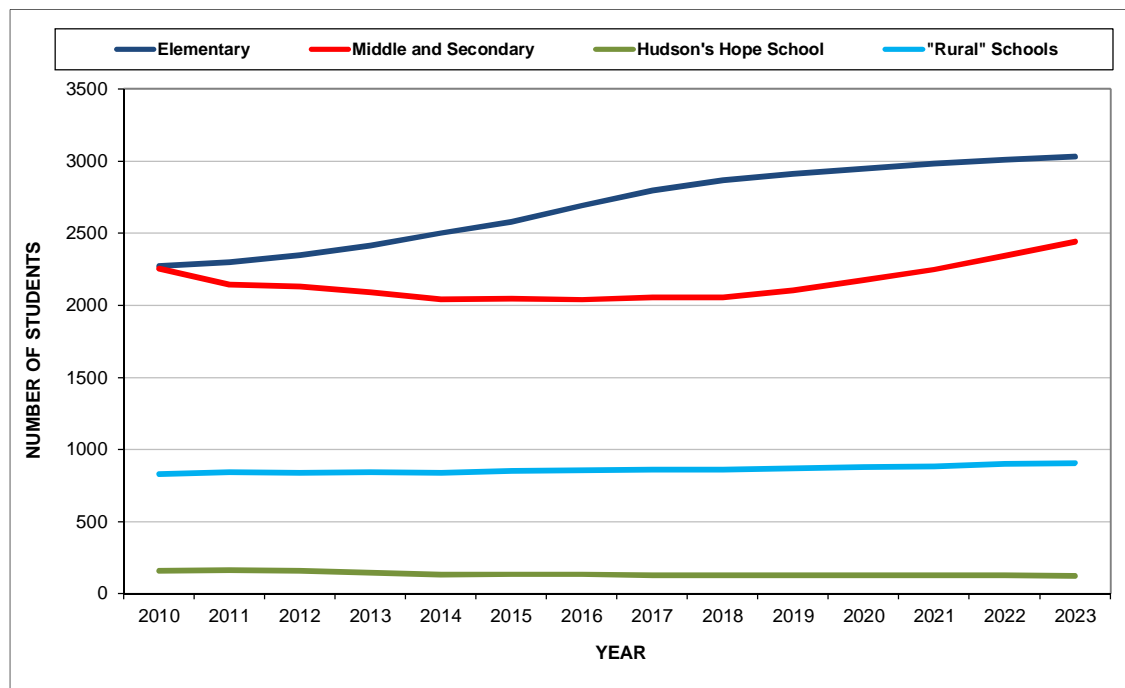


Figure 4 shows the forecast enrolments by level and illustrates the following:

- Elementary enrolments will begin to increase within the next few years. Our analysis indicates that there will be 33% more elementary students in 2023 than in 2010.
- Secondary and Middle enrolments will decline marginally and will rebound and surpass current levels towards the end of the planning horizon.
- “Rural Schools” and the Hudson’s Hope School will experience marginal growth averaging around 1% per year.

