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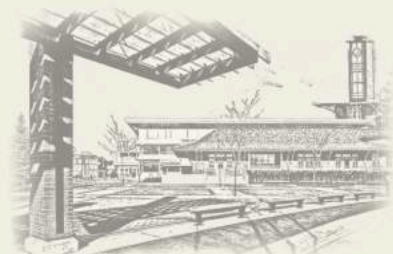
Conseil des écoles publiques de l'Est de l'Ontario

Education Development Charges Background Study and Review of Education Development Charges Policies

Date: February 15, 2024



enhancing our living and
learning communities



FOREWORD

On March 26, 2019, the Conseil des écoles publiques de l'Est de l'Ontario (CEPEO) adopted a successor EDC by-law governing development and redevelopment within the City of Ottawa, and over a 5-year term. The successor by-law rates were imposed beginning April 1, 2019. On March 29, 2019 the Province advised school boards that changes were enacted to the education development charges legislation. The CEPEO amended the by-law on May 28, 2019 to reflect the legislative changes.

The following background study and policy review document provides information respecting legislative changes and how the CEPEO is adapting its EDC policies in response; updates to the City of Ottawa forecast of residential and non-residential development; changes to land values within the City of Ottawa; information respecting the legislative provisions dealing with acquiring an interest in land, and in doing so, positively impact housing affordability initiatives.

The following document fulfills section 257.61 of the *Education Act* which states “before passing an education development charge by-law, the board shall complete an Education Development Charges background study”. The following document contains the Education Development Charge (EDC) Background Study report for the Conseil des écoles publiques de l'Est de l'Ontario (CEPEO).

The following document also contains the background report pertaining to a “Review of the Education Development Charges Policies” of the CEPEO, consistent with the legislative requirements to conduct a review of the existing EDC policies of the Board prior to consideration of adoption of a successor EDC by-law.

Finally, this report includes a copy of the proposed EDC by-law which designates the categories of residential and non-residential development, as well as the uses of land, buildings and structures on which EDCs shall be imposed, in specifying the areas in which the established charges are to be imposed.

ACKNOWLEDGEMENTS

The consultants wish to acknowledge, with appreciation, the considerable efforts of the school board staff who provided invaluable assistance throughout the study process.

Further, the consultants wish to acknowledge the assistance of Mr. Yves Ménard, Borden Ladner Gervais LLP, legal counsel for the Board on education development charge matters; the expertise provided by Mr. Stephen Granleese, Altus Group on matters dealing with site valuation; as well as Tim Uyl, Vice President of Paradigm Shift Technology Group Inc. (PSTGI) for his company's assistance in the development of the student enrolment projections and review area mapping.

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Contents

EXECUTIVE SUMMARY.....	i
Chapter 1 - INTRODUCTION.....	1
1.1 Legislative Background.....	1
1.2 Conseil des écoles publiques de l'Est de l'Ontario EDC By-law.....	2
1.3 Acquiring Land and an Interest in Land.....	2
1.4 Policy Review Process and By-law Adoption Consultation Requirements.....	5
1.5 Legislative Requirements to Adopt a New EDC By-law.....	7
1.6 Eligibility to Impose Education Development Charges and Form A.....	8
1.7 Background Study Requirements.....	10
1.8 EDC Study Process.....	11
Chapter 2 - METHODOLOGICAL APPROACH.....	13
2.1 Planning Component.....	13
2.2 Financial Component.....	15
Chapter 3 - JURISDICTION OF THE BOARD.....	19
3.1 Legislative Provisions.....	19
3.2 Analysis of Pupil Accommodation Needs by “Review Area”.....	19
Chapter 4 - RESIDENTIAL/NON-RESIDENTIAL GROWTH FORECAST.....	25
4.1 Background.....	25
4.2 Legislative Requirements.....	26
4.3 Residential Growth Forecast and Forms B and C.....	26
4.4 Non-Residential Growth Forecast and Form D.....	32
Chapter 5 - DEMOGRAPHIC TRENDS AND FUTURE ENROLMENT EXPECTATIONS....	35
5.1 Demographic and Enrolment Trends.....	35
5.2 15-year Student Enrolment Projections and Projections of Pupil Accommodation Needs	38
Chapter 6 - SITE REQUIREMENTS AND VALUATION.....	47
6.1 Legislative Requirements.....	47
6.2 Increased Site Size Requirements.....	49
6.3 Reduced Site Size Considerations and Acquiring an Interest in Land.....	49
6.4 Site Requirements.....	51
6.5 Land Valuation Approach for School Sites.....	51

6.6	Land Escalation over the Forecast Period.....	54
6.7	Site Preparation/Development Costs.....	54
Chapter 7 - -EDUCATION DEVELOPMENT CHARGE CALCULATION.....		59
7.1	Growth Forecast Assumptions.....	59
7.2	EDC Pupil Yields.....	59
7.3	Determination of Net Growth-Related Pupil Place Requirement.....	61
7.4	Approved Capital Cost Per Pupil.....	63
7.5	Net Education Land Costs and Forms E, F and G.....	63
7.6	EDC Accounts.....	65
7.7	Cash Flow Analysis and Forms H1 and H2.....	68
7.8	Non-Residential Share.....	72
7.9	Education Development Charges.....	73
APPENDIX A - EDC SUBMISSION 2024.....		A-1
ELEMENTARY REVIEW AREAS.....		A-5
SECONDARY REVIEW AREAS.....		A-25
APPENDIX B - DRAFT EDC BY-LAW.....		B-1
APPENDIX C - BACKGROUND DOCUMENT PERTAINING TO A REVIEW OF THE EDUCATION DEVELOPMENT CHARGES POLICIES OF THE Conseil des écoles publiques de l'Est de l'Ontario.....		C-1
C.1	Existing EDC By-law in the City of Ottawa.....	C-1
C.2	Overview of EDC Policies.....	C-1
C.3	Summary of By-law Appeals, Amendments and Complaints.....	C-15

Conseil des écoles publiques de l'Est de l'Ontario – 2024 Education Development Charge Background Study

EXECUTIVE SUMMARY

The purpose of this report is to provide background information with respect to the calculation of the Conseil des écoles publiques de l'Est de l'Ontario's (CEPEO) Education Development Charges (EDCs) to be implemented in a new EDC by-law on or before April 1, 2024. The Board will seek input from the public, hold a Policy Review public meeting on Tuesday February 27, 2024.

Immediately following, and during the same Board meeting, the board will hold a public meeting to disseminate information about the proposed renewed EDC by-law. Finally, the Board will give consideration to the public submissions prior to passage of education development charges proposed for Tuesday March 26, 2024. By-law implementation is proposed to take place on Monday April 1, 2024, subject to Board approval.

Section 257.62 of the *Education Act* states “an education development charge by-law may be passed only within a period of 365 days following the completion of the education development charges background study.” This EDC background study dated February 15, 2024 will be considered as part of the consideration of successor by-law adoption on March 26, 2024.

During the 2019 EDC by-law process, the CEPEO qualified to adopt a successor EDC by-law on the basis of having a deficit in the Board's EDC account. At the time of by-law passage, the Board had a \$26.786 million deficit in the EDC account. It is noted the EDC successor by-law eligibility requirements for the CEPEO addressing enrolment in excess of capacity are based on jurisdiction-wide capacity and enrolment.

For the 2019/20 through 2022/23 period, it was expected that the CEPEO's EDC by-law would derive \$23.396 million in residential and non-residential collections. However, actual collections exceeded \$30.53 million due to higher-than-expected building permit activity.

The City of Ottawa's (2023) draft development charges housing forecast was used as the basis for deriving the 15-year forecast of new dwelling units for EDC purposes. Some of the growth-related EDC sites identified in this report align with areas of significant residential intensification. As such, the CEPEO growth-related sites are considered from the perspective of both conventional and intensified school sites.

ALTERNATIVE PROJECTS AS A MEANS OF SUPPORTING AFFORDABLE HOUSING INITIATIVES

During November 2019, the province introduced Alternative Projects as a means of reducing land and construction costs in support of provincial affordable housing initiatives.

Alternative Projects afford school boards with the flexibility to allocate EDC funds to the acquisition of land; the acquisition of an interest in land; or a leasehold interest as an alternative to the traditional land purchase process for school sites. An Alternative Project requires the approval of the Minister of Education and must have associated costs that are lower than the cost to acquire a conventional school site. Alternative Projects are not to replace costs that are supported by education funding sources (e.g., operating and facility renewal funds).

In an urban land development environment where a large share of the development is high-rise supported by significant density value, intensified school sites, including strata interests, may be required to address:

- Land values for stand-alone sites far exceeding the costs of strata interests and the inability of the EDC legislation to fund the costs, due to the legislative cap, and for which there is no alternative funding source;
- The need to support affordable housing policies through intensified land uses initiatives by all public sector agencies;
- The scarcity of land of sufficient size to accommodate stand-alone school sites, and the legislative restrictions around the expropriation of properties as part of land assembly strategies;
- The inability to generate sustainable enrolment in fully utilized schools if a significant portion of the net developable lands are taken up with stand-alone school sites. That is, the more land that is consumed for stand-alone school sites, the less land that is available for residential development, along with its student population necessary to support the school over the long term.

While the CEPEO retains the prerogative to build stand-alone schools on conventional school sites, the Board welcomes the opportunity to consider alternative project delivery of new schools, where feasible, and where the proposed alternative project is approved by the Minister of Education. One of the growth-related school sites to be acquired by the CEPEO over the next fifteen years, and identified in this report, may qualify as an Alternative Project, although discussions respecting French language student accommodation needs in central Ottawa neighbourhoods are still not sufficiently finalized to determine expected project costs.

One of the challenges in determining whether any particular proposed CEPEO school site would be meet the legislative test of an 'Alternative Project' is what constitutes conventional versus intensified school site sizes within the City of Ottawa. While 'maximum' conventional school site sizes are addressed in section 2 of O. Reg. 20/98 and are based on the assumption of greenfields, ground-related housing development at the time the legislation was passed, there is a need to develop site size standards based on intensified school sites attracting significantly higher density values.

Board staff and the consultants worked with the Altus Group who provided conventional (i.e., fee simple) land valuations for each identified growth-related site, as well as the costs to develop the proposed school sites if developed as an Alternative Project (i.e., strata agreement providing the board with an interest in land). Strata agreements could include the cost to construct the building superstructure; the tenant fit outs; and potentially a share of underground parking and parkland for a school yard.

On August 15, 2023 the Ottawa coterminous boards met with development community stakeholders to review the proposed EDC Submission elements and to discuss the proposed approach to costing any proposed Alternative Projects. Further meeting in January, 2024 is proposed.

RATIONALE FOR ADOPTING AN EDC BY-LAW

The primary purpose of any Board in implementing education development charges is to provide a source of funding for growth-related education land costs which are not funded by capital grant allocations under the province's capital funding model.

EDCs may be set at any level, provided that:

- The procedures set out in the Regulation and required by the Ministry are followed and only growth-related net education land costs are recovered; and,
- No more than 40% of the applicable cost is financed via non-residential development (including non-exempt commercial, industrial and institutional development). This percentage was established at 15% during the 2019 study process when the original 'capped' rates were set.

The EDC calculation is based on new pupils generated by new dwelling units within the City of Ottawa for which:

- building permits will be issued over the fifteen-year forecast period 2024/25 to 2038/39 academic years;
- additional land or site development costs are required to meet growth-related student accommodation needs; and
- education development charges may be imposed on the new dwelling units (i.e., net of any statutory and Board-approved by-law exemptions).

KEY EDC STUDY COMPONENTS

In determining what level of education development charges are necessary to fund future growth-related school site needs, the following key questions must be explored and answered:

- How many new housing units are expected to be constructed and occupied over the 15 years following by-law adoption and how many CEPEO students will be generated by the new housing units;
- How many pupil places owned and operated by the CEPEO are surplus to existing community enrolment needs, and therefore available to accommodate the new housing development within reasonable proximity (i.e., resident attendance boundary) to the new development, over the long term;
- How much will it cost to acquire and service the land necessary to construct the additional pupil places necessitated by new housing development, and;
- Where land costs are prohibitive due to density value, can the Board secure ownership or an interest in land, and can the Board demonstrate that it can employ alternative means of providing growth-related student accommodation, where appropriate, in a manner that is more cost effective than the traditional EDC approach to land acquisition?

ELIGIBILITY TO ADOPT A SUCCESSOR EDC BY-LAW

In order to be eligible to adopt a successor EDC by-law the CEPEO must demonstrate that it will either have a deficit in the EDC account as of March 31, 2024, or average enrolment over the next by-law period will exceed school capacity on either the elementary or secondary panel. The Board is expected to have a deficit in the EDC account and secondary enrolment that will exceed secondary over the term of the proposed by-law.

FORECASTING DEVELOPMENT

A forecast of new dwelling units and the projected number of CEPEO students to be generated by new housing development in the area in which EDCs are to be imposed, over the 15-year forecast period, were derived from a consideration of:

- The City of Ottawa's 2021 to 2046 'draft' housing projections prepared by Hemson Consulting Ltd., and provided on August 30, 2023. The housing projections were disaggregated at a traffic zone level;
- City of Ottawa development application data as of June, 2023;
- City of Ottawa GRLS mid-2021 development pipeline data;
- City of Ottawa March, 2019 DC forecast of non-residential construction – new space and additions for the 2024 to 2031 period;
- City of Ottawa Official Plan employment targets to 2029 converted to gross floor area using the March 2019 DC employment to GFA factors, by category;

- 2017 through 2022 City of Ottawa building permit activity; as well as starts and completions taken from CMHC reports.

It is important to note that the 15-year EDC housing forecast does not take into consideration any future changes to the City's Official Plan, arising from the October 23, 2023 announcement by MMAH that the province would introduce legislation to reverse official plan decisions affecting the Ottawa urban boundaries.

A review of each development application was undertaken in order to determine the number of proposed dwelling units by residential typology (e.g., back2back, stacked town, rear lane towns within the medium density category, etc.). A spatial matching of the CEPEO elementary school attendance boundaries against the City's housing forecast differentiated by ground-related versus apartment units was undertaken by PSTGI. The City of Ottawa also provided, under agreement, shapefiles of the draft housing forecast data, in order to facilitate a matching of the housing forecast to school boundaries. Finally, the ground-related unit forecast was disaggregated by dwelling unit type using the individual GRLS development applications within each traffic zone.

The dwelling unit and phasing of development forecast derived as the basis for the determination of the proposed EDC charge is net of the residential statutory exemptions related to housing intensification as specified in the EDC Regulation. However, EDC statutory exemptions do not include secondary dwelling units built on the same property and separate from the original dwelling unit.

The City's draft DC growth forecast suggests that approximately 123,963 new occupied dwelling units will be added to the existing housing stock in the City of Ottawa over the next fifteen years, at an average of 8,264 units per annum. This average is 25% lower than the average building permits issued during the 2019 to 2022 period, at more than 10,925 net new units (i.e. net of average 3% demolitions). Of the additional dwelling units, approximately just over 28% are anticipated to be low density (single and semi-detached); just under 49% medium density (row houses, townhouses, etc.); and the remaining 23% high density apartment units.

The forecast of non-residential development is based on the March, 2019 DC forecast of new non-residential construction to 2031, as well as the Official Plan forecasted employment from 2031 to 2041 and converted to GFA using the 2019 DC conversion factors. The projection of additional non-residential gross floor area (GFA) over the 15-year forecast period (46.89 million square feet of additional GFA, or 31.176 million square feet of "net" gross floor area - adjusted using historical non-residential building permit data, detailing building permits by type, to determine the quantity of statutorily-exempt GFA).

REVIEW AREA BOUNDARY CHANGES

No modifications were made to the elementary and secondary EDC Review Area boundaries found in the Board's 2019 EDC study, other than to account for the urban boundary expansions approved by the MMAH prior to the November, 2023 rewind announcement, and school boundary changes approved by the Board in the interim.

FORECASTING STUDENT ACCOMMODATION NEEDS

The capacity of the elementary and secondary facilities in the Board's existing inventory is reflective of the On-the-Ground (OTG) capacities approved by the Ministry for the purposes of determining successor by-law adoption eligibility, and that, in the opinion of the Board could reasonably be used to accommodate growth-related pupils. Secondary capacity is loaded at 23 pupils per classroom, rather than 21 pupils per classroom requirement during the 2019 by-law study process, as per Ministry directives.

Consultant-prepared 15-year school enrolment projections are used to determine the number of growth-related school sites required as a result of anticipated enrolment growth within the Board's jurisdiction. The information respecting projected enrolment and growth-related site needs is compared to, and aligned with, the Board's capital priority needs, where Board decisions have been made, or are being contemplated.

All elementary enrolment projections are "headcount enrolment" as this is reflective of the Provincial initiative respecting full-day kindergarten. Secondary enrolments are reflective of "average daily enrolment."

The jurisdiction-wide mid-2024 to mid-2039 projections of enrolment indicate that, for the CEPEO, the number of elementary pupils will increase by 3,372 (14,477 – 11,105). Secondary enrolment is expected to increase by 3,129 pupils (9,170 – 6,041) on a jurisdiction-wide basis. It is noted the secondary enrolments are based on Grade 7-12 schools.

Ministry of Finance (MoF) Summer, 2023 population projections for the mid-2024 to mid-2039 forecast period determine a 46.3% increase in pre-school age population; a 31.3% increase in elementary school age population (4–13-year-olds); and a 13.3% increase in secondary school age population (14–17-year-olds). However, these projected trends have not been fully accounted for in the EDC student enrolment projections. If the MoF school age projections are realized, then the EDC forecasts of growth-related needs are likely understated and will be reflected in the 2029 successor by-law process.

Detailed student enrolment projections for each school are found in Appendix A.

The 15-year housing forecast has been attributed to each elementary and secondary school based on the location of proposed residential development spatially-matched to the elementary and secondary school attendance boundaries approved by the Board. The Requirements of New Development, or ROND, is therefore determined on a school-by-school basis. The individual schools that will be impacted by new housing development are subsequently reviewed to determine their ability to accommodate additional student enrolment from new development. Where it is determined that

there is a need to acquire additional land to accommodate further enrolment growth; the number of additional pupil places required, along with the potential cost to acquire and service the lands; is the key determinant to establishing projected net education land costs.

The determination of net growth-related pupil places (NGRPP) and associated growth-related site needs reflect:

- projected mid-2024 to mid-2039 growth within each of the 4 elementary and 2 secondary review areas, taking into consideration housing development by school and the extent to which individual school enrolment will be affected by that development;
- site costs and site preparation/development costs reflect a combination of the Board's site acquisition experiences and appraisal research undertaken by Altus Group Ottawa on the Board's behalf.

RESULTING PROPOSED EDC RATES

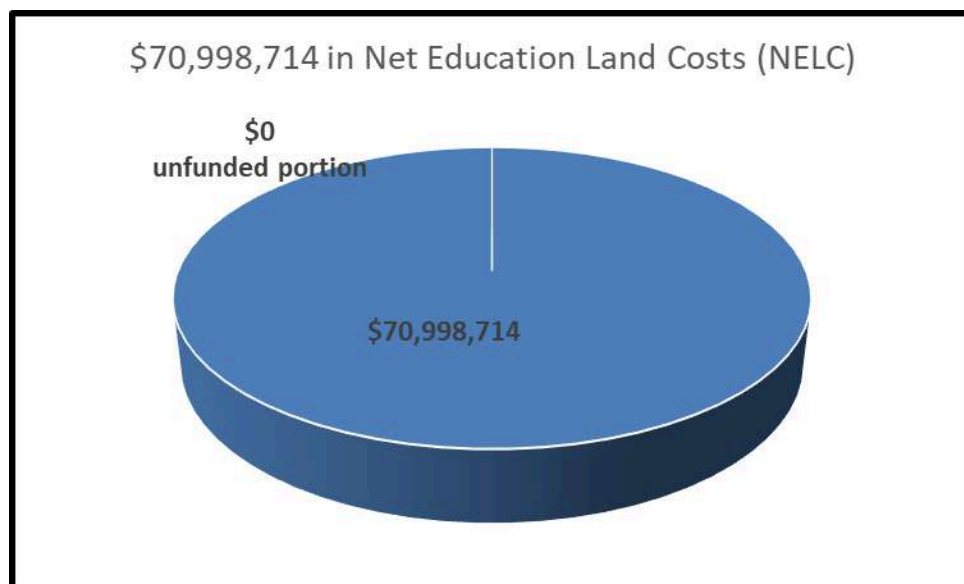
Previous EDC study approaches were designed to determine what EDC rates needed to be imposed in order to fund 100% of the forecasted net education land costs – known as the 'calculated rates'. However, the 2019 changes to the legislation establish the EDC rates to be imposed at the time of building permit issuance, subject to the rate increases specified in the legislation, and provided that the legislative 'capped' rates do not exceed the EDC 'calculated rates'.

Therefore, the proposed education development charge for the CEPEO, where 85% of the costs are recovered from residential development, are as follows:

	2024 EDC Calculated Rates	In-force By-law Rates to March 31, 2024	Year 1 Rates April 1, 2024 to March 31, 2025	Year 2 EDC Rates April 1, 2025 to March 31, 2026	Year 3 EDC Rates April 1, 2026 to March 31, 2027	Year 4 EDC Rates April 1, 2027 to March 31, 2028	Year 5 EDC Rates April 1, 2028 to March 31, 2029
Conseil des écoles publiques de l'Est de l'Ontario							
<i>Residential EDC Rate per Dwelling Unit</i>	\$547	\$784	\$547	\$547	\$547	\$547	\$547
<i>Non-residential EDC Rate per Sq. Ft. of GFA</i>	\$0.34	\$0.28	\$0.34	\$0.34	\$0.34	\$0.34	\$0.34

Should the legislation cap increases continue over the 2024/25 to 2038/39 forecast period, it is anticipated that the imposition of EDCs would recover in the order of \$70.99 million in residential and non-residential collections. The forecasted expenditures are expected to equal the value of the net education land costs when accrued interest and the legislative 'cap' are taken into consideration. However, the projected revenue would not cover the additional NGRELC in Year 6, Year 11 and Year 15 as this process moves from one by-law period to another. It is anticipated the total funding

shortfall will exceed \$65.2 million, provided that land costs don't increase beyond the assumed 5% per annum.



The EDC forms for the Board were submitted to the Ministry of Education for review and approval, on December 21, 2023.

Chapter 1 - INTRODUCTION

1.1 Legislative Background

Education development charges (EDCs) are charges which may be levied by a Board on residential, industrial, commercial and institutional development (excluding municipal, school, specified residential additions to existing units and replacement dwellings, as well as specific exemptions for industrial expansions of gross floor area and replacement non-residential development) pursuant to Division E of Part IX of the *Education Act*.

The charges relate to the net education land cost of providing additional land (school sites and/or site development costs) for growth-related pupils. Net education land costs are defined by the legislation to be:

- Costs to acquire land, or an interest in land, including a leasehold interest, to be used by the board to provide pupil accommodation;
- Costs to provide services to the land or otherwise prepare the site so that a building or buildings may be built on the site to provide pupil accommodation;
- Costs to prepare and distribute the EDC background studies;
- Interest on money borrowed to pay for land acquisition and site servicing;
- Costs to undertake studies in connection with land acquisition.

It is noted that the acquisition of an ‘interest in land’ is not defined in the legislation. This EDC-eligible cost is considered in more depth in Chapter 6 of this report.

The charges are collected at building permit issuance by the area municipality, implementing the provisions of the Board’s education development charge by-law.

Education development charges are the primary source of funding site acquisition needs for a school board experiencing residential growth within their jurisdiction.

Section 257.54 of the *Education Act* allows a board to “pass by-laws for the imposition of education development charges” if there is residential land in the jurisdiction of a board that would increase education land costs.

However, education development charges as a means of financing site acquisition costs are only available to boards who qualify under the legislation. To qualify, the Board’s average projected enrolment over the five-year by-law period must exceed permanent capacity at the time of by-law passage on either the elementary or secondary panel, for the entire Board jurisdiction, or alternatively, the Board must demonstrate that it has an existing unmet financial obligation arising from the predecessor EDC by-law. An unmet financial obligation is also not defined in the legislation.

Further, Section 257.70 of the *Education Act*, enables a board to “pass a by-law amending an education development charge by-law.” A by-law amendment allows a board the

opportunity to revisit the by-law where actual expenditures exceed cost estimates, to improve cost recovery and deal with short term cash flow shortfalls. If, for instance, recent site acquisition or site development costs are higher or lower than estimated in the existing by-law calculation, an amendment could be undertaken to incorporate these increased or decreased costs into the EDC rate structure(s), subject to the legislative ‘cap’ provisions. Reflecting lower costs through by-law amendment may be necessary to ensure future successor by-law eligibility. The same is true for by-law renewal, in that the transitional EDC account analysis determines the relationship between EDC revenue raised and site acquisition/site development needs generated by enrolment growth. In addition, a school board may pass a by-law amendment to recognize agreements approved by the board to acquire sites approved by the Minister post by-law adoption. By-law amendment and renewal requires a reconciliation of the EDC account under section 7(5) of O. Reg. 20/98 and affords the opportunity to assess actual versus projected student enrolment and its impact on growth-related student accommodation needs. In other words, the transition from one by-law to another is an opportunity to replace what are estimates and projections at the time the by-law is passed, to actual collections, expenditures and growth-related site requirements.

1.2 Conseil des écoles publiques de l'Est de l'Ontario EDC By-law

The Conseil des écoles publiques de l'Est de l'Ontario (CEPEO) has imposed education development charges since October 1, 2001 under the legislative authority of the *Education Act*, R.S.O., 1990. In each of 2001, 2004, 2009, 2014 and 2019, the Conseil des écoles publiques de l'Est de l'Ontario adopted a ‘regional’ EDC by-law that applied to the entire City of Ottawa. While the Board has the legislative authority to consider the adoption of multiple area-specific by-laws, the total EDC rates by residential and non-residential development are lower when averaged across the City.

However, should the CEPEO determine that it may wish to consider the adoption of area specific by-laws, then a new EDC Background study would have to be undertaken consistent with multiple by-law structures, before the Board could consider the adoption of successor EDC by-laws.

1.3 Acquiring Land and an Interest in Land

‘Education land costs’ as defined in section 257.53 (2) of the *Education Act* include costs incurred or proposed to be incurred to acquire land or an interest in land, including a leasehold interest (i.e., only the capital component of a lease). However, the cost of any building to be used to provide pupil accommodation is excluded as an education land cost, unless approved by the Minister as an Alternative Project. Further, O. Reg 20/98 sets a *maximum* per acre standard of approximately one (1) acre per 100 elementary pupils and 1.2 to 1.25 acres per 100 secondary pupils. This standard was developed by the school board Expert Panel at a time when the majority of the land development surrounding schools was ground-related (i.e., low and medium density development).

In circumstances where per acre land values are well beyond typical suburban land values, due to the approved density related to more vertical development, the *maximum* Regulation benchmark standard is cost prohibitive, and contrary to more recent affordable housing initiatives.

November 2019 changes to the education development charges portion of the *Education Act* provide opportunities for school boards to entertain Alternative Projects. With the permission of the Minister of Education, a school board may use EDC funds towards a lower cost alternative site acquisition – an Alternative Project. Alternative Projects are expected to reduce EDC rates, in that less land is taken to provide student accommodation and associated school building amenities (e.g., land for playfield space and parking).

An Alternative Project may involve either the acquisition of reduced land by the school board; or entering into a strata agreement as part of acquiring an interest in land; or entering into a long-term leasehold arrangement (e.g., a secondary school as part of an office tower). Alternative Projects are intended to provide a more cost-effective approach to the provision of growth-related student accommodation needs where the density value of the land is high and the development of the land in question involves a variety of uses, as opposed to a stand-alone school site. Alternative Projects may include: stand-alone school sites where cost savings are achieved by reducing the site size, or incorporating underground parking for instance. Alternative Projects can also be schools built as part of, but adjacent to, other portions of the development where the school may acquire or lease the land outright; and finally, as schools built as part of podium developments and integrated within vertical residential or non-residential towers (see architectural renderings below) In the latter case, the expectation is that the school board is typically acquiring an interest in the land through a strata agreement.

Chapter 6 provides more detail about the Board's efforts to reduce the amount of land taken for schools in Ottawa and the associated reduction in the education development charges.

STAND-ALONE SCHOOL SITE -



TCDSB St. Mathias CS - Snyder Architects

ADJACENCY SCHOOL AS PART OF MULTI-USE DEVELOPMENT -



TDSB North Ottawa Collegiate – CSP Architects

VERTICAL SCHOOL AS PART OF A PODIUM STRUCTURE -



1.4 Policy Review Process and By-law Adoption Consultation Requirements

In order to consider the adoption of a new EDC by-law, the Board must first undertake a review of its existing EDC policies, in accordance with the legislation. Section 257.60 sub-section (1) of the *Education Act* states that:

“Before passing an education development charge by-law, the board shall conduct a review of the education development charge policies of the board.”

Sub-section (2) goes on to state that:

“In conducting a review under subsection (1), the board shall ensure that adequate information is made available to the public, and for this purpose shall hold at least one public meeting, notice of which shall be given in at least one newspaper having general circulation in the area of jurisdiction of the board.”

As the Board has an existing EDC by-law in place, this section, therefore, has the effect of requiring a minimum of two public meetings to be held as part of consideration of a new education development charge by-law.

The purpose of the first public meeting is to ensure that adequate information is made available to the public relative to the Board’s review of the education development charge policies of the Board. This meeting will be held Tuesday February 27, 2024 at 7:00 PM in the Conseil des écoles publiques de l’Est de l’Ontario Board Room located at 2445 St-Laurent Blvd., Ottawa. Information respecting a review of the Board’s policies is being made available to the public as part of this document. This information is titled, ‘Background Document Pertaining to a Review of the Education Development Charge Policies’ is found in Appendix C of this document.

The scheduling of the second public meeting requires that the proposed by-law and the new education development charge background study are made available to the public at least two weeks prior to the meeting, and to ensure that any person who attends the meeting “may make representations relating to the by-law” (s.257.63(2)). This meeting will immediately follow the policy review public meeting on Tuesday February 27, 2024 at 7:30 PM, and will also be held in the Board Room.

Finally, the Board is expected to consider the adoption of a new education development charge by-law to replace the Interim By-law on Tuesday March 26, 2024 7:00 PM at the same location. As set out in the following notice, anyone wishing to delegate the Board on EDC matters may make arrangements to do so by contacting the Board.

A copy of the “Notice of Public Meetings” is set out on the following page.



Conseil des
écoles publiques
de l'Est de l'Ontario

EDUCATION DEVELOPMENT CHARGES IN THE CITY OF OTTAWA – NOTICE OF PUBLIC MEETINGS

FIRST MEETING – POLICY REVIEW PUBLIC MEETING

TUESDAY FEBRUARY 27, 2024 @ 7:00 PM

Conseil des écoles publiques de l'Est de l'Ontario

(CEPEO) Board Room

2445 St-Laurent Blvd, Ottawa, Ontario

TAKE NOTICE that on February 27, 2024, the Conseil des écoles publiques de l'Est de l'Ontario (CEPEO) will hold a public meeting pursuant to Section 257.60 of the *Education Act* ("Act"). The purpose of the first meeting will be to review the current education development charge policies of the Board and to solicit public input. Any person who attends the meeting may make a representation to the Board in respect of the policies. The Board will also consider any written submissions.

A Policy Review Document is contained as an Appendix to the Board's 2024 Education Development Charges Background Study report. The Policy Review document sets out the Board's policies for the current education development charge by-law and will be available no later than December 22, 2023, at the Board Offices, during regular office hours or through the following website: www.cepeo.on.ca

SECOND MEETING – SUCCESSOR BY-LAW PUBLIC

MEETING TUESDAY FEBRUARY 27, 2024 @ 7:30 PM

Conseil des écoles publiques de l'Est de l'Ontario

(CEPEO) Board Room

2445 St-Laurent Blvd, Ottawa, Ontario

Pursuant to Section 257.63 of the *Act*, the Board will hold a second public meeting to consider the continued imposition of education development charges as set out in Section 257.63 of the *Act*, and to inform the public generally about the education development charge proposal. Any person who attends the meeting may make a representation to the Board in respect of the proposal. The Board will also consider any written submissions. All submissions received in writing and those expressed at the public meeting will be considered prior to the passage and enactment of an education development charge by-law.

The education development charge background study required under Section 257.61 of the *Act* (including the proposed EDC by-law) and setting out the Board's education development charge proposal will be available (i.e. the EDC Background Study report and EDC Policy Review document) no later than December 22, 2023 at the Board Offices, during regular office hours or through the Board's website.

Finally, it is anticipated that the CEPEO will consider adoption of a successor by-law imposing education development charges in the City of Ottawa on March 26, 2024.

THIRD PUBLIC MEETING – IN CONSIDERATION OF BY-LAW ADOPTION –

TUESDAY MARCH 26, 2024 @ 7:00 PM

Conseil des écoles publiques de l'Est de l'Ontario

(CEPEO) Board Room

2445 St-Laurent Blvd, Ottawa, Ontario

The purpose of this meeting is to entertain the Board's approval to adopt a successor EDC by-law in the City of Ottawa. Any person who attends the meeting may make representation in respect of this matter. Written submissions, filed in advance of the meeting, will also be considered. All interested parties are invited to attend the public meetings. The Board would appreciate receiving written submissions one week prior to the Public Meetings, so that they may be distributed to trustees prior to the meetings. Written submissions and any requests to address the Board as a delegation should be submitted to:

Christian-Charles Bouchard, Director of Education and Secretary-Treasurer,
e-mail at christian-charle.bouchard@cepeo.on.ca

In addition to the legislated public meetings indicated above, the Board has regularly scheduled Board meetings, at which the Board may receive information regarding education development charges. Regular Board meeting procedures will apply to these meetings. Any comments or requests for further information regarding this matter may be directed to Mrs Michèle D'Aoust, Planning Manager, e-mail at planification@cepeo.on.ca.

Conseil des écoles publiques de l'Est de l'Ontario

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Servis Oukel Ali
Président

Christian-Charles Bouchard
Director of Education and Secretary-Treasurer

Section 257.54 of the *Education Act* states that “if there is residential development in the area of the jurisdiction of a board that would increase education land costs, the board may pass by-laws for the imposition of education development charges against land in its area of jurisdiction undergoing residential or non-residential development.”

In addition, section 257.61 requires that “before passing an education development charge by-law, the board shall complete an education development charge background study.”

Section 257.62 stipulates that “an education development charge by-law may only be passed within the one-year period following the completion of the education development charge background study.”

Section 10 of O. Reg 20/98 sets out “conditions that must be satisfied in order for a board to pass an education development charge by-law.” These conditions are:

1. The Minister has approved the Board’s estimates of the total number of elementary and secondary pupils over each of the fifteen years of the forecast period and the number of existing pupil places that could reasonably be used to accommodate new school pupils.
2. The Minister has approved the Board’s estimates of the number of elementary and secondary school sites used by the Board to determine the net education land costs.
3. The Board has given a copy of the education development charge background study relating to the by-law (this report) to the Minister and each Board having jurisdiction within the area to which the by-law would apply.
4. The Board meets at least one of the following conditions:
 - Either the estimated average elementary or secondary enrolment over the five-year by-law period exceeds the respective total capacity that, in the Board’s opinion is available to accommodate pupils, throughout the jurisdiction, on the day that the by-law is passed, or
 - At the time of expiry of the Board’s last EDC by-law that applies to all or part of the area in which the charges would be imposed, the balance in the EDC account is less than the amount required to pay outstanding commitments to meet growth-related net education land costs, as calculated for the purposes of determining the EDCs imposed under that by-law.

