



# **Kawartha Pine Ridge District School Board and Peterborough Victoria Northumberland and Clarington Catholic District School Board**

## **Education Development Charges Background Study**

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**September 3, 2025**

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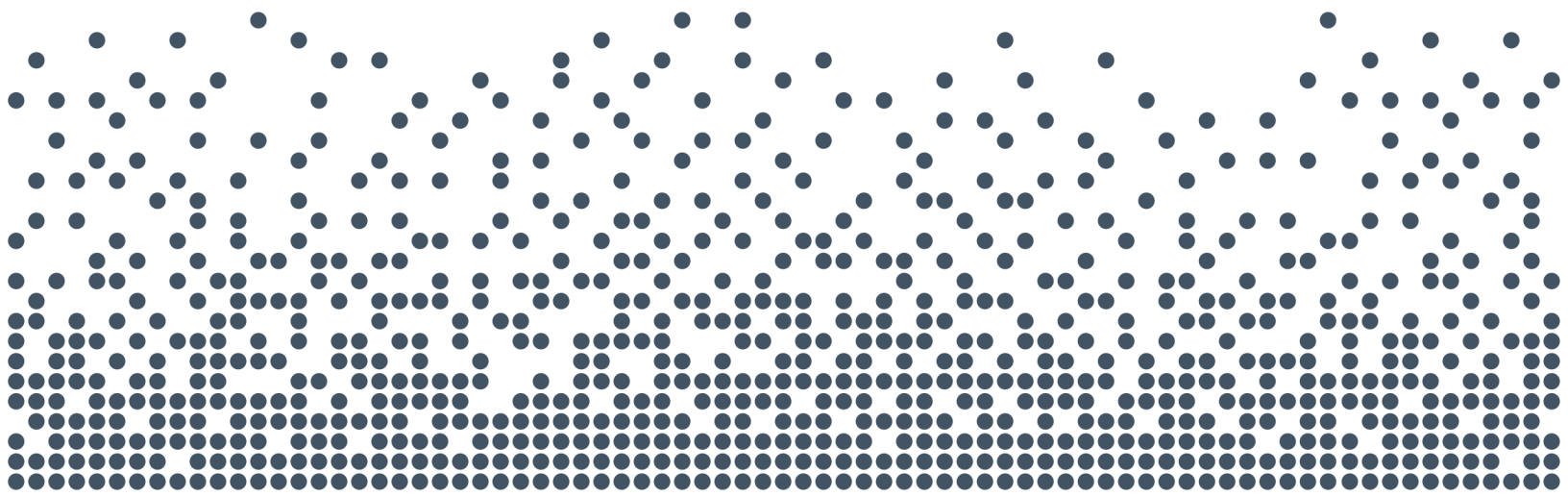
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## List of Acronyms and Abbreviations

| Acronym  | Full Description of Acronym  |
|----------|--|
| EDC      | Education Development Charge   |
| GFA      | Gross Floor Area   |
| GMS      | Growth Management Study  |
| GSR      | Grade Structure Ratio  |
| JK       | Junior Kindergarten  |
| KPRDSB   | Kawartha Pine Ridge District School Board  |
| OLT      | Ontario Land Tribunal  |
| O. Reg.  | Ontario Regulation   |
| OTG      | On the Ground (Capacity)   |
| PVNCCDSB | Peterborough Victoria Northumberland and Clarington Catholic District School Board |



# Executive Summary



# Executive Summary

The Kawartha Pine Ridge District School Board (KPRDSB) and the Peterborough Victoria Northumberland and Clarington Catholic District School Board (PVNCCDSB) have education development charge (EDC) by-laws in place in the Municipality of Clarington that are set to expire on December 31, 2025. EDCs are a revenue source, for school boards that qualify, to purchase and develop land for new schools. EDCs are meant as a funding mechanism for boards that are experiencing a growth-related accommodation need in their jurisdiction. To renew their by-laws, each Board must follow certain processes and guidelines as required by provincial legislation. This background study fulfills certain requirements while providing the information necessary to understand and determine the EDC.

The general authority for school boards to impose EDCs is provided by Division E of Part IX of the *Education Act*. Ontario Regulation 20/98, as amended, provides the requirements necessary to determine an EDC. In addition, the Ministry has published a set of guidelines (Education Development Charge and Site Acquisition Guidelines) to assist boards with the EDC process.