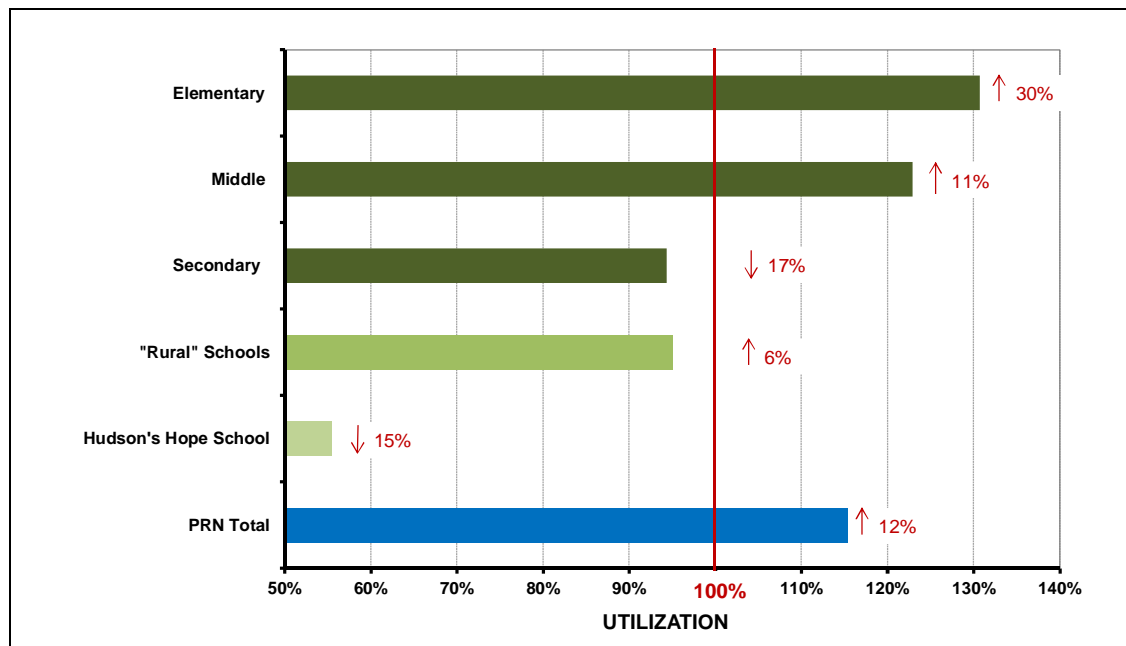
Figure 4: Enrolment Forecasts



3.2 FUTURE CAPACITY UTILIZATION

Figure 5 summarizes the detailed capacity utilization estimates for 2018 that are presented in Appendix B. The analysis shows that PRN schools will be more than fully utilized overall — expected utilization for PRN in total increased from 103% in 2010 to 115% in 2020. This increase is due in large part to higher birth rates in recent years, and will cause increased capacity issues at the secondary level just past the ten year horizon.

Figure 5: Capacity Utilization in 2020 (Estimate)



3.3 FUTURE CONSIDERATIONS

There are several major district-wide challenges facing the development of an effective long-range facilities plan for PRN:

- With the implementation of all day kindergarten as well as anticipated enrolment increases, the focus for elementary schools is now on adding space, balancing attendance and upgrading facilities.
- The potential for pre-kindergarten in the years to come could cause a significant burden on the existing structures, and would require additional construction of school space.
- The proposed "Site C" hydroelectric project in the next few years could cause a surge in enrolment. The degree and age range of the potential surge is hard to predict.
- The City is moving towards higher density and sustainable neighborhood developments with less dependence on vehicle transportation. The increased density and need for nearby facilities could create increased pressure on in-town schools.
- Based on discussion with the City of Fort St. John, and members of the development community, it has become apparent that the Northwest corner of the City will see a boom in development in the next few years.

- The emerging “21st Century Learning” movement asserts that current education systems were designed with assumptions about the development of human capabilities and learning which are now being systematically revised in the light of new research. The need for changes to facilities to accommodate this movement is likely, though the degree and nature of these changes are still uncertain.
- The daily physical activity requirements placed on districts may create the need for additional space or revision of current sites to ensure our ability to meet the demand for space.

3.4 NEW SCHOOLS

For purposes of determining the number, size and location of new schools sites, we have concentrated on identifying plans for new or significantly expanded schools.

In this context, the following is PRN’s highest priority project:

- **New elementary school in the northwest quadrant of Fort St John**
ADDITIONAL LAND REQUIRED

PRN is discussing possible school sites with developers and plans to implement this before 2015. The planned 350-space school will help to accommodate anticipated growth in the CM Finch and Charlie Lake catchment areas.

- **Replacement of Fort St. John Central Elementary School (Ecole Central)**
ADDITIONAL LAND NOT REQUIRED

Ecole Central elementary school’s French emersion program serves students throughout the entire region. PRN intends to replace and expand the existing Ecole Central elementary school. This school was constructed over 50 years ago and the costs to retrofit and upgrade the site would far exceed the benefit received in doing so. The new school is being planned for a capacity of 350 spaces. The intention is to replace the school within the next few years. There is enough land at the current site to accommodate replacement and expansion.