The CEPEO is eligible to adopt a successor EDC by-law during March 2024 given that the Board continues to have a deficit in the Board’s EDC account and the Board expects to have more secondary pupils than the number of pupil places over the term of the proposed by-law.

1.6 Eligibility to Impose Education Development Charges and Form A

Form A of the EDC Submission, which follows, demonstrates that the head count enrolment over the proposed 5-year term of the EDC by-law (2024/2025 to 2028/2029), as measured in October and March of each academic year, is projected to exceed the permanent capacity of the Board's existing inventory of school facilities, on the secondary panel. The Board's available permanent capacity on the elementary panel is greater than the average 5-year enrolment projections over the time-period referenced above. As a result, the CEPEO meets the legislative "trigger" on enrolment in excess of capacity, on the secondary panel.

For the CEPEO, the five year (2024/25 to 2028/29) average head count enrolment is 11,615 for the elementary panel and ADE average enrolment of 6,973 on the secondary panel. When these figures are compared to 11,013 permanent spaces in the Board's existing inventory of elementary facilities and 8,363 permanent spaces on the secondary panel, enrolment exceeds capacity on the secondary panel. Note that these figures reflect the entire jurisdiction of the Board, which is: Hastings; Lanark; Leeds and Grenville; Lennox and Addington; Prescott and Russell, and Renfrew Counties; Stormont, Dundas and Glengarry, the Frontenac Management Board; along with the municipalities of: Belleville, Cornwall, County of Prince Edward, Gananoque, Kingston, Ottawa, Pembroke, Prescott, Smiths Falls, South Algonquin and Quinte West.

It is noted, however, that the legislation allows the Board to utilize education development charges as a source of funding for additional site purchases due to enrolment growth on both panels (elementary and secondary), even if the Board meets the legislative "trigger" on only one panel.

Conseil des écoles publiques de l'Est de l'Ontario
Education Development Charges Submission 2024
Form A - Eligibility to Impose an EDC

A.1.1: CAPACITY TRIGGER CALCULATION - ELEMENTARY PANEL

Elementary Panel Board-Wide Capacity	Projected Elementary Panel Average Daily Enrolment Headcount						Elementary Average Projected Enrolment less Capacity
	Year 1 2024/ 2025	Year 2 2025/ 2026	Year 3 2026/ 2027	Year 4 2027/ 2028	Year 5 2028/ 2029	Average Projected Enrolment Over Five Years	
11,013	11,226	11,419	11,591	11,810	12,027	11,615	602

Projected enrolment does not include any elementary or secondary pupils generated by new housing development outside of the City of Ottawa.

A.1.2: CAPACITY TRIGGER CALCULATION - SECONDARY PANEL

Secondary Panel Board-Wide Capacity	Projected Secondary Panel Average Daily Enrolment (ADE)						Secondary Projected Enrolment less Capacity
	Year 1 2024/ 2025	Year 2 2025/ 2026	Year 3 2026/ 2027	Year 4 2027/ 2028	Year 5 2028/ 2029	Average Projected Enrolment Over Five Years	
8,353	6,355	6,582	6,941	7,333	7,653	6,973	-1,380

A.2: EDC FINANCIAL OBLIGATIONS (Estimated to June 30 2024)

Adjusted Outstanding Principal:	\$61,155,810
Less Adjusted EDC Account Balance:	\$61,036,673
Total EDC Financial Obligations/Surplus:	-\$119,137

1.7 Background Study Requirements

The following sets out the information that must be included in an education development charge background study and the appropriate chapter references within the enclosed report:

1. estimates of the anticipated amount, type and location of residential development for each year of the fifteen-year forecast period, as well as the anticipated non-residential forecast of gross floor area in the City of Ottawa- Chapter 4
2. the number of projected new pupil places (Chapter 5) and the number of new sites and/or site development costs required to provide those new pupil places - Chapter 6
3. the number of existing pupil places available to accommodate the projected number of new pupils in item #2 – Chapter 7 and Appendix A
4. for each school in the board's inventory, the number of existing pupil places and the number of pupils who attend the school – Appendix A
5. for every existing elementary and secondary pupil place in the board's jurisdiction that the board does not intend to use, an explanation as to why the board does not intend to do so – Chapter 7
6. estimates of the education land cost, the net education land cost, and the growth-related net education land costs required to provide the projected new pupil places in item #2, the location of the site needs, the acreage for new school sites, including the area that exceeds the maximum set out in section 2 of O. Reg. 20/98, an explanation of whether the costs of the excess land are education land costs and if so, why - Chapter 6
7. the number of pupil places the board estimates will be provided by the school to be built on the site and the number of those pupil places that the board estimates will be used to accommodate the new pupils in item #2 – Appendix A.

The legislation stipulates that an education development charge by-law may only be passed within the one-year period following the completion of the education development charge background study. This report, dated February 15, 2024 will be considered for approval by the Board, as part of the meeting on March 26, 2024, which will also consider by-law adoption.

Further, this report will be forwarded to the Minister of Education and each coterminous board, as per legislative requirements.

1.8 EDC Study Process

Figure 1-1 provides an overview of the education development charge process to be followed when a board considers the adoption of its second (and any subsequent) EDC by-law under the *Education Act*, including the policy review process.

Figure 1-1
Overview of Education Development Charges Process and Timelines

PHASE ONE	PHASE TWO	PHASE THREE	PHASE FOUR	PHASE FIVE	PHASE SIX
DETERMINING ELIGIBILITY	ANALYSIS OF NGRELC ¹	ALTERNATIVE PROJECTS & LEDAs	MINISTRY SUBMISSION	STAKEHOLDER CONSULTATION PROCESS	BY-LAW ADOPTION & IMPLEMENTATION
A. Capacity Trigger Evaluation and Notify Ministry of Education if Board Intends to Exclude Capacity	A. 15-year Estimate of Amount, Type and Location of Residential Development and Non-Residential GFA Projections (net of statutory exemptions)	A. Determine Areas where Density Value & proposed growth-related sites indicate potential for Alternative Projects and LEDAs	A. Completion of Ministry Forms (EDC Submission)	A. Follow-up Consultation with Stakeholders re Basis for Charges and % Unfunded Costs	A. Liaison with Area Municipal Representatives re By-law Interpretation, Implementation & Collection Issues
B. EDC Account Analysis - determine sites proposed to be acquired & sites acquired, what has been fully or partially funded and reconcile account	B. Prepare 15-year student enrolment projections - Existing Community Requirements plus Requirements of New Development and Determine if there is a Need to Alter Review Area boundaries given Capital Priorities & planning areas	B. Prepare land valuations based on conventional and strata builds	B. Complete Background Study and Forward to Ministry, Co-terminous Boards & Stakeholders who have provided notification (90 days in advance of by-law passage date)	B. Conduct Public Meeting (s) including Policy Review Public Meeting	B. Board Consideration of Public Input and Calculation Revisions as necessary (may require additional Ministry Review /approval or request for additional data)
C. EDC Financial Obligations Evaluation (including how Financial Obligations will be repaid)	C. Review Area Analysis to Determine Schools Impacted by New Housing Development	C. Define Area Specific By-law Structure if LEDA is contemplated	C. Preparation & Public Distribution of Policy Document	C. Review of Public Submissions	C. Additional Public Meeting at Discretion of Board
	D. Forecast of Net Growth-related Pupils and Determine # of Sites, Site Expansions and/or Site development Costs by Location	D. Review Status of Ministry Approval of Site Acquisitions	D. Ministry of Education Review & Approval Process (90 days review period)		D. By-law Adoption
	E. Estimate Growth-related Net Education Land Costs (net of any surplus EDC account funds)				E. By-law Implementation
	F. Calculate NELC on a Cashflow basis and Determine Portion of NELC to be Funded from EDCs given Legislative 'Cap'				F. Notice of By-law Passage & Appeal Date, Municipal Notification of By-law Passage and Implementation Considerations

1. NGRELC = Net Growth-related Education Land Costs

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Chapter 2 - METHODOLOGICAL APPROACH

The following chapter outlines the methodology utilized to undertake the background analysis which underlies the proposed education development charge.

There are two distinct aspects to the model. The first is the planning component, which is comprised primarily of the dwelling unit projections over a fifteen-year period, the pupil yield analysis, the determination of the requirements of new development, enrolment projections for the existing community, the determination of net growth-related pupil places by review area and the identification of additional site requirements due to growth. The second component, which is the financial component, encompasses the determination of the charge (undertaken in the form of a cash flow analysis), including identification of the site acquisition, site development and study costs, projected expenditure timing, determination of revenue sources and assessment of borrowing impact.

A description of each step in the calculation process is set out below.

2.1 Planning Component

Step 1 - Determine the anticipated amount, type, and location of residential development over the 15-year period and for which education development charges would be imposed during the 2024/25 to 2038/2039 forecast period.

A forecast of new dwelling units in the area in which EDCs are to be imposed, over the 15-year forecast period, were derived giving consideration to:

- The City of Ottawa's 2021 to 2046 'draft' housing projections prepared by Hemson Consulting Ltd., and provided on August 30, 2023. The housing projections were disaggregated at a traffic zone level;
- City of Ottawa development application data as of June, 2023;
- City of Ottawa GRLS mid-2021 development pipeline data;
- City of Ottawa March, 2019 DC forecast of non-residential construction – new space and additions for the 2024 to 2031 period;
- City of Ottawa employment Official Plan targets to 2029 converted to gross floor area using the March 2019 DC employment to GFA factors, by category;
- 2017 through 2022 City of Ottawa building permit activity; as well as starts and completions taken from CMHC reports.

A spatial matching of the CEPEO elementary school attendance boundaries against the draft Hemson development charges forecast by density type, was undertaken. The development applications data as of June, 2023 was used to distinguish between types of ground-related housing and sizes of apartment units.

The occupied dwelling unit forecast derived as the basis for the determination of the proposed EDC charge is net of the statutory exemptions related to demolitions, redevelopment credits and conversions.

The forecast of non-residential development is based on the 2019 DC forecast of employment and the non-exempt gross floor area that would need to be constructed in the City of Ottawa to accommodate the anticipated employment growth as specified in the City's Official Plan; the OP employment forecast for the post 2031 forecast period, as well as historical non-residential building permit data by type and detailing additions and new construction.

Step 2 - The draft by-law structure is based on a jurisdiction-wide rather than an area-specific approach to the by-law structure. The policy reasons for this choice are outlined in Appendix C. The elementary and secondary review areas match the elementary attendance boundaries approved by the Board when the 2019 EDC by-law was adopted. Review Area boundaries continue to consider the accommodation of pupils in their resident areas over the longer term, as well as man-made barriers including major arterial roads, railway crossings and industrial areas, municipal boundaries, travel distances within the Board's transportation policies, program requirements, etc.

Step 3 - Utilize the ECIS facilities inventory information to determine the OTG (On-the-Ground) capacities and the number of portables and portapaks (temporary space) for each existing elementary and secondary facility. Adjust the OTG capacity for pupil spaces, which in the opinion of the Board, are not required to meet the needs of the existing community.

Steps 4 through 6 - Determine the Board's projections of enrolment, by school, by grade, by program over the fifteen-year forecast period. Enrolment projections that distinguish the pupil requirements of the existing community (elementary to secondary retention, the number of future Kindergarten subscriptions, and the by-grade advancement of the student population) from the pupil requirements of new development (the number of pupils anticipated to be generated by new development within the City and over the next 15 years) were prepared by the consultants and reviewed by Board Planning staff. Finally, the enrolment analyses assume that any pupils temporarily accommodated outside of their resident attendance area are returned to their resident area. In some cases, these students are directed to future school boundaries proposed by board staff.

Steps 7 and 9 - Determine the number of "available" pupil places by comparing the Year 15 projected head count enrolment from the total capacity of schools within the high-growth development areas. The Board is entitled to exclude any available pupil places that in the opinion of the Board, could not reasonably be used to accommodate enrolment growth. Schools within each Review Area are distinguished between those that have been, and will be impacted by the construction of new homes within their attendance boundaries, from those that are not. The determination of 15-year growth-related needs is relevant to the first category of schools – not the latter.

Subtract any available and surplus pupil places in existing facilities from the requirements of new development, to determine the net growth-related pupil place requirements, by review area. Determine net growth-related pupil places by review area and within each review area in accordance with the timing and location of growth.

Step 8 - Complete Form A of the EDC Submission to determine eligibility to impose education development charges. This involves a detailed analysis of the EDC account and the need to project the balance in the account as of the day prior to implementation of the new EDC by-law.

Step 10 - Determine the number of additional school sites and/or site development costs required to meet the net growth-related pupil place need and the timing of proposed expenditures. Where the needs can be met through additions to existing facilities and where no additional land component is required, no sites are identified. However, in the latter circumstances, there may be site development costs incurred in order to accommodate enrolment growth. These costs will be included in the determination of “growth-related net education land costs” where appropriate. In addition, the Board may acquire lands adjacent to existing school sites in order to accommodate enrolment growth. The acquisition of lands may also involve the acquisition of lands declared ‘surplus’ by coterminous school boards. Further, meeting growth-related accommodation needs can be accomplished through the redevelopment of existing schools and the provision of increased capacity as a result. Finally, where land costs are prohibitive, the board can acquire an interest in land through the imposition of education development charges, where the costs to do so are a more cost-effective approach to meeting growth-related needs.

Step 11 - Determine the additional sites or acreage required and the basis upon which the CEPEO can acquire the lands.

2.2 Financial Component:

The financial component of EDC studies has changed. Prior to 2019, the EDC financial analysis was designed to determine residential and non-residential rates, when imposed, would, over the 15-year forecast period, equal the forecasted net education land costs. Today, these derived rates are called the ‘calculated’ rates.

The March 29, 2019 change in the Regulation placed a ‘cap’ on EDC rates. As such, the more recent EDC financial analysis is designed to address the following questions:

1. If the legislation permitted the imposition of the ‘calculated rates’, what rates would be required to fully fund the projected net education land costs?
2. Given that the board can only impose the ‘capped’ rates, what funding shortfall is expected to be derived over the 15-year forecast period?
3. Given that the legislative cap establishes the maximum projected revenue to be derived during the 15-year forecast period, what additional growth-related costs are expected to be derived over the 15-year forecast period for which no additional EDC funds are available (i.e., unless the legislative cap is lifted)?

Step 1 - Identify the land acquisition costs (on a per acre basis) in 2023 dollars.

Step 2 - Identify site development, site preparation and applicable study costs specified under 257.53(2) of the *Education Act*. In the case of Alternative Projects, the EDC-eligible costs may include construction of the school building, underground parking and potentially shared parkland.

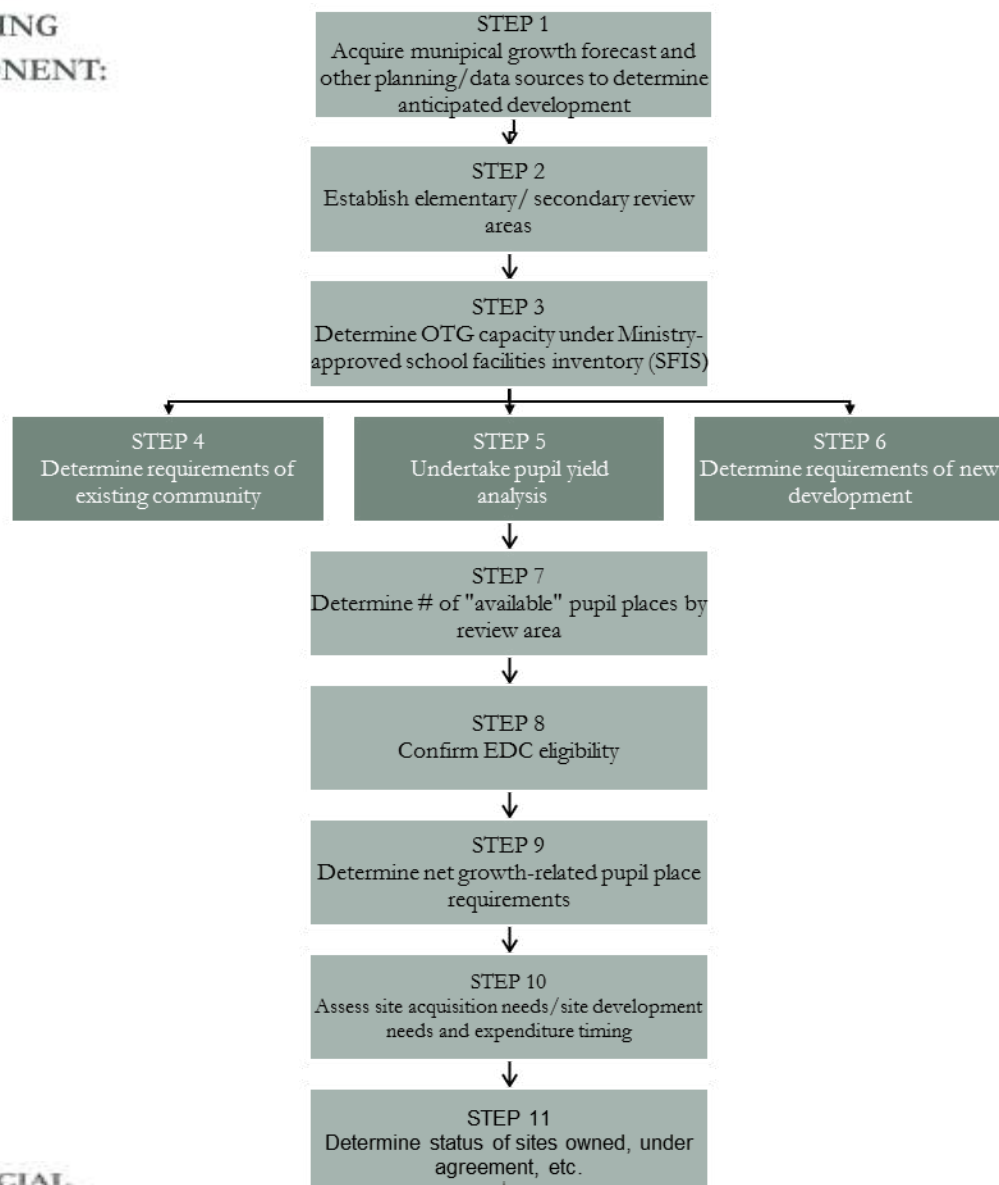
Step 3 - Apply an appropriate indexation factor to site preparation/development costs to recognize increased labour and material costs over the 15-year forecast period. The non-residential construction cost index is also applied to the construction labour and material costs of a strata build. Apply an appropriate land escalation factor to site acquisition costs for the entire forecast period, in order to properly reflect potential unfunded costs.

Step 4 - Determine the quantum of the charge (both residential and non-residential if the Board intends to have a non-residential charge), considering borrowing impact (particularly where there is significant deficit EDC account balances) and EDC account interest earnings by undertaking a cash flow analysis of the expenditure program over the 15-year forecast period. From a borrowing perspective, this could include an external Line of Credit specifying the interest rate to be paid and the payback period. The Board's ability to access an EDC Line of Credit is dependent upon certainty in the application of the EDC by-law and in-force rates that are sufficient to fund the principal plus borrowing costs over the borrowing term.

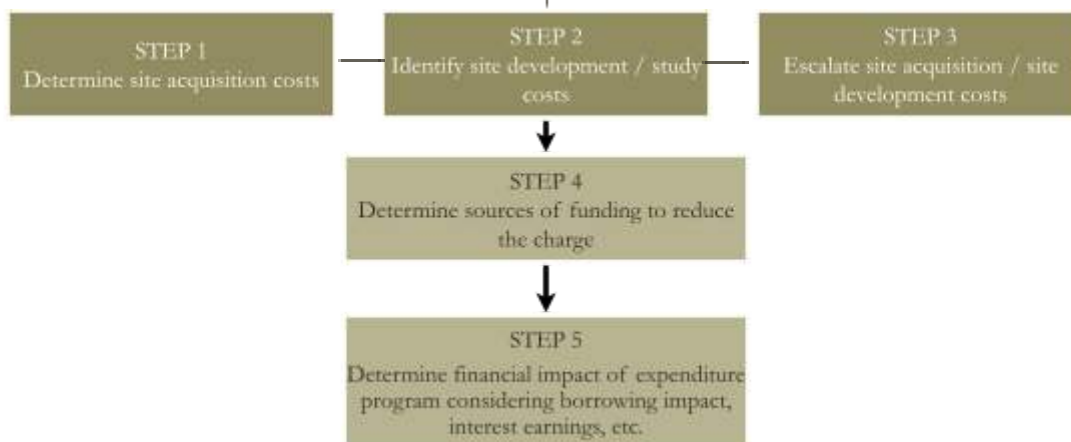
Finally, it is important to understand, given the fact that the EDC revenue stream is fixed, what additional costs are likely to be incurred over the 15-year forecast period and for which there is currently no funding source.

FIGURE 2-1
EDC METHODOLOGICAL
APPROACH

PLANNING
COMPONENT:



FINANCIAL
COMPONENT:



¹ Available pupil places, that, in the opinion of the Board, could reasonably be used to accommodate growth (section 7.3 of O. Reg 20/98 as amended)

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Chapter 3 - JURISDICTION OF THE BOARD

3.1 Legislative Provisions

Section 257.54(4) of the *Education Act* states that “an education development charge by-law may apply to the entire area of the jurisdiction of a board or only part of it.” The jurisdiction of the CEPEO comprises multiple ‘regions’ outlined in the EDC regulations, and listed in Chapter 1.

The determination of proposed EDC rates found within this report is based on a singular region-wide by-law charging structure.

Maps 3-1 and 3-2 found at the end of this chapter, outline the geographic jurisdiction analyzed in this EDC Background report and the elementary and secondary Review Areas used to determine growth-related education land costs.

3.2 Analysis of Pupil Accommodation Needs by “Review Area”

In order to attribute the number of pupil places that would be generated within the areas in which additional residential development is contemplated, the Ottawa portion of the Board’s jurisdiction was divided into sub-areas in 1999, referred to in the EDC submission as “Review Areas.”

The total OTG capacity of all existing permanent accommodation is considered to be the total available capacity of the Board for instructional purposes and required to meet the needs of the existing community, as a first priority. Subsequently, the school board is entitled to recognize and remove any capacity that is not available to be used to accommodate growth-related pupils, provided that an explanation is given for the exclusion. As such, the use of permanent accommodation spaces within a review area is based on the following parameters:

1. The needs of the existing community (at the end of the 15-year forecast period) must take priority over the needs resulting from new development in the construction of additional pupil places.
2. Pupils generated from new development for the schools impacted by new housing construction fill any surplus available OTG capacity within the development catchment area, taking into consideration that the perpetual busing of students is not a cost effective or efficient system of student accommodation.
3. Pupils generated from new development within the review area must take priority over the “holding” accommodation needs of other review areas.

The remaining pupil spaces required as a result of new development within the review area, or net growth-related pupil place requirements, are to be potentially funded through education development charges, provided that they are consistent with the board’s short and longer-term capital priority

needs and anticipated capital funding approvals. Meeting the growth-related pupil place requirements does not always require the acquisition of land; acquiring an interest in land, or leasing additional pupil places.

The review area concept within education development charges is based on the premise that pupils should, in the longer term, be able to be accommodated in permanent facilities offering standard school programs within their resident area. Therefore, not all existing available capacity within the review area provides a viable solution to accommodating pupils generated by the construction of new homes.

For the purposes of the calculation of education development charges described in this report, pupils of the Board who currently attend school facilities outside of their resident area, have been transferred back if the holding situation is considered to be temporary in nature. Further, proposed boundary adjustments reflecting the provision of new schools, are representative of where students are expected to be accommodated over the forecast period. This is representative of current board-registered pupils that are holding in alternate accommodation awaiting the new school.

The determination of growth-related needs also takes into consideration increased enrolment within the existing community projections. Typically, existing community enrolments will decline over the 15-year forecast period without continued housing development generating additional pupils for the school. Where the existing community enrolment continues to increase, it is due to one or more of the following:

- Delayed permit approvals, construction and occupancy of residential development attributed to the particular school, and occurring prior to the proposed by-law, and resulting in delayed school registrations;
- The actual apportionment shares related to the new school are higher than were projected during a previous by-law;
- Actual births within the catchment area of the new school are higher than originally predicted;
- The residential density mix and related occupancy of homes built prior to the proposed by-law is generating a higher share of family-occupied homes – that is, the pupil yields are higher than projected.

There are four important principles to which the consultants have adhered in undertaking the EDC calculation on a review area basis:

1. Capacity required to accommodate pupils from existing development should not be utilized to provide “temporary” or “holding” capacity for new development over the longer term; and
2. Pupils generated by new development should not exacerbate each Board’s current accommodation problems (i.e., an increasing portion of the student population being housed in portables for longer periods of time); and
3. Only the projected housing development expected to impact the need for new student accommodation should be taken into consideration in determining the growth-related land needs; and

4. Board transportation costs should be minimized.

The rationale for the review area boundaries for the elementary and secondary panels of the Board gave consideration to the following criteria:

- a. A desire by the Board to align feeder school patterns as students move from kindergarten to elementary and secondary programs;
- b. Board-approved school attendance boundaries and proposed changes to attendance boundaries as new schools open;
- c. Travel distances to schools consistent with the Board's transportation policies;
- d. Manmade or natural barriers (e.g., existing or proposed major arterial roadways, expressways such as Highway 416 and Highway 417, railway crossings, industrial areas, river valleys, escarpments, woodlots, etc.);
- f. Distance to neighbouring schools.

Secondary review areas are normally larger in size than elementary review areas due to the former having larger school facilities and longer transportation distances. Typically, a cluster of elementary schools are “feeder” schools for a single secondary facility.

For the purpose of the regional approach to calculating education development charges, the Conseil des écoles publiques de l'Est de l'Ontario has 4 elementary review areas and 2 secondary review areas as shown on Maps 3-1 and 3-2, at the end of the chapter.

Each review area has been further subdivided in order to determine the net growth-related pupil place needs. The detailed development application database enables the Board to specify which existing and proposed school sites will be impacted by new housing development. The determination of net growth-related pupil place needs is therefore concentrated on the school sites where additional site acquisition and/or site development costs would be required to accommodate enrolment growth, and for which Board staff have identified an accommodation need.

It is noted that undertaking the determination of additional site requirements using a review area and a sub review-area approach is consistent with the way in which requests for capital priorities funding will be assessed by the Ministry of Education.



Map 3-1



Conseil des écoles publiques de l'Est de l'Ontario: Education Development Charges Background Study 2024

Secondary Review Area Boundary Overview



Map 3-2

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Chapter 4 - RESIDENTIAL/NON-RESIDENTIAL GROWTH FORECAST

4.1 Background

This section of the report deals with the 15-year forecast of residential and non-residential development for the 2024/25 to 2038/39 forecast period. The legislative requirements respecting EDC growth forecasts cite the need to identify the anticipated timing, location, and type of residential development, which are critical components of the overall EDC process due to the inextricable link between new units and the need for new pupil places. The location of development is particularly important to the determination of additional growth-related site needs. Therefore, every effort was made to consider the most recent residential and non-residential forecast information available.

The forecast of new dwelling units and the projected number of CEPEO students to be generated by new housing development in the area in which EDCs are to be imposed, over the 15-year forecast period, was derived from a consideration of:

- The City of Ottawa's 2021 to 2046 'draft' housing projections prepared by Hemson Consulting Ltd., and provided on August 30, 2023. The housing projections were disaggregated at a traffic zone level;
- City of Ottawa development application data as of June, 2023;
- City of Ottawa GRLS mid-2021 development pipeline data;
- City of Ottawa March, 2019 DC forecast of non-residential construction – new space and additions for the 2024 to 2031 period;
- City of Ottawa Official Plan employment targets to 2029 converted to gross floor area using the March 2019 DC employment to GFA factors, by category;
- 2017 through 2022 City of Ottawa building permit activity; as well as starts and completions taken from CMHC reports.

A spatial matching of the CEPEO elementary school attendance boundaries against the draft City DC housing forecast, was undertaken. The determination of 'net' new units, or units to which the EDC charges are expected to be applied, is based on a review of historical building permit data. The 'gross' to 'net' new unit adjustment is 11%, and derives 110,327 'net' new units. The 11% deduction is based on a review of the number of dwelling units for which EDCs were paid during 2018 through 2022, divided into the total number of new units created net of residential demolitions.

The City's draft DC growth forecast suggests that approximately 123,963 new occupied dwelling units will be added to the existing housing stock in the City of Ottawa over the next fifteen years, at an average of 8,264 units per annum. This average is 25% lower than the average building permits issued during the 2019 to 2022 period, at more than 10,925 net new units (i.e. net of average 3% demolitions). Of the additional dwelling units, approximately just over 28% are anticipated to be low

density (single and semi-detached); just under 49% medium density (row houses, townhouses, etc.); and the remaining 23% high density apartment units.

4.2 Legislative Requirements

As the legislation permits school boards to collect education development charges on both residential and non-residential development, both must be considered as part of the growth forecast as follows:

- “An EDC background study shall include estimates of the anticipated amount, type and location of residential and non-residential development.”; (Section 257.61(2) of the *Education Act*)
- “Estimate the number of new dwelling units in the area in which the charges are to be imposed for each of the 15 years immediately following the day the by-law comes into force.”; (O. Reg 20/98), Section 7(1)
- “If the board intends to impose different charges on different types of residential development, the board shall determine the percentage of the growth-related net education land cost to be funded by charges on residential development, and that is to be funded by each type of residential development.” (O. Reg. 20/98), Section 10
- “The Board shall choose the percentage of the growth-related net education land costs that is to be funded by charges on residential development and the percentage, if any, that is to be funded by the charges on non-residential development. The percentage that is to be funded by non-residential development shall not exceed 40 percent.” (O. Reg. 20/98), Section 7(1) 8)

During the 2019 EDC by-law adoption process, the Board approved 85% of the net education land costs to be funded from residential development, with the remainder to be funded from non-residential development. However, the current legislative ‘cap’ impacts on a school board’s ability to alter the percentage of net education land costs to be recovered from residential versus non-residential development, without additional revenue loss.

4.3 Residential Growth Forecast and Forms B and C

4.3.1 Historical New Residential Units

The City of Ottawa’s Annual Development Reports and building permit data provide a variety of information on residential starts, completions, demolitions and the number of additional units for which building permits were approved. Table 4-1 below, summarizes the number of new units by type for the period 2017 through 2022. Approximately 30% of the units were single and semi-detached, as well as coach houses; 28% were medium density townhouses of various typologies and just under 43% apartments, including apartments in mixed use developments.

Table 4-1

City of Ottawa Total New Residential Units				
	Single & semi-detached & Coach houses	Medium Density Towns	Apartments	Totals
Jan 2017 - Dec 2017	2,405	2,035	2,096	6,536
Jan 2018 - Dec 2018	2,798	2,241	2,524	7,563
Jan 2019 - Dec 2019	2,869	2,955	3,764	9,588
Jan 2020 - Dec 2020	3,102	3,104	6,133	12,339
Jan 2021 - Dec 2021	3,407	3,064	3,551	10,022
Jan 2022 - Dec 2022	2,455	2,552	6,322	11,329
% of Total Units	29.7%	27.8%	42.5%	100%

4.3.2 Methodological Approach

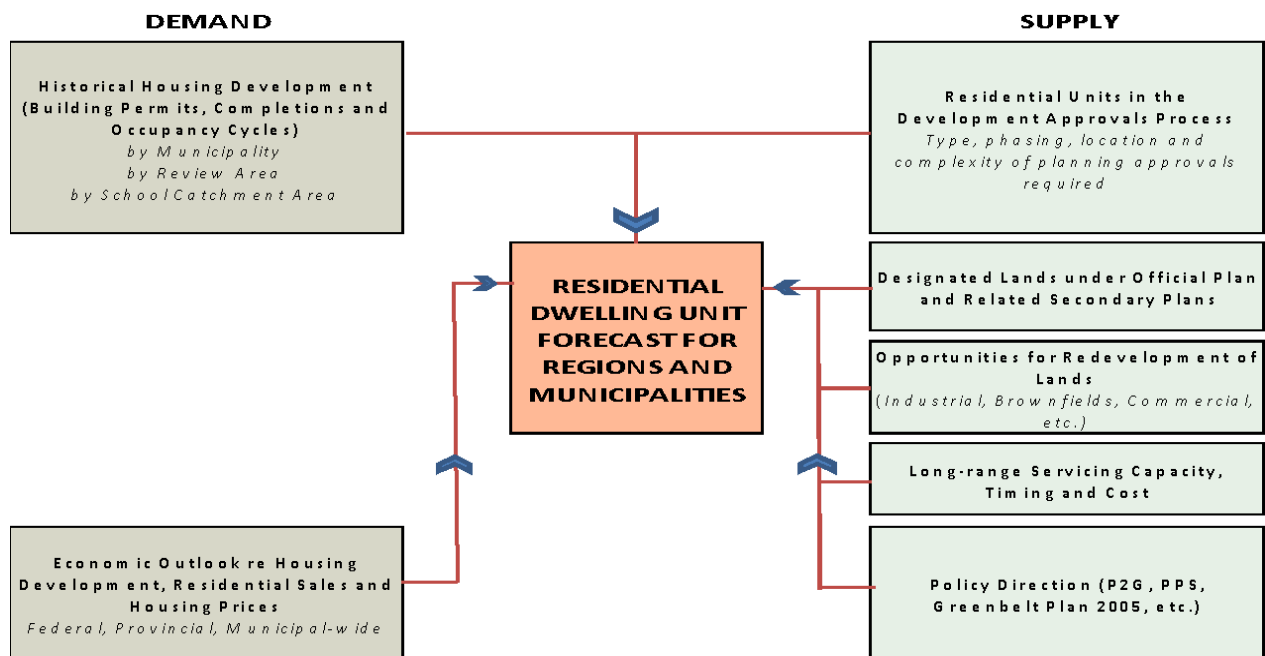
Municipal forecasts of residential development generally give consideration to: underlying demographic trends, timing and location of infrastructure emplacement, local planning policies (Official Plan and Secondary Plans), Provincial planning policies, considerations of demand (including recent and projected real estate market conditions and recent historical construction statistics) and supply (land supply and absorption rates), staging of units in the development approvals process, government housing policies affecting housing affordability, etc. Figure 4-1 illustrates a typical household formation projection methodology.

In order to prepare 15-year projections of new occupied dwelling units in the City of Ottawa, for which education development charges are to be imposed, the process outlined below was followed. Primarily, the process involved the following steps:

1. Take the draft Ottawa DC housing forecast by traffic zone which was provided in 5-year increments and create annual forecast totals by ground-related versus apartment units.
2. Use the City's GRLS database and information taken from the individual development applications to breakout the ground-related forecast by density type and the projected apartment units by # of bedrooms. Spatially match the traffic zone geographies to the GRLS development applications by Ward.
3. Distinguish the additional MMAH units by density type and add to the appropriate traffic zone data.
4. Disaggregate the MMAH data provided in 5-year increments, as an annual forecast by density type.
- 5.