## **Before an EDC by-law can be passed, school boards must ensure they:**

- Demonstrate that their elementary and/or secondary enrolment on a jurisdiction-wide basis is greater than the elementary and/or secondary approved On-The-Ground (OTG) capacity or that their EDC reserve fund is in a deficit position.
- Prepare a background study meeting the requirements of the legislation.
- Hold required legislated public meetings.
- Receive written Ministry approval of the projected number of students and school sites.

Both the KPRDSB and the PVNCCDSB are eligible to renew their existing by-laws based on:

1. **Reserve Fund Qualification** – At the time of by-law renewal, it is estimated that the KPRDSB will have a slight surplus in their EDC reserve fund. The PVNCCDSB is estimated to be in a deficit position in its EDC reserve fund at the time of by-law renewal and will have outstanding EDC financial obligations qualifying them for a future EDC bylaw; and





2. **Capacity Trigger** – The KPRDSB has an average five-year projected elementary enrolment exceeding the approved OTG capacity on the elementary panel. The PVNCCDSB also has an average five-year projected secondary enrolment exceeding the approved OTG capacity on the secondary panel. Both Boards qualify for by-law renewal under the capacity trigger.

**The Boards intend to hold joint statutory public meetings to inform the public about the new proposed EDC by-laws. The KPRDSB and the PVNCCDSB will hold joint meetings on September 18, 2025, and then consider passage of the EDC by-laws at an additional meetings on November 25, 2025. Further details will be provided in the Boards' public meeting notices found in section 2.3 of this report.**

The EDC analysis in this background study has been completed for both the KPRDSB and the PVNCCDSB within the Municipality of Clarington. This EDC study contemplates area-specific by-laws for the Municipality of Clarington for both the KPRDSB and the PVNCCDSB.

Demographic projections form an important component of the EDC analysis. The residential dwelling unit forecast is used both to project pupils from new development and to determine the final quantum of the residential charge. The residential forecasts used in this analysis are consistent with the most recent regional/municipal forecasts that were available at the time of study preparation. The total number of net new units projected in the Municipality of Clarington for the 15 years in the EDC analysis is **21,266**. The total net estimated non-residential Board-determined gross floor area (GFA) to be constructed over 15 years from the date of by-law passage is **9,464,415** sq.ft.

The number of growth-related pupils is based on the aforementioned residential forecast and pupil yields that have been derived from Statistics Canada custom tabulated data and historical board enrolment information. Pupil yields are mathematical representations of the number of school-aged children that will be generated by particular dwellings. The total growth-related pupils must be offset by any available pupil places that are not required by existing pupils of the Boards. These calculations were done for both Boards on a review area basis to determine the total net growth-related pupil places.



The analysis projects a total of **4,784** net growth-related elementary pupils and **681** net growth-related secondary pupils for the KPRDSB. For the PVNCCDSB, a total of **1,540** net growth-related elementary pupils were projected, and **948** net growth-related pupil places were forecast for the secondary panel.

Once the net growth-related pupil place requirements have been determined, it is necessary for boards to decide the number of new schools that will be built to accommodate that need. The EDC legislation provides a table that relates pupil place requirements to school site sizes. The table, as well as a description and the methodology, is provided in the background study. The study also provides information on the approximate timing, size, and location of the proposed new schools/sites.

The EDC analysis projects that the KPRDSB will require **10 new elementary sites** (three in RA01, three in RA02, and four in RA03) and **one new secondary site** (in RAS01) in the 15-year EDC time frame.

For the PVNCCDSB, the EDC analysis projects a requirement of **four new elementary sites** (one in RA01, two in RA02, and one in RA03) and **one new secondary site** (in RAS01) in the 15-year EDC time frame.

One of the final steps of the EDC process involves translating the land requirements to actual land costs. Site acquisition costs are based on appraisals completed by the firm Cushman and Wakefield ULC Valuation & Advisory. The per acre acquisition values ranged from **\$1,500,00 to \$2,125,000** for sites within the Municipality of Clarington. As with many areas in Ontario, the cost to acquire land has been increasing rapidly across the jurisdiction. The acquisition costs have been escalated for a period of five years (the by-law term) at a rate of **2.5%** for each consecutive year until the end of the by-law term.