- **Replacement of Charlie Lake Elementary School**
ADDITIONAL LAND NOT REQUIRED

PRN intends to replace and expand the existing Charlie Lake elementary school. This school was constructed over 50 years ago and the costs to retrofit and upgrade the site would far exceed the benefit received in doing so. The new school is being planned for a capacity of 350-400 spaces. The intention is to replace the school within the next few years. There is enough land at the current site to accommodate replacement and expansion.

Two other PRN capital projects that will require the acquisition of property within the next ten years are:

- **New elementary school in the northeast quadrant of Fort St John**
ADDITIONAL LAND REQUIRED

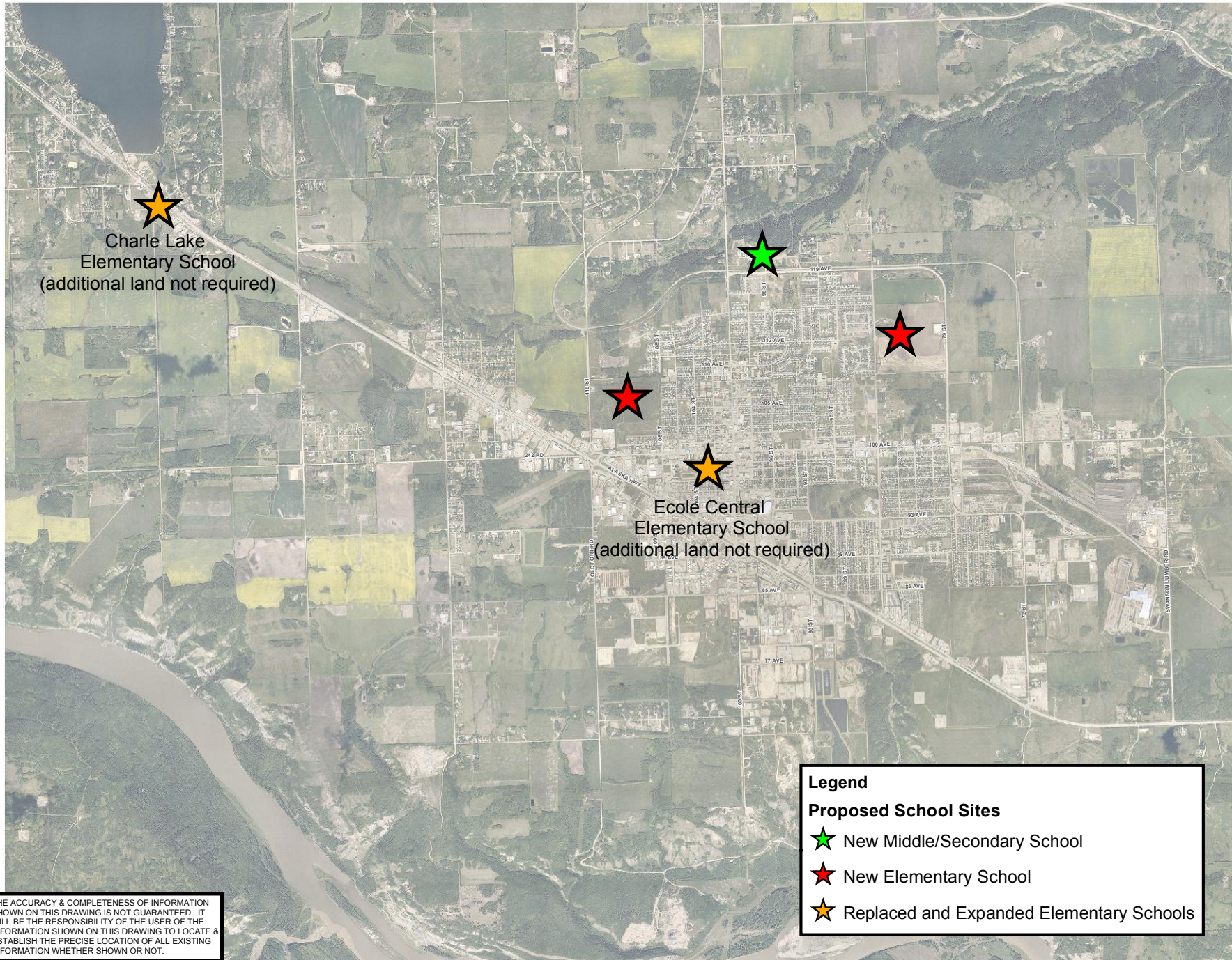
PRN is planning to build a 250-space elementary school on a site that must be purchased. The property will need to be purchased sometime over the next five years