FIGURE 4-1

Residential Growth Forecast: Proposed Methodology Household Formation Projection Model



Statutory Residential Exemptions:

Additional Dwelling Unit Exemption –

Section 257.54 (3) of the *Education Act* exempts, from the imposition of education development charges, the creation of two additional dwelling units within an existing single detached dwelling (i.e., the conversion of a single unit to a duplex or triplex), or one additional dwelling unit within a semi-detached, row dwellings and other residential building. The municipal development charge legislation exempts both secondary units within the principal residence, as well accessory dwellings that are constructed on the same property as the original building. The EDC legislation does not. At this time, there is no available data source that would allow for distinguishing between secondary dwelling units within the existing primary residence and those constructed as stand-alone units on the same property.

Replacement Dwelling Unit Exemption –

Section 4 of O. Reg 20/98 requires that the Board exempt from the payment of education development charges, the ‘replacement, on the same site, a dwelling unit that was destroyed by fire, demolition or otherwise, or that was so damaged by fire, demolition or otherwise as to render it uninhabitable’, provided that the replacement building permit is issued within two years that the dwelling unit was destroyed or became uninhabitable. As shown on Table 4-2, and according to the City’s building permit data, an average of 364 residential demolition permits were issued annually over the period 2017 to 2022. It is important to note, as a higher percentage of residential

development occurs through redevelopment, providing a one-for-one exemptions of all dwelling units replaced, will result in additional unfunded net education land costs, as it is more difficult to predict how much residential redevelopment will occur over a 15-year forecast period.

Table 4-2

City of Ottawa Residential Demolitions	
	# of Residential Demolitions
Jan 2017 - Dec 2017	331
Jan 2018 - Dec 2018	443
Jan 2019 - Dec 2019	491
Jan 2020 - Dec 2020	298
Jan 2021 - Dec 2021	348
Jan 2022 - Dec 2022	273
Average Annual Demolitions	364

4.3.3 Net New Units and Forms B and C

Table 4-3 summarizes the City of Ottawa's housing forecast by unit type for the 2024/25 through 2038/39 period. The table also provides a summary of the housing forecast by CEPEO elementary and secondary review area.

Approximately 884 of projected new dwellings units will direct its students towards existing CEPEO schools outside of Ottawa. These units are shown in Table 4-3 as 'Redirected to Outside Ottawa'.

TABLE 4.3
Conseil des écoles publiques de l'Est de l'Ontario
Education Development Charges Submission 2024
Forms B/C - Dwelling Unit Summary

PROJECTION OF NET NEW DWELLING UNITS¹

	Year 1 2024/ 2025	Year 2 2025/ 2026	Year 3 2026/ 2027	Year 4 2027/ 2028	Year 5 2028/ 2029	Year 6 2029/ 2030	Year 7 2030/ 2031	Year 8 2031/ 2032	Year 9 2032/ 2033	Year 10 2033/ 2034	Year 11 2034/ 2035	Year 12 2035/ 2036	Year 13 2036/ 2037	Year 14 2037/ 2038	Year 15 2038/ 2039	Tot U
City of Ottawa																
Singles and Semi-Detached	1,840	1,959	2,690	2,690	2,690	2,695	2,693	2,650	2,652	2,667	2,673	2,655	1,502	1,500	1,501	3
Townhouses, Row Housing, etc.	2,353	2,321	2,546	2,561	2,559	2,557	2,550	2,785	2,781	2,784	2,780	2,782	1,683	1,680	1,682	3
Apartments	2,583	2,583	1,848	1,848	1,848	1,848	1,848	1,898	1,898	1,898	1,898	1,898	1,423	1,423	1,423	2
Stacked Townhouses	1,601	1,533	1,688	1,686	1,688	1,685	1,684	1,748	1,748	1,748	1,747	1,746	1,345	1,346	1,344	2
Total	8,377	8,396	8,772	8,785	8,785	8,785	8,775	9,081	9,079	9,097	9,098	9,081	5,963	5,949	5,950	12
FPE01 Nepean-Kanata-W. Carleton-Goulbourn-Rideau																
Singles and Semi-Detached	1,005	1,144	1,334	1,334	1,334	1,334	1,334	1,086	1,086	1,089	1,089	1,086	497	497	498	1
Townhouses, Row Housing, etc.	1,052	1,016	1,098	1,098	1,098	1,098	1,098	678	678	678	678	678	347	347	347	1
Apartments	359	359	264	264	264	264	264	320	320	320	320	320	182	182	182	
Stacked Townhouses	744	638	549	549	549	549	549	232	232	232	232	232	148	148	148	
Total	3,160	3,157	3,245	3,245	3,245	3,245	3,245	2,316	2,316	2,319	2,319	2,316	1,174	1,174	1,175	3
FPE02 S. Gloucester-Osgoode-S/W part of Cumberland																
Singles and Semi-Detached	283	259	840	841	841	841	842	1,058	1,058	1,072	1,070	1,058	342	343	343	1
Townhouses, Row Housing, etc.	354	356	604	603	603	603	602	1,014	1,014	1,015	1,014	1,014	229	228	228	
Apartments	268	268	248	248	248	248	248	240	240	240	240	240	88	88	88	
Stacked Townhouses	178	218	525	525	525	525	525	656	656	656	656	656	622	622	622	
Total	1,083	1,101	2,217	2,217	2,217	2,217	2,217	2,963	2,963	2,983	2,980	2,963	1,281	1,281	1,281	3
FPE03 E. Gloucester - Cumberland																
Singles and Semi-Detached	336	338	315	317	318	317	316	263	265	265	264	263	443	443	445	
Townhouses, Row Housing, etc.	468	468	473	486	484	484	476	440	438	438	438	440	584	582	582	
Apartments	153	153	95	95	95	95	95	179	179	179	179	179	203	203	203	
Stacked Townhouses	442	440	433	431	432	433	432	448	448	448	449	448	295	297	295	
Total	1,399	1,399	1,316	1,329	1,329	1,329	1,319	1,330	1,330	1,330	1,330	1,330	1,525	1,525	1,525	2
FPE04 City of Ottawa Inside Greenbelt																
Singles and Semi-Detached	186	184	164	161	160	166	164	204	206	204	211	211	176	173	171	
Townhouses, Row Housing, etc.	478	480	369	372	372	370	372	651	649	651	648	648	521	521	523	
Apartments	1,799	1,799	1,220	1,220	1,220	1,220	1,220	1,139	1,139	1,139	1,139	1,139	944	944	944	1
Stacked Townhouses	236	236	180	180	181	177	177	411	411	411	409	409	279	278	278	
Total	2,699	2,699	1,933	1,933	1,933	1,933	1,933	2,405	2,405	2,405	2,407	2,407	1,920	1,916	1,916	3
FPE05 New Housing Accommodated Outside of Ottawa																
Singles and Semi-Detached	30	34	37	37	37	37	37	39	37	37	39	37	44	44	44	
Townhouses, Row Housing, etc.	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	
Apartments	4	4	21	21	21	21	21	20	20	20	20	20	6	6	6	
Stacked Townhouses	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
Total	36	40	61	61	61	61	61	62	60	60	62	60	53	53	53	

Notes: 1. Assumed to be net of demolitions and conversions.

Grand Total Gross New Units in By-Law Area	12
Less: Statutorily Exempt Units in By-Law Area	-
Total Net New Units in By-Law Area	11

Table 4-4 which follows, summarizes Forms B and C of the EDC Submission.

TABLE 4-4
Conseil des écoles publiques de l'Est de l'Ontario
Education Development Charges Submission 2024
Forms B/C - Dwelling Unit Summary

PROJECTION OF NET NEW DWELLING UNITS¹

	Year 1 2024/ 2025	Year 2 2025/ 2026	Year 3 2026/ 2027	Year 4 2027/ 2028	Year 5 2028/ 2029	Year 6 2029/ 2030	Year 7 2030/ 2031	Year 8 2031/ 2032	Year 9 2032/ 2033	Year 10 2033/ 2034	Year 11 2034/ 2035	Year 12 2035/ 2036	Year 13 2036/ 2037	Year 14 2037/ 2038	Year 15 2038/ 2039	Total All Units
City of Ottawa																
Singles and Semi-Detached	1,840	1,959	2,690	2,690	2,690	2,695	2,693	2,650	2,652	2,667	2,673	2,655	1,502	1,500	1,501	35,057
Townhouses, Row Housing, etc.	2,353	2,321	2,546	2,561	2,559	2,557	2,550	2,785	2,781	2,784	2,780	2,782	1,683	1,680	1,682	36,404
Apartments	2,583	2,583	1,848	1,848	1,848	1,848	1,848	1,898	1,898	1,898	1,898	1,898	1,423	1,423	1,423	28,165
Stacked Townhouses	1,601	1,533	1,688	1,686	1,688	1,685	1,684	1,748	1,748	1,748	1,747	1,746	1,345	1,346	1,344	24,337
Total	8,377	8,396	8,772	8,785	8,785	8,785	8,775	9,081	9,079	9,097	9,098	9,081	5,953	5,949	5,950	123,963

Notes: 1. Assumed to be net of demolitions and conversions.

Grand Total Gross New Units in By-Law Area	123,963
Less: Statutorily Exempt Units in By-Law Area	-13,636
Total Net New Units in By-Law Area	110,327

4.4 Non-Residential Growth Forecast and Form D

The non-residential growth forecast (Tables 4-5 and 4-6) indicates that a total of 46,894,856 square feet of non-residential gross floor area (GFA) space and additions is anticipated within the City of Ottawa over the 15-year forecast period. A review of recent building permit data determined 34% of all non-residential development is exempted from the payment of EDCs. Industrial and institutional additions, municipal and school board properties, which are exempt under the legislation, are expected to total 15,717,940 square feet of GFA over the same forecast period. Therefore, an education development charge by-law can be applied against a net of 31,176,916 square feet of net gross floor area. The non-residential growth forecast was derived from the City's March 15, 2019 DC forecast of new construction of space and employees prepared by Hemson Consulting Ltd. for the 2018/19 through 2030/31 portion of the forecast period. For the forecast period 2031/32 through 2038/39, the consultants utilized the City's Official Plan target of 796,605 employees by the Year 2036, interpolated and using the Hemson DC employment density assumptions of:

- Commercial – 385 square feet per employee
- Industrial – 990 square feet per employee
- Institutional – 400 square feet per employee

Table 4-5

City of Ottawa					
Non-Residential Forecast of Net Gross Floor Area					
Forecast of Space Construction, New and Additions (sq ft)					
	Year	Commercial	Industrial	Institutional	Total
Projected (based on March, 2019 DC Forecast)	2024/25	1,948,485	1,056,330	524,000	3,528,815
	2025/26	1,970,430	1,068,210	530,000	3,568,640
	2026/27	1,993,145	1,081,080	536,000	3,610,225
	2027/28	2,015,860	1,092,960	542,000	3,650,820
	2028/29	2,038,575	1,106,820	548,400	3,693,795
	2029/30	1,603,910	870,210	431,200	2,905,320
	2030/31	1,617,770	877,140	435,200	2,930,110
	2031/32	1,600,283	867,949	430,361	2,898,593
	2032/33	1,600,283	867,949	430,361	2,898,593
	2033/34	1,600,283	867,949	430,361	2,898,593
	2034/35	1,600,283	867,949	430,361	2,898,593
	2035/36	1,600,283	867,949	430,361	2,898,593
	2036/37	1,566,861	849,822	421,373	2,838,055
	2037/38	1,566,861	849,822	421,373	2,838,055
	2038/39	1,566,861	849,822	421,373	2,838,055
Average Annual		1,726,000	936,100	464,200	3,126,300
TOTAL NEW SPACE (SQ FT)		25,890,172	14,041,961	6,962,723	46,894,856
As a % of GFA		55.2%	29.9%	14.8%	100.0%
Less Statutorily Exempt GFA		598,063	9,688,953	5,430,924	15,717,940
Net Projected GFA		25,292,109	4,353,008	1,531,799	31,176,916

Source: 2019 to 2031 taken from City of Ottawa DC Background Study, Hemson Consulting Ltd. March 15, 2019 and 2031 to 2039 interpolated based on OP target of 796,605 employees by 2041, using the DC employment density assumptions.

Additional statutory exemptions have been added to the legislation since the Board's EDC by-law was adopted in 2019.

As of November 8, 2019, non-residential statutory exemptions include:

- h. land owned by, and used for the purposes of, a board or a municipality
- i. the construction or erection of any building or structure, or addition/alteration to a building or structure² in the case of:
 - a. private schools, the owner of a college of applied arts and technology established under the *Ontario Colleges of Applied Arts and Technology Act, 2002*
 - b. a long-term care home, as defined in the *Long-Term Care Homes Act, 2007*
 - c. a retirement home as defined in the *Retirement Homes Act, 2010*
 - d. a hospice or other facility that provides palliative care services
 - e. a child care centre, as defined in the *Child Care and Early Years Act, 2014*
 - f. a memorial homes, clubhouse or athletic grounds owned by the Royal Canadian Legion
 - g. a university that receives regular and ongoing operating funds from the Government of Ontario for the purposes of post-secondary education
 - h. the owner of an Indigenous Institute prescribed for the purposes of section 6 of the *Indigenous Institutes Act, 2017*
 - i. expansions to industrial buildings (gross floor area)
 - j. replacement, on the same site, of a non-residential building that was destroyed by fire, demolition or otherwise, so as to render it unusable and provided that the building permit for the replacement building was issued less than 5 years after the date the building became unusable or the date the demolition permit was issued

The non-residential growth forecast indicates that a total of 46.9 million square feet of non-residential gross floor area (GFA) space and additions is anticipated for the City of Ottawa over the 15-year forecast period. Industrial and institutional additions, municipal and school board properties, which are exempt under the legislation, are expected to total 15.7 million square feet of GFA over that same time period. Therefore, an education development charge by-law can be applied against a net of 31.17 million square feet of net gross floor area.

Table 4-6 summarizes Form D of the EDC Submission:

² If only a portion of the building or structure is to be used for the any of the purposes listed below, only that portion of the building, structure, addition or alteration is exempt from an education development charge.

Conseil des écoles publiques de l'Est de l'Ontario
 Education Development Charges Submission 2024
 Form D - Non-Residential Development

D1 - Non-Residential Charge Based On Gross Floor Area (sq. ft.)

Total Estimated Non-Residential Board-Determined Gross Floor Area to be Constructed Over 15 Years From Date of By-Law Passage	46,894,856
Less: Board-Determined Gross Floor Area From Exempt Development (34%)	15,717,940
Net Estimated Board-Determined Gross Floor Area	31,176,916

Chapter 5 - DEMOGRAPHIC TRENDS AND FUTURE ENROLMENT EXPECTATIONS

5.1 Demographic and Enrolment Trends

The Conseil des écoles publiques de l'Est de l'Ontario provides French-language education services in the City of Ottawa and beyond. During the 2022/23 school year, the CEPEO had a total enrolment of 17,146 students (based on average daily enrolment) within the City of Ottawa.

5.1.1 Overview

The determination of growth-related land needs over a 15-year forecast period begins with undertaking by school and by grade enrolment projections for the Board. The analysis set out herein examines both historic demographic and enrolment trends within the Board's jurisdiction. The determination of 15-year enrolment projections uses a spatial matching of historical CEPEO student data with MPAC housing data (i.e. by period of occupancy), in order to derive the number of CEPEO pupils to be generated by new housing development and to determine appropriate by school and by grade enrolments.

The key elements of historical trends (both demographic and enrolment) are examined below. Firstly, *demographic trends* are assessed in terms of:

What has been the *change in pre-school and school age population*, for the jurisdiction as a whole, and for sub-geographies within the Board's jurisdiction? Many school boards can, and will, experience areas of school age population growth, offset by areas of decline. Further, it is possible to experience growth in secondary school age children due to in-migration, but a decline in elementary school age population, at any point in time. That is, school-age population trends typically experience 'cycles'.

More importantly, what has been the *change in pre-school and school age population per household*? It is possible to experience significant new housing construction and yet experience a decline in school age population per household due to an aging population driving the demand for a portion of the new housing. As noted throughout this report, it is possible to experience an increase in children per household in high-rise developments due to reduced housing affordability.

How have *migrations trends* changed, as a whole and by age cohort? How has the economy affected the in-migration and out-migration of female persons between the ages of 20 to 35 (i.e., those who account for the majority of the household births)? Has the *ethnic make-up of the migrant population* changed and, if so, how might this affect projected enrolment for the French language school boards in particular? What is the *religious affiliation of the migrant population*? It should be noted that religion is only asked every second Census undertaking. However, the 2021 Census undertaking provides more detailed information on country of origin and it is possible to match this data with countries of origin that have a high percentage of Catholics.

How has the *birth rate* (i.e., the number of children born annually) and the *fertility rate* (i.e., the number of children a female is likely to have in her lifespan) changed for particular age cohorts? For

example, in many areas, the birth rate has declined in recent years, while the fertility rate in females over the age of 35 has been increasing. Generally, the data indicates that, for the majority of the province, women are initiating family formation later on in life and, in turn, having fewer children overall. Higher interest rates and reduced availability of affordable housing will have a negative impact on births.

Secondly, *enrolment trends* are assessed in terms of:

- How has the *grade structure ratio* (i.e., the number of pupils entering Junior Kindergarten versus the number of students graduating Grade 8) of the Board changed?
- Have changes in *program delivery* affected the Board's enrolment)?
- How has the Board's *share of elementary/secondary enrolment* changed vis-à-vis the coterminous boards and private school and secular enrolment?

5.1.2 Population and Housing

Statistics Canada released the population and dwelling unit data related to the 2021 Census undertaking. This data provides insights into demographic shifts by City dissemination areas³ and for the City as a whole. This information is the primary source of the school and pre-school age population trends discussed herein as they relate to the Ottawa jurisdiction.

Table 5-1 compares the pre-school and school age population between 2011-2016 and 2016-2021 Census periods, illustrating the changing trends which will impact future enrolment growth for the Board. The information is provided for each of the twenty-four (24) City Wards.

As shown in the table, from a City-wide perspective, the pre-school age population (ages 0-3) decreased by 1,600 persons or 3.3% between 2011 and 2021. The elementary school age population (ages 4-13) increased by 18,145 persons or 18.4% from 2011 to 2021. From 2011 to 2021 the secondary school age population (ages 14-17) increased by 3,535 persons or 8%. Within the pre-school population category, the highest increase 2011 to 2021 occurred in Ward 19 – Orléans South-Navan, with the largest decrease in Ward 4 – Kanata North. Within the elementary school aged population category there was an increase of more than 3,100 persons between 2011 and 2021. An increase of more than 1,100 secondary school age persons occurred within: Orléans South-Navan; Riverside South-Findlay Creek and Barrhaven East. Finally, the largest increase in females of primary child bearing age (25-39 years) occurred in Ward 19 – Orléans South-Navan.

The highest number of births in the 2021 Census year occurred in Ward 19 – Orléans South-Navan.

³ A dissemination area is Census geography generally 400 to 700 persons in size.

Table 5-1
City of Ottawa Change in Pre-school & School Age Population by Ward (Census 2011 to 2021)

Ward	2011 Census				2016 Census				2021 Census				Census 2011 - 2021 Change Females of Primary Child Bearing Age 0 to 3 years	Census 2011 - 2021 Change 4-13 years	Census 2011 - 2021 Change 14-17 years	Census 2011 - 2021 Change Females of Primary Child Bearing Age
	Pre School Age 0-3 years	Elementary School Age 4-13 years	Secondary School Age 14-17 years	Females of Primary Child Bearing Age 25-39 years	Pre School Age 0-3 years	Elementary School Age 4-13 years	Secondary School Age 14-17 years	Females of Primary Child Bearing Age 25-39 years	Pre School Age 0-3 years	Elementary School Age 4-13 years	Secondary School Age 14-17 years	Females of Primary Child Bearing Age 25-39 years				
City of Ottawa																
Ward 1	2,450	5,700	3,150	4,405	2,295	5,670	2,530	4,025	2,065	5,680	2,555	4,140	-385	-80	-595	-205
Ward 2	2,755	5,810	3,010	4,825	2,400	5,730	2,420	4,360	2,040	5,180	2,060	4,000	-715	-630	-950	-825
Ward 3	2,760	4,755	2,020	4,240	3,445	7,255	2,340	5,465	2,860	7,940	2,940	5,425	100	3,185	920	1,185
Ward 4	2,000	5,255	1,940	3,740	2,095	6,020	2,275	3,395	1,540	5,965	2,760	3,290	-1,060	710	820	-450
Ward 5	1,085	3,080	1,450	1,800	1,140	3,070	1,380	1,885	1,105	3,100	1,335	2,030	20	20	-115	230
Ward 6	1,670	3,925	1,740	2,385	1,575	4,370	1,760	2,360	2,335	5,770	2,280	4,100	665	1,845	540	1,715
Ward 7	2,495	4,795	1,905	4,530	2,280	4,830	1,890	4,530	2,180	4,850	1,930	5,240	-315	55	25	710
Ward 8	2,335	4,640	2,205	4,635	2,250	4,645	1,945	4,740	2,015	4,900	1,840	5,430	-320	260	-465	795
Ward 9	1,930	4,105	2,150	3,775	2,085	4,700	1,985	4,040	1,930	4,515	1,805	4,015	0	350	-345	240
Ward 10	2,945	6,095	3,095	5,000	2,785	5,885	2,560	4,860	2,565	6,005	2,475	5,185	-380	-90	-620	95
Ward 11	1,635	3,250	1,755	3,125	1,645	3,490	1,605	3,085	1,615	3,980	1,620	3,390	-20	730	-135	265
Ward 12	1,645	2,285	920	5,180	1,700	2,385	1,000	5,370	1,590	2,885	1,270	6,195	-55	600	350	1,015
Ward 13	1,835	3,530	1,525	3,520	1,740	3,580	1,475	3,360	1,690	3,825	1,645	3,900	-145	295	120	380
Ward 14	1,045	1,335	570	6,365	1,105	1,470	615	7,060	1,145	1,665	680	7,870	100	330	110	1,505
Ward 15	1,900	3,210	1,260	4,200	1,860	3,550	1,110	4,625	1,580	3,730	1,370	5,030	-320	520	110	830
Ward 16	2,335	4,575	2,085	4,980	2,410	4,555	1,915	4,890	2,370	5,010	1,885	5,195	-165	435	-200	215
Ward 17	1,445	3,030	1,090	4,095	1,280	3,035	1,300	3,710	1,190	3,105	1,320	4,240	-255	75	230	145
Ward 18	2,500	4,610	2,035	4,375	2,395	4,530	1,785	4,225	2,250	4,960	1,925	5,035	-250	350	-110	600
Ward 19	1,675	3,620	1,635	2,540	2,275	5,320	2,060	3,950	2,840	7,320	2,925	5,435	1,165	3,700	1,290	2,895
Ward 20	1,440	3,670	1,780	2,235	1,590	3,870	1,655	2,520	1,755	4,135	1,635	2,775	315	465	-145	540
Ward 21	1,370	3,145	1,515	1,895	1,105	3,390	1,255	1,780	1,375	3,905	1,615	2,245	5	760	100	350
Ward 22	1,765	2,975	755	2,630	1,810	4,095	1,415	2,725	1,980	4,785	1,910	3,455	215	1,810	1,155	825
Ward 23	2,400	5,680	2,520	4,115	2,900	6,010	2,490	4,775	2,830	6,900	2,545	5,330	430	1,220	25	1,215
Ward 24	2,380	5,595	1,950	3,740	1,600	5,085	2,280	2,885	2,150	6,735	3,370	4,675	-230	1,230	1,420	935
Total City of Ottawa	48,595	98,700	44,160	92,420	47,765	106,540	43,045	94,620	46,995	116,845	47,695	107,625	-1,600	18,145	3,535	15,205

In terms of future shifts in age structures within City of Ottawa neighbourhoods, the percentage of the neighbourhood population over the age of 65 years, as a % of the total population, is one of the indicators of future re-gentrification and re-occupancy of dwellings. As to the impact on future CEPEO enrolment, that is something to be monitored over time.

5.1.3 Enrolment Overview and Apportionment

Historical elementary and secondary enrolments (2014/15 to 2023/24 actual projections) for the OCDSB, OCSB, CECCE and CEPEO have been summarized in Table 5-2. The historical enrolment for the French-language boards reflects enrolment in the City of Ottawa only. This table summarizes the change in elementary and secondary enrolment for each Board over this time period, as well as English-language apportionment shares (i.e., the percentage of students who choose to attend OCDSB and OCSB schools). The information is taken from the Ministry-reported enrolments and found in the annual Funding Projections report for each Ontario school board.

On the elementary panel, the OCDSB has lost apportionment shares to both the OCSB and the CEPEO (and to a lesser extent the CECCE). Both French boards continued to gain apportionment shares until 2020/21, and have declined since. The French-language school boards indicate a loss of enrolment due to virtual learning during the pandemic. On the secondary panel however, the French-language school boards are gaining in apportionment shares when compared to the OCSB and the OCDSB, particularly the CECCE. On the elementary panel, it is also interesting to note that only the OCSB and the CEPEO have experienced annual enrolment increases most years since the 2014/15 school year. On the secondary panel, only the CECCE has continued to experience annual enrolment increases since 2014/15.

5.2 15-year Student Enrolment Projections and Projections of Pupil Accommodation Needs

The end of this chapter summarizes the elementary and secondary 15-year EDC enrolment projections for the CEPEO.

5.2.1 Methodology

The derivation of by-school and by-grade enrolment projections consists of two distinct methodological elements. The first, which is consistent with industry standards, follows a retention rate approach to determine how the existing pupils of the Board (i.e. pupils residing in existing housing within the Board's jurisdiction, as well as any pupils who reside outside of the Board's jurisdiction but attend schools of the Board) would move through each grade and transition from the elementary to the secondary panel, including any shifts in apportionment moving from

elementary to secondary school programs. This element of the enrolment projection methodology is known as the “Requirements of the Existing Community.”

The second part of the projection exercise is to determine how many pupils would be generated by new housing development over the forecast period, and what portion of these pupils would potentially choose to attend schools of the Board. This element of the forecasting exercise is known as the “Requirements of New Development.” The EDC Guidelines require that each projection element be examined separately and subsequently combined to determine total projected enrolment. The methodological approach to each element is examined in depth below.

Table 5-2
Ottawa Boards - Historical Apportionment Shares

	OCDSB Elementary Panel	OCSB Elementary Panel	CECCE Elementary Panel (Ottawa only)	CEPEO Elementary Panel (Ottawa only)	TO TALS	OCDSB Elementary Panel	OCSB Elementary Panel	CECCE Elementary Panel (Ottawa only)	CEPEO Elementary Panel (Ottawa only)	TO TALS
2014/15	47,990	26,269	12,377	5,865	92,501	51.9%	28.4%	13.4%	6.3%	100.0%
2015/16	47,659	27,082	12,564	6,183	93,488	51.0%	29.0%	13.4%	6.6%	100.0%
2016/17	48,273	27,973	12,849	6,663	95,758	50.4%	29.2%	13.4%	7.0%	100.0%
2017/18	49,091	28,602	13,308	7,120	98,121	50.0%	29.1%	13.6%	7.3%	100.0%
2018/19	49,723	29,657	13,773	7,445	100,598	49.4%	29.5%	13.7%	7.4%	100.0%
2019/20	50,480	30,692	14,161	7,763	103,096	49.0%	29.8%	13.7%	7.5%	100.0%
2020/21	49,214	30,698	13,932	7,847	101,691	48.4%	30.2%	13.7%	7.7%	100.0%
2021/22	50,109	30,963	13,553	7,585	102,210	49.0%	30.3%	13.3%	7.4%	100.0%
2022/23	51,450	31,732	13,766	7,700	104,648	49.2%	30.3%	13.2%	7.4%	100.0%
2023/24	52,250	32,315	14,384	7,689	106,638	49.0%	30.3%	13.5%	7.2%	100.0%
2014/15- 2023/24	49.7%	29.6%	13.5%	7.2%	100.0%					
Projected 2023/24	49.0%	30.3%	13.5%	7.2%	100.0%					
	OCDSB Secondary Panel	OCSB Secondary Panel	CECCE Secondary Panel (Ottawa only)	CEPEO Secondary Panel (Ottawa only)	TO TALS	OCDSB Secondary Panel	OCSB Secondary Panel	CECCE Secondary Panel (Ottawa only)	CEPEO Secondary Panel (Ottawa only)	TO TALS
2014/15	22,149	12,724	6,937	4,243	46,053	48.1%	27.6%	15.1%	9.2%	100.0%
2015/16	21,956	12,596	7,132	4,111	45,795	47.9%	27.5%	15.6%	9.0%	100.0%
2016/17	21,999	12,580	7,485	4,130	46,194	47.6%	27.2%	16.2%	8.9%	100.0%
2017/18	22,351	12,721	7,969	4,385	47,426	47.1%	26.8%	16.8%	9.2%	100.0%
2018/19	22,866	13,093	8,354	4,297	48,610	47.0%	26.9%	17.2%	8.8%	100.0%
2019/20	22,926	13,350	8,827	4,541	49,644	46.2%	26.9%	17.8%	9.1%	100.0%
2020/21	23,014	13,719	9,235	4,570	50,538	45.5%	27.1%	18.3%	9.0%	100.0%
2021/22	23,259	13,750	9,572	4,959	51,540	45.1%	26.7%	18.6%	9.6%	100.0%
2022/23	24,212	14,099	9,827	5,202	53,340	45.4%	26.4%	18.4%	9.8%	100.0%
2023/24	24,503	14,625	10,026	5,080	54,234	45.2%	27.0%	18.5%	9.4%	100.0%
2014/15- 2023/24	46.5%	27.0%	17.3%	9.2%	100.0%					
Projected 2023/24	45.2%	27.0%	18.5%	9.4%	100.0%					

Requirements of the Existing Community

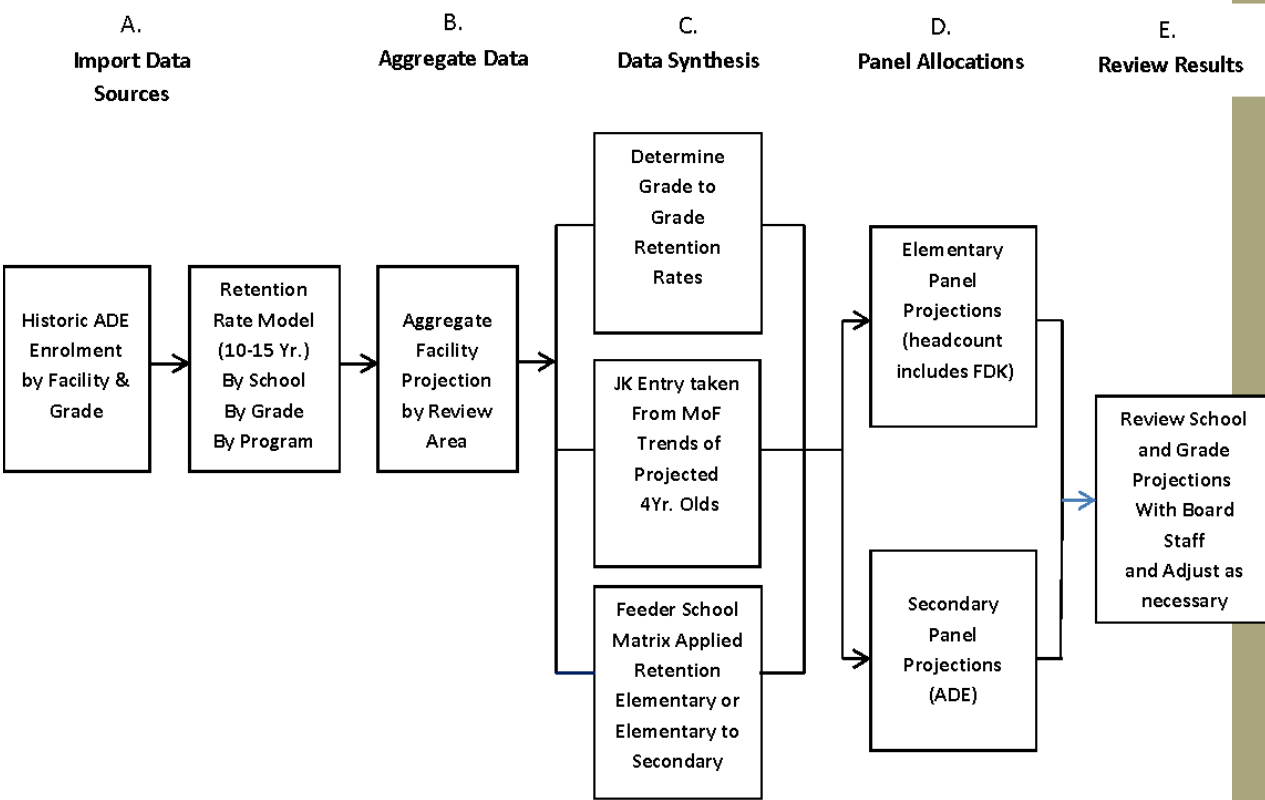
The enrolment projections of the existing community are intended to reflect the predicted change in enrolment pertaining to housing units that have previously been constructed and occupied within the Board’s jurisdiction. Existing community projections may also include some pupils who live outside of the Board’s jurisdiction, but attend schools of the Board.

The key components of the existing community projection model are outlined in Figure 1.

- 1. Enrolment projections disaggregated by sub-geography (i.e., review areas and within review areas) and by school.
- 2. Historic average daily enrolment by school, by grade and by program. This information is verified against the Board’s Financial Statements. The enrolment summaries are used to determine how changes in the provision of facilities and programs, as well as school choice, have affected student enrolment to date. This information also provides perspectives on how board apportionment has changed throughout the jurisdiction and by sub-area. Finally, this information provides an indication of holding situations where pupils are provided with temporary accommodation awaiting the construction of additional pupil spaces.

FIGURE 1

PUPIL REQUIREMENTS OF THE EXISTING COMMUNITY



- 3. Historic retention rates by school, by grade and by program -- has the number of students moving through from grade to grade been more or less than previous years? Have changes

to program offering affected the Boards' share of enrolment at any particular school, or more recent retention rates of any school or particular grade?

4. Feeder school retentions for each elementary and secondary school -- this includes pupils feeding into specialized programs (e.g., French Immersion, Extended French, Gifted, etc. where applicable) and from elementary schools into secondary schools. For the CEPEO, Grade 6 students are directed to a preferred Gr 7-12 school based on a board's attendance boundaries. However, "open access" policies at the secondary level often permit students to attend their school of choice (which could include a coterminous board's secondary school).
5. Historical enrolment anomalies and the ability to document unusual shifts in enrolment at any individual school due to changes in program, staffing, transportation policies, capital improvements, etc.