The costs to prepare and develop a site for school construction are also EDC-eligible costs. The assumed site preparation costs have been estimated at **\$100,024** per acre for both the KPRDSB and the PVNCCDSB. Site preparation costs are escalated to the time of site purchase at a rate of **4.0%** per year.

Total land costs (acquisition and servicing costs) and study costs must be added to any outstanding financial obligations incurred by the board under a previous EDC by-law to determine the final net education land costs. A deficit balance in the existing EDC reserve fund is an outstanding obligation and must be added to the existing land costs.



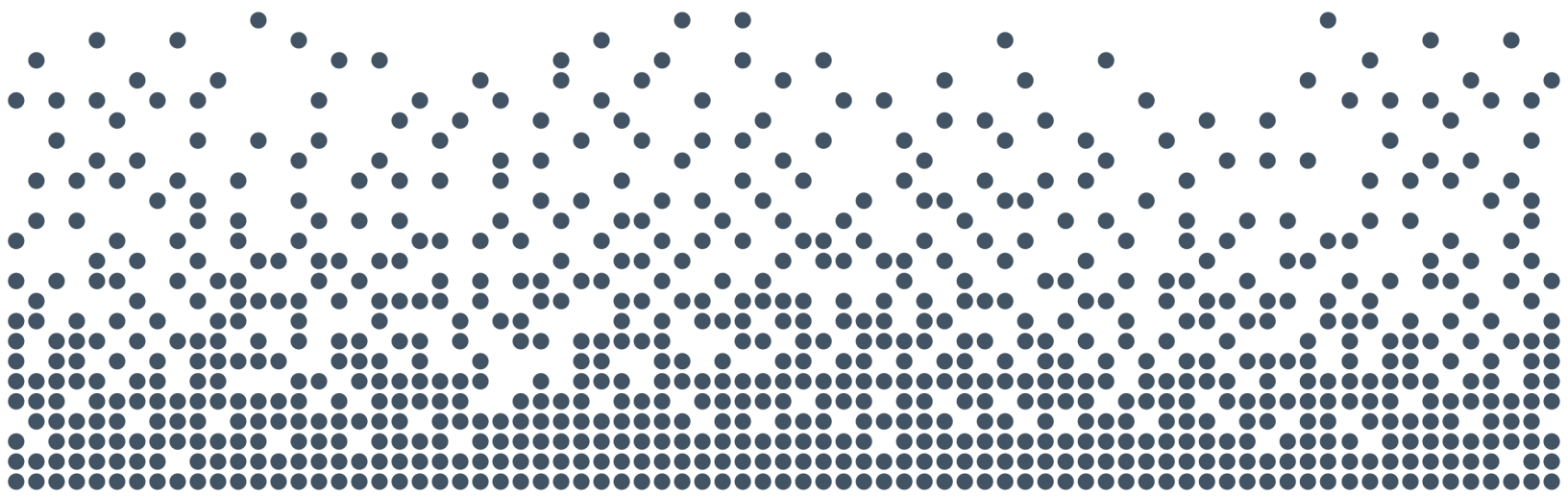


If a board has a surplus balance in the EDC reserve fund, this amount must be subtracted from the land costs and used to defray the net education land costs.

The KPRDSB's total net education land costs are estimated to be **\$125,581,550**, which includes an existing EDC reserve fund balance of **+\$64,402**.

The PVNCCDSB's total net education land costs are estimated to be **\$72,482,152**, which includes an existing EDC reserve fund balance of **-\$4,465,228** that was added to the total EDC-eligible costs.

Based on the net education land costs and net new unit forecasts, the analysis resulted in a proposed EDC rate of **\$5,315 per dwelling unit** for the KPRDSB's residential charge in the Municipality of Clarington and **\$1.33 per sq.ft. of non-residential GFA**. The new proposed EDC rate for the PVNCCDSB is **\$3,068 per dwelling unit** for the residential charge and **\$0.77 per sq.ft. of non-residential GFA**. The charges contained herein are based on a uniform rate for all types of development. For both Boards, 90% of costs are allocated to residential development and 10% are allocated to non-residential development.



# Report



# Chapter 1

## Introduction



# 1. Introduction

## 1.1 Background

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Education development charges (EDCs) are a revenue source, for school boards that qualify, to purchase and develop land for new schools. EDCs are meant as a funding mechanism for boards that are experiencing a growth-related accommodation need in their jurisdiction. To qualify for EDCs, it is necessary for school boards to meet certain qualification criteria.