with construction wrapping up prior to the significant surge in enrolment expected by 2017.

- **New middle/secondary school**
ADDITIONAL LAND REQUIRED

One secondary school (North Peace Secondary) and two middle schools (Bert Bowes and Dr. Kearney) serve the majority of School District No. 60. It is likely that PRN will build a new middle/secondary school on the northern edge of Fort St John within the next decade. The capacity and configuration of this school has yet to be determined, but is likely to be at least 350 students.

Figure 6 (next page) is a map showing the approximate location of the proposed new school sites listed above. For new schools requiring additional land the locations are tentative, as no land has yet been purchased or reserved at the time of this proposal.



SCHOOL DISTRICT NO. 60: PROPOSED SCHOOL SITES

FIGURE

6

3.5 EXISTING PROPERTIES NOT USED AS SCHOOLS

PRN owns several properties that are not currently used as school sites. Figure 7 lists these properties together with PRN's intention for the future use of these sites.

Figure 7: Non-School Properties

Property	Current Status	Future Plan
Operations, Transportation and Technology.	In Use.	Continue to use for support functions. Technology to move to Grandhaven.
Grandhaven Community Hall Site	Closed	Upgrade, add portables, and use for Aboriginal Education Center and Technology Department.
Aboriginal Education Centre	In Use. Leased.	Will be moved to Grandhaven site.
Lot next to the District Board Office	Vacant. Used for snow clearing.	Will likely be either developed or sold.
Lot in Hudson's Hope	Vacant.	Will likely be either developed into teacherage or sold.

4. FUTURE RESIDENTIAL GROWTH

4.1 OBJECTIVES AND APPROACH

The reason for estimating the future number of new residential units to be built in PRN is to provide two pieces of necessary data for calculating SSAC:

- Estimate of the total eligible residential development units over the next ten years.
- Estimate of the number of students that will be living in the new eligible development units built over the next ten years.

In addition, we can use the estimated number of students that will be living in new housing to provide a way to corroborate PRN's enrolment forecasts.

Our approach to estimating the number of new housing units that will be built in PRN over the next years began with asking planners in each of the local governments to provide their estimates. We then balanced these initial estimates with previous estimates, Baragar projections, BC Statistics projections and review of past numbers to generate our best estimates of future residential units.