Requirements of New Development

The projected enrolment supporting the "Requirements of New Development" is intended to determine the number of pupils that would occupy new housing development, and the percentage of these pupils that are likely to attend schools of the Board. Some of these pupils may be held in existing schools of the Board, awaiting the opening of new resident-area schools.

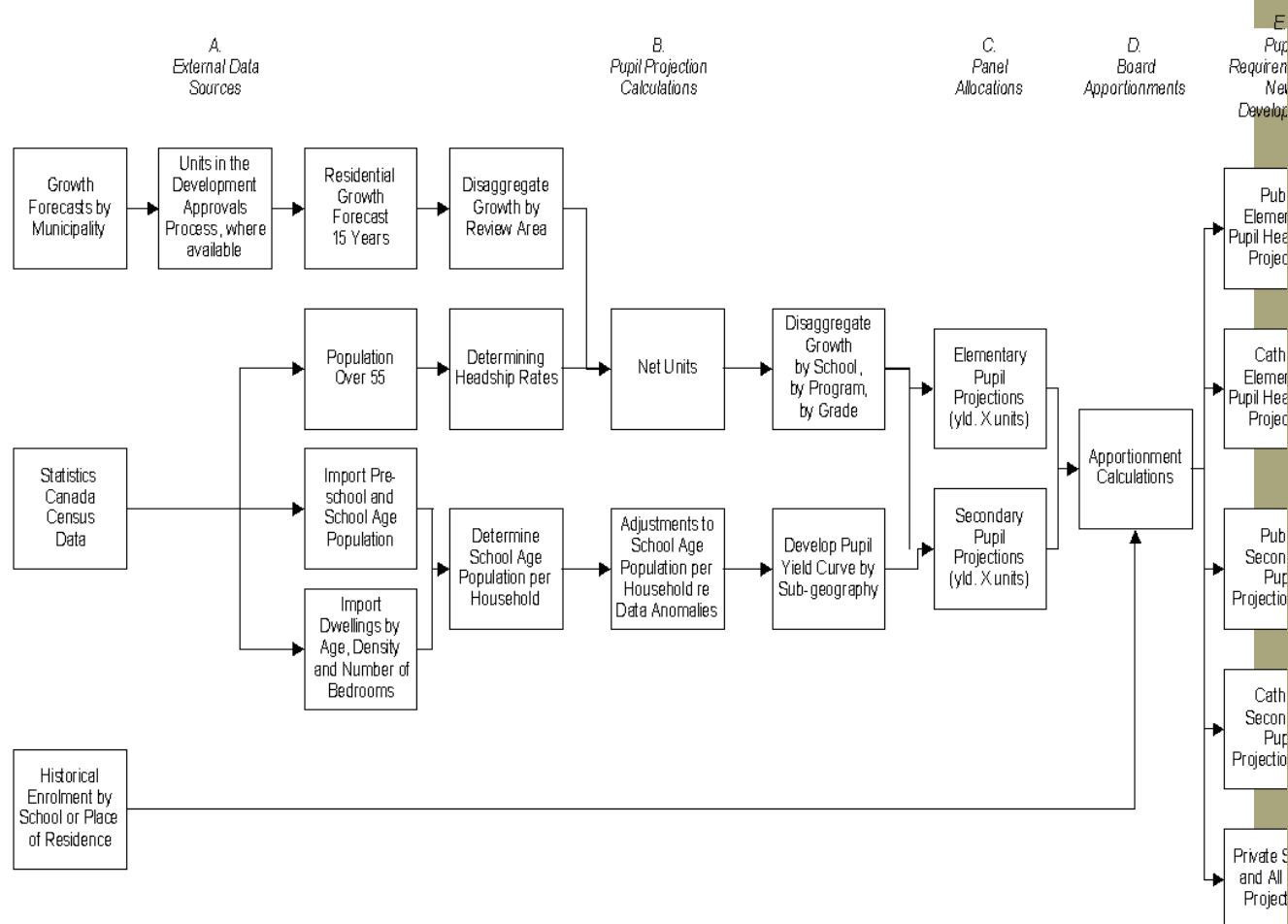
The key components of the new development projection model are outlined in Figure 2.

1. Units in the development approvals process – a spatial matching of the City's development forecast by traffic zone and development applications by municipal address, as well as Board-approved elementary attendance boundaries, is used as one of the considerations in deriving the detailed fifteen-year housing forecast by school catchment area, by unit type and for the majority of the high-rise development applications - the number of proposed bedrooms per unit. The development applications were disaggregated within the DC forecast (which is provided in 5-year increments) to matching to the City's draft DC forecast of 123,963 units over the 2024/25 to 2038/39 forecast period.
2. Municipal growth forecast – the City of Ottawa's draft 2023 DC housing forecast was used as the basis for the City-wide 15-year control totals, 5-year increments and density mix.
3. Pupil yield cycles derived from historical CEPEO student data spatially matched to MPAC housing data by period of housing construction over the last 15-years (to derive 15-year pupil yield cycles), by density type and by Review Area. The pupil yields cycles were subsequently applied to each of the development application comprising the housing forecast by school.
4. Age-specific Ministry of Finance (MoF) population projections for the City of Ottawa were reviewed and the historical CEPEO apportionment share applied to determine the order of magnitude of projected enrolment increases, consistent with fertility and net migration assumptions underlying the MoF projections. The total Requirements of New Development plus Requirements of the Existing Community were peer-reviewed against the MoF

projections. Although it is noted that the MoF projections are higher than the projected enrolment increases for the coterminous Ottawa boards, over the forecast period.

5. The draft student enrolment projections were reviewed with Board staff and compared to internal enrolment projections and assumptions respecting apportionments shares, retention rate and phasing of residential development.
6. Figure 2 outlines the methodological approach in assessing the Requirements of New Development.

FIGURE 2
PUPIL PLACE REQUIREMENTS OF NEW DEVELOPMENT CONCEPTUAL SCHEMATIC



The New Unit Pupil Yield Cycle

Figure 3 translates the impact of the single detached unit occupancy trend to a conceptual representation of the pupil yield cycle for these types of dwelling units. This figure illustrates a typical yield cycle for a new single detached dwelling unit, commencing at initial occupancy of the unit. In reality, there are several variables that affect the overall pupil yield cycle. Firstly, most new suburban communities are constructed over periods of 5 to 15 years, so that the aggregated overall pupil yield of even a community comprised entirely of single detached units will represent an

amalgamation of units at different points on the pupil yield cycle. It is important to note however, the length of time taken to secure building permit approvals; ensure that local infrastructure is available to accommodate the development; demand for new residential development and economic conditions affecting the timing of development can all affect the length of the pupil yield cycle.

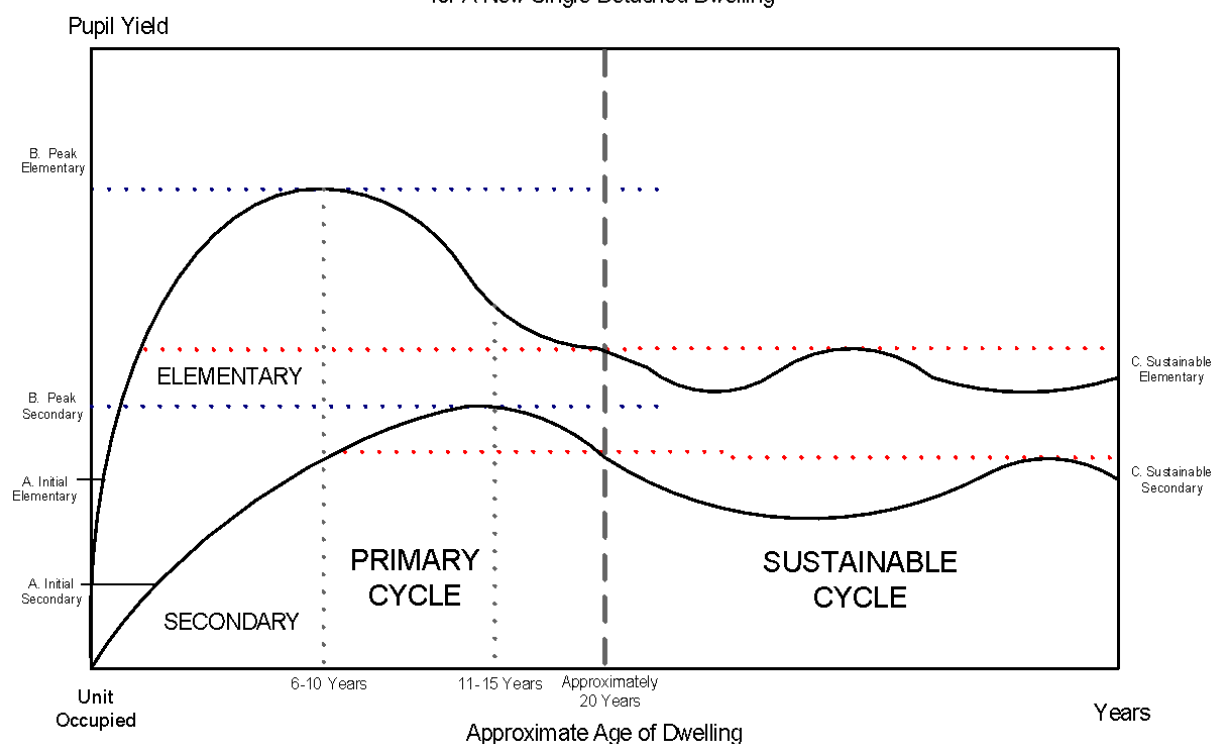
It should be noted that new communities are generally comprised of:

- Units constructed and occupied at different times;
- Development of varying densities (low, medium or high);
- There are particular types of units with low or no yield occupancies (e.g., adult lifestyle, permanent recreational, granny flats, etc.).

The second variable is that there are basically two pupil yield cycles that have historically affected single detached units in newer communities: the primary cycle, which occurs over the (approximate) first 15-20 years of community development; and the sustainable cycle, which occurs after that point.

The primary yield cycle for elementary pupil yields in new single detached units generally peaks within the first 7 to 10 years of community development, depending on the timing of occupancy of the units. Recent demographic and occupancy trends, however, suggest that the family creation process is being delayed as many families are postponing having children and also having fewer children (as witnessed by declining fertility rates). More recent higher-interest mortgage rates will also affect family formation.

Figure 3
Conceptual Representation of the Pupil Yield Cycle
for A New Single Detached Dwelling



“Peak” yields may remain relatively constant over several years, particularly in periods of sustained economic growth. Eventually, however, the elementary yield would gradually decline until it reaches

the end of the initial yield cycle and moves to the first stage of the sustainable yield cycle. The initial yield cycle of secondary pupil generation peaks in approximately year 12 to 15 of new community development (depending on the timing of occupancy of the units), and experiences a lower rate of decline than the elementary panel, before reaching the sustainable yield cycle.

The second phase, the sustainable yield cycle for both the elementary and secondary panels appears to maintain similar, but flatter, peaks and valleys. However, the peak of the sustainable cycle is considerably lower than the primary peak for the community.

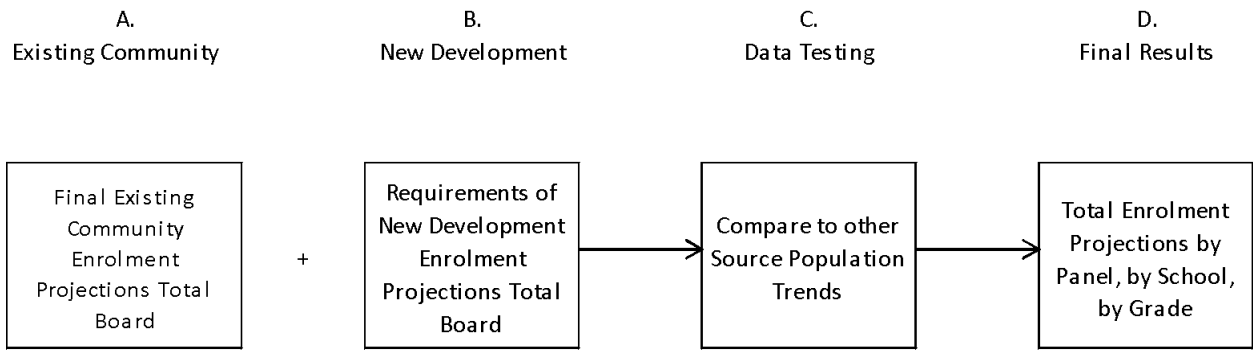
Total Student Enrolment Projections

The projected “requirements of the existing community” are added to the total “requirements of new development” by school and by grade, to determine total projected enrolment over the forecast period, as shown in Figure 4.

Accordingly, the overall blended pupil yield for a single community will incorporate the combination of these factors. Pupil yields applicable to different communities will vary based on these (and other) demographic factors. Pupil generation in the re-occupancy of existing dwelling units can vary from its initial occupancy. For these reasons, an overall pupil yield generally reflects a weighting (i.e. the proportion of low, medium and high-density units constructed each year) and blending of these variables. Moreover, there is a need to track the regentrification of more established neighbourhoods.

This information is reviewed in detail with Board staff. The enrolments are adjusted, where necessary.

FIGURE 4



5.2.2 Summary of Board Enrolment Projections

Summaries of the total 15-year EDC enrolment, for the CEPEO, are provided in Table 5-3 and for the elementary and secondary panels. The total EDC elementary enrolment projections indicate that by the end of the 15-year forecast period, the Board will have a total enrolment of 20,712 students for an increase of 4,550 students from the 2023/24 actual enrolment of 16,162. The Board is expected to experience a decrease of about 267 students in the existing community, which is projected to be enhanced by an additional 4,808 pupils from new housing development, which is an overall pupil yield of 0.0388.

On the secondary panel, the CEPEO EDC projections forecast an increase of 111 students in the existing community and 2,554 additional students to come from new development over the next 15 years. This results in a total projected year 15 enrolment of 13,352 students on the secondary panel, an increase of about 2,665 students from the 2023/24 enrolment. The overall secondary yield is 0.0206.

Table 5-3

Conseil des écoles publiques de l'Est de l'Ontario

Historical and Projected Enrolment

	Current 2023/ 2024	Year 1 2024/ 2025	Year 2 2025/ 2026	Year 3 2026/ 2027	Year 4 2027/ 2028	Year 5 2028/ 2029	Year 6 2029/ 2030	Year 7 2030/ 2031	Year 8 2031/ 2032	Year 9 2032/ 2033	Year 10 2033/ 2034	Year 11 2034/ 2035	Year 12 2035/ 2036	Year 13 2036/ 2037	Year 14 2037/ 2038	Year 15 2038/ 2039
Elementary Panel																
Existing	11,105	11,043	11,051	11,010	11,016	11,019	11,021	11,043	11,155	11,237	11,325	11,378	11,414	11,446	11,488	11,525
Requirement of New Development		183	368	581	794	1,008	1,221	1,432	1,650	1,867	2,083	2,296	2,508	2,660	2,810	2,952
Total	11,105	11,226	11,419	11,591	11,810	12,027	12,242	12,475	12,805	13,104	13,408	13,673	13,922	14,106	14,298	14,477
																3,372

	Current 2023/ 2024	Year 1 2024/ 2025	Year 2 2025/ 2026	Year 3 2026/ 2027	Year 4 2027/ 2028	Year 5 2028/ 2029	Year 6 2029/ 2030	Year 7 2030/ 2031	Year 8 2031/ 2032	Year 9 2032/ 2033	Year 10 2033/ 2034	Year 11 2034/ 2035	Year 12 2035/ 2036	Year 13 2036/ 2037	Year 14 2037/ 2038	Year 15 2038/ 2039
Secondary Panel																
Existing	6,041	6,264	6,398	6,655	6,944	7,162	7,469	7,542	7,500	7,445	7,450	7,471	7,456	7,495	7,634	7,668
Requirement of New Development		92	184	286	388	491	593	695	805	915	1,025	1,134	1,242	1,330	1,418	1,502
Total	6,041	6,355	6,582	6,941	7,333	7,653	8,062	8,237	8,305	8,361	8,475	8,605	8,698	8,825	9,052	9,170
																3,129

Chapter 6 - SITE REQUIREMENTS AND VALUATION

6.1 Legislative Requirements

The steps set out in section 7 of O. Reg. 20/98 for the determination of an education development charge, require the Board to “...estimate the net education land cost for the elementary/secondary school sites required to provide pupil places for the new school pupils.”

Section 257.53(2) specifies the following as education land costs if they are incurred or proposed to be incurred by a Board:

1. Costs to acquire land or an interest in land, including a leasehold interest, to be used by the board to provide pupil accommodation.
2. Costs to provide services to the land or otherwise prepare the site so that a building or buildings may be built on the land to provide pupil accommodation.
3. Costs to prepare and distribute education development charge background studies as required under this Division.
4. Interest on money borrowed to pay for costs described in items 1 and 2.
5. Costs to undertake studies in connection with an acquisition referred to in item 1.

Only the capital component of costs to lease land or to acquire a leasehold interest is an education land cost.

Under the same section of the Act, the following are not education land costs:

1. Costs of any building to be used to provide pupil accommodation (unless approved by the Minister of Education as part of an Alternative Project);
2. Costs that are attributable to excess land of a site that are “not education land costs.” (section 2 subsection 1 of O. Reg. 20/98).

However, land is not excess land if it is reasonably necessary,

- (a) to meet a legal requirement relating to the site; or
- (b) to allow the facilities for pupil accommodation that the board intends to provide on the site to be located there and to provide access to those facilities.

The exception to this is:

- (a) land that has already been acquired by the board before February 1, 1998, or
- (b) land in respect of which there is an agreement, entered into before February 1, 1998, under which the board is required to, or has an option to, purchase the land.

Finally, the Regulation specifies the following maximum site sizes:

Elementary schools	
Number of Pupils	Maximum Area (acres)
1 to 400	4
401 to 500	5
501 to 600	6
601 to 700	7
701 or more	8

Secondary Schools	
Number of Pupils	Maximum Area (acres)
1 to 1000	12
1001 to 1100	13
1101 to 1200	14
1201 to 1300	15
1301 to 1400	16
1401 to 1500	17
1501 or more	18

In some cases, school boards may agree to smaller site sizes where they are situated adjacent to parkland that is partially or wholly available for school program usage (i.e. preferably on an exclusive use basis during the school day). However, municipalities may be reluctant to allow shared usage of this land. The school board would likely be required to participate in cost sharing responsibilities related to operating costs and risk management. In some instances, Boards may require site sizes in excess of the maximum prescribed above, in that a portion of the school site may be undevelopable (e.g. environmentally sensitive lands, woodlots, etc.). Changes to program offering often translates into larger school buildings footprints, increased playfield space, parking spaces, site access, etc. that would require larger school sites. The EDC legislation deals with the acquisition of school sites exceeding the acreage benchmarks outlined above. School site sizes need to be determined on a site-specific basis and may be more or less than specified in the table above.

6.2 Increased Site Size Requirements

The EDC Guidelines (Section 2.3.8) require that “when the area of any of the proposed sites exceeds the site designations in this table (i.e. table above), justification as to the need for the excess land is required.” Larger site sizes than specified by the Regulation benchmark may be required to account for changing municipal parking standards and the impact of programs such as PCS, FDK and on-site daycare, greater site access needs, playfield space and pens, parking requirements; setbacks related to hydro or pipeline corridors, the potential to accommodate increased portables and a larger building footprint, etc. Where school site sizes include undevelopable table lands or lands that cannot be severed and sold off; or include the requirement for larger site sizes to address program or municipal site plan requirements; the entire site size can be considered EDC-eligible, provided that the appropriate explanation is given in the EDC Background Study report.

The CEPEO acquires suburban site sizes capable of accommodating JK-12 campus facilities over the longer term. Further, the site sizes allocated to the Board through the subdivision and community design planning processes, may not always conform to the EDC standards of 1-acre per 100 pupils developed more than twenty-five years ago.

6.3 Reduced Site Size Considerations and Acquiring an Interest in Land

The section of the *Education Act* dealing with education development charges was designed, in 1998, to address the acquisition of lands in a greenfields setting – that is: designed to deal with the acquisition of conventional elementary and secondary site sizes in subdivision primarily comprised of ground-related housing development. The Regulation governing EDCs further established a maximum site size at 1.0 acre per 100 elementary pupils and slightly larger school site standards for secondary schools.

The legislative definition of education land costs included:

Costs to acquire land or an interest in land, including a leasehold interest, to be used by the Board to provide pupil accommodation; but excludes the costs of any building to be used to provide pupil accommodation.

As such, the costs related to constructing a school building could not be funded from the imposition of education development charges. However, in 2018, underground parking costs were included as EDC-eligible costs, where it could be demonstrated that the cost of the underground parking was less than the cost of surface parking.

Legislative changes in 2019 incorporating Alternative Projects afforded school boards with the flexibility to allocate EDC funds to the acquisition of land; the acquisition of an interest in land; or a leasehold interest as an alternative to the traditional land purchase process for school sites. An Alternative Project requires the approval of the Minister of Education and must have associated

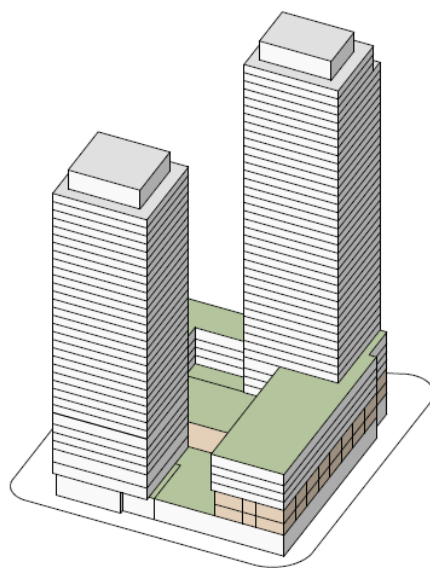
costs that are lower than the cost to acquire a conventional school site. Alternative Projects are not to replace costs that are supported by education funding sources (e.g., operating and facility renewal funds). It is noted that an ‘interest in land’ is not defined in the *Education Act*.

One of the challenges in determining whether any particular proposed CEPEO school site would meet the legislative test of an ‘Alternative Project’ is, what constitutes a conventional and what constitutes intensified school site sizes in the City of Ottawa. While ‘maximum’ conventional school site sizes are addressed in section 2 of O. Reg. 20/98 and were based on the assumption of greenfields, ground-related housing development, there is an ongoing need to develop site size standards based on intensified school sites attracting significantly higher density values.

Board staff and the consultants worked with the Altus Group Ottawa who provided conventional (i.e., fee simple) land valuations for each identified growth-related site. While there may be a future need to consider more intensified school sites within the Downtown, LeBreton Flats, Centretown West and Hintonburg neighbourhoods, there is insufficient information available at this time to confirm whether any future school sites will qualify as Alternative Projects.

An Alternative Project may involve either the acquisition of land by the school board; or entering into a strata agreement as part of acquiring an interest in land; or entering into a long-term leasehold arrangement (e.g., a secondary school as part of an office tower). Regardless of the form of intensified school site development, Alternative Projects are intended to provide a more cost-effective approach to the provision of growth-related student accommodation needs where the density value of the land is high and the development of the land in question involves a variety of uses (e.g., typically some combination of: residential, commercial, institutional, and /or office development), as opposed to a stand-alone school site. Alternative Projects may include: stand-alone school sites where cost savings are achieved by reducing the site size, or incorporating underground parking for instance. Alternative Projects can also be schools built as part of, but adjacent to, other portions of the development where the school may acquire or lease the land outright; and finally, as schools built as part of podium developments and integrated within vertical residential or non-residential towers. In the latter case, the expectation is that the school board is typically acquiring an interest in the land through a strata agreement.

A podium school is a school constructed at the base of a high-rise development (residential, commercial or other-institutional tower) as shown below.



Rendering courtesy of CS&P Architects

In the case of a podium school, the timing of the high-rise development will dictate the timing necessary to fund and construct the school. The development construction timing may not necessarily align with the school board's student accommodation needs for the area.

6.4 Site Requirements

The site requirements arising from new development in each review area indicate the cumulative number of new pupil places required by Year 15 of the forecast period, and for which there are insufficient permanent pupil places to accommodate all projected students. Additional land for school sites may not be required where the board intends to construct additions to existing facilities to meet all or a portion of the requirements of new development over the forecast period (although, in some cases the acquisition of adjacent property and demolition of existing buildings may be required). Even in a greenfield situation, school additions constructed to accommodate enrolment growth may require additional site development (e.g., grading, soil remediation, upgrading utility services, removal of portables, demolition of existing buildings, etc.). The length of time required to approve development plans, acquire land for school sites, assess site preparation needs, and commence school construction can consume a decade or more, particularly where multi-use developments or redevelopment of lands are proposed. Aligning funding, acquisition and site development timing is particularly challenging in an intensified urban development environment.

6.5 Land Valuation Approach for School Sites

The coterminous Ottawa school boards retained the services of the firm Altus Group Ottawa to undertake an analysis of the growth-related land acquisition costs “proposed to be incurred” (section

257.53(2) of the *Education Act*) by the Board over the fifteen-year forecast period. Specifically, the appraisers were requested to provide:

- (a) a prospective estimate the land value rate per acre for proposed elementary and secondary school sites to be acquired by the Ottawa area public school boards, as at the effective date of April 1, 2024, as if the lands were to be acquired through conventional site acquisition means;
- (b) within the following geographic locations in the City of Ottawa:
 - A. Suburban Growth Areas:
 - i. Orleans (Mer Bleue, Cardinal Creek, EUC)
 - ii. South Nepean
 - iii. Kanata, Stittsville (Fernbank)
 - iv. Riverside South
 - v. Findlay Creek
 - vi. Tewin Community
 - B. Villages:
 - i. Manotick
 - ii. Greely
 - iii. Richmond
 - C. Central Urban Areas
 - i. Wateridge
 - ii. Gladstone Station District
 - iii. Lebreton Flats

According to Altus's Appraisal Report filed with the boards in draft form on October 17, 2023, the valuation is established on the basis that the sites have appropriate land use planning designations for school use, are fully serviced to the lot line (i.e. water, sanitary, storm, hydro, natural gas, hydro, and telecom, and other typical infrastructure depending on location), rough graded, and free of environmental, soil or other latent defects, and that there are no impediments that would prevent development for a school use.

- (c) an annual land escalation rate to be applied to the market value in order to estimate the likely site acquisition costs over the next 5 years (i.e. April 1, 2024 - March 31, 2029)
- (d) suburban site sizes were assumed to be between 5 and 7 acres for elementary school sites and 12 to 18 acres for secondary school sites
- (e) central urban locations for elementary schools were based on:
 - Wateridge elementary: assumptions of 50,000 sq ft buildings with parking and playground space – 5.0 acres;
 - Gladstone Village elementary: +/- 20,000 sq ft of floor plate with parking and playground access – 2.0 acres;
 - LeBreton Flats composite school site: +/- 140,000 sq ft building with +/- 40,000 sq ft floor plate with parking, playground and playfields – 9.45 acre site

Land Valuation Process

6.5.1 Valuation Approach

According to section 1.2 of the October 17, 2023 'draft' Altus report, the scope of work included:

- “A review of the geographical locations / neighbourhoods, where the proposed school sites are to be situated.
- Review of typical land use planning designations and policies applicable to public school sites
- Review of publicly available physical, legal, social, political, economic and other factors that could affect the value of a public-school site.
- Research of transactional data on sites acquired for development of elementary and secondary public schools. Market information was obtained from Ottawa Area School Boards, RealTrack, GeoWarehouse, The Multiple Listing Service (MLS), and Altus Data Studio. Data derived from these sources has been verified whenever possible and is believed to be accurate.
- Valuation of the interest in the subject property utilizing the most appropriate appraisal methodology; in this regard, the Direct Market Comparison Approach have been applied and later reconciled to a provide final estimates of value.
- Economic and Market Overview Date has been sourced from the Conference Board of Canada, Canada Mortgage & Housing Corporation and the Altus Group Limited in-house database.
- We have also contacted knowledgeable stakeholders among the developers and real estate brokers active in the land market to gauge their opinions on residential land pricing and identify any emerging trends.
- Completion of a summary narrative report outlining background, descriptions, analyses and value conclusions.
- The analysis set out in this report relied on written and verbal information obtained from a variety of sources that are considered to be reliable. Unless otherwise stated herein, client-supplied information was not verified and is believed to be correct. The mandate for the appraisal did not require a report prepared to the standard appropriate for court purposes or for arbitration; full documentation or confirmation of all information by reference to primary sources was not completed.”

The following summarizes the ‘fee simple’ land values based on the assumption of conventional land acquisition.

Land Value Unit Rate Estimates - April 1, 2024		
Suburban Growth Areas		
Location	Elementary School Site	Secondary School Site
Orleans	\$990,000 p.a.	\$990,000 p.a.
South Nepean	\$990,000 p.a.	\$990,000 p.a.
Kanata / Stittsville	\$990,000 p.a.	\$990,000 p.a.
Riverside South	\$990,000 p.a.	\$990,000 p.a.
Findlay Creek	\$990,000 p.a.	\$990,000 p.a.
Tewin Community	\$990,000 p.a.	\$990,000 p.a.
Villages		
Location	Elementary School Site	Secondary School Site
Manotick	\$900,000 p.a.	\$900,000 p.a.
Greely	\$875,000 p.a.	\$875,000 p.a.
Richmond	\$875,000 p.a.	\$875,000 p.a.
Central Urban Areas		
Location	Elementary School Site	Secondary School Site
Wateridge Village	\$2,500,000 p.a.	n/a.
Gladstone Station District	\$4,000,000 p.a.	n/a
Lebreton Flats	n/a	\$3,000,000 p.a.

6.6 Land Escalation over the Forecast Period

The Appraiser's report also estimates an annual land escalation rate to be applied to the acreage values in order to sustain the likely site acquisition costs over the next 5 years. The Appraisers recommended an escalation factor of 5.0% per annum for the purposes of projecting the land values over the five-year by-law period. For the 2 CEPEO central urban sites, the escalation factor applied is only 3%. However, for the purposes of determining the potential unfunded net education land costs the escalation factor has been applied over the entire 15-year forecast period. Doing so, does not affect the EDC by-law rates as they are derived from the legislative 'cap'.

6.7 Site Preparation/Development Costs

Site preparation/development costs are “costs to provide services to the land or otherwise prepare the site so that a building or buildings may be built on the land to provide pupil accommodation.”

Site preparation/development costs are funded through three different sources. First, there is an expectation that the owner of the designated school site, in a conventional land acquisition situation, will provide:

- site services to the edge of the property's limit;
- rough grading and compaction; and
- a site cleared of debris;

in consideration of being paid “fair market value” for the land. Where un-serviced land is acquired by the board, the cost to “provide services to the land” is properly included in the education development charge. In the case of redevelopment sites, many will require extensive soils remediation, potential demolition of existing buildings on the site, servicing infrastructure that needs replacement due to age (e.g., water services, sewer services, gas and utilities, transformers, etc.), on-site storm water management, off-site sidewalk and traffic upgrades, road service remediation and service crossing requirements, of ten as municipal site development requirements.

Prior to 2009, a board who qualified for pupil accommodation grants received \$4.50 per square foot to provide a cost allowance for: landscaping, seeding and sodding (which includes rough grade and spreading stock-piled top soil), fencing and screening, asphalt and concrete (play areas, parking and curbs), as well as some excavation and backfilling. However, the current capital funding model requires that a school board submit a capital priorities business case for funding approval once such an initiative is announced by the Ministry. The Ministry’s “Leading Practices Manual for School Construction” states that, “Ministry funding for capital construction assumes soil conditions that would result in strip foundations or similar and other routine site costs, such as final grading, back-filling, landscaping, parking and curbs, hard and soft play areas, and on-site services.”

The capital construction benchmarks are considerably less than is required to provide services to a school site in order to build a building or buildings to provide pupil accommodation. Further, there can be a delay in receiving approved capital funds from the province, which requires the Board to interim finance site preparation and school construction costs.

The third and final source of financing site preparation/ development costs is education development charges (i.e., for ‘eligible’ school boards). Through discussion with the development community, the boards and the Ministry, a list (although by no means an exhaustive list) of EDC “eligible” site preparation/ development costs in a greenfields situation has been determined.

EDC eligible site preparation/development costs related to conventional school site acquisition can include:

- an agent or commission fee paid to acquire a site or to assist in negotiations to acquire a site;
- costs to fulfill municipal requirements to properly maintain the school site prior to construction of the school facility;
- land appraisal reports and legal fees;
- transportation studies related to site accessibility;
- soils tests;

- environmental studies related to the condition of the school site;
- preliminary site plan/fit studies;
- stormwater management studies related to the site;
- archaeological studies precedent to site plan approval of the site;
- planning studies aimed at ensuring municipal approval of the site plan;
- expropriation costs;
- site option agreement costs;
- rough grading, removal of dirt and rubble, engineered fill;
- removal of buildings on the site;
- land transfer taxes.

In the case of acquiring a strata interest to meet growth-related student accommodation needs, the costs of preparing the development property so that a building or buildings may be built on the property, are included in the development construction costs.

6.7.1 Conclusions on Average Site Preparation/Development Costs

The CEPEO and CECCE concluded that an average site preparation costs of \$281,800 per acre for both elementary and secondary school sites is reasonable based on actual costs. Underground parking costs are based on input from Altus Ottawa group, ranging from \$90,000 to \$120,000 per parking space depending upon the depth the UG parking structure. The number of parking spaces required by the Board are based on education standards associated with various sizes of schools.

An escalation factor of 2% per annum for site preparation/development costs has been applied, based on the Statistics Canada Quarterly Construction Price Index for Ottawa. Site preparation/development costs are escalated annually over the fifteen-year forecast period.

The Form Gs of the EDC Submission, set out in Appendix A, outline the assumed cost per acre (expressed in 2024 dollars), the assumed total land costs escalated to the year of site acquisition, or the end of the proposed by-law period, whichever is sooner, the site development costs and associated financing costs for each site required to meet the needs of the net growth-related pupil places.