School boards can no longer implement property taxes to fund education costs and now rely on a system of per pupil grants established by the Ministry of Education. The grants are set out to cover expenses such as teacher salaries, textbooks, heating of schools, renewing schools, building schools, etc. EDCs are meant to fund the acquisition and development of growth-related school sites outside this grant envelope. EDCs are based on a formulaic approach that looks at three main areas – enrolment projections to determine need, the number of school sites necessary to meet need, and the costs related to the purchase and development of those school sites.

The EDC may be levied by a school board on both residential and non-residential developments, subject to certain exemptions which are outlined in the legislation. Division E of Part IX of the *Education Act* is the legislation responsible for governing the EDC. Ontario Regulation (O. Reg.) 20/98, as amended, provides guidelines and requirements on the qualification process for a school board as well as the specifics on calculating the charge. The charges are collected at building permit issuance on behalf of the school board by the local area municipality to which the by-law applies.

As mentioned earlier, not all school boards are eligible to implement EDCs due to qualification criteria that must be met. To qualify, there are two criteria that can be met. One trigger is that the board's total projected enrolment for the five-year period following expected by-law passage must exceed the board's Ministry-rated On-The-Ground (OTG) capacity on **either** the elementary or secondary panel.

The other qualification criterion deals with unmet financial obligations regarding the purchase and development of growth-related school sites. If the school board has an existing EDC by-law in place and they can demonstrate that there are existing



outstanding financial obligations, the school board will automatically qualify for a subsequent by-law. The *Education Act*, specifically subsection 257.54, gives school boards the ability to pass EDC by-laws.

“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.”

School boards are responsible for providing school sites and can do so through limited revenue sources such as selling surplus school sites, revenue from leasing sites, entering into joint use agreements with other school boards or public/private partnerships, and the imposition of EDCs – thus making EDCs an important and primary revenue source.

## 1.2 Existing By-laws

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This EDC background study has been prepared on behalf of the Kawartha Pine Ridge District School Board (KPRDSB) and the Peterborough Victoria Northumberland and Clarington Catholic District School Board (PVNCCDSB) in consideration of renewing their EDC by-laws within the Municipality of Clarington. Each Board's current in-force by-laws came into effect on January 1, 2021. The KPRDSB's by-law is based on 90% cost recovery from residential development and 10% from non-residential development. Meanwhile, the PVNCCDSB's by-law is based on 90% cost recovery from residential development and 10% from non-residential development. Both Boards' by-laws are set to expire on January 1, 2026.

The current EDC rates (Year 5 Rates, Effective January 1, 2025) for the KPRDSB are \$2,143 per residential dwelling unit and \$0.74 per sq.ft. of non-residential gross floor area (GFA). For the PVNCCDSB, the current EDC rates (Year 5 Rates, Effective January 1, 2025) are \$1,202 per residential dwelling unit and \$0.60 per sq.ft. of non-residential GFA.



Table 1-1: Current In-force EDC By-laws for the KPRDSB and the PVNCCDSB

| School Board | By-law In-force Date | Area of By-law             | % Residential/ Non-residential         | Current Charge                |
|--------------|----------------------|----------------------------|--|-------------------------------|
| KPRDSB       | January 1, 2021      | Municipality of Clarington | 90% Residential<br>10% Non-Residential | \$2,143/unit<br>\$0.74/sq.ft. |
| PVNCCDSB     | January 1, 2021      | Municipality of Clarington | 90% Residential<br>10% Non-Residential | \$1,202/unit<br>\$0.60/sq.ft. |

Source: Municipality of Clarington Education Development Charge By-laws for Kawartha Pine Ridge District School Board and Peterborough Victoria Northumberland and Clarington Catholic District School Board (2020).

## EDC Policy Review

All school boards with an existing EDC by-law in place must conduct a review of the policies contained in their existing by-laws before passing a new by-law. This process includes a public meeting to review the policies in a public forum.

Section 257.60 subsection (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.”

Subsection (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.”