4.2 FUTURE RESIDENTIAL DEVELOPMENT

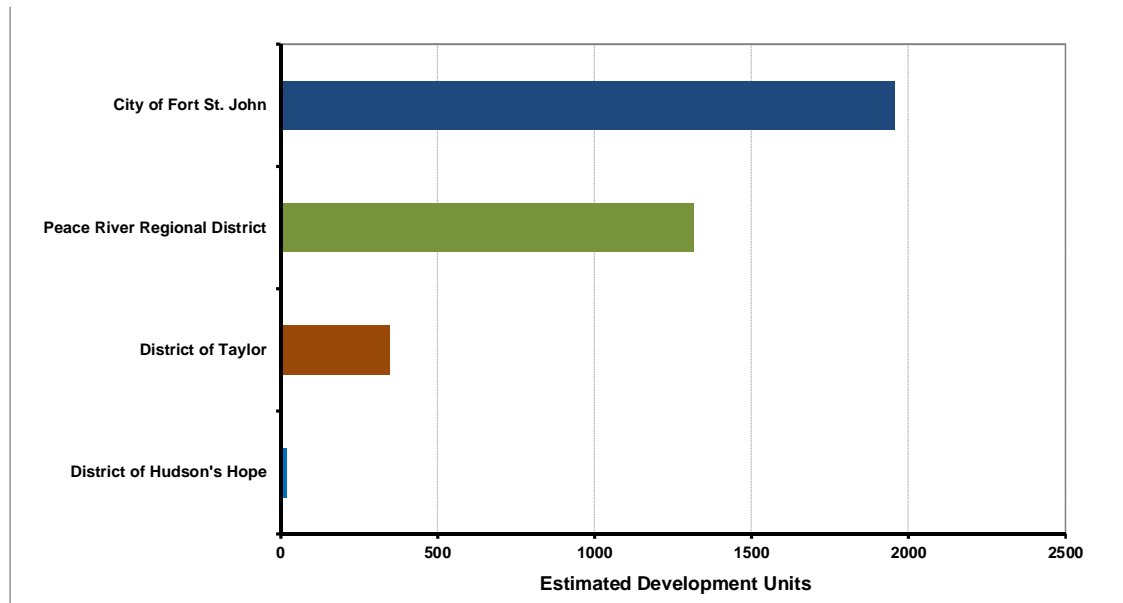
Figure 8 (next page) summarizes the estimates of future residential development. As illustrated in Figure 8, over half of the estimated 3,639 residential units that will be built in PRN over the next ten years will be in Fort St John. We anticipate very few new housing units to be built in Hudson's Hope over the next decade, though developments in the Energy and Mining sectors in the area may bring about significant expansion. PRN will keep a close eye on developments in this region in the months and years to come.

As mentioned, the estimates summarized in Figure 8 began with estimates from local government officials, but were adjusted when necessary. We estimate that 68% of the future units built in PRN will be in the form of single detached units with the remaining 32% being various forms of multi-family unit developments, including apartment buildings and townhomes. The estimated proportion of single detached units varies depending on the jurisdiction:

- The City of Fort St John = 52% single detached units with the remaining 48% of expected growth coming from multi-family dwellings, such as duplexes and row houses.
- The District of Taylor = 36% single detached units, with the remaining 64% of expected growth coming from multi-family dwellings, such as duplexes and row houses.
- The Peace River Regional District and the District of Hudson's Hope do not track building type (all EDUs are assumed to be single detached units).

As with all estimates related to real estate development, timing is the biggest unknown. It is very likely that the estimated number of residential units will be built in the North Peace area. The timing of those developments is much less predictable. If the developments are delayed, the plans for new and expanded schools may be delayed, but not cancelled.

Figure 8: Estimated New Residential Units (between 2010 and 2020)



4.3 ELIGIBLE DEVELOPMENT UNITS

Eligible Development Units (EDU) that are to be included as part of the SSAC calculation are defined as new residential development that occurs as any new construction, alteration or extension of a building that increases the number of self-contained dwelling units on a particular parcel of land.

SSAC are enabled through provincial legislation (Part 26 of the Local Government Act). Therefore, SSACs will not apply to residential development on Indian Reservations (e.g. Halfway River, Doig River, Blueberry River) as those lands fall under federal jurisdiction.

Figure 9 (next page) presents an estimate for EDU's in School District No. 60 over the next ten years. An estimated 3,639 EDUs will be built in School District No. 60 over the next decade.

Figure 9: Estimated Eligible Development Units (EDUs)

Jurisdiction	Total EDU		
	Single Detached	Multi-Family	Total
City Fort St. John	1,008	949	1,957
Peace River Regional District	1,314	0	1,314
District of Taylor	125	223	348
District of Hudson's Hope	20	0	20
Total	2,467	1,172	3,639

4.4 STUDENTS FROM NEW ELIGIBLE DEVELOPMENT UNITS

Figure 10 presents an estimate of the number of PRN students that will be living in new eligible housing by 2020. The yield rates are for PRN students in Grades K-12, and are based on census results detailing previous average yield rates across PRN.