CEPEO and CECCE
AVERAGE SITE PREPARATION COSTS PER ACRE

	Current Review Area Reference	EDC Eligible Site Name	Address	Year Site Acquired	Site Size in acres	Net Site Preparation Costs to Date	Net Site Preparation Costs Per Acre	Net Site Preparation Costs per Acre 2024\$	Total Site Preparation Costs per Acre 2024\$
I.	FCE01	Saint-Jean-Paul II (Stittsville)	3473 Abbott St E, Stittsville, ON K2S 0A8	2006	3.71	\$ 348,261	\$ 60,991	\$ 85,403	\$ 487,649
2.	FCE02	Jean-Robert-Gauthier (Barrhaven) (Chapman)	631 Chapman Mills Dr, Nepean, ON K2J 3V1	2010	3.19	\$ 828,373	\$ 159,809	\$ 202,423	\$ 1,030,377
3.	FCE06	Alain-Fortin (Avalon)	676 Lakeridge Dr, Orleans, ON K4A 0J8	2010	3.66	\$ 1,332,096	\$ 270,688	\$ 343,298	\$ 1,943,068
4.	FCE01	Saint-Rémi (Kanata Nord)	100 Walden Dr, Kanata, ON K2K 0G8	2011	3.96	\$ 1,085,444	\$ 182,121	\$ 226,443	\$ 1,349,613
5.	FCS01	Pierre Savard secondary	1110 Longfield Dr, Nepean, ON K2J 0H9	2012	13.99	\$ 986,073	\$ 70,484	\$ 85,920	\$ 1,202,020
6.	FCE06	Notre-Dame-des-Champs	6280 Renaud R4, Ottawa, ON K1W 0H7	2012	4.84	\$ 1,748,610	\$ 361,283	\$ 440,404	\$ 2,131,337
7.	FCE02	Sainte-Kateri (Barrhaven II)	2430 River Mist Rd, New Barrhaven, ON K2J 3W3	2013	3.09	\$ 369,270	\$ 72,348	\$ 86,702	\$ 441,312
8.	FCS03	Mer Bleue (Orleans) secondary	6401 Renaud R4, Napan, ON K1W 0H8	2013	12.30	\$ 4,393,118	\$ 351,609	\$ 403,889	\$ 5,048,609
9.	FCS01	Paul-Desmarais (Kanata secondary)	3315 Abbott St E, Stittsville, ON K2S 1E7	2013	14.83	\$ 6,339,497	\$ 440,370	\$ 505,847	\$ 7,311,626
10.	FCE06	Notre Place (Avalon II)	663, promenade des Aubépines, Orleans, ON K4A 3W4	2015	6.01	\$ 2,137,731	\$ 359,023	\$ 404,319	\$ 2,429,956
11.	FCE04	Jonathan-Pitre (Riverside South II)	923 Ralph Hemmsey Ave., Gloucester, ON K1X 0C3	2017	4.97	\$ 1,444,440	\$ 290,632	\$ 320,881	\$ 1,594,778
12.	FPS02	Pierre-De-Blois (Barrhaven Sud)	310 Chapman Mills Dr, Nepean, ON K2J 6L9	2020	12.00	\$ 2,808,321	\$ 234,027	\$ 243,481	\$ 2,921,777
13.	FPE01/FPS01	ÉEP Maurice-Lapointe (Kanata South) (JE-E)	17 Bridgestone Dr, Kanata, ON K2M 0E9	2011	15.96	\$ 3,487,690	\$ 218,327	\$ 253,333	\$ 4,043,189
14.	FPE02	ÉEP Michel-Dupuis (Riverside Sud) (JE-S)	715 Brian Good Ave, Manotick, ON K4M 0E2	2012	6.07	\$ 1,182,934	\$ 194,882	\$ 219,341	\$ 1,331,403
TOTALS					118.80	\$ 28,593,869	\$ 243,383	\$ 272,978	\$ 281,880
	Value to be Included in 2024 EDC Submission							\$ 281,880	

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Chapter 7 --EDUCATION DEVELOPMENT CHARGE CALCULATION

The basis for the calculation of the jurisdiction-wide schedule of education development charges for the Conseil des écoles publiques de l'Est de l'Ontario is documented in the Board's Education Development Charges Submission to the Ministry of Education and found in Appendix A.

7.1 Growth Forecast Assumptions

The net education land costs and EDC calculations for the Board were based on the following forecast of net new dwelling units for the 2024/25 to 2038/39 period, as detailed in Chapter 4 of this report:

RESIDENTIAL:

New Units	123,963
Average units per annum	8,264
Net new Units	110,327

NON-RESIDENTIAL:

The forecast of non-residential (includes commercial, industrial and institutional development) building permit value over the 2024/25 to 2038/39 period, as detailed in Chapter 4 of this report, is summarized as follows:

Net Gross Floor Area (GFA)	31,176,916 square feet
Average annual GFA	2,078,461 square feet

7.2 EDC Pupil Yields

In addition, the Board's education development charge calculations were based on assumptions respecting the number of pupils generated, per dwelling unit type (with separate pupil yields applied to each type), by municipality, and by panel (elementary versus secondary) from new development, as set out in the Review Area Form Fs in Appendix A and described in detail in Chapter 5 of this report.

Table 7-1 sets out the EDC pupil yields utilized to determine the number of pupils generated from new development and the yields attributable to the CEPEO based on a spatial matching of CEPEO student data and MPAC housing data.

TABLE 7-1
Conseil des écoles publiques de l'Est de l'Ontario

FORM E

Conseil des écoles publiques de l'Est de l'Ontario

Education Development Charges Submission 2024

Net Growth-related Pupil Places

Elementary Panel

CEPEO EDC 2024 Weighted Blended Pupil Yields

Review Area	Total Cumulative 15 Year New Net Unit Projections	% Total Forecast Municipal Residential Growth	Weighted Blended EDC Pupil Yield	SINGLE and SEMI- DETACHED	MEDIUM DENSITY	APARTMENTS (includes purpose- built seniors housing and student housing)	STACKED TOWNHOUSE S
	(1)	(2)	(3)				
FPE01 Nepean- Kanata- W. Carleton- Goulbourn- Rideau	37,651	30%	0.0217	0.0295	0.0247	0.0029	0.0077
FPE02 S. Gloucester- Osgoode-S/W part of Cumberland	31,979	26%	0.0197	0.0280	0.0224	0.0024	0.0120
FPE03 E. Gloucester - Cumberland	20,645	17%	0.0316	0.0504	0.0448	0.0024	0.0120
FPE04 City of Ottawa Inside Greenbelt	32,844	26%	0.0108	0.0215	0.0234	0.0019	0.0191
FPE05 New Housing Accommodated Outside of Ottawa	844	1%	0.0120	0.0154	0.0417	0.0010	0.0000
TOTAL	123,963	100%	0.0199	0.0311	0.0279	0.0022	0.0122

Secondary Panel

Review Area	Total Cumulative 15 Year New Net Unit Projections	% Total Forecast Municipal Residential Growth	Weighted Blended EDC Pupil Yield	SINGLE and SEMI- DETACHED	MEDIUM DENSITY	APARTMENTS (includes purpose- built seniors housing and student housing)	STACKED TOWNHOUSE S
	(1)	(2)	(3)				
FPS01 Inside Greenbelt	7,617	6.1%	0.0101	0.0221	0.0232	0.0009	0.0265
FPS02 Outside Greenbelt	115,502	93.2%	0.0102	0.0153	0.0147	0.0012	0.0048
FPS03 New Housing Accommodated Outside of Ottawa	844	0.7%	0.0030	0.0031	0.0169	0.0013	0.0000
TOTAL	123,963	100.0%	0.0101	0.0153	0.0149	0.0011	0.0061

7.3 Determination of Net Growth-Related Pupil Place Requirement

The determination of the number of growth-related pupil places eligible for EDC funding involves three key steps. The analysis required to complete each of these steps was undertaken for each of the growth forecast sub-areas, or review areas, discussed in Chapter 3. Generally, the steps required to determine the number of net growth-related pupil places by review area, are as follows:

1. Populate each Review Area model with each of the schools having attendance boundaries within the individual Review Area.
2. Determine the Requirements of New Development, which is the number of pupils generated from the dwelling units forecasted to be constructed over the forecast period.
3. Determine the Requirements of the Existing Community which is total permanent capacity (net of any Bill 30, leased religious order or non-operational capacity) of all school facilities in the Board's inventory measured against the projected enrolment (i.e., headcount enrolment for the elementary panel and ADE enrolment for the secondary panel) from the existing community at the end of the fifteen-year forecast period. For schools that will experience a change in school boundaries and are holding pupils to new schools, their existing community enrolment is shown separately as explained below.
4. Distinguish between schools whose existing community enrolment will continue to be impacted by housing development that has previously been constructed and occupied. These schools typically experience increased existing community enrolment and are those for which the school board expects to modify the school's boundaries once additional student accommodation is built. That is - distinguish between schools having new residential development within the school's attendance boundary and for which additional student accommodation will be required, and schools having no relevance to the residential growth area requiring additional pupil accommodation, and having sufficient surplus spaces to accommodate existing enrolment. This determines whether there are any surplus pupil places available and accessible for pupils generated by new development.
5. Determine Net Growth-related Pupil Place Requirements which is the Requirements of New Development plus Year 15 enrolment less the number of available pupil places in existing facilities (OTG capacity).
6. In determining the NGRPP entitlement going forward, account for all additional school capacity previously funded from capital and for which the Board is in the process of assembling the land parcels necessary to create a new school site or school site expansion. The net growth-related pupil place entitlement is subsequently incorporated into the Form G to determine the appropriate net education land costs based on aligning the EDC identified needs with the CEPEO's long-term student accommodation strategies.

In determining the net growth-related land needs, the Board is entitled to remove any OTG capacity that is not considered to be available to serve new development (e.g., surplus space in areas that are

not within the resident catchment areas of new residential development, leased space, closed non-operational space, temporary holding space, etc.). In this regard, the CEPEO has taken into consideration all permanent and operational capacity that provides regular programs to elementary and secondary students.

Excluding Capacity from the Determination of Accommodation Needs

Section 7(3) of O. Reg. 20/98 enables a school board to exclude any capacity, that in the opinion of the school board is not available to accommodate enrolment growth generated by new housing development. Sections 9 (3 and 4) of the Regulation require the Board to provide an explanation for any capacity exclusions.

The CEPEO has not excluded any ECIS capacity in the determination of net growth-related pupil places.

Determining Net Growth-related Pupil Place Requirements

Table 7-2 below sets out the projected net growth-related pupil place requirements (assuming a jurisdiction-wide approach to the calculation), including the determination of the requirements of the new development and the requirements of the existing community, by panel for the Conseil des écoles publiques de l'Est de l'Ontario.

Conseil des écoles publiques de l'Est de l'Ontario			
TABLE 7-2 Summary Determination of Net Growth-Related Pupil Places			
	JK-6	Gr 7-12	TOTALS
OTG Capacity (Ottawa Jurisdiction only)	7,423	5,910	13,333
Projected 2038/2039 Enrolment (Existing Community)	7,811	6,074	13,885
Requirements of New Development 2038/2039 (Headcount Elementary)	2,453	1,255	3,709
Less: NGRPP to be Accommodated in Existing Facilities	(1,417)	(244)	(1,662)
# of NGRPP Included in EDC Rate	1,036	1,011	2,047

7.4 Approved Capital Cost Per Pupil

Paragraphs 4-10 of Section 7 of O. Reg. 20/98 set out the steps involved in moving from growth-related new school pupils to obtain “the growth-related net education land costs.” Generally, these steps are as follows:

1. Estimate the net education land cost for the elementary and secondary school sites required to provide new pupil places. As discussed in more detail in Chapter 6, EDC-eligible costs may include: estimated strata development costs as approved Alternative Projects, including escalation of labour and materials costs; surplus properties to be acquired from coteminous school boards; conventional school site purchases; land escalation costs and site preparation costs where applicable.
2. Estimate the balance of the existing EDC account, on the day prior to inception of the new EDC by-law, if any. If the balance is positive, subtract the balance from the net education land costs. If the balance is negative, add the balance to the net education land costs. In estimating the balance in the account, the Board is entitled to account for actual rather than projected growth-related needs.
3. Determine the portion of the charges related to residential development and to non-residential development based on the current EDC by-law proportionate shares
4. Differentiate the residential development charge by unit type if the Board intends to impose a variable residential rate.
5. For each year of the proposed by-law, determine the legislative ‘cap’ rates, ensuring that the ‘capped’ residential and non-residential rates are lower than, or equal to, the calculated rates.

7.5 Net Education Land Costs and Forms E, F and G

The total net education land costs for the CEPEO, escalation of land, site acquisition costs, site development costs, associated financing costs and study costs, less any EDC account balances, are \$70,998,714 to be recovered from 110,321 “net” new units and 31,176,916 non-residential GFA.

Should the legislation cap increases continue over the 2024/25 to 2038/39 forecast period, it is anticipated that the imposition of EDCs would recover 100% of the net education land costs, or \$70.998 million in residential and non-residential collections (assuming the actual building permits match the projected). However, the projected revenue would not cover the additional NGRELC in Year 6, Year 11 and Year 15 as this process moves from one by-law period to another. It is anticipated the total funding shortfall will exceed \$65.2 million, provided that land costs don’t increase beyond the assumed 5% per annum.

EDC Submission (Form E, F and G):

The Review Area sheets set out in Appendix A detail the following information for each elementary and secondary Review Area:

- the cumulative number of forecasted new dwelling units by type;
- the weighted/blended pupil yield by unit type and the number of growth-related pupil places generated by the 15-year housing forecast (Forms E and F);
- the existing schools within each review area; the ECIS #; the acreage; the # of temporary spaces (i.e., portables, portapaks and relocatable modules) and the OTG capacity for EDC purposes;
- the projected existing community enrolment;
- the cumulative requirements of new development and the determination of the number of available and surplus pupil places;
- the number of net growth-related pupil places (i.e. the number of eligible pupil places);
- comments detailing each Board's capital priorities, and the determination of the number of NGRPP, as well as the projected ROND derived from build-out of the units in the City's development approvals process file as of June 2022;
- a description of the growth-related site acquisition needs; the number of eligible acres; the anticipated cost per acre; the anticipated strata costs where applicable; the site preparation costs; financing costs and total education land costs (Form G).

EDC Accounts

Section 7(5) of O. Reg. 20/98 (as amended by 473/98 and O. Reg. 193/10) states that:

“The Board shall estimate the balance of the education development charge reserve fund, if any, relating to the area in which the charges are to be imposed. The estimate shall be an estimate of the balance immediately before the day the board intends to have the by-law come into force.”

“The Board shall adjust the net education land cost with respect to any balance estimated. If the balance is positive, the balance shall be subtracted from the cost. If the balance is negative, the balance shall be converted to a positive number and added to the cost.”

Table 7-3 summarizes the EDC account collections from October 1, 2001 to August 31, 2023 for the CEPEO. The collections cover the period which corresponds to implementation of the original EDC by-law and includes collections from residential and non-residential development, any interest earned on the account to date, any interest expense on account deficits to date and any refunds or overpayments during this time period. The total collections for the period October 1, 2001 to the end of August, 2023 are \$56.58 million as shown in Table 7-3.

Section 7(5) of O. Reg 20/98 requires that a board estimate the EDC account collections and eligible expenditures on the day immediately before the day the board intends to have the new by-law come into force. This “estimate” is typically undertaken several months in advance of the implementation of the new by-law. Actual collections for the period September through March during the 2019 through 2022 period was used as the basis for estimating additional EDC collections for the September, 2023 through March 31, 2024 period. Additional revenue of \$4.45 million is assumed prior to successor by-law implementation.

Table 7-4 calculates the “estimated” EDC account balance as of March 31, 2024 which is the day before the proposed in-force date of the new by-law. The total EDC collections from October 1, 2001 to March 1, 2024 were just over \$61.0 million.

When EDC expenditures are taken into consideration, the account balance as of March 31, 2024 is projected to be a deficit of \$ 119,137.

TABLE 7-3

Conseil des écoles publiques de l'Est de l'Ontario

EDC ACCOUNT RECONCILIATION - EDC Collections

October 1, 2001 to March 31, 2024 Continuity Statement to Determine Current EDC Account Balance and any Unfunded Financial Obligations

Date	Cumulative EDC	
	EDC Collection	Collections
<i>Balance Carried Forward from DCA 1989 as of October 1, 2001</i>	\$ -	\$0.00
<i>EDC Collections September 1, 1999 to August 31, 2000</i>	\$ 734,518	\$734,518.00
<i>EDC Collections September 1, 2000 to August 31, 2001</i>	\$ 415,313	\$1,149,831.00
<i>EDC Collections September 1, 2001 to August 31, 2002</i>	\$ 367,460	\$1,517,291.00
<i>EDC Collections September 1, 2002 to August 31, 2003</i>	\$ 321,274	\$1,838,565.00
<i>EDC Collections September 1, 2003 to August 31, 2004</i>	\$ 352,899	\$2,191,464.00
<i>EDC Collections September 1, 2004 to August 31, 2005</i>	\$ 37,485	\$2,228,949.00
<i>EDC Collections September 1, 2005 to August 31, 2006</i>	\$ 228,168	\$2,457,117.00
<i>EDC Collections September 1, 2006 to August 31, 2007</i>	\$ 254,695	\$2,711,812.00
<i>EDC Collections September 1, 2007 to August 31, 2008</i>	\$ 362,705	\$3,074,517.00
<i>EDC Collections September 1, 2008 to August 31, 2009</i>	\$ 536,219	\$3,610,736.00
<i>EDC Collections September 1, 2009 to August 31, 2010</i>	\$ 1,404,387	\$5,015,123.00
<i>EDC Collections September 1, 2010 to August 31, 2011</i>	\$ 1,320,681	\$6,335,804.00
<i>EDC Collections September 1, 2011 to August 31, 2012</i>	\$ 1,626,000	\$7,961,804.00
<i>EDC Collections September 1, 2012 to August 31, 2013</i>	\$ 1,423,996	\$9,385,800.00
<i>EDC Collections September 1, 2013 to August 31, 2014</i>	\$ 1,458,824	\$10,844,624.00
<i>EDC Collections September 1, 2014 to August 31, 2015</i>	\$ 2,742,568	\$13,587,192.00
<i>EDC Collections September 1, 2015 to August 31, 2016</i>	\$ 2,502,614	\$16,089,806.00
<i>EDC Collections September 1, 2016 to August 31, 2017</i>	\$ 3,111,625	\$19,201,431.00
<i>EDC Collections September 1, 2017 to August 31, 2018</i>	\$ 3,813,584	\$23,015,015.00
<i>EDC Collections September 1, 2018 to August 31, 2019</i>	\$ 3,679,615	\$26,694,630.00
<i>EDC Collections September 1, 2019 to August 31, 2020</i>	\$ 8,417,010	\$35,111,640.00
<i>EDC Collections September 1, 2020 to August 31, 2021</i>	\$ 6,960,846	\$42,072,486.00
<i>EDC Collections September 1, 2021 to August 31, 2022</i>	\$ 7,613,555	\$49,686,041.00
<i>EDC Collections September 1, 2022 to August 31, 2023</i>	\$ 6,897,779	\$56,583,820.00
<i>Projected EDC Collections September 1, 2023 to March 31, 2024</i>		\$4,452,852.69
Total Net EDC Collections Oct 1, 2001 to March 31, 2024		\$61,036,672.69
EDC Account Balance as of March 31, 2024		-\$119,137.31

TABLE 7-4
Conseil des écoles publiques de l'Est de l'Ontario
EDC ACCOUNT RECONCILIATION - EDC Expenditures

	Property Description	Property Size (acres)	Review Area Reference	% Growth-related	EDC Expenditures	Cumulative Expenditures
By-law #1 September 1, 1999 to August 31, 2004	EDC Expenditures September 1, 1999 to August 31, 2004					
	1999-2004 EDC Study Costs and Legal Fees					\$ -
	ÉEP Des Sentiers (2159 Nantes, Orleans)	7.04	FPE03	100%	\$ 515,073	\$ 515,073
	ÉEP Grande-Ourse (1385 Haddon Terrace, Kanata)	5.71	FPE01	100%	\$ -	\$ 515,073
	ÉEP Le Prélude (6025 Lonsdale Drive, Orleans)	7.02	FPE03	100%	\$ -	\$ 515,073
	EIP Pierre-de-Blois Barrhaven Sud (Gr 7-12 portion of future JK-12 school)	12.00	FPS02	100%	\$ -	\$ 515,073
	ÉEP Francojeunesse (119 Osgood St.)	1.56	FPE04	100%	\$ (2,750)	\$ 512,323
	ÉSP L'Alternative & ÉA Le Carrefour, 2445 St. Laurent Blvd.	5.86	FPS01	100%	\$ 769,523	\$ 1,281,846
By-law #2 Sept 1, 2004 to August 31, 2009	ÉSP Gisèle-Lalonde, 500 Millennium Blvd. (also known as 2155 Trim Rd.)	12.01	FPS02	100%	\$ 4,320,296	\$ 5,602,142
	EDC Expenditures September 1, 2004 to August 31, 2009				\$ -	
	2004-2009 EDC Study Costs and Legal Fees	N/A	-	100%	\$ 88,339	\$ 5,690,481
	ÉEP Maurice-Lapointe (Kanata South)	13.00	FPE01/FPS02	100%	\$ 3,024,084	\$ 8,714,565
By-law #3 Sept 1, 2009 to August 31, 2014	ÉEP Michèle-Jean, 11 Claridge Dr. Barrhaven	5.58	FPE01	100%	\$ 1,204,474	\$ 9,919,039
	EDC Expenditures September 1, 2009 to August 31, 2014				\$ -	
	2004-2009 EDC Study Costs and Legal Fees	N/A			\$ -	\$ 9,919,039
	ÉEP Maurice-Lapointe (Kanata South)	13.00	FPE01/FPS02	100%	\$ 2,798,826	\$ 12,717,865
	ÉEP Michel-Dupuis (Riverside Sud)	6.08	FPE02	100%	\$ 2,537,816	\$ 15,255,681
By-law #4 Sept 1, 2014 to August 31, 2019	EIP Barrhaven Sud (Gr 7-12 portion of future JK-12 school) (Fernbank)	12.00	FPE01/FPS02	100%	\$ 76,808	\$ 15,332,489
	ÉEP Michèle-Jean, 11 Claridge Dr. Barrhaven	5.58	FPE01	100%	\$ 3,775	\$ 15,336,264
	EDC Expenditures September 1, 2014 to August 31, 2019				\$ -	
	2009-2014 EDC Study Costs and Legal Fees	N/A	-	100%	\$ -	\$ 15,336,264
	Other Eligible Costs	N/A		100%	\$ 348,673	\$ 15,684,937
	ÉEP Maurice-Lapointe (Kanata South) (18111) (17 Bridgestone Dr.)	13.00	FPE01/FPS02	100%	\$ 59,508	\$ 15,744,445
	ÉEP Michel-Dupuis (Riverside Sud) (24444) (715 Brian Good Ave.)	6.08	FPE02	100%	\$ 1,107,242	\$ 16,851,687
	EIP Barrhaven Sud (Gr 7-12 portion of future JK-12 school)	12.00	FPE01/FPS02	100%	\$ 4,964,141	\$ 21,815,828
	ÉEP Michèle-Jean, 11 Claridge Dr. Barrhaven	5.58	FPE01	100%	\$ 76,613	\$ 21,892,441
	New ÉEPL Ouse-Arbour Centre Nord (Gladstone) (50680) (1010 Somerset St West)	2.00	FPE04	100%	\$ 2,054	\$ 21,894,495
	ESP Orleans Sud (Mer Bleue) 2405 & 2419 Mer Bleue Rd (Gr 7-12 portion of future JK-12 school)	8.00	FPE03/FPS02	100%	\$ 5,902,797	\$ 27,797,292
	EIP & ÉSP Louis-Riel (5313) (1655 Bearbrook Rd.)	15.96	FPS02	100%	\$ 174,256	\$ 27,971,548
	ÉSP Pavillon Le Carrefour (Maison de la Francophonie) (CMFO 24722) 2720 Richmond Rd. (costs include site prep costs)	0.56	FPS01	100%	\$ 3,159,469	\$ 31,131,017
	Wateridge Village Rockcliffe	6.48	FPE04	100%	\$ 8,972,429	\$ 40,103,446
	ÉEP Mamawi (Ottawa-Ouest) (old Leslie Park school) 20 Harrison St. Nepean	0.00	FPE04	100%	\$ 59,625	\$ 40,163,071
	ÉEP Fernbank (Kanata Sud JK-6 portion of JK-12 school) (51111) 20 Road 9	6.00	FPE01	100%	\$ 2,933,045	\$ 43,096,116
	ÉSP De La Salle (5336) (501 Old St. Patrick)	0.00	FPS01	100%	\$ 35,080	\$ 43,131,196
By-law #5 Sept 1, 2019 to August 31, 2024	EDC Expenditures September 1, 2019 to August 31, 2024				\$ -	
	2019-2024 EDC Study Costs and Legal Fees				\$ 9,838	\$ 43,141,034
	Other Eligible Costs	N/A		100%	\$ 612,317	\$ 43,753,351
	ÉEP Fernbank (Kanata Sud JK 6 portion of JK-12 school) (51111) 20 Road 9	6.00	FPE01	100%	\$ 5,772	\$ 43,759,123
	EIP Pierre-de-Blois Barrhaven Sud (Gr 7-12 portion of future JK-12 school)	12.00	FPE01/FPS02	100%	\$ 8,208,090	\$ 51,967,213
	ESP Orleans Sud (Mer Bleue) 2405 & 2419 Mer Bleue Rd (Gr 7-12 portion of future JK-12 school)	8.00	FPE03/FPS02	100%	\$ 32,128	\$ 51,999,341
	ÉSP De La Salle (5336) (501 Old St. Patrick)	0.00	FPS01	100%	\$ 425,479	\$ 52,424,820
	ÉSP Pavillon Le Carrefour (Maison de la Francophonie) (CMFO 24722) 2720 Richmond Rd.	0.56	FPS01	100%	\$ 346,696	\$ 52,771,516
	ÉEP Mamawi (Ottawa-Ouest) (old Leslie Park school) 20 Harrison St. Nepean	4.77	FPE01	100%	\$ 5,153,166	\$ 57,924,682
	New ÉEPL Ouse-Arbour Centre Nord (Gladstone) (50680) (1010 Somerset St West)	2.00	FPE04	100%	\$ 215,472	\$ 58,140,154
	Wateridge Village Rockcliffe	6.48	FPE04	100%	\$ 3,621	\$ 58,143,775
	ÉEP Leimlin	6.00	FPE02	100%	\$ 3,011,131	\$ 61,154,906
	ÉEP Maurice-Lapointe (Kanata South) (18111) (17 Bridgestone Dr.)	13.00	FPE01/FPS02	100%	\$ 904	\$ 61,155,810
	Total Expenditures October 1, 2001 to August 31, 2023				\$ 61,155,910.00	

7.7 Cash Flow Analysis and Forms H1 and H2

Table 7-5 set out a fifteen-year cash flow analysis of the proposed capital expenditure program for school sites.

The quantum of the charge is determined on the basis of an 85%/15% residential/non-residential share, for the Board. As well, a sensitivity analysis is provided, for various non-residential ratios ranging between 0% and 40%.

The CEPEO expects to use an external Line of Credit which is available to cover any annual account deficits. School board finance staff advise that the current rate of borrowing is prime less 0.50% and interest is accrued on annual surplus funds in the account at 5.45%. Should the CEPEO have the opportunity to accelerate the acquisition of land or an interest in land, in advance the timelines set out in the following cash flow analysis, then additional external borrowing may be required.

The cash flow methodology is consistent with that undertaken by municipalities and is described as follows:

Cash Flow Assumptions:

- site acquisition costs, are assumed to escalate by 5.0% (3% for central Ottawa school sites) and site development costs are assumed to escalate at 2% per annum consistent with the background information provided in Chapter 6.
- site acquisition costs and site development costs are escalated over the full fifteen-year forecast period, in order to determine the potential funding shortfall related to the legislative rate cap, should it not be lifted during the forecast period;
- the education development charge account accrues 5.45% interest earnings per annum.

Scenario Comments:	
Conseils des écoles publiques de l'Est de l'Ontario	
BOTH PANELS	

Cashflow Assumptions:	
A. EDC Account Interest Rate (per annum)	5.45%
B. Credit Line Borrowing Rate	6.70%

TABLE 7-5
Conseil des écoles publiques de l'Est de l'Ontario
Cashflow Analysis for Both Panels (Total Jurisdiction)

FOR MH2 - Using Municipal DC New Occupied Dwellings PPU				
Type of Development (Form B/C)	Net New Units	Total Requirements of New Development	Distribution Factor	Net Education Land Cost by Development Type
Low Density	35,067	1,626	43.1%	\$26,368
Medium Density	60,741	1,657	53.8%	\$32,489
High Density	28,165	539	2.5%	\$1,501
TOTALS	123,963	3,722	100%	\$60,348

	Year 1 2024/ 2025	Year 2 2025/ 2026	Year 3 2026/ 2027	Year 4 2027/ 2028	Year 5 2028/ 2029	Year 6 2029/ 2030	Year 7 2030/ 2031	Year 8 2031/ 2032	Year 9 2032/ 2033
Revenue									
1 Credit Line Borrowing	\$ 6,500,000	\$ -	\$ 4,500,000	\$ -	\$ 4,500,000	\$ 7,500,000	\$ 6,500,000	\$ -	\$ -
2 Subtotal	\$ 6,500,000	\$ -	\$ 4,500,000	\$ -	\$ 4,500,000	\$ 7,500,000	\$ 6,500,000	\$ -	\$ -
3 Estimated EDC Revenue (Residential) Per Unit \$ 5.47	\$ 4,078,175	\$ 4,087,425	\$ 4,269,966	\$ 4,276,802	\$ 4,276,802	\$ 4,276,802	\$ 4,271,933	\$ 4,420,903	\$ 4,419,903
4 Estimated EDC Revenue (Non-Residential) Per Sq. Ft. \$ 0.34	\$ 801,393	\$ 810,437	\$ 819,881	\$ 829,100	\$ 838,860	\$ 669,797	\$ 666,427	\$ 668,270	\$ 668,270
5 Subtotal EDC Revenue	\$ 4,879,568	\$ 4,897,862	\$ 5,089,847	\$ 5,105,902	\$ 5,115,661	\$ 4,946,599	\$ 4,937,360	\$ 5,079,173	\$ 5,078,173
6 Total Revenue	\$ 11,379,568	\$ 4,897,862	\$ 5,589,847	\$ 5,105,902	\$ 5,615,661	\$ 12,456,599	\$ 11,437,360	\$ 5,079,173	\$ 5,078,173
Expenditure									
7 Site acquisition costs	\$ 10,002,372	\$ -	\$ 1,785,525	\$ -	\$ 9,431,483	\$ 5,025,780	\$ 7,015,741	\$ 7,581,112	\$ 2,747,412
8 Site preparation costs	\$ -	\$ -	\$ 6,390,650	\$ 1,094,283	\$ 2,277,488	\$ 2,323,037	\$ 1,243,654	\$ 2,556,077	\$ 1,839,277
9 Study Costs	\$ -	\$ 84,000	\$ -	\$ -	\$ -	\$ 84,000	\$ -	\$ -	\$ -
10 Subtotal Projected Expenditure	\$ 10,002,372	\$ 84,000	\$ 8,176,175	\$ 1,094,283	\$ 11,708,971	\$ 7,432,817	\$ 8,259,395	\$ 10,137,189	\$ 4,586,689
11 Credit Line Borrowing Costs - Principal	\$ 1,778,495	\$ 1,901,399	\$ 1,800,813	\$ 1,846,211	\$ 1,741,876	\$ 1,823,672	\$ 1,673,776	\$ 1,674,889	\$ 1,725,876
12 Credit Line Borrowing Costs - Interest	\$ 381,545	\$ 258,661	\$ 359,187	\$ 313,789	\$ 418,124	\$ 336,328	\$ 486,224	\$ 485,111	\$ 434,111
13 Subtotal Borrowing Expenditure	\$ 2,160,040	\$ 2,160,060	\$ 2,160,000	\$ 2,160,000	\$ 2,160,000	\$ 2,160,000	\$ 2,160,000	\$ 2,160,000	\$ 2,160,000
14 Total Expenditure	\$ 12,162,372	\$ 2,244,060	\$ 10,336,175	\$ 3,254,283	\$ 13,868,971	\$ 9,592,817	\$ 10,419,395	\$ 12,297,189	\$ 6,746,689
15 Net Revenue/(Expenditure)	\$ (782,804)	\$ 2,653,862	\$ (746,308)	\$ 1,851,619	\$ (4,253,309)	\$ 2,843,782	\$ 1,017,965	\$ (7,218,016)	\$ (1,662,316)
EDC Eligibility Analysis									
16 EDC Account Opening Balance	\$ (119,137)	\$ (901,942)	\$ 1,751,920	\$ 1,101,092	\$ 3,012,720	\$ (1,076,396)	\$ 1,767,386	\$ 2,881,674	\$ (4,179,291)
17 Revenue Minus Expenditures	\$ (782,804)	\$ 2,653,862	\$ (746,308)	\$ 1,851,619	\$ (4,253,309)	\$ 2,843,782	\$ 1,017,965	\$ (7,218,016)	\$ (1,662,316)
18 Subtotal	\$ (901,942)	\$ 1,751,920	\$ 1,005,612	\$ 2,962,711	\$ (1,240,589)	\$ 1,767,386	\$ 2,785,351	\$ (4,336,342)	\$ (5,841,607)
19 Credit Line - Principal Due at Year End	\$ (4,721,545)	\$ (2,820,206)	\$ (5,519,393)	\$ (3,613,183)	\$ (6,431,307)	\$ (12,107,639)	\$ (16,933,859)	\$ (15,258,970)	\$ (13,533,111)
20 Subtotal	\$ (5,623,487)	\$ (1,068,286)	\$ (4,513,781)	\$ (7,20,472)	\$ (7,671,896)	\$ (10,340,249)	\$ (14,148,508)	\$ (19,595,312)	\$ (19,374,718)
21 Interest Earnings (12 months on Sub-total)	\$ -	\$ -	\$ 96,430	\$ 60,010	\$ 164,193	\$ -	\$ 96,323	\$ 157,051	\$ -
22 EDC 15-Year Forecast Account Closing Balance (Include) O/S Principal owed	\$ (5,623,487)	\$ (1,068,286)	\$ (4,418,301)	\$ (6,60,462)	\$ (7,507,703)	\$ (10,340,249)	\$ (14,052,185)	\$ (19,438,261)	\$ (19,374,718)
23 EDC 15-Year Forecast Cash Closing Balance (exclude) O/S Principal owed	\$ (901,942)	\$ 1,751,920	\$ 1,101,092	\$ 3,012,720	\$ (1,076,396)	\$ 1,767,386	\$ 2,881,674	\$ (4,179,291)	\$ (5,841,607)

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Explanation of the Cash Flow Analysis:

A. Revenues

- Line 1 incorporates proposed borrowing against an external Line of Credit, where required, and Line 2 is a subtotal of the external borrowing.
- Line 3 determines the EDC residential collections based on the current ‘calculated’ EDC by-law rates necessary to fully recover the growth-related net education land costs.
- Line 4 determines the non-residential collections based on the ‘calculated’ EDC rates.
- Line 5 subtotals the EDC residential and non-residential collections based on the ‘calculated rates’.
- Line 6 states the total EDC collections plus available funds if external borrowing is applied.

B. Expenditures

- Line 8 brings forward into the calculation the annual site acquisition costs. The timing of the capital expenditures determines the number of years to which the land escalation factor of 5% is applied (3% for the central urban sites).
- Line 9 incorporates the site preparation/development costs, and escalates these costs at 2% per annum over the entire 15-year forecast period.
- Line 10 incorporates projected future study costs based on average historical expenditures.
- Line 11 totals all projected expenditures.
- Line 12 sets out the annual principal payments against any Line of Credit borrowing.
- Line 13 incorporates annual cost of borrowing (interest payments) against the Line of Credit and ensures that the principal borrowed can be paid back at the end of the 15-year forecast period.
- Line 14 totals the annual principal and interest payments required.
- Line 15 calculates total expenditures, including borrowing requirements by totaling Lines 11 and 14.
- Line 16 determines projected EDC collections less expenditures.