## 1.3 Area to Which By-law May Apply

The legislation states that an EDC by-law may apply to the entire area of the jurisdiction of a board or only part of it. In addition, an EDC by-law of the board shall not apply with respect to land in more than one “region” if the regulations divide the area of the jurisdiction of the board into prescribed regions. This EDC applies only to the





Municipality of Clarington. Review areas for each school board are presented in Maps 1 to 4.

## **1.4 Education Development Charge Review Areas**

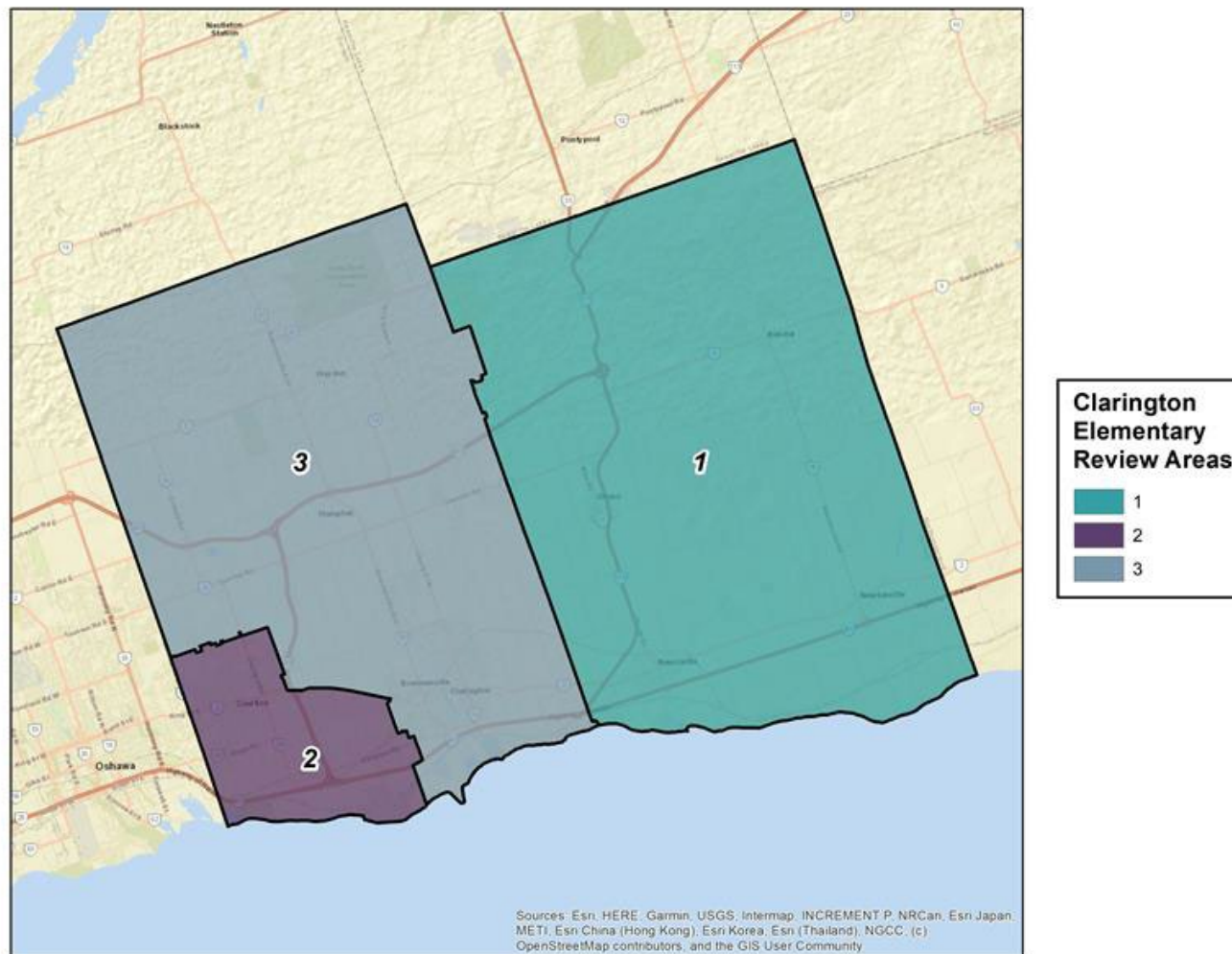
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The EDC methodology allows school boards to examine growth-related needs on a jurisdiction-wide basis – that is, to treat the whole EDC area as one review area – or to examine them on a sub-area basis or by review area. Review areas are artificial constructs intended to divide the board’s jurisdiction into sub-areas to more accurately determine the location of new school sites. Board review areas are likely to reflect attendance boundaries for families of schools, with natural dividers such as rivers, creeks, etc., or manufactured barriers such as major thoroughfares. The Ministry of Education’s EDC Guidelines recommend that review areas are consistent with board review areas used for capital planning purposes and that they try to maintain consistency with review areas of subsequent EDC by-laws.