Figure 10: Estimates of Students from Future Housing

Type of Housing	Units	Yield Factors	EDU Students
Single detached house	2,467	0.71	1,758
Multi-family dwelling	1,172	0.48	560
Total	3,639	0.64	2318

5. PRELIMINARY SSAC CALCULATIONS

5.1 COST OF NEW SCHOOL SITES

Figure 11 provides a preliminary estimate of the cost to acquire all the sites needed by 2020. Please note that the replacement and expansion of Ecole Central Elementary and Charlie Lake Elementary will not require the acquisition of new land. All projects are outlined in Section 3.4.

Figure 11: Estimated Cost of New School Sites

	New Northwest Elementary	New Northeast Elementary	New Middle / Secondary School	Totals
Grade Level	Elementary	Elementary	Middle	
Existing Capacity				288
Long Term Capacity	350	250	350	1,338
Increase in Capacity	350	250	350	1050
Standard Site Size (ha)	1.90	1.60	2.40	5.90
Cost Per Hectare	\$691,600	\$691,600	\$691,600	\$691,600
Cost of New Property	\$1,314,040	\$1,106,560	\$1,659,840	\$4,080,440

The long-term capacity for each site is the estimated size of the school planned for that site. The size of the site is the area specified by the Ministry of Education. It is possible that the actual property could be smaller or, more likely, larger depending on the exact land available.

Land values in the Peace Region have increased dramatically in the last few years. The 'cost per hectare' values in Figure 11 were based on recent discussions with realtors and developers. Of course, in the current environment, estimating real estate values is highly speculative and a likely to change over time.

5.2 PENT-UP AND FUTURE DEMAND

The following is the basic method of calculating pent-up demand for PRN as of September 2010:

Figure 12: Pent-up Demand

Current Enrolment	5,501
Less: Current Capacity*	5,425
Pent-up Demand	76

* Note: The capacity figure of 5425 includes the Energetic Learning Campus, which will open in September of 2011 and has a capacity of 200 students.

As outlined in Appendix A and Figure 13, the estimated net increase in enrolment between 2010 and 2020 is 617 students.

Figure 13: Ten-year Enrolment Increase

Current Enrolment	5,501
2020 Enrolment	6,118
Ten Year Increase	617

5.3 SSAC CALCULATIONS

Figure 14 outlines the calculations necessary to establish the average SSAC per eligible residential unit.

Figure 14: Preliminary SSAC Calculations

Factor	Estimate
1 Ten-Year Enrolment Increase	617
2 Plus Pent-up Demand	76
3 Net Increase Requiring New Facilities	693
4 Students from Eligible Development Units	2,318
5 Enrolment Increase Proportion	89%
6 New Development Proportion	89%
7 Estimated Net Cost of New Property	\$4,080,440.00
8 Attributable to Eligible Development Units	\$3,632,946.00
9 Proportion to be Paid through SSAC	35%
10 Estimated Share to be Paid through SSAC	\$1,271,531.00
11 Total Eligible Development Units	3,639
12 Average Charge per Unit	\$349.00

Figure 15 presents the charges (the centre column highlighted in the grey) as applied to specific housing densities. The charges have been rounded to the nearest dollar.

Figure 15: School Site Acquisition Charge

Density	Factor	Unit Charge	Maximum Allowable Unit Charge
Low (less than 21 new units/ha)	1.250	\$436.00	\$1,000
Medium low (21 to 50 new units/ha)	1.125	\$393.00	\$900
Medium (51 to 125 new units/ha)	1.000	\$349.00	\$800
Medium high (126 to 200 new units/ha)	0.875	\$305.00	\$700
High (more than 200 new units/ha)	0.750	\$262.00	\$600
BASE RATE		\$349.00	

The column on the far right is provided for reference only. It shows the maximum unit charge allowable under the current provincial legislation.