C. Cash Flow Analysis

- Line 17 extracts the “closing balance” from the previous year and describes it as the “opening balance” in the following year. The Year 1 balance is reflective of the projected EDC account balance as of the day prior to implementation of the proposed by-law
- Line 18 pulls forward the revenues less expenditures balance
- Line 19 calculates a sub-total of Lines 17 and 18
- Line 20 indicates the level of principal payments outstanding in any given year as part of calculating the total external financial obligations of the Board
- Line 21 indicates the total financial obligations including any principal payments outstanding
- Line 22 accrues EDC account interest earnings at 5.45% on the sub-total on the annual closing balance.
 - Line 23 is the total financial obligations outstanding including any principal payments less any interest earned to date.

- Line 24 is the annual closing balance
- Line 25 replicates Line 23
- Line 26 indicates the total financial obligations excluding principal payments outstanding, if any.
- Line 27 determines the annual revenue shortfall due to the legislative cap.
- Line 28 indicates the net projected EDC funding available.
- Row 'A' projects the additional net education land costs that would accrue moving from one by-law period to another should the legislative rate cap remain in place.
- Row 'B' totals the additional funding shortfall in Years 6, 11 and 15 found in Row 'A'.

It is noted the determination of the unfunded net education land costs in Rows A and B are based on the following calculation:

1. Determine the percentage additional growth-related share of the proposed school sites in Years 6, 11 and 15 as additional eligible acres, for both elementary and secondary sites, and apply the average appraised values per acre. Calculate the increase site acquisition and site preparation costs for each
2. Divide the total net eligible growth-related pupil places into the total net new units to derive a NGRPP per unit factor (both panels combined)
3. Multiply #2 above times the projected net new dwellings Yrs 6 to 10; Yrs 11 to 15 and average over 15 years to determine the additional NGRPP that the board would reasonably derive as additional growth-related needs within these time periods
4. Multiply the total 15-year average site acquisition costs per pupil and the average site preparation costs per pupil times #4 above and subtract the values derived in #1 above.

7.8 Non-Residential Share

One of the key policy decisions to be made by the Board in advance of adopting the by-law, is the percentage of net education land costs to be recovered from residential and non-residential development (or residential only).

The apportionment of net education capital costs to determine the residential education development charge per unit and the non-residential rate per square foot of gross floor area was based on the residential/non-residential share approved by the Board in March, 2019 (i.e., 85% residential and 15% non-residential share). A sensitivity analysis outlining a range of possible residential EDC rates and comparable non-residential rates is set out in the top right-hand corner of the cash flow analysis. Non-residential shares ranging from 0% to 40% are determined for this purpose. However, it must be noted, while the Board has the ability to choose different percentage shares as a policy decision, any choice other than the 85% residential and 15% non-residential would be outside of the legislative cap rates by the end of the by-law period and would therefore result in additional revenue loss.

7.9 Education Development Charges

Finally, Table 7-6 summarizes the calculation of the jurisdiction-wide residential and non-residential education development charges for the Board.

This information is consistent with the EDC submission, approval of which is required to be given by the Ministry of Education prior to consideration of by-law adoption.

TABLE 7-6 Conseil des écoles publiques de l'Est de l'Ontario	
CALCULATION OF EDUCATION DEVELOPMENT CHARGES	
Total Growth-Related Net Education Land Costs (over 15-year forecast period including associated financing and study costs)	\$ 70,998,714
Costs Financed in the Previous 2014 By-law	\$ -
Site Acquisition Costs	\$ 36,972,062
Land Escalation Costs	\$ 6,617,160
Site Preparation Costs	\$ 20,369,438
Site Preparation Escalation Costs	\$ 2,298,510
Credit Line Interest Payments	\$ 4,918,178
Study Costs	\$ 336,000
Financial Obligations/Surplus (projected EDC Account Balance as of March 31, 2019)	\$ 119,137
Interest Earnings	\$ (609,152)
Closing Account Balance	\$ (22,619)
Total Net New Units	110,327
Total Non-Residential, Non-Exempt Board-Determined GFA	31,176,916
Residential Education Development Charge Per Unit based on 80% of Total Growth-Related Net Education Land Costs	\$ 547
Non-Residential Education Development Charge Per Sq. Ft. of GFA based on 20% of Total Growth-Related Net Education Land Costs	\$ 0.34

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APPENDIX A - EDC SUBMISSION 2024

The following outlines the EDC Submission forwarded to the Minister of Education for review and approval.

Conseil des écoles publiques de l'Est de l'Ontario Education Development Charges Submission 2024 Form A - Eligibility to Impose an EDC

A.1.1: CAPACITY TRIGGER CALCULATION - ELEMENTARY PANEL

Elementary Panel Board-Wide Capacity	Projected Elementary Panel Average Daily Enrolment Headcount						Elementary Average Projected Enrolment less Capacity
	Year 1 2024/ 2025	Year 2 2025/ 2026	Year 3 2026/ 2027	Year 4 2027/ 2028	Year 5 2028/ 2029	Average Projected Enrolment Over Five Years	
11,013	11,226	11,419	11,591	11,810	12,027	11,615	602

Projected enrolment does not include any elementary or secondary pupils generated by new housing development outside of the City of Ottawa.

A.1.2: CAPACITY TRIGGER CALCULATION - SECONDARY PANEL

Secondary Panel Board-Wide Capacity	Projected Secondary Panel Average Daily Enrolment (ADE)						Secondary Average Projected Enrolment less Capacity
	Year 1 2024/ 2025	Year 2 2025/ 2026	Year 3 2026/ 2027	Year 4 2027/ 2028	Year 5 2028/ 2029	Average Projected Enrolment Over Five Years	
8,353	6,355	6,582	6,941	7,333	7,653	6,973	-1,380

A.2: EDC FINANCIAL OBLIGATIONS (Estimated to June 30 2024)

Adjusted Outstanding Principal:	\$61,155,810
Less Adjusted EDC Account Balance:	\$61,036,673
Total EDC Financial Obligations/Surplus:	-\$119,137

Conseil des écoles publiques de l'Est de l'Ontario
Education Development Charges Submission 2024
Forms B/C - Dwelling Unit Summary

PROJECTION OF NET NEW DWELLING UNITS¹

	Year 1 2024/ 2025	Year 2 2025/ 2026	Year 3 2026/ 2027	Year 4 2027/ 2028	Year 5 2028/ 2029	Year 6 2029/ 2030	Year 7 2030/ 2031	Year 8 2031/ 2032	Year 9 2032/ 2033	Year 10 2033/ 2034	Year 11 2034/ 2035	Year 12 2035/ 2036	Year 13 2036/ 2037	Year 14 2037/ 2038	Year 15 2038/ 2039	Total All Units
City of Ottawa																
Singles and Semi-Detached	1,840	1,959	2,690	2,690	2,690	2,695	2,693	2,650	2,652	2,667	2,673	2,655	1,502	1,500	1,501	35,057
Townhouses, Row Housing, etc.	2,353	2,321	2,546	2,561	2,559	2,557	2,550	2,785	2,781	2,784	2,780	2,782	1,683	1,680	1,682	36,404
Apartments	2,583	2,583	1,848	1,848	1,848	1,848	1,848	1,898	1,898	1,898	1,898	1,898	1,423	1,423	1,423	28,165
Stacked Townhouses	1,601	1,533	1,688	1,686	1,688	1,685	1,684	1,748	1,748	1,748	1,747	1,746	1,345	1,346	1,344	24,337
Total	8,377	8,396	8,772	8,785	8,785	8,785	8,775	9,881	9,879	9,897	9,898	9,881	5,953	5,949	5,950	123,963
FPE01 Nepean- Kanata- W. Carleton- Goulbourn- Rideau																
Singles and Semi-Detached	1,005	1,144	1,334	1,334	1,334	1,334	1,334	1,086	1,086	1,089	1,089	1,086	497	497	498	15,747
Townhouses, Row Housing, etc.	1,052	1,016	1,098	1,098	1,098	1,098	1,098	678	678	678	678	678	347	347	347	11,989
Apartments	359	359	264	264	264	264	264	320	320	320	320	320	182	182	182	4,184
Stacked Townhouses	744	638	549	549	549	549	549	232	232	232	232	232	148	148	148	5,731
Total	3,160	3,157	3,245	3,245	3,245	3,245	3,245	2,316	2,316	2,319	2,319	2,316	1,174	1,174	1,175	37,651
FPE02 S. Gloucester- Osgoode- SW part of Cumberland																
Singles and Semi-Detached	283	259	840	841	841	841	842	1,058	1,058	1,072	1,070	1,058	342	343	343	11,091
Townhouses, Row Housing, etc.	354	356	604	603	603	603	602	1,014	1,014	1,015	1,014	1,014	229	228	228	9,481
Apartments	268	268	248	248	248	248	248	240	240	240	240	240	88	88	88	3,248
Stacked Townhouses	178	218	525	525	525	525	525	656	656	656	656	656	622	622	622	8,167
Total	1,083	1,101	2,217	2,217	2,217	2,217	2,217	2,968	2,968	2,983	2,980	2,968	1,281	1,281	1,281	31,979
FPE03 E. Gloucester - Cumberland																
Singles and Semi-Detached	336	338	315	317	318	317	316	263	265	265	264	263	443	443	445	4,908
Townhouses, Row Housing, etc.	468	468	473	486	484	484	476	440	438	438	438	440	584	582	582	7,281
Apartments	153	153	95	95	95	95	95	179	179	179	179	179	203	203	203	2,285
Stacked Townhouses	442	440	433	431	432	433	432	448	448	448	449	448	295	297	295	6,171
Total	1,399	1,399	1,316	1,329	1,329	1,329	1,319	1,330	1,330	1,330	1,330	1,330	1,525	1,525	1,525	20,645
FPE04 City of Ottawa Inside Greenbelt																
Singles and Semi-Detached	186	184	164	161	160	166	164	204	206	204	211	211	176	173	171	2,741
Townhouses, Row Housing, etc.	478	480	369	372	372	370	372	651	649	651	648	648	521	521	523	7,625
Apartments	1,799	1,799	1,220	1,220	1,220	1,220	1,220	1,139	1,139	1,139	1,139	1,139	944	944	944	18,225
Stacked Townhouses	236	236	180	180	181	177	177	411	411	411	409	409	279	278	278	4,253
Total	2,699	2,699	1,933	1,933	1,933	1,933	1,933	2,405	2,405	2,405	2,407	2,407	1,920	1,916	1,916	32,844
FPE05 New Housing Accommodated Outside of Ottawa																
Singles and Semi-Detached	30	34	37	37	37	37	37	39	37	37	39	37	44	44	44	570
Townhouses, Row Housing, etc.	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	28
Apartments	4	4	21	21	21	21	21	20	20	20	20	20	6	6	6	231
Stacked Townhouses	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	15
Total	36	40	61	61	61	61	61	62	60	60	62	60	53	53	53	844

Notes: 1. Assumed to be net of demolitions and conversions.

Grand Total Gross New Units in By-Law Area	123,963
Less: Statutorily Exempt Units in By-Law Area	-13,636
Total Net New Units in By-Law Area	110,327

Conseil des écoles publiques de l'Est de l'Ontario
 Education Development Charges Submission 2024
 Form D - Non-Residential Development

D1 - Non-Residential Charge Based On Gross Floor Area (sq. ft.)

Total Estimated Non-Residential Board-Determined Gross Floor Area to be Constructed Over 15 Years From Date of By-Law Passage	46,894,856
Less: Board-Determined Gross Floor Area From Exempt Development (34%)	15,717,940
Net Estimated Board-Determined Gross Floor Area	31,176,916

Conseil des écoles publiques de l'Est de l'Ontario
Education Development Charges Submission 2024
Net Growth-related Pupil Places

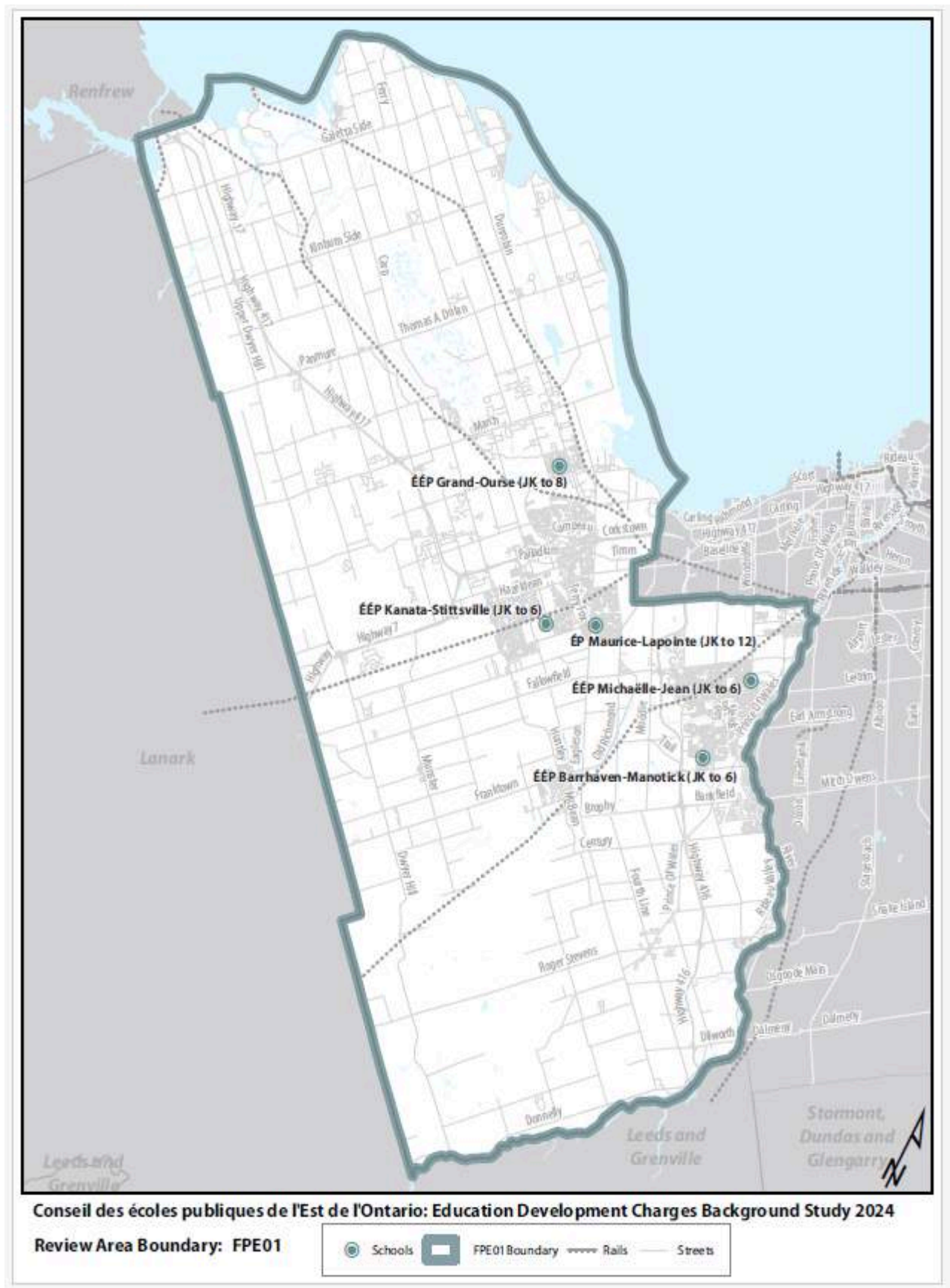
Review Area	Total Cumulative 15 Year New Net Unit Projections	% Total Percent Municipal Residential Growth	Weighted Blended EDC Pupil Yield	2024/2025- 2028/2029 Pupil Requirements of New Development (4)-(3) x(1)	2022/2023 4 OTG Capacity	2026/2027 ADE Existing Community Projections	Net Growth Related Pupil Place Requirements	SINGLE and SEMI- DETACHED	MEDIUM DENSITY	APARTMENTS (includes purpose- built seniors housing and student housing)	TOTAL STACKEED TOWNHOUSES	SINGLE and SEMI- DETACHED	MEDIUM DENSITY	APARTMENTS (includes purpose- built seniors housing and student housing)	TOTAL UNITS
FPS 01 Nipawis, Knaab-W Carleton Place, Groulx-Carleton Place	37,651	30%	0.0217	817	1,618	1,657	172	15,747	11,989	4,184	5,731	0.0295	0.0247	0.0029	0.0077
FPS 02 S Gloucester - Dependent's Ward part of Cumberland	31,979	26%	0.0197	629	890	903	328	11,091	9,491	3,240	8,167	0.0280	0.0274	0.0024	0.0120
FPS 03 E Gloucester - Cumberland	20,645	17%	0.0316	653	2,251	2,360	371	4,908	7,281	2,285	6,171	0.0804	0.0448	0.0024	0.0316
FPS 04 City of Ottawa Inhabitants Credit	32,844	26%	0.0108	354	2,704	2,891	674	2,741	7,625	18,225	4,253	0.0234	0.0234	0.0019	0.0108
FPS 05 New House Accommodated Outside of Ottawa	844	1%	0.0120	10	3,590	3,714	-	570	28	231	15	0.0154	0.0417	0.0010	0.0120
TOTAL	123,963	100%	0.0999	2464	11,063	11,525	1,544	35,657	36,484	28,165	24,337	0.0311	0.0279	0.0022	0.0199

Review Date	Total Cumulative 15 Year New Net Unit Projections	% Total Forecast Municipal Residential Growth	Weighted Blended EDC Pupil Yield	2024/2025- 2038/2039 Pupil Requirements of New Development	2023/202 4 OTG Capacity	2038/2039 ADE Existing Community Projections	Net Growth Related Pupil Place Requirements	SINGLE and SEMI- DETACHED	MEDIUM DENSITY	APARTMENTS (includes purpose- built rental housing and student housing)	STACKED TOWNHOUSE S	TOTAL UNITS
	(1)	(2)	(3)	(4)=(3) x (1)	(5)	(6)	(7)					
FFS01 Inset Growth	7,617	6.1%	0.0101	77	2,491	2,173	200	780	766	4,620	1,443	7,617
FFS02 Output Growth	115,502	93.2%	0.0102	1,178	3,419	3,901	811	33,707	35,610	23,306	22,879	115,502
FFS03 New Housing Accommodated Outside of Others	844	0.7%	0.0030	3	2,443	1,594	-	570	28	231	15	844
TOTAL	123,953	100.0%	0.0081	1,258	8,353	7,668	1,011	35,657	36,404	28,155	24,337	123,953
								0.053	0.049	0.0011	0.0651	0.001
								0.053	0.047	0.0012	0.0048	0.0012
								0.0031	0.0169	0.0013	0.0000	0.0030
								0.053	0.049	0.0011	0.0651	0.001

TOTAL (BOTH PANELS)				3 722	10 366	10 103	2 555
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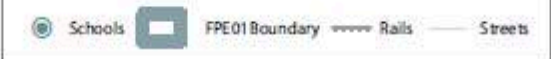
ELEMENTARY REVIEW AREAS

Review Area Map FPE01



Conseil des écoles publiques de l'Est de l'Ontario: Education Development Charges Background Study 2024

Review Area Boundary: FPE01



EDUCATION DEVELOPMENT CHARGES SUBMISSION 2024

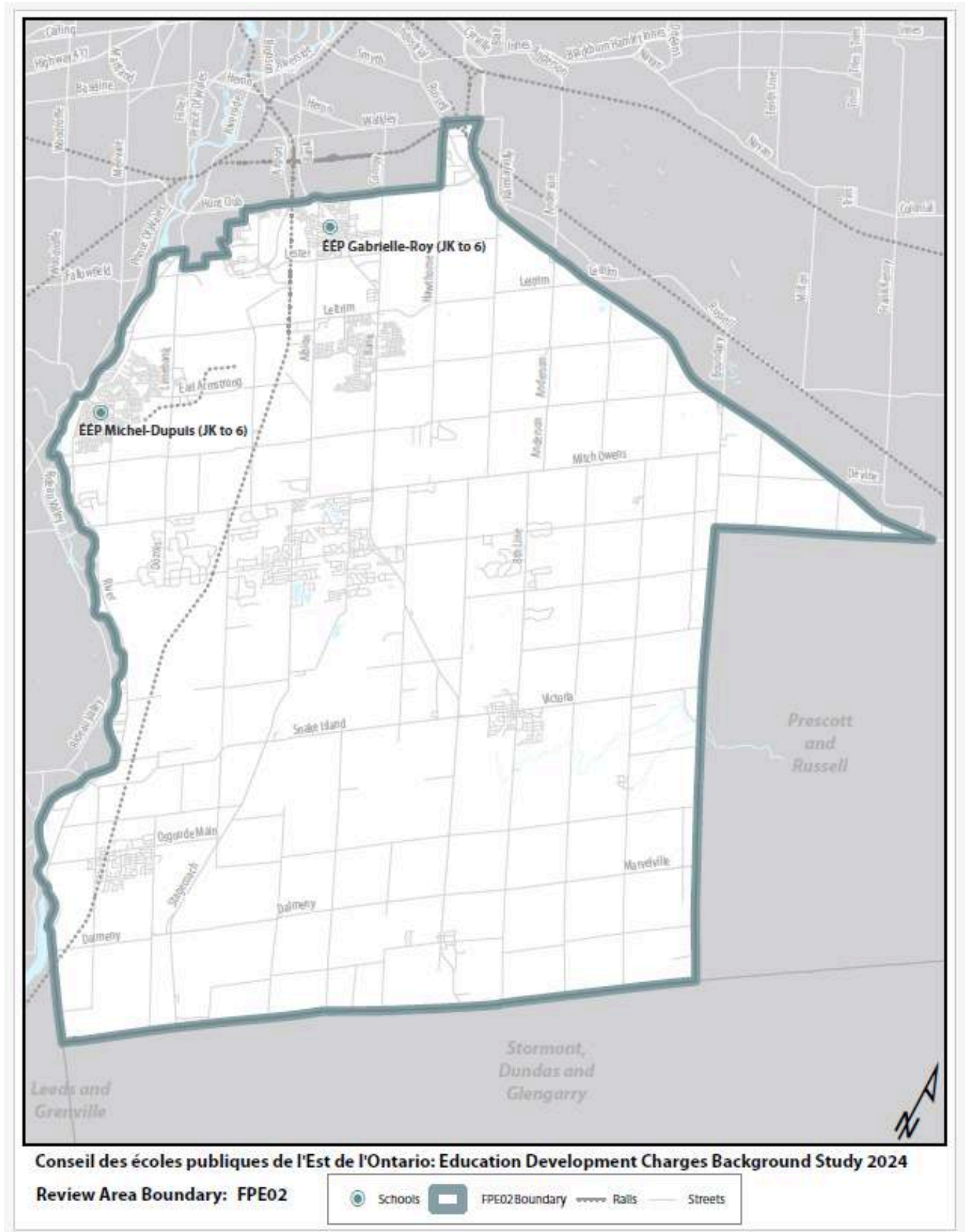
Review Area Schools not Impacted by New Ho using Development, or for which no Geo with-Related Accommodation Solutions are Required

Review Area: School Impact: by Housing Growth and for which additional Growth-Related Accommodation Solutions are Required

C	Total Pupils/Spaces Available to Accommodate Growth
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44

Review Area Map FPE02



Conseil des écoles publiques de l'Est de l'Ontario - FORMS E AND F
EDUCATION DEVELOPMENT CHARGES SUBMISSION 2024

Conseil des écoles publiques de l'Est de l'Ontario - FORMS E AND F												
EDUCATION DEVELOPMENT CHARGES SUBMISSION 2024												
1. EEP Leiria (9277) (JK-6) with OTE of 354 site preparation costs only	2. Riverside Sud II	3.							Total Yr. 15 Growth-related Pupils			
										Projected Housing Growth	Weighted/Blended Elementary Yield	Total Net New Units 2038/39
Total MSRP			Low Density			11,091						
354			Medium Density			9,481						
338			High Density - Apartments			3,300						
			High Density - Stacked Townhouses			8,167						
			Total Net Dwelling Units			31,979						

Review Area: PE02 S. Gower at Osageville - S/W part of Cumberland

Projected Housing Growth	Year										Year 15 2038/39
	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	
Low Density	283	299	314	329	344	359	374	389	404	419	340
Medium Density	354	369	384	399	414	429	444	459	474	489	228
High Density - Apartments	283	298	313	328	343	358	373	388	403	418	88
High Density - Stacked Townhouses	138	153	168	183	198	213	228	243	258	273	622
A. Total Net Dwelling Units	1,068	1,109	1,150	1,191	1,232	1,273	1,314	1,355	1,396	1,437	1,281

Review Area: Schools not Impacted by New Housing Development, or for which no Growth-related Accommodation Solutions are Required

Review Area: Schools	OTE Capacity	Year										Year 15 2038/39
		2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	
B1												
B2												
B3												
B4												
B5												
B6												
B7												
B8												
B9												
B10												
Totals												
B. Total RO MD												
B. Total Surplus Pupil Spaces												

Review Area: Schools Impacted by Housing Growth and for which additional Growth-related Accommodation Solutions are Required

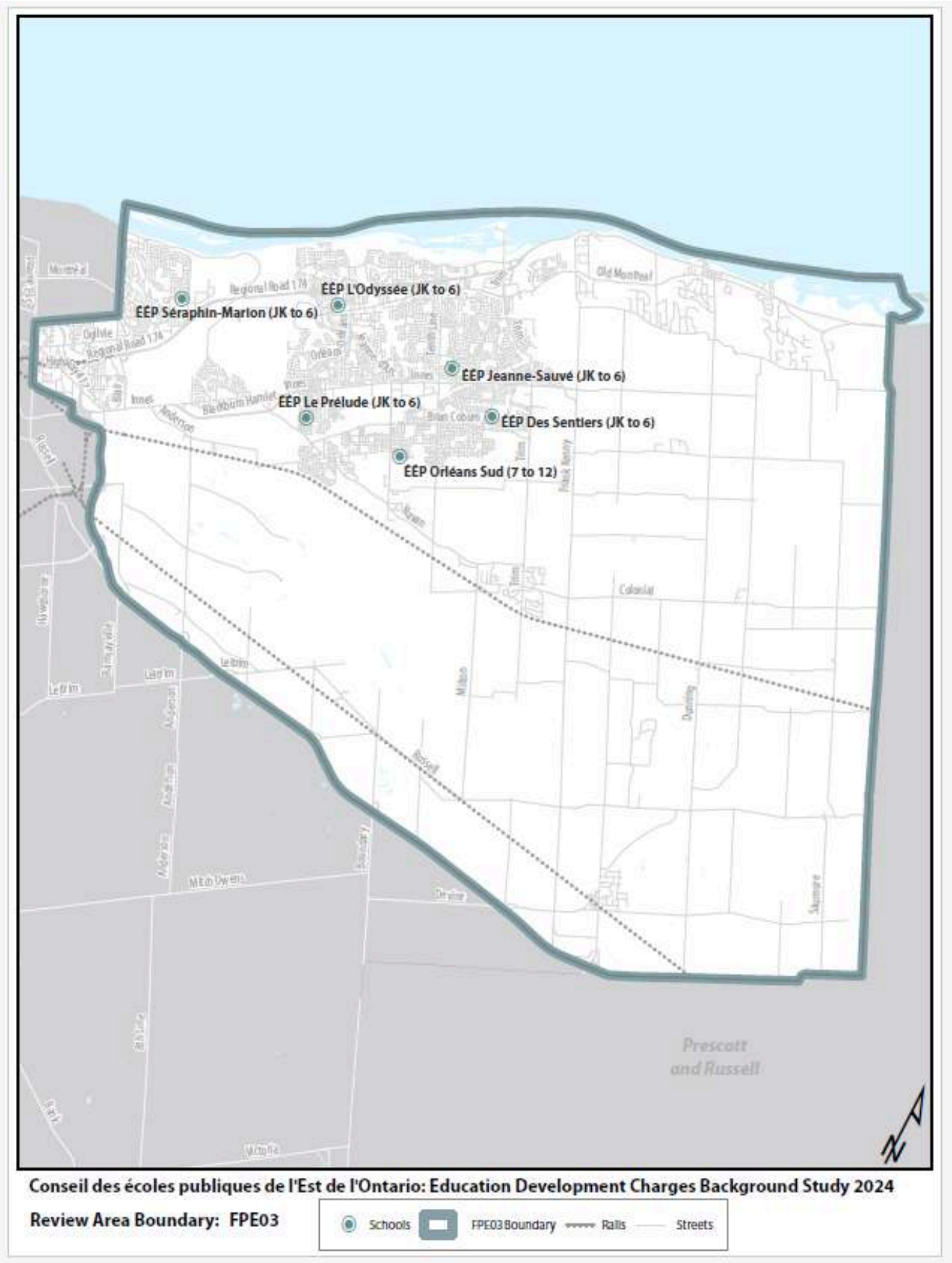
C1 EEP Gabriel (JK-6)	OTE Capacity	Year										Year 15 2038/39
		2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	
C1	484	451	440	429	418	407	396	385	374	363	352	469
C2	366	344	323	302	281	260	239	218	197	176	155	423
C3	-	-	150	176	202	228	254	280	306	332	358	200
C4												
C5												
C6												
C7												
C8												
Totals	850	895	902	940	977	1,011	1,046	1,080	1,114	1,148	1,183	1,532
C. Total Pupil Spaces Available to Accommodate Growth												

D. Requirements of New Developments for Growth Areas (Cumulative)

D. Requirements of New Developments for Growth Areas (Cumulative)	Year										Year 15 2038/39
	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	
D. Requirements of New Developments for Growth Areas (Cumulative)	37	81	125	169	213	257	301	345	389	433	629

Note: The Board is excluding any available capacity in the projected housing developments in the catchment areas of these schools.

Review Area Map FPE03



Conseil des écoles publiques de l'Est de l'Ontario - FORMS E AND F
EDUCATION DEVELOPMENT CHARGES SUBMISSION 2024

	Total HSPF											Projected HO Using Growth	Weighted/ Blended Elementary Yield	Total Net New Units 2036/39	Total Yr 15 Growth- related Pupils	
	Year 1 2024/25	Year 2 2025/26	Year 3 2026/27	Year 4 2027/28	Year 5 2028/29	Year 6 2029/30	Year 7 2030/31	Year 8 2031/32	Year 9 2032/33	Year 10 2033/34	Year 11 2034/35					Year 12 2035/36
1. EEP Orleans Sud (SLD8, IJK-6) (with OTG of 354)	336	338	345	347	348	347	346	343	335	285	285	283	445	582	446	
2. EEP Orleans Nord Est (SLD20, IJK-6)	483	483	473	473	484	484	484	481	438	438	438	437	584	582	446	
3. Orleans Center	153	153	95	95	95	95	95	139	179	179	179	179	205	205	203	
4.	442	441	453	451	452	453	452	448	448	448	448	448	395	397	395	
A. Total Net Dwelling Units	1,369	1,369	1,316	1,369	1,369	1,369	1,319	1,330	1,330	1,330	1,330	1,330	1,525	1,525	1,525	
Review Area FPD31 E. Gloucester-Cumberland																

Review Area FR03 E. Gloucester - Cumberland

	Review Area Schools	OTG Capacity 2023/24	Current 2023/24	Year 1 2024/25	Year 2 2025/26	Year 3 2026/27	Year 4 2027/28	Year 5 2028/29	Year 6 2029/30	Year 7 2030/31	Year 8 2031/32	Year 9 2032/33	Year 10 2033/34	Year 11 2034/35	Year 12 2035/36	Year 13 2036/37	Year 14 2037/38	Year 15 2038/39
B1	EEP Uddipalle (JK-6)	539	483	485	482	483	448	446	438	421	405	424	425	425	425	425	425	424
B2	EEP Sathan-Madon (JK-6)	418	342	367	360	360	338	341	401	403	401	406	405	405	405	407	403	409
B3																		
B4																		
B5																		
B6																		
B7																		
B8																		
B9																		
B10																		
Total		957	825	823	842	842	847	847	839	855	809	862	862	862	862	864	865	868
Total RNO			7	45	23	23	30	38	46	54	63	74	84	94	105	112	119	127
Total Supply Pupil Spaces			152	101	92	92	79	72	75	49	35	22	11	1				

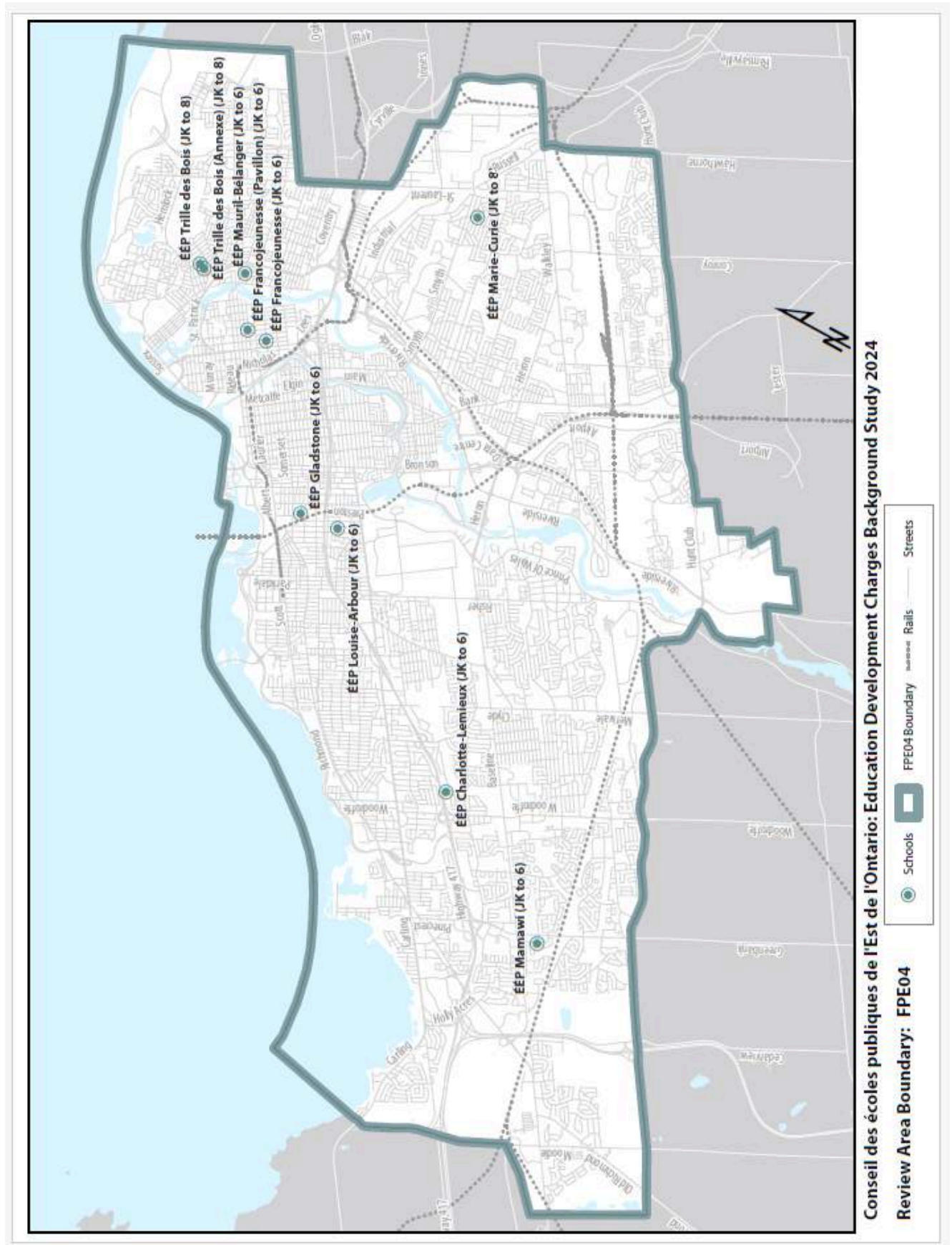
Review Area Schools Impacted by Housing Growth and for which additional Growth-related Accommodation Solutions are Required

		OTG Capacity 2023/24	Year 1 2024/25	Year 2 2025/26	Year 3 2026/27	Year 4 2027/28	Year 5 2028/29	Year 6 2029/30	Year 7 2030/31	Year 8 2031/32	Year 9 2032/33	Year 10 2033/34	Year 11 2034/35	Year 12 2035/36	Year 13 2036/37	Year 14 2037/38	Year 15 2038/39
C1	EEP Des Sentiers (JK-6)	485	363	359	359	346	340	322	310	301	309	335	338	340	341	342	340
	R1M II		5	10	15	15	14	12	10	9	10	14	17	14	14	14	14
C2	EEP Les Sentiers (JK-6)	360	466	469	469	510	518	515	504	502	504	504	504	504	505	506	506
	R2M II		7	14	24	35	45	55	66	76	86	96	106	116	124	132	140
C3	EEP Le Préville (JK-6)	485	399	405	420	441	418	414	416	415	413	415	415	415	416	417	418
	R3M II		4	7	10	13	16	19	22	25	28	31	34	37	39	40	41
C4	EEP Orléans Sud (JK-6) (opening 2025/26)	-	220	216	224	219	225	220	221	222	222	222	222	222	222	222	222
	R4M II		20	41	58	75	92	110	127	149	151	164	176	188	198	199	199
C5	R5M II																
C6	R6M II																
C7	R7M II																
C8	R8M II																
Total	Total	1,254	1,514	1,533	1,609	1,657	1,676	1,682	1,700	1,739	1,774	1,828	1,842	1,872	1,920	1,998	2,019
C	Total Pupil Spaces Available to Accommodate Growth		-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

D. Requirements of New Development for Growth Areas (Cumulative)	72	107	143	178	215	248	277	305	334	363	394	436	481	526
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Note: The Board is excluding any available capacity found in Section B (above) in that projected housing development is outside of the catchment area of these schools.