*Note: Review areas used within this EDC study (2025) have been updated from the previous study to reflect updated school boundaries.*

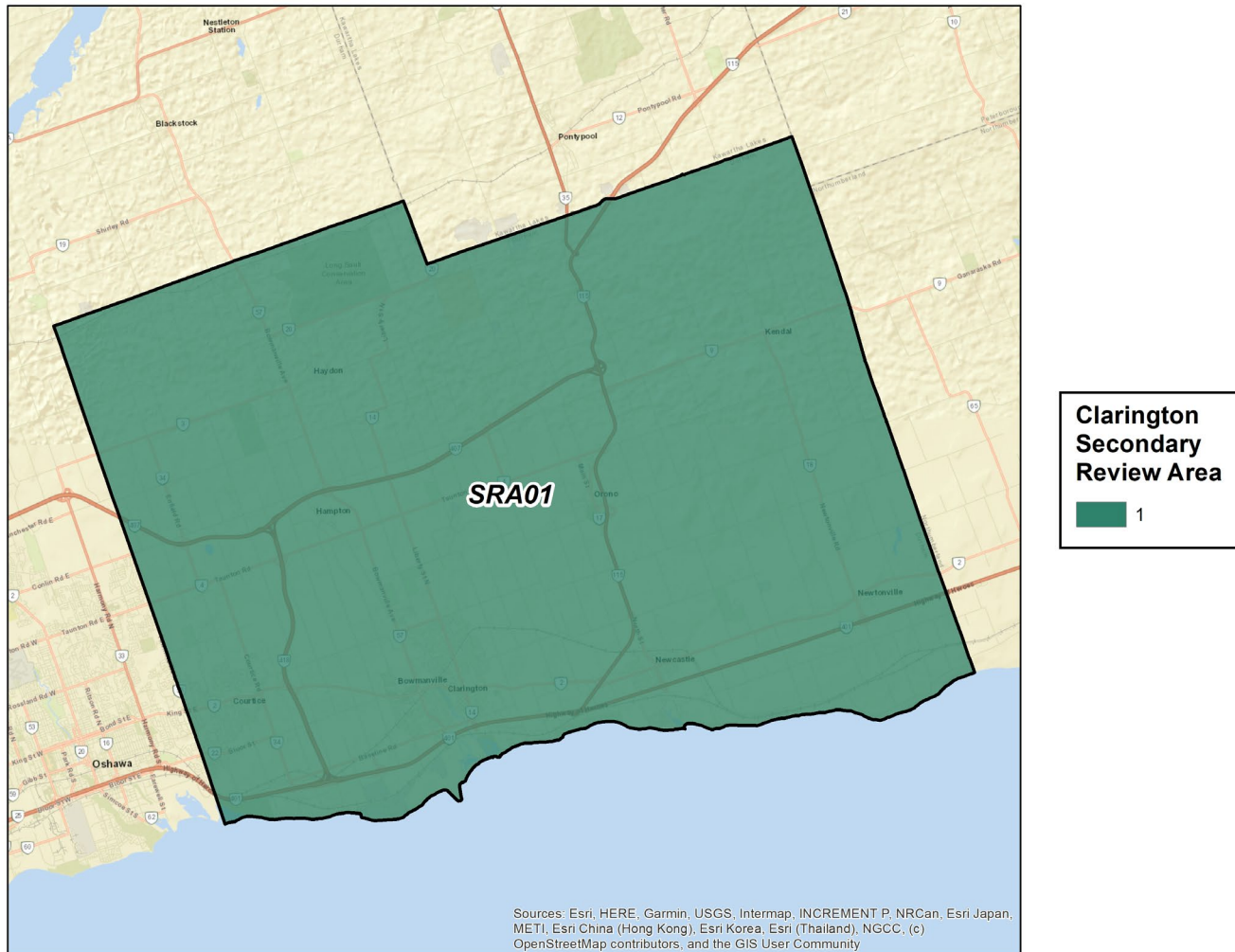


Map 1: Kawartha Pine Ridge District School Board Elementary EDC Review Areas 2025  
Municipality of Clarington