A

Enrolment Forecasts

Figure 16: District Enrolment Projections

Zone	School	Actual	Projected Enrolment						
		2010	2012	2014	2016	2018	2020	2022	2024
Elementary	Alwin Holland Elementary	298	303	319	335	352	370	388	408
	Baldonnel Elementary	139	144	148	152	156	150	149	149
	Bert Ambrose Elementary	324	347	373	410	432	432	433	434
	C M Finch Elementary	243	237	227	250	279	301	309	311
	Charlie Lake Elementary	328	344	366	397	424	440	452	460
	Duncan Cran Elementary	243	250	287	321	349	361	369	371
	Ecole Central Elementary	328	353	385	412	445	455	460	466
	Robert Ogilvie Elementary	256	244	253	263	270	271	271	271
	Taylor Elementary	111	125	142	150	158	166	174	182
		2270	2347	2500	2690	2865	2946	3005	3052
Middle	Bert Bowes Junior Secondary	489	440	456	461	452	526	561	573
	Dr Kearney Junior Secondary	543	563	552	516	555	611	630	638
		1032	1003	1008	977	1007	1137	1191	1211
Secondary	North Peace Secondary	1220	1124	1032	1060	1049	1038	1151	1288
Hudson's Hope School	Hudson's Hope School	161	162	145	133	129	128	127	121
Rural Schools	Buick Creek Elementary	35	33	29	38	41	54	65	71
	Clearview Elem-Jr Secondary	152	170	178	187	197	207	217	228
	Prespatou Elem-Secondary	325	337	333	323	335	324	315	323
	Upper Halfway Elem-Jr Secondary	38	42	38	36	37	40	46	46
	Upper Pine Elem-Jr Secondary	217	201	198	197	188	192	192	193
	Wonowon Elementary	51	61	67	68	61	52	48	45
		818	844	843	849	859	869	883	906
PRN Total		5501	5480	5528	5709	5909	6118	6357	6578

B

Capacity Utilization Projections

Figure 17: Current and Future School Utilization Levels

Zone	School	Official Capacity	Enrolment 2010	Utilization 2010	Enrolment 2020	Utilization 2020
In-Town Elementary	Alwin Holland Elementary	292	298	102%	370	127%
	Baldonnel Elementary	106	139	131%	150	142%
	Bert Ambrose Elementary	246	324	132%	432	176%
	C M Finch Elementary	246	243	99%	301	122%
	Charlie Lake Elementary	288	328	114%	440	153%
	Duncan Cran Elementary	327	243	74%	361	110%
	Ecole Central Elementary	329	328	100%	455	138%
	Robert Ogilvie Elementary	244	256	105%	271	111%
	Taylor Elementary	176	111	63%	166	94%
		2,254	2270	101%	2946	131%
In-Town Middle	Bert Bowes Junior Secondary	400	489	122%	526	132%
	Dr Kearney Junior Secondary	525	543	103%	611	116%
		925	1032	112%	1137	123%
In-Town Secondary	North Peace Secondary	1100	1220	111%	1038	94%
Hudson's Hope	Hudson's Hope School	231	161	70%	128	55%
Rural and Neighbouring Communities	Buick Creek Elementary	46	35	76%	54	117%
	Clearview Elem-Jr Secondary	182	152	84%	207	114%
	Prespatou Elem-Secondary	324	325	100%	324	100%
	Upper Halfway Elem-Jr Secondary	93	38	41%	40	43%
	Upper Pine Elem-Jr Secondary	201	217	108%	192	96%
	Wonowon Elementary	69	51	74%	52	75%
		915	818	89%	869	95%
PRN Total		5425	5501	101%	6118	113%

Notes:

- For the purposes of calculating the SSAC, an additional capacity of 200 students has been added to North Peace Secondary to account for the Energetic Learning Campus, which is currently under construction.
- Numbers highlighted in red show schools 20% or more over capacity.
- Numbers highlighted in blue show schools 20% or less under capacity.