Review Area Map FPE04



EDUCATION DEVELOPMENT CHARGES SUBMISSION 2024

Review Areas: Schools not impacted by New Housing Development, or for which no Growth-related Accommodation Solutions are Required

Review Areas: Schools Impacted by Housing Growth and for which additional Growth-related Accommodation Solutions are Required

Γ	Even moments of $\text{Mass}(\text{Dose})$ for $\text{Dose} = 0, 2, 4, 6, 8, 10$ (mg/kg)	10	15	20	25	30	35	40	45	50
0	Even moments of $\text{Mass}(\text{Dose})$ for $\text{Dose} = 0, 2, 4, 6, 8, 10$ (mg/kg)	24	30	36	42	48	54	60	66	72

Note: The Board is excluding any available capacity found in Section 8 (above) in that projected housing development is outside of the catchment areas of these schools.

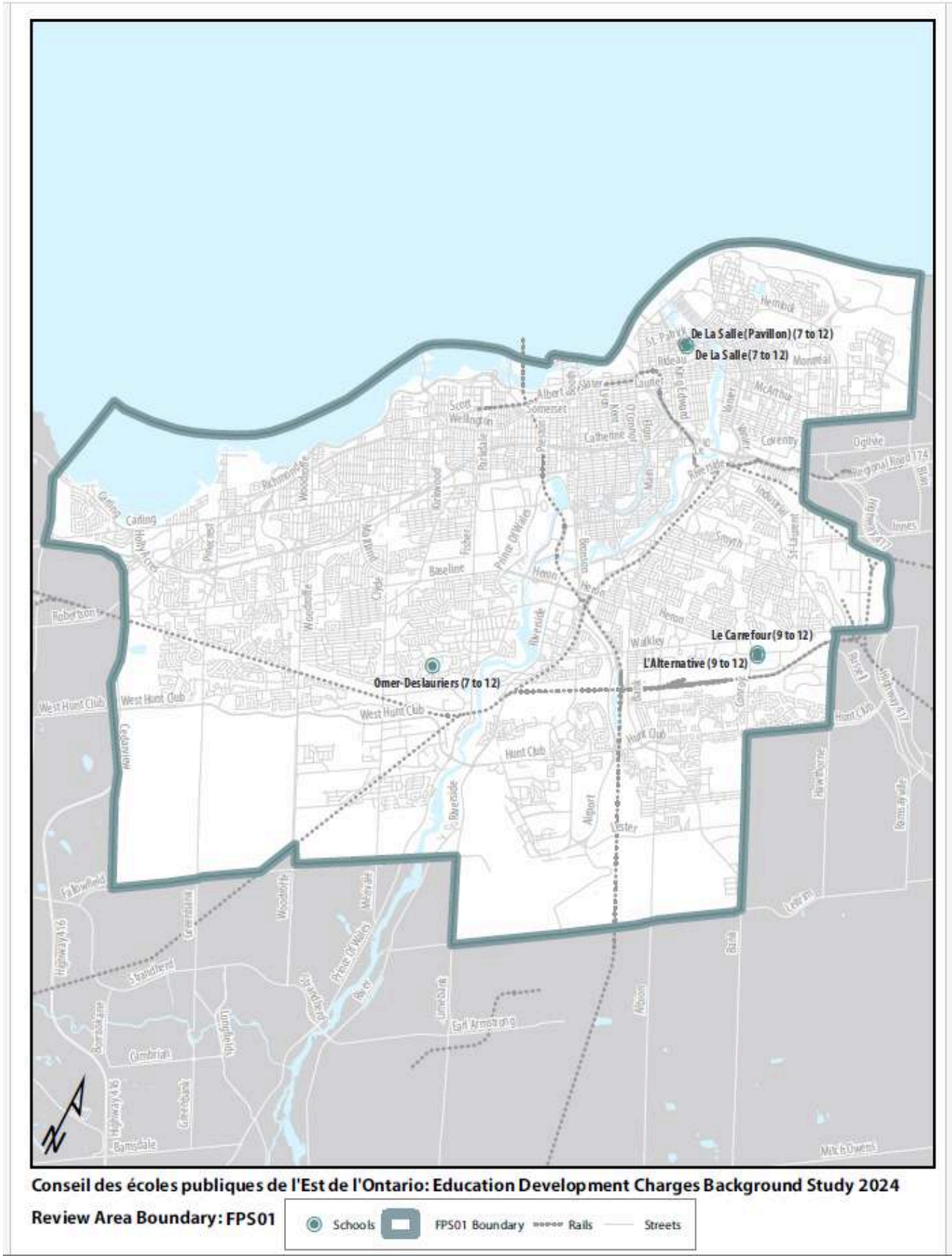
Elementary Form G

Form G - Growth-related Elementary Net Education Lands Costs							Includes Underground Parking Costs			
Review Area	Description of Growth-related Site Acquisition Needs	Site Status	Proposed Year of Acquisition	NGRPP Requirements	Proposed School Capacity	% of Capacity Attributable to NGRPP Requirements	Total # of Acres Required	EDC Eligible Acres	Cost per Acre	Education Land Costs
FPE01	ÉÉP Kanata Ouest (50585) (JK-6)	Designated & Reserved	2029	172	259	66%	6.00	3.98	\$ 990,000	\$ 3,937,830
FPE02	Riverside South II	Designated	2030	328	354	93%	6.00	5.55	\$ 990,000	\$ 5,497,017
FPE03	ÉÉP Orléans Nord-Est (JK-6) (51230)	Designated & Reserved	2031	259	259	100%	6.00	6.00	\$ 990,000	\$ 5,940,000
FPE03	Orleans Center	TBD	2032	112	259	43%	2.00	0.86	\$ 2,500,000	\$ 2,152,510
FPE04	ÉÉP Rockcliffe (51229) (JK-6) (Wateridge Village)	Owned	2024	508	897	73%	6.48	4.72	\$ 1,383,538	\$ 8,985,328
FPE04	Centre Nord Gladstone Village (51506) (JK-6)	TBD	2024	188	449	37%	2.00	0.74	\$ 4,000,000	\$ 2,957,894
Total Elementary Education Land Costs				1,544	2,277		28.5	21.9		\$ 29,450,368

Form G - Growth-related Elementary Net Education Lands Cost				Includes Underground Parking Costs				
Review Area	Description of Growth-related Site Acquisition Needs	Less Previously Funded Education Land Costs	Eligible Site Preparation Costs	Less Previously Funded Site Preparation Costs	Land Escalation Costs	Site Preparation Escalation Costs	Financing Costs	Total Education Land Costs Underlying Proposed EDC Rates
FPE01	ÉÉP Kanata Ouest (50585) (JK-6)	\$ -	\$ 1,120,889	\$ -	\$ 1,087,950	\$ 166,661	\$ -	\$ 6,313,330
FPE02	Riverside South II	\$ -	\$ 1,584,706	\$ -	\$ 1,518,724	\$ 268,597	\$ -	\$ 8,849,044
FPE03	ÉÉP Orléans Nord-Est (JK-6) (51230)	\$ -	\$ 1,690,800	\$ -	\$ 1,641,112	\$ 329,863	\$ -	\$ 9,601,775
FPE03	Orleans Center	\$ -	\$ 2,402,631	\$ -	\$ 594,699	\$ 526,163	\$ -	\$ 5,676,003
FPE04	ÉÉP Rockcliffe (51229) (JK-6) (Wateridge Village)	\$ (8,965,328)	\$ 1,330,643	\$ (10,722)	\$ -	\$ 53,324	\$ -	\$ 1,373,245
FPE04	Centre Nord Gladstone Village (51506) (JK-6)	\$ (200,582)	\$ 3,808,369	\$ (16,964)	\$ -	\$ 153,173	\$ -	\$ 6,701,700
Total Elementary Education Land Costs		\$ (9,165,890)	\$ 11,918,038	\$ (27,686)	\$ 4,842,485	\$ 1,497,781	\$ -	\$ 38,515,096

SECONDARY REVIEW AREAS

Review Area Map FPS01



EDUCATION DEVELOPMENT CHARGES SUBMISSION 2024

1. 500 Old St. Patrick (leased on 15 acres) to bring 7 classes and reform the Better Future school (leaving 15 acres) to the future.

2. Redirected 200 pupils from F502 to new Le Bets: F605 Gr 7-12 school

Review Article: PSD1 Inside Greenbelt

[illegible]

Review Area Schools not Impacted by New Housing Development, or for which no Growth-related Accommodation Solutions are Required

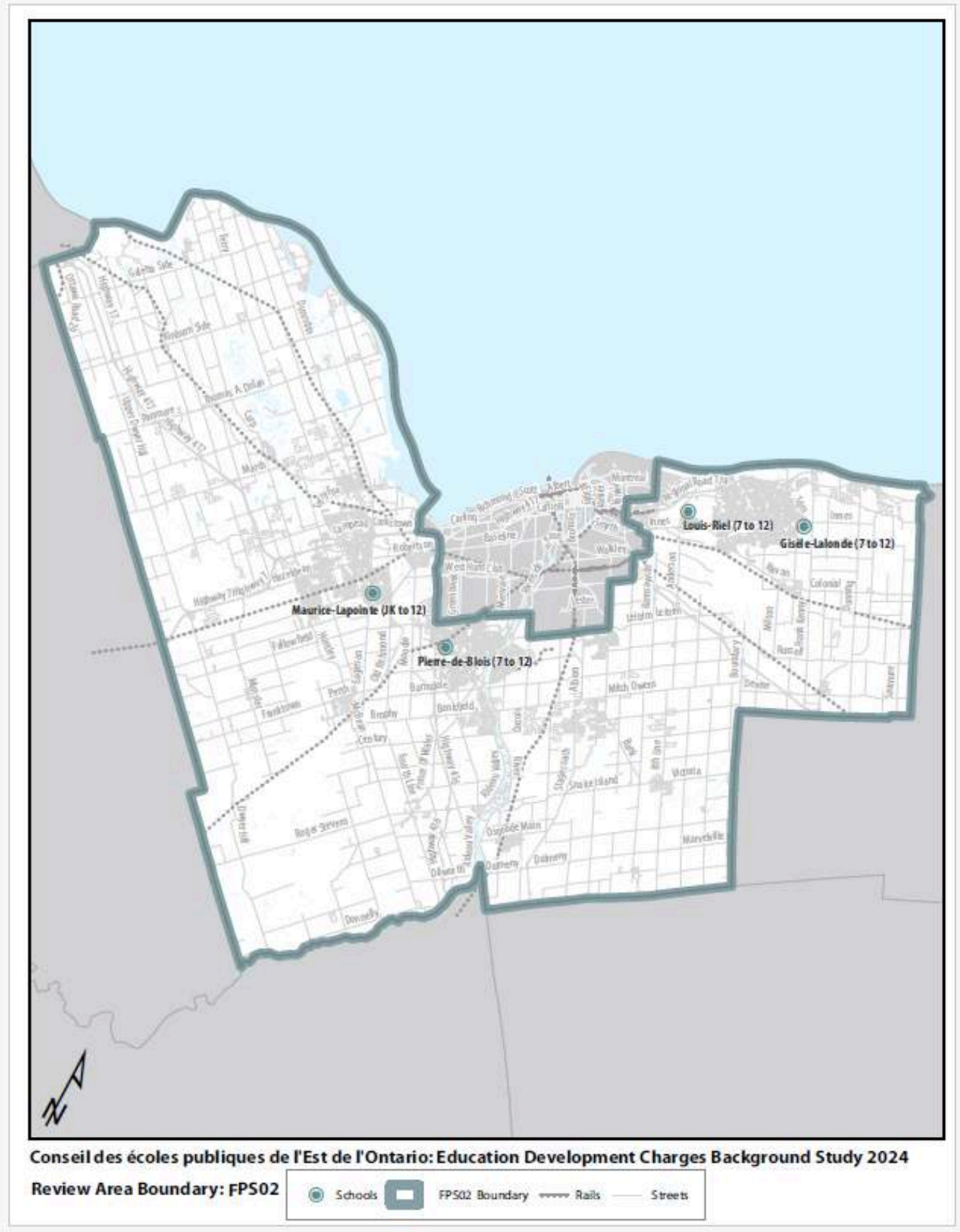
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Review Area Schools Impacted by Housing Growth and for which additional Growth-related Accommodation Solutions are Required

Средства	2022/24	2022/25	2023/26	2024/27	2025/28	2026/29	2027/30	2028/31	2029/32	2030/33	2031/34	2032/35	2033/36	2034/37	2035/38	2036/39	2037/40	2038/41	2039/42
C1	1,240	977	950	925	933	970	983	988	995	997	982	1,021	1,031	972	964	969	972	972	972
C2	352	432	363	363	400	400	405	438	432	398	360	413	428	482	438	428	432	432	432
C3	248	348	358	377	385	377	372	366	374	383	370	372	372	372	372	372	372	372	372
C4	500	336	312	281	287	271	275	300	290	308	313	318	311	338	308	305	338	338	338
C5																			
C6																			
C7																			
C8																			
Тотал	2,340	1,684	1,626	1,795	1,836	1,900	1,919	1,959	1,988	2,010	2,019	2,064	2,107	2,152	2,108	2,240	2,240	2,240	2,240

Q	Require more of New Development for Growth Case (Cumulative)	29	41	53	65
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Review Area Map FPS02



EDUCATION DEVELOPMENT CHARGES SUBMISSION 2024

Review Area Schools no Impacted by New Housing Development, or for which no Growth-related Accommodation Solutions are Required

Review Area Schools Impacted by Housing Growth and for which additional Accommodations are Required

D	Requirements of New Development for Growth Areas (Cumulative)
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101

Secondary Form G

Form G - Growth-related Secondary Net Education Lands Cos							Includes Underground Parking Costs			
Review Area	Description of Growth-related Site Acquisition Needs	Site Status	Proposed Year of Acquisition	NGRPP Requirements	Proposed School Capacity	% of Capacity Attributable to NGRPP Requirements	Total # of Acres Required	EDC Eligible Acres	Cost per Acre	Education Land Costs
FPS01	LeBreton Flats	Seeking Designation with NCC	2026	200	713	28%	2.00	0.56	\$ 3,000,000	\$ 1,683,029
FPS02	Riverside Sud (50669) (Gr 7-12)	Designated & Reserved	2028	406	414	98%	8.00	7.84	\$ 990,000	\$ 7,759,304
FPS02	Kanata Nord (51395) (Gr 7-12)	Designated & Reserved	2024	406	414	98%	7.47	7.32	\$ 990,000	\$ 7,245,250
Total Secondary Education Land Costs				1,011	1,541		17.5	15.7		\$ 16,687,584

Form G - Growth-related Secondary Net Education Lands Costs					Includes Underground Parking Costs				
Review Area	Description of Growth-related Site Acquisition Needs	Education Land Costs	Less Previously Funded Education Land Costs	Eligible Site Preparation Costs	Less Previously Funded Site Preparation Costs	Land Escalation Costs	Site Preparation Escalation Costs	Financing Costs	Total Education Land Costs Underlying Proposed EDC Rates
FPS01	LeBreton Flats	\$ 1,683,029	\$ -	\$ 4,208,093	\$ -	\$ 102,496	\$ 392,432	\$ -	\$ 6,386,050
FPS02	Riverside Sud (50669) (Gr 7-12)	\$ 7,759,304	\$ -	\$ 2,208,659	\$ -	\$ 1,672,179	\$ 303,522	\$ -	\$ 11,943,664
FPS02	Kanata Nord (51395) (Gr 7-12)	\$ 7,245,250	\$ -	\$ 2,052,335	\$ -	\$ -	\$ 104,775	\$ -	\$ 9,412,360
Total Secondary Education Land Costs		\$ 16,687,584	\$ -	\$ 8,479,086	\$ -	\$ 1,774,675	\$ 800,729	\$ -	\$ 27,742,074

Conseil des écoles publiques de l'Est de l'Ontario
Education Development Charges Submission 2024
Form H1 - EDC Calculation - Uniform Residential and Non-Residential

Determination of Total Growth-Related Net Education Land Costs

Total	15-Year Education Land Costs (Form G)	\$ 70,543,577
Total	Unfunded Financial Obligations	\$ 119,137
Less	Positive EDC Account Balance	\$ -
Subtotal	Growth-Related Net Education Land Costs	\$ 70,662,714
Add	EDC Study Costs	\$ 336,000
Total	Growth-Related Net Education Land Costs	\$ 70,998,714

Apportionment of Total 15-Year Growth-Related Net Education Land Costs

Total Growth-Related Net Education Land Costs to be Attributed to Non-Residential Development (Maximum 40%)	15%	\$ 10,649,807
Total Growth-Related Net Education Land Costs to be Attributed to Residential Development	85%	\$ 60,348,907

Calculation of Uniform Residential Charge

Residential Growth-Related Net Education Land Costs	\$ 60,348,907
Net New Dwelling Units (Form C)	110,327
Uniform Residential EDC per Dwelling Unit	\$ 547

Calculation of Non-Residential Charge - Use Either Board

Non-Residential Growth-Related Net Education Land Costs		\$ 10,649,807
GFA Method	Non-Exempt Board-Determined GFA (Form D)	28,830,869
	Non-Residential EDC per Square Foot of GFA	\$ 0.37

Conseil des écoles publiques de l'Est de l'Ontario
Ontario Ministry of Education
Education Development Charges Submission 2024
Form H2 - EDC Calculation - Differentiated Residential and Non-Residential

Residential Growth-Related Net Education Land Cost \$ 60,348,907

City of Ottawa Differentiated Jurisdiction-wide Rate
Determination of Distribution of New Development

Type of Development (Form B)	Net New Units (Form B & C)	15-Year Elementary Pupil Yield (Form E)	Elementary Gross Requirements of New Development	Distribution of Elementary Gross Requirements of New Development	15-Year Secondary Pupil Yield (Form E)	Secondary Gross Requirements of New Development	Distribution of Secondary Gross Requirements of New Development	Total Gross Requirements of New Development	Distribution Factor
Low Density	35,057	0.0311	1,091	44.27%	0.0153	535	42.51%	1,626	43.68%
Medium Density	60,741	0.0216	1,312	53.25%	0.0114	602	54.98%	2,004	53.84%
High Density	28,165	0.0022	61	2.48%	0.0011	32	2.50%	93	2.49%
Total Units	123,963	0.0400	2,464	100.00%	0.0208	1,258	100.00%	3,722	100.00%

Jurisdiction-wide Cost per Dwelling Unit

\$487

Calculation of Differentiated Charge Based on Pupil Yields per Unit:

Type of Development (Form B)	Apportionment of Residential Net Education Land Cost by Development Type	Net New Units	Differentiated Residential EDC per Unit by Development Type
	Type	Type	Type
Low Density	\$26,358,527	35,057	\$ 752
Medium Density	\$32,489,166	60,741	\$ 535
High Density	\$1,501,214	28,165	\$ 53
Total EDC Revenue Generated:	\$60,348,907	123,963	

APPENDIX B - DRAFT EDC BY-LAW

EDUCATION DEVELOPMENT CHARGES BY-LAW CONSEIL DES ÉCOLES PUBLIQUES DE L'EST DE L'ONTARIO BY-LAW No. 01-2024-RAS-OTTAWA

A By-Law for the imposition of education development charges

WHEREAS the Education Act, R.S.O. 1990, c. E.2, as amended or a successor statute (hereinafter the “**Act**”) authorizes a district school board to pass By-Laws for the imposition of education development charges against land undergoing residential and non-residential development in the area of jurisdiction of the board where residential development in such area would increase education land costs;

AND WHEREAS on [●], 2024, the Minister of Education approved the estimates of the Conseil des écoles publiques de l'Est de l'Ontario (hereinafter the “**Board**”) which are prescribed under Section 10, paragraph 1 of Ontario Regulation 20/98;

AND WHEREAS the Board has determined that residential and non-residential development in its area of jurisdiction will result in increased education land costs;

AND WHEREAS the estimated average number of elementary school pupils of the Board over the five (5) years immediately following the day this By-Law comes into force will exceed the total capacity of the Board to accommodate the secondary school pupils throughout its jurisdiction on the day this By-Law is passed;

AND WHEREAS the Board has unmet financial obligations on the day prior to the day the By-law is proposed to be adopted;

AND WHEREAS the Board has complied with the conditions prescribed by Section 10 of Ontario Regulation 20/98;

AND WHEREAS the Board has conducted a review of its education development charge policies, made sufficient information available to the public, and held a public meeting on February 27, 2024, in accordance with Section 257.60 of the *Education Act*;

AND WHEREAS the Board has given a copy of the education development charge background study relating to this By-Law to the Minister of Education and to each school board having jurisdiction within the area to which this By-Law applies;

AND WHEREAS the Board has given notice and held public meetings on February 27, 2024, in accordance with Section 257.63(1) of the *Education Act* and permitted any person who

attended the public meetings to make representations in respect of the proposed education development charges;

AND WHEREAS the Board has determined in accordance with Section 257.63(3) of the *Education Act* that no additional public meeting is necessary in respect of this By-Law;

NOW THEREFORE THE CONSEIL DES ÉCOLES PUBLIQUES DE L'EST DE L'ONTARIO HEREBY ENACTS AS FOLLOWS:

PART I

APPLICATION

Definitions

1. The definitions and terms contained in this By-Law shall have the same meanings as those contained in the Act and the Regulation (as hereinafter defined), as amended from time to time. In the event of ambiguity, the definitions contained in this By-Law shall prevail.
2. In this By-Law,
 - a. “Act” means the Education Act, R.S.O. 1990, c.E.2, as amended, or a successor statute;
 - b. “alternative project” means a project, lease or other prescribed measure, approved by the Minister of Education under Section 257.53.1 of the Act, that would address the needs of the Board for pupil accommodation and would reduce the education land costs;
 - c. “Board” means the Conseil des écoles publiques de l’Est de l’Ontario;
 - d. “development” means the construction, erection or placing of one or more buildings or structures on land or the making of an addition or alteration to a building or structure that has the effect of increasing the gross floor area, number of dwelling units or usability thereof, and includes redevelopment;
 - e. “dwelling unit” means a room or suite of rooms used, or designed or intended for use by one person or persons living together, in which culinary and sanitary facilities are provided for the exclusive use of such person or persons, and shall include, but is not limited to, a dwelling unit or units in an apartment, group home, mobile home, duplex, triplex, semi-detached dwelling, single detached dwelling, stacked row dwelling (townhouse), back-to-back townhouses, rear lane townhouses, row dwelling (townhouse), the residential portion of a mixed-use building or structure, secondary dwelling unit, and a cottage or seasonal dwelling unit that is capable of being occupied year-round. Notwithstanding the foregoing, (i) a unit or room in a temporary

- accommodation to the travelling or vacationing public and (ii) living accommodation in a nursing home as defined in and governed by the provisions of the *Long-Term Care Homes Act, 2007*, S.O. 2007, c.8, shall not constitute dwelling units for purposes of this By-Law;
- f. “education development charge” means charges imposed pursuant to this By-Law in accordance with the Act;
- g. “education land costs” means costs incurred or proposed to be incurred by the Board,
- i. to acquire land or an interest in land, including a leasehold interest, to be used by the Board to provide pupil accommodation;
 - ii. to provide services to the land or otherwise prepare the site so that a building or buildings may be built on the land to provide pupil accommodation;
 - iii. to prepare and distribute education development charge background studies as required under the Act;
 - iv. as interest on money borrowed to pay for costs described in paragraphs (i) and (ii);
 - v. to undertake studies in connection with an acquisition referred to in paragraph (i); and
 - vi. in connection with alternative projects approved by the Minister of Education pursuant to s. 257.53.1 of the Act;
- h. “existing industrial building” means a building used for or in connection with,
- i. manufacturing, producing, processing, storing or distributing something;
 - ii. research or development in connection with manufacturing, producing or processing something;
 - iii. retail sales by a manufacturer, producer or processor of something they manufactured, produced or processed, if the retail sales are at the site where the manufacturing, production or processing takes place;
 - iv. office or administrative purposes, if they are,
 - A. carried out with respect to manufacturing, producing, processing, storage or distributing of something; and
 - B. in or attached to the building or structure used for that manufacturing, producing, processing, storage or distribution;

- i. “farm buildings” are defined as a building or structure located on a bona fide farm which is necessary and ancillary to a bona fide farm operation including barns, tool sheds and silos and other farm related structures for such purposes as sheltering of livestock or poultry, storage of farm produce and feed, and storage of farm related machinery, and equipment but shall not include a dwelling unit or other structure used for residential accommodation or any buildings or parts thereof used for other commercial, industrial or institutional purposes qualifying as non-residential development;
- j. “gross floor area” means the total floor area, measured between the outside of exterior walls or between the outside of exterior walls and the centre line of party walls dividing the building from another building, of all floors above the average level of finished ground adjoining the building at its exterior walls and for the purpose of this definition, the non-residential portion of a mixed-use building or structure is deemed to include one-half of any area common to the residential and non-residential portions of such mixed-use building or structure;
- k. “local board” means a local board as defined in the Municipal Affairs Act, other than a district school board;
- l. “localized education development agreement” means an agreement between a board and an owner described in subsection 257.53.2(1) of the Act;
- m. “mixed use development” means land, buildings or structures used, or designed or intended for use, for a combination of non-residential and residential uses;
- n. “non-residential development” means a development other than a residential development and includes commercial, industrial and institutional development;
- o. “Planning Act” means the Planning Act, R.S.O. 1990, c. P.13, as amended;
- p. “Region” means the Local Municipality of Ottawa;
- q. “Regulation” means Ontario Regulation 20/98, *Education Development Charges – General* as amended, made under the Act;
- r. “residential development” means a development comprised of land or buildings or structures of any kind whatsoever, used, designed or intended to be used as living accommodations for one or more individuals and includes land or a building or part thereof used, designed or intended for a use in connection therewith.

Application of By-Law and Exemptions

- 3. (1) Subject to any exemption contained herein, this By-Law applies to all lands in the Region.
- (2) This By-Law shall not apply to lands subject to a localized education development agreement approved by the Minister of Education pursuant to Section 257.53.2 of the Act.

- (3) This By-Law shall not apply to lands that are owned by and are used for the purpose of:
- a. the Region or a local board thereof;
 - b. a municipality or a local board thereof;
 - c. a district school board;
 - d. residential development on lands designated as a farm retirement lots being a lot adjacent to a farming lot on which a dwelling unit is to be built for the residence of a person who had conducted farming on the adjacent farming lot;
 - e. a place of worship and land used in connection therewith, and every churchyard, cemetery or burying ground, if such is exempt from taxation under Section 3 of the *Assessment Act*, R.S.O. 1990, c. A.31 as amended;
 - f. farm buildings as defined herein.
- (4) Subject to subsection (5), an owner shall be exempt from education development charges if a development on its lands would construct, erect, or place a building or structure, or make an addition or alteration to a building or structure for one of the following purposes:
- a. a private school;
 - b. a long-term care home, as defined in the *Fixing Long-Term Care Act, 2021*;
 - c. a retirement home, as defined in the *Retirement Homes Act, 2010*;
 - d. a hospice or other facility that provides palliative care services;
 - e. a child care centre, as defined in the *Child Care and Early Years Act, 2014*;
 - f. a memorial home, clubhouse or athletic grounds owned by the Royal Canadian Legion.
- (5) If only a portion of a building or structure, or an addition or alteration to a building or structure, referred to in subsection (4) will be used for a purpose identified in that subsection, only that portion of the building, structure, addition or alteration is exempt from an education development charge.
- (6) An owner shall be exempt from education development charges if the owner is,
- a. a college of applied arts and technology established under the *Ontario Colleges of Applied Arts and Technology Act, 2002*;
 - b. a university that receives regular and ongoing operating funds from the Government of Ontario for the purposes of post-secondary education;
 - c. an Indigenous Institute prescribed for the purposes of Section 6 of the *Indigenous Institutes Act, 2017*.

Development Approvals

4. In accordance with the Act and this By-Law, education development charges shall be imposed against all lands, buildings or structures undergoing residential development within the By-Law charging area, if the development requires any one of those actions set out in subsection 257.54 (2) of the Act (or any successor provision thereto) as follows:
 - a. the passing of a zoning By-Law or of an amendment thereto under Section 34 of the *Planning Act* (or any successor provision thereto);
 - b. the approval of a minor variance under Section 45 of the *Planning Act* (or any successor provision thereto);
 - c. a conveyance of land to which a By-Law passed under subsection 50(7) of the *Planning Act* (or any successor provision thereto) applies;
 - d. the approval of a plan of subdivision under Section 51 of the *Planning Act* (or any successor provision thereto);
 - e. a consent under Section 53 of the *Planning Act* (or any successor provision thereto);
 - f. the approval of a description under Section 9 of the *Condominium Act, 1998*, S.O. 1998, c. 19 (or any successor provision thereto); or
 - g. the issuing of a permit under the *Building Code Act, 1992*, S.O. 1992, c. 23 in relation to a building or structure.
5. In accordance with the Act and this By-Law, education development charges shall be imposed against all lands, buildings or structures undergoing non-residential development within the By-Law charging area, which has the effect of creating gross floor area of non-residential development or of increasing existing gross floor area of non-residential development if the development requires any one of those actions set out in subsection 257.54 (2) of the Act (or any successor provision thereto) as follows:
 - a. the passing of a zoning By-Law or of an amendment thereto under Section 34 of the *Planning Act* (or any successor provision thereto);
 - b. the approval of a minor variance under Section 45 of the *Planning Act* (or any successor provision thereto);
 - c. a conveyance of land to which a By-Law passed under subsection 50(7) of the *Planning Act* (or any successor provision thereto) applies;

- d. the approval of a plan of subdivision under Section 51 of the *Planning Act* (or any successor provision thereto);
- e. a consent under Section 53 of the *Planning Act* (or any successor provision thereto);
- f. the approval of a description under Section 9 of the *Condominium Act, 1998*, S.O. 1998, c. 19 (or any successor provision thereto); or
- g. the issuing of a permit under the *Building Code Act, 1992*, S.O. 1992, c. 23 in relation to a building or structure.

PART II

EDUCATION DEVELOPMENT CHARGES

A. Residential Education Development Charges

6. Subject to the provisions of this By-Law, an education development charge per dwelling unit shall be imposed upon all categories of residential development and all the designated residential uses of lands, buildings or structures, including a dwelling unit accessory to a non-residential use, and, in the case of a mixed-use building or structure, upon the dwelling units in the mixed-use building or structure. An education development charge will be collected once in respect of a particular residential development, but the foregoing does not prevent the application of this By-law to future development of the same property. The schedule of residential rate is as follows:

	2024 EDC Calculated Rates	In-force By-law Rates to March 31, 2024	Year 1 Rates April 1, 2024 to March 31, 2025	Year 2 EDC Rates April 1, 2025 to March 31, 2026	Year 3 EDC Rates April 1, 2026 to March 31, 2027	Year 4 EDC Rates April 1, 2027 to March 31, 2028	Year 5 EDC Rates April 1, 2028 to March 31, 2029
Conseil des écoles publiques de l'Est de l'Ontario							
<i>Residential EDC Rate per Dwelling Unit</i>	\$547	\$784	\$547	\$547	\$547	\$547	\$547

Exemptions from Residential Education Development Charges

7. As required by Subsection 257.54(3) of the Act, an education development charge shall not be imposed with respect to

- a. the enlargement of an existing dwelling unit that does not create an additional dwelling unit; or
- b. the creation of one or two additional dwelling units as prescribed in Section 3 of the Regulation as follows:

Name of class of residential building	Description of class of residential buildings	Maximum number of additional dwelling units	Restrictions
Single detached dwellings	Residential buildings, each of which contains a single dwelling unit, that are not attached to other buildings.	Two	The total gross floor area of the additional dwelling unit or units must be less than or equal to the gross floor area of the dwelling unit already in the building.
Semi-detached dwellings or row dwellings	Residential buildings, each of which contains a single dwelling unit, that have one or two vertical walls, but no other parts, attached to other buildings.	One	The gross floor area of the additional dwelling unit must be less than or equal to the gross floor area of the dwelling unit already in the building.
Other residential buildings	A residential building not in another class of residential building described in this table.	One	The gross floor area of the additional dwelling unit must be less than or equal to the gross floor area of the smallest dwelling unit already in the building.