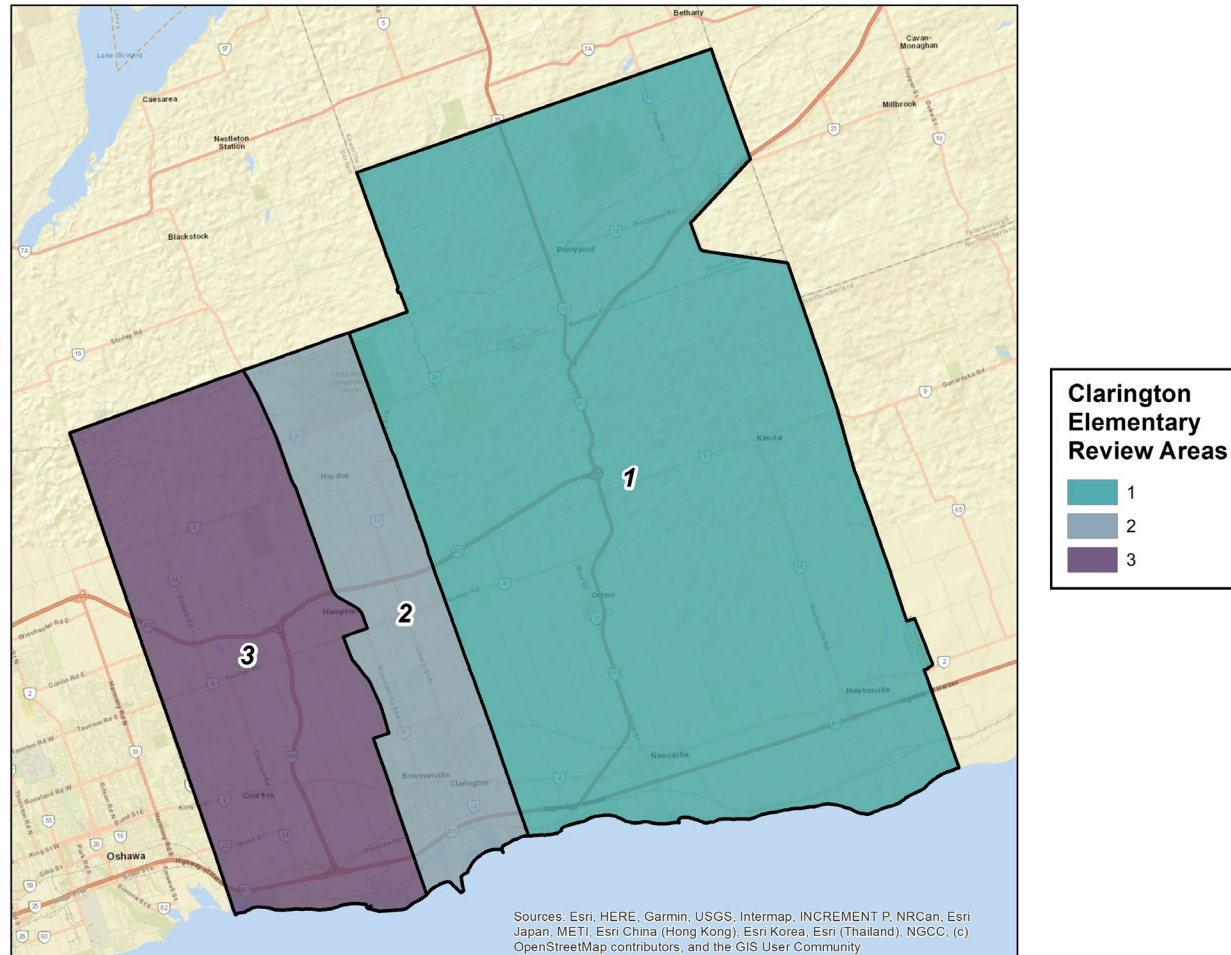


Map 2: Kawartha Pine Ridge District School Board Secondary EDC Review Areas 2025  
Municipality of Clarington