8. Pursuant to Section 4 of the Regulation:

- (1) Education development charges under Section 6 of this By-Law shall not be imposed with respect to the replacement, on the same site, of a dwelling unit that was destroyed by fire, demolition or otherwise, or that was so damaged by fire, demolition or otherwise as to render it uninhabitable.
- (2) Notwithstanding Section 8(1) of this By-Law, education development charges shall be imposed in accordance with Section 6 of this By-Law if the building permit for the replacement dwelling unit is issued more than two (2) years after,
 - a. the date the former dwelling unit was destroyed or became uninhabitable; or
 - b. if the former dwelling unit was demolished pursuant to a demolition permit issued before the former dwelling unit was destroyed or became uninhabitable, the date the demolition permit was issued.
- (3) Notwithstanding Section 8(1) of this By-Law, education development charges shall be imposed in accordance with Section 6 of this By-Law against any dwelling unit or units on the same site which are built in addition to the dwelling unit or units being replaced. The onus is on the applicant to produce evidence to the satisfaction of the Board, acting reasonably, to establish the number of dwelling units being replaced.

- (4) An education development charge shall be imposed in accordance with Section 9 of this By-Law where the dwelling unit described in section 8(1) is replaced or converted to, in whole or in part, non-residential development.

B. Non-Residential Development

9. Subject to the provisions of this By-Law, an education development charge per square foot of gross floor area of non-residential development shall be imposed upon the designated categories of non-residential development and the designated non-residential uses of land, buildings or structures and, in the case of a mixed-use building or structure, upon the non-residential uses in the mixed-use building or structure. The education development charge per square foot of gross floor area shall be in the following amounts for the periods set out below:

	2024 EDC Calculated Rates	In-force By-law Rates to March 31, 2024	Year 1 Rates April 1, 2024 to March 31, 2025	Year 2 EDC Rates April 1, 2025 to March 31, 2026	Year 3 EDC Rates April 1, 2026 to March 31, 2027	Year 4 EDC Rates April 1, 2027 to March 31, 2028	Year 5 EDC Rates April 1, 2028 to March 31, 2029
Conseil des écoles publiques de l'Est de l'Ontario							
<i>Non-residential EDC Rate per Sq. Ft. of GFA</i>	\$0.34	\$0.28	\$0.34	\$0.34	\$0.34	\$0.34	\$0.34

Exemptions from Non-Residential Education Development Charges

10. Notwithstanding Section 9 of this By-Law, education development charges shall not be imposed upon a non-residential development if the development does not have the effect of creating gross floor area of non-residential development or of increasing existing gross floor area of non-residential development.
11. Pursuant to Section 5 of the Regulation:
- (1) Education development charges under Section 9 shall not be imposed with respect to the replacement, on the same site, of a non-residential building or structure that was destroyed by fire, demolition or otherwise, or that was so damaged by fire, demolition or otherwise as to render it unusable.
 - (2) Notwithstanding Section 11(1), education development charges shall be imposed in accordance with Section 9 if the building permit for the replacement non-residential building or structure is issued more than five (5) years after,

- a. the date the former building or structure was destroyed or became uninhabitable; or
 - b. if the former building or structure was demolished pursuant to a demolition permit issued before the former building or structure was destroyed or became unusable, the date the demolition permit was issued.
 - (3) Notwithstanding Section 11(1), if the gross floor area of the non-residential part of the replacement building or structure exceeds the gross floor area of the non-residential part of the building or structure being replaced, education development charges shall be imposed in accordance with Section 9 against the additional gross floor area. The onus is on the applicant to produce evidence to the satisfaction of the Board, acting reasonably, to establish the gross floor area of the non-residential building or structure being replaced.
 - (4) Education development charges shall be imposed in accordance with Section 6 if the non-residential building or structure described in Section 11(1) is replaced by or converted to, in whole or in part, a dwelling unit or units.
12. Pursuant to Section 257.55 of the Act:
- (1) If a development includes the enlargement of the gross floor area of an existing industrial building, the amount of the education development charge that is payable in respect of the enlargement shall be determined in accordance with the following rules:
 - a. if the gross floor area is enlarged by 50 per cent or less, the amount of the education development charge in respect of the enlargement is zero;
 - b. if the gross floor area is enlarged by more than 50 per cent, the amount of the education development charge in respect of the enlargement is the amount of the education development charge that would otherwise be payable multiplied by the fraction determined as follows:
 - i. determine the amount by which the enlargement exceeds 50 per cent of the gross floor area before the enlargement;
 - ii. divide the amount determined under paragraph (i) by the amount of the enlargement.

C. **Mixed Use Development**

- 13. The education development charge to be imposed in respect of the mixed use development shall be the aggregate of the amount applicable to the residential development component and the amount applicable to the non-residential development component.
- 14. For the purpose of calculating the education development charge that must be imposed on a mixed use development, the gross floor area of the non-residential portion of the building must include a proportional portion of the building's common areas of the building.

PART III

ADMINISTRATION

Payment of Education Development Charges

15. Education development charges are payable in full to the municipality in which the development takes place on the date a building permit is issued in relation to a building or structure on land to which this education development charges By-Law applies.
16. The Treasurer of the Board shall establish and maintain an education development charge reserve fund in accordance with the Act, the Regulation and this By-Law.

Payment by Services

17. Notwithstanding the payments required under Section 15, and subject to Section 257.84 of the Act, the Board may, by agreement, permit an owner to provide land for pupil accommodation in lieu of the payment of all or a part of the education development charges.

Collection of Unpaid Education Development Charges

18. Part XI of the *Municipal Act*, 2001, S.O. 2001, c. 25 applies with necessary modifications with respect to an education development charge or any part of it that remains unpaid after it is payable.

Date By-Law In Force

19. This By-Law shall come into force at 12:01 a.m. on April 1, 2024.

Severability

20. In the event any provision, or part thereof, of this By-Law is found by a court of competent jurisdiction to be ultra vires, such provision, or part thereof, shall be deemed to be severed, and the remaining portion of such provision and all other provisions of this By-Law shall remain in full force and effect.

Interpretation

21. Nothing in this By-Law shall be construed so as to commit or require the Board to authorize or proceed with any specific school site purchase or capital project at any time.
22. In this By-Law where reference is made to a statute or a Section of a statute such reference is deemed to be a reference to any successor statute or Section. The same is true for any reference made to a regulation or a Section of a regulation in this By-Law.
23. The French language version of this By-Law is the official version hereof.

Short Title

24. This By-Law may be cited as the Conseil des écoles publiques de l'Est de l'Ontario Education Development Charges By-Law No 01-2024.

ENACTED AND PASSED THIS 26th DAY OF March 2024.

Samia Ouledali

Présidence

Christian Charle Bouchard

Director of Education and Secretary-Treasurer

APPENDIX C - BACKGROUND DOCUMENT PERTAINING TO A REVIEW OF THE EDUCATION DEVELOPMENT CHARGES POLICIES OF THE Conseil des écoles publiques de l'Est de l'Ontario

The policy review document outlined herein is intended to provide the reader with an overview of the education development charge policies underlying the existing 2019 EDC by-law of the Conseil des écoles publiques de l'Est de l'Ontario pursuant to Section 257.60, Division E, of the *Education Act*, as follows:

“Before passing an education development charge by-law, the board shall conduct a review of the education development charge policies of the board.”

The legislative provisions require the Board to:

1. Ensure that adequate information is made available to the public (i.e., this document); and
2. Hold at least one public meeting, with appropriate notification of the meeting.

C.1 Existing EDC By-law in the City of Ottawa

On March 26, 2019, the Conseil des écoles publiques de l'Est de l'Ontario (CEPEO) adopted a successor EDC by-law governing development and redevelopment within the City of Ottawa, and over a 5-year term. The successor by-law rates were imposed beginning April 1, 2019. On March 29, 2019 the Province advised school boards that changes were enacted to the education development charges legislation. On the 28th of May, 2019 the CEPEO amended the EDC by-law to incorporate the changes made as part of the March 29th legislative amendment. The Board's existing by-law will expire no later than March 31, 2024.

C.2 Overview of EDC Policies

This section of the report provides an overview of the key education development charge policy issues that will be dealt with under the Conseil des écoles publiques de l'Est de l'Ontario proposed EDC by-law. The Board of Trustees, after consideration of public input, will make decisions on each of these policy issues prior to passage of a successor by-law anticipated to occur on Tuesday March 26, 2024.

The policy decisions to be considered by the Board of Trustees, prior to by-law adoption, are as follows:

1. What portion of the net education land costs are to be recovered from residential and non-residential (e.g. industrial, commercial and institutional) development, subject to the legislative rate cap?

2. Are the charges to be applied on an area-specific or jurisdiction-wide basis?
3. Does the Board wish to exempt any residential or non-residential development?
4. Does the Board wish to provide any demolition or conversion credits beyond that specified in the legislation?
5. What by-law term is proposed by the Board; five years, or something less?
6. Has the Board given consideration to the potential for Alternative Projects?

C.2.1 Percentage of Growth-Related Net Education Land Costs to be Borne through EDCs

Changes to the legislation have established a ‘legislative cap’ on the residential and non-residential EDC rate that can be imposed under an EDC by-law. Annual residential EDC rate increases are limited to the greater of 5% or \$300 more than the most recent by-law-imposed rate. Annual non-residential rate increases are limited to the greater of 5% and \$0.10 per square foot added to the most recent by-law-imposed rate. While the legislative cap takes precedence over the policy decision respecting residential and non-residential shares of net education land costs, the ability to shift the percentage shares between the two development categories is dependent upon the difference between the calculated and the cap rates being more than 5% per annum over the term of the by-law, without additional revenue loss.

In addition, O. Reg. 20/98 section 7 paragraphs 9 (iii) and 11 (ii) restricts a board to a maximum of 100% recovery of the “net” growth-related education land costs from residential and non-residential development.

Under the current capital funding model, a school board must seek Ministerial approval to acquire land and to construct any pupil places that would serve to accommodate increased enrolment generated by new housing development. In deriving “net” growth-related education land costs, there are several additional impediments to full cost recovery, several beyond the ‘legislative cap’:

- there are no existing funding sources to pay for growth-related net education land costs that are not recovered through the imposition of education development charges, primarily as a result of higher than projected costs and the ‘legislative cap’;
- non-statutory exemptions granted by a school board, restrict full cost recovery;
- additional statutory exemptions have been added to the EDC legislation since 2019. Additional exemptions for secondary dwellings that are constructed on the same property but not within the original dwelling unit, may generate additional students. The coterminous Ottawa boards will need to decide whether or not to apply EDCs to this type of development;
- there are restrictions on the number of acres of land that a board can fund through an EDC by-law. Zoning requirements, site plan controls and changes to program offering (e.g., child care within schools increasing parking requirements, the provision of full-day

kindergarten, etc.) make it more difficult to meet all of these legislative and regulatory needs and still provide adequate outdoor space for students, where these lands fall outside of the maximum site size benchmark;

- the determination of growth-related site needs is based on On-the-Ground (OTG) capacity (an assessment of classroom loading), which may not reflect the functional capacity of classroom use from a program perspective. For example, secondary classrooms are loaded at 23 students per classroom, for the purposes of determining growth-related site needs;
- all Boards with EDC by-laws in place, have calculated their EDC rates to derive 100% cost recovery, where possible, of the “net” education land costs, however, some have reduced this level by granting at least some limited non-statutory exemptions (i.e., primarily non-residential exemptions). EDC boards will have to consider whether they wish to continue the practice of exempting these non-statutory exemptions.

Considerations:

One of the most significant considerations in the legislative treatment of education development charges is that there is no tax-based funding source to make up the shortfall where full cost recovery is not achieved. At the time the 2019 EDC by-law was adopted by CEPEO legal advisors preeminent in the EDC legislation, were of the opinion that granting non-statutory exemptions during by-law adoption forces the board to absorb the loss of revenue associated with granting the exemptions. Many of the revenue sources under the existing education capital funding model are ‘enveloped’ and are therefore not available to be used for purposes other than that for which they were legislatively intended.

Further, a school board cannot make post by-law adoption discretionary exemptions without amending the EDC by-law first.

The Conseil des écoles publiques de l'Est de l'Ontario's 2019 EDC by-law recovers net education land costs from residential development (85%) and non-residential development (15%) within the City of Ottawa. The existing EDC by-law is designed to recover as much of the net education land cost needs as the legislation will allow.

Public Input Received with Respect to this Policy:

None to date

C.2.2 Jurisdiction-wide vs. Area Municipal (or Sub-area) Charges

Existing EDC By-law Provisions:

The existing “in force” EDC by-law is applied on a City-wide uniform basis and has been since the legislation was enacted in 1998. The rationale for this decision is primarily based on the premise that:

1. A jurisdiction-wide approach is more consistent with the way in which education services are provided by the Board;
 2. A jurisdiction-wide charge affords more flexibility to the Board to meet its long-term accommodation needs;
 3. Uniform application of education development charges is more congruent with the education funding model as a whole;
-
1. Money from an education development charges account may be used only for growth-related net education land costs attributed to or resulting from development in the area to which the education development charge by-law applies (section 16 of O. Reg 20/98). Therefore, monies collected in one by-law area could not be spent outside of that by-law area and this is particularly problematic given school choice at the secondary level.

Public Input Received with Respect to this Policy:

None to date

Legislative Provisions:

Section 257.54 subsection (4) allows for area specific EDC by-laws by providing that “an education development charge by-law may apply to the entire area of jurisdiction of a board or only part of it.”

Further, the *Education Act* permits a board to have more than one EDC by-law under section 257.54 subsection (1) in that “If there is residential development in the area of jurisdiction of a board that would increase education land costs, the board may pass by-laws for the imposition of education development charges against land in its area of jurisdiction undergoing residential or non-residential development.”

Finally, section 257.59(c) of the *Education Act* requires that “an education development charge by-law shall...designate those areas in which an education development charge shall be imposed”.

Considerations:

Under the Regulatory framework, a board must establish a separate EDC account for each by-law that it enacts and may only use the funds to pay for growth-related net education land costs (and the other “eligible” land costs defined under the Act) in that area (which may comprise a region of a board as defined under O. Reg. 20/98). The entire approach outlined in the legislation, and governing the determination of education development charges, requires that the calculation of the charge, the preparation of background studies, the establishment of EDC accounts and the expenditure of those funds, etc., is to be done on an individual by-law basis.

From a methodological perspective, an EDC-eligible board is required to make assumptions respecting the geographic structure of the by-law or by-laws from the onset of the calculation process. Discussions respecting the number of potential by-laws and the subdivision of the Board's jurisdictions into Review Areas are held with board staff at the commencement of the study process. If, as a result of the consultation process undertaken in contemplation of the adoption of an EDC by-law or by-laws, the Board chooses a different policy direction, it is usually advised by legal counsel that a new background study is required, and the calculation/public consultation process begins anew.

Several of the key considerations in assessing the appropriateness of area specific versus uniform application of education development charges are as follows:

- The use of a uniform jurisdiction-wide EDC structure is consistent with the approach used to fund education costs under the Provincial funding model (i.e., the same per pupil funding throughout the province), with a single tax rate for residential development (throughout the province) and uniform Region-wide tax rates for non-residential development (by type), and is consistent with the approach taken by the Board to make decisions with respect to capital expenditures;
- Uniform by-law structures are more consistent with the development of a board's capital program (i.e., school facilities where and when needed) and are more consistent with board philosophies of equal access to all school facilities for pupils;
- School attendance boundaries have, and will continue to shift over time, as boards deal with a dynamic accommodation environment and the need to make efficient use of limited capital resources, particularly given that they are dealing with aging infrastructure, demographic shifts and changing curriculum and program requirements;
- Where the pace of housing development generates the need for a school site over a longer period of time, there is a need to temporarily house pupils in alternate accommodation; which consumes the asset lifecycle of the "hosting" facility, even if pupils are accommodated in portable structures;
- District school boards have a statutory obligation to accommodate all resident pupils and as such, pay less attention to municipal boundaries as the basis for determining by-law structure;
- A board must establish a separate EDC account for each by-law and may only use the funds to pay for growth-related net education land costs in that by-law area;
- In a situation where pupils are accommodated in a by-law area other than their place of residence, there is the potential for stranded funds and the *Education Act* does not address this type of circumstance.

Jurisdiction-wide application of the charge assists in minimizing the risk of less-than-full cost recovery, especially where attendance boundaries and accommodation strategies change over time. Further the average costing approach to determining net education land costs ensures that all development, regardless of location within the jurisdiction, pays the same rate.

Where it is determined that stranding of EDC funds is not likely to occur over the by-law term, and an area specific by-law is adopted by the board, careful monitoring would be required on an on-going basis to ensure that the board does not subsequently find itself in a position where it was unable to fully fund growth-related site needs over the longer term. Where this situation has the potential to occur, a new by-law structure should be considered by the board as soon as possible, because there is no ability to make up the funding shortfall once building permits are issued;

- The ability to utilize EDC funds for capital borrowing purposes under an area specific by-law scheme is limited to borrowing for cash flow purposes only (i.e., revenue shortfalls), due to the inability, under the existing legislation, to recover net education land costs sufficient to repay the “borrowed” area;
- Multiple EDC accounts under a multiple area-specific by-laws restrict the flexibility required to match the timing and location of site needs to available revenue sources and may compromise the timing of new school construction and increase financing costs;
- Multiple by-laws can give consideration to different patterns and levels of development (including composition of dwelling units) in that they incorporate variable rates throughout the region. The appropriateness of utilizing area specific by-laws to reflect economic diversity within a jurisdiction, should, however, be measured in the context of measurable potential market or development impact, particularly as the differential between land values in one area versus another continues to increase;
- The precedent for levying uniform municipal development charges for “soft services” (e.g., recreation, library) and stormwater management, is well established, and is currently used in existing DC by-laws by many municipalities. As well, infill dwelling units pay the same development charge for these services as new units in the major growth areas, despite the availability of existing facilities. The cost averaging approach underlying jurisdiction-wide by-laws has a greater ability to mitigate the impact on new house prices and support affordable housing policies;
- While today there are few area-specific (i.e., regional) EDC by-laws in the Province of Ontario, those that have been adopted or proposed, reflect areas where there is little or no expectation of cross-boundary attendance.

C.2.3 Non-Statutory Residential Exemptions

Legislative Provisions:

Under the legislation, residential statutory exemptions include:

- The enlargement of an existing dwelling unit (s.257.54(3)(a)).
- The addition of one or two units to an existing residential building where the addition is within prescribed limits (s.257.54(3)(b), O. Reg. 20/98 s.3).
- The replacement dwelling on the same site as a dwelling unit that was destroyed (or rendered uninhabitable) by fire, demolition or otherwise, where the building permit for the

replacement dwelling is issued two years or less after the later of the date on which the former dwelling unit was destroyed or became uninhabitable, or a demolition permit was issued (O. Reg. 20/98 Section (4)).

In addition, Part III, s.7.1 of O. Reg. 20/98 provides that, “The board shall estimate the number of new dwelling units in the area in which the charges are to be imposed, for a period chosen by the board of up to 15 years immediately following the day the board intends to have the by-law come into force. The board’s estimate shall include only new dwelling units in respect of which education development charges may be imposed.”

Accordingly, any costs related to students generated from units which are statutorily exempt are not recoverable from EDCs.

Finally, O. Reg. 20/98 enables a board to vary the EDC rates to consider differences in size (e.g. number of bedrooms, square footage) of dwelling units or occupancy (permanent or seasonal, non-family households or family households) although the latter (i.e. occupancy) could change over time.

Section 7 paragraph (9) of O. Reg. 20/98 states that, “the board shall determine charges on residential development subject to the following,

- i) the charges shall be expressed as a rate per new dwelling unit,
- ii) the rate shall be the same throughout the area in which charges are to be imposed under the by-law, ...”

Despite this, a board may impose different charges on different types of residential development (differentiated residential EDC rates), based on the percentage of the growth-related net education land costs to be applied to residential development that is to be funded by each type. The restrictions noted above would also apply in the case of differentiated residential EDC rates. Further, differentiated residential rates are complicated by the upset limit inherent in the ‘capped’ legislative rates.

Considerations:

Some types of units may initially generate limited (if any) pupils (e.g., bungalow townhouses, small apartments, adult lifestyle, recreational units), although “need for service” is not a requirement of education development charges under Division E of the *Education Act*. There is precedent to levy education costs on these types of units, since residential taxpayers contribute to education costs whether or not they use education services. Further, there is no legislative ability under the *Building Code Act* to restrict the number of occupants in a dwelling unit either at the time of initial occupancy, or subsequent re-occupation.

There would appear to be two options under the EDC legislation for dealing with variations in school age population per household, over time. However, neither solution is simple in real practice.

The first alternative is to provide an exemption for a particular type of dwelling unit. However, any exempt category must be definable such that a reasonable 15-year projection can be made, and a physical description can be included in the EDC by-law, such that building officials can readily

define exempt units (e.g., seniors' housing receiving Provincial assistance would be definable, whereas market housing being marketed to seniors would be very difficult to project and define, since it could be claimed by any development). Also, occupancy status could change over time. In addition, school boards deal with a variety of municipal zoning definitions within their jurisdiction and it is extremely difficult to be consistent with all municipal DC by-law implementation practices concurrently. Finally, there is no ability to make up the funding shortfall as a result of exempting particular types of dwelling units.

While the Province has recently expanded the exemptions from municipal development charges for all secondary dwelling units, exempting the ancillary secondary units from the payment of education development charges would require a funding allocation from the Ministry of Education to make up the shortfall.

The second alternative would be to differentiate the residential charge by type to establish a lower EDC rate for dwelling units that would typically be occupied by fewer school age children per household. However, the same unit type (e.g., single detached), with the same number of bedrooms, or square footage, could exhibit vastly different school age occupancies. The same difficulties prevail in trying to define a unit type that segregates various levels of school occupancy that is definable and can be easily implemented under by-law application. Finally, as noted earlier, there is no legislative ability to restrict the level of occupancy, and occupancy status could change over time.

However, even where the policy decision is not to differentiate the residential charge, the projections of enrolment are typically designed to consider the lower pupil generation of these units, which is applied to the number of units in the dwelling unit forecast expected to be non-child households. Therefore, non-differentiated residential rates represent averages for all types of units which give consideration to the variation in school age population per household.

To date, no board has exempted any form of non-statutory residential unit in an in-force EDC by-law that the consultants are aware of.

Existing EDC by-law Provisions:

Currently, there are no by-law exemptions given for units that are marketed as “purpose-built seniors’ housing” or for affordable housing projects. The determination of pupils generated by new development does, however, take into consideration the minimal occupancy of adult lifestyle units by school age children.

1. Historical data regarding school age children per household, which represents an “average” of all household occupancies, is a significant component of the projected elementary and secondary enrolment.
2. The EDC pupil yield analysis assesses changing headship rates and uses this information to modify the future expectations of the number of school age children per household.

C.2.4 Non-Statutory Non-residential Exemptions

Legislative Provisions:

Non-residential statutory exemptions include:

- i. land owned by, and used for the purposes of, a board or a municipality
- j. the construction or erection of any building or structure, or addition/alteration to a building or structure⁴ in the case of:
 - a. private schools, the owner of a college of applied arts and technology established under the *Ontario Colleges of Applied Arts and Technology Act, 2002*
 - b. a long-term care home, as defined in the *Long-Term Care Homes Act, 2007*
 - c. a retirement home as defined in the *Retirement Homes Act, 2010*
 - d. a hospice or other facility that provides palliative care services
 - e. a child care centre, as defined in the *Child Care and Early Years Act, 2014*
 - f. a memorial homes, clubhouse or athletic grounds owned by the Royal Canadian Legion
- k. a university that receives regular and ongoing operating funds from the Government of Ontario for the purposes of post-secondary education
- l. the owner of an Indigenous Institute prescribed for the purposes of section 6 of the *Indigenous Institutes Act, 2017*
- m. expansions to industrial buildings (gross floor area)
- n. replacement, on the same site, of a non-residential building that was destroyed by fire, demolition or otherwise, so as to render it unusable and provided that the building permit for the replacement building was issued less than 5 years after the date the building became unusable or the date the demolition permit was issued

Section 7 paragraph (11) of O. Reg. 20/98 states that “if charges are to be imposed on non-residential development ... the charges shall be expressed as ...”

a) a rate to be applied to the board-determined gross floor area of the development.

Considerations:

If a board elects to not have a non-residential charge, then non-statutory, non-residential exemptions is not an issue.

However, there is no funding source currently available under the new funding model to absorb the cost of providing non-statutory exemptions. In addition, by-law administration and collection of the charge, and the ability to treat all development applications in a fair and equitable manner, are complicated by the granting of non-statutory exemptions.

⁴ If only a portion of the building or structure is to be used for the any of the purposes listed below, only that portion of the building, structure, addition or alteration is exempt from an education development charge.

A 2007 legal opinion, sought on this matter by the consultant, suggests that a school board must absorb the cost of exemptions voluntarily granted by the board to any non-statutory non-residential development (i.e., the board would not be in a position to make up the lost revenue by increasing the charge on the other non-exempt non-residential development under the legislation).

Existing EDC By-law Provisions:

The Conseil des écoles publiques de l'Est de l'Ontario's existing "in-force" EDC by-law applies to both residential and non-residential development. The Board has the ability to revisit this policy decision as part of the March 2024 by-law adoption process.

C.2.5 Demolition and Conversion Credits through Redevelopment

Legislative Provisions:

Section 4 of O. Reg 20/98 prescribes a replacement dwelling unit exemption.

Section 4 states that "a board shall exempt an owner with respect to the replacement, on the same site, of a dwelling unit that was destroyed by fire, demolition or otherwise, or that was so damaged by fire, demolition or otherwise as to render it uninhabitable."

However, "a board is not required to exempt an owner if the building permit for the replacement dwelling unit is issued more than two years after,

- a) the date the former dwelling unit was destroyed or became uninhabitable; or
- b) if the former dwelling unit was demolished pursuant to a demolition permit issued before the former dwelling unit was destroyed or became uninhabitable, the date the demolition permit was issued."

Section 5 of O. Reg. 20/98 deals with exemptions for the replacement of non-residential buildings. Similar provisions apply with respect to the replacement of non-residential gross floor area (GFA), except that the credit is only applied to the extent that the amount of new floor space is equivalent to the GFA of the floor space being replaced. The grace period for the replacement of non-residential GFA is five years.

There are no legislative provisions specifically dealing with conversion of use. However, the EDC Guidelines, section 4.1, states that, "Board by-laws may include provisions for credits for land use conversion. Typically, this situation would arise if an EDC is paid for one type of development and shortly thereafter (the period of time defined in the board's EDC by-law), the land is rezoned and a new building permit issued for redevelopment (to an alternate land use). EDC by-laws may include provisions for providing credits in this situation to take into account the EDC amount paid on the original development (generally by offsetting the EDC amount payable on the redevelopment)."

The current EDC by-law provides a credit equal to the amount of the charge originally paid on the space that is being converted.

C.2.6 % of Net Education Land Costs to be borne by Residential and Non-residential Development

Legislative Provisions:

Section 257.54(1) of the *Education Act* provides that a board may pass an EDC by-law “against land in its area of jurisdiction undergoing residential or non-residential development,” if residential development in the board’s jurisdiction would increase education land costs.

Section 7 paragraph 8 of O. Reg. 20/98 requires that, “the board shall choose the percentage of the growth-related net education land cost that is to be funded by charges on residential development and the percentage, if any, that is to be funded by charges on non-residential development.” “The percentage that is to be funded by charges on non-residential development shall not exceed 40 percent.”

A board has the choice under the *Education Act*, of levying an EDC only on residential development (for partial or full eligible cost recovery), or levying a charge on both residential and non-residential development (up to a maximum of 40% of costs allocated to non-residential development). Under the previous EDC section of the DCA legislation, a charge on non-residential development (then termed “commercial” development) was required. However, it is important to note, the legislative ‘cap’ rate increase is applied to existing by-law rates, which are premised on an earlier decision of the board respecting residential and non-residential shares.

Considerations:

For most of the current EDC by-laws, 10-15% of net growth-related education costs were funded by non-residential development. This percentage was specifically requested by a majority of the development organizations during the public consultation process, particularly where the quantum of the residential charge is higher than the norm.

There are limited options for funding education land costs under the province’s new capital funding model. All boards eligible to impose education development charges are likely to seek full eligible cost recovery (100%) under EDCs. However, a non-residential EDC is not a mandatory requirement of the structure in the *Education Act* and therefore boards may elect to recover 100% of costs from residential development or up to 40% from non-residential development (with the remainder to be recovered from residential development).

The major advantages of allocating 100% of net education land costs to residential development are as follows:

- Reduction of risk to the board in not achieving full revenue recovery, as demand for new pupil places will increase directly with the level of residential growth; non-residential floor area (or building permit declared value) is difficult to forecast over 15 years (particularly on an area-specific basis), and a downturn in non-residential growth would leave the board with an EDC revenue shortfall (with limited available funding sources to make up the differential);

- Simplified EDC process and by-law, eliminating the need to deal with a range of requests for exemptions, and redevelopment credits;
- Establishment of a more direct linkage to the need for the service (i.e., pupils generated by new residential development) and the funding of that service, similar to municipal development charges (although not legislatively required by the *Education Act*), although it is widely accepted by planning practitioners that employment growth leads housing growth;
- The difficulties in administering/collecting even a nominal non-residential charge and interpretation of by-law applicability vis-a-vis municipal DC by-law definitions of gross floor area, zoning provisions, etc.

The major disadvantages of allocating 100% of net education land costs to residential development are as follows:

- Increases the residential charge;
- A downturn in residential growth due to changing economic conditions will have a negative impact on EDC cash flow and the ability to contain account deficits;
- Potential impact on the residential development market, due to a higher residential EDC bearing 100% of the net education land costs;
- May be opposed by the development community which strongly supported the 85-90% residential and 10-15% non-residential division of costs under the current EDC by-laws;
- The precedent of eliminating the non-residential charge in one by-law period may make it difficult to reverse the decision and have a non-residential charge in a subsequent by-law period;
- Eliminating the non-residential charge reduces the breadth of the board's overall EDC funding base, which may be particularly significant if there are large commercial/industrial developments in future.

C.2.7 By-law Term

Legislative Provisions:

The *Education Act* permits a school board to pass an EDC by-law with a maximum term of five years (s.257.58 (1)).

A board with an EDC by-law in force, may pass a new EDC by-law at any time, after preparing a new education development charge study, securing the Minister of Education's approval, and undertaking the required public process (s.257.58(2)).

A board may amend an EDC by-law once in each one-year period following by-law enactment, to do any of the following:

- “1. Increase the amount of an education development charge that will be payable in any particular case.
2. Remove, or reduce the scope of, an exemption.
3. Extend the term of the by-law.” (s.257.70(2) and subject to s.257.58(1))

A public meeting is not required for a by-law amendment; however, the board must give notice of the proposed amendment, in accordance with the regulations, and make available to the public, the EDC background study for the by-law being amended, and “sufficient information to allow the public to generally understand the proposed amendment.” (s.257.72)

Considerations:

A five-year term provides the maximum flexibility since a board has the power to amend the by-law or pass a new by-law at an earlier point, if necessary.

The level of effort required to emplace a new by-law (e.g., production of an EDC background study, involvement in an extensive consultation process with the public and liaison process with municipalities) would suggest that a longer term (maximum five years) by-law is more desirable.

C.2.8 Alternative Projects (A Lower Cost Alternative to Site Acquisition)

Section 257.53.1 of the *Education Act* provides an opportunity for a school board to seek Ministry approval to allocate EDC revenue towards an alternative project. An alternative project must have an associated cost that is less than the cost to acquire a site, and is expected to lower EDC rates.

Examples of alternative projects include:

- Alternative parking arrangements such as underground parking garages or offsite parking;
- Additional construction costs attributed to vertical construction;
- Purpose built space within a larger development;
- Alternative play area enhancements; and
- Pedestrian access improvements.

If, as part of solidifying the elements of the alternative project, a change to the alternative project is proposed, the board must notify the Minister and seek renewed approval within the timelines prescribed in section 8 of O. Reg. 20/98.

Typically, alternative projects would be considered as a cost-effective site acquisition solution where land costs are prohibitive due to the residential density proposed (i.e., intensified land uses).

The CEPEO expects to give consideration to potential Alternative Projects, with the expectation that this will reduce the cost of acquiring an ‘interest in land’ necessary to accommodate enrolment growth generated by new housing development.

C.2.9 Localized Education Development Agreements (LEDAs)

A Localized Education Development Agreement (LEDA) is a Minister-approved alternative to the traditional EDC revenue supported purchase of land for pupil accommodation. This provides more flexibility to EDC eligible school boards where a developer may provide sites.

A LEDA is an agreement between a school board and an owner, such as a land developer, in which the owner provides a means for pupil accommodation or other benefit to be used to provide pupil accommodation. In exchange, the geographical area that the LEDA will service will be exempt from the collection of EDCs.

School boards are expected to consult with co-terminus boards when developing a LEDA to determine if a joint project is feasible.

Examples of Localized Education Development Agreements Examples of LEDAs include but are not limited to:

- Providing access to land (either through a long-term lease or gift);
- Owner constructs and provides facilities (e.g., podium builds). This could result in many different types of agreements including:
 - Owner provides podium space only in a condo building. The Ministry of Education provides funding through the Capital Priorities Grant program to support the construction of the school. Any cost over and above the benchmark would be provided by owner; and
 - Owner provides podium space and funds to construct a new school within a podium.

Example of a podium school:



C.3 Summary of By-law Appeals, Amendments and Complaints

C.3.1 Appeals

Under Section 257.65 of the *Education Act*, “any person or organization may appeal an education development charge by-law to the Ontario Land Tribunal by filing with the secretary of the board that passed the by-law, a notice of appeal setting out the objection to the by-law and the reasons supporting the objection.”

The CEPEO by-law adopted in 2019 was not appealed.

C.3.2 Amendments

Legislative Provisions:

Section 257.70 subsection (1) states that “subject to subsection (2), a board may pass a by-law amending an education development charge by-law.” Subsection (2) goes on to say that, “a board may not amend an education development charge by-law so as to do any one of the following more than once in the one-year period immediately following the coming into force of the by-law or in any succeeding one-year period:

1. Increase the amount of an education development charge that will be payable in any particular case.
2. Remove, or reduce the scope of, an exemption.
3. Extend the term of the by-law.”

Section 257.71 states that “A by-law amending an education development charge by-law comes into force on the fifth day after it is passed.” Finally, “before passing a by-law amending an education development charge by-law, the board shall,

- a) give notice of the proposed amendment in accordance with the regulations; and
- b) ensure that the following are made available to the public,
 - (i) the education development charge background study for the by-law being amended, and
 - (ii) sufficient information to allow the public to understand the proposed amendment.”

The CEPEO amended the EDC by-law in 2019 in accordance with the March 29, 2019 legislative changes.

C.3.3 Complaints

Under Section 257.85 of the *Education Act*, “an owner, the owner’s agent or a board, may complain to the council of the municipality to which an education development charge is payable that,

- a) the amount of the education development charge was incorrectly determined;
- b) a credit is or is not available to be used against the education development charge, or that the amount of a credit was incorrectly determined;
- c) there was an error in the application of the education development charge by-law.”

In addition,

“A complaint may not be made later than 90 days after the day the education development charge, or any part of it, is payable.”

No formal complaints have been filed to date with respect to the Conseil des écoles publiques de l’Est de l’Ontario EDC by-law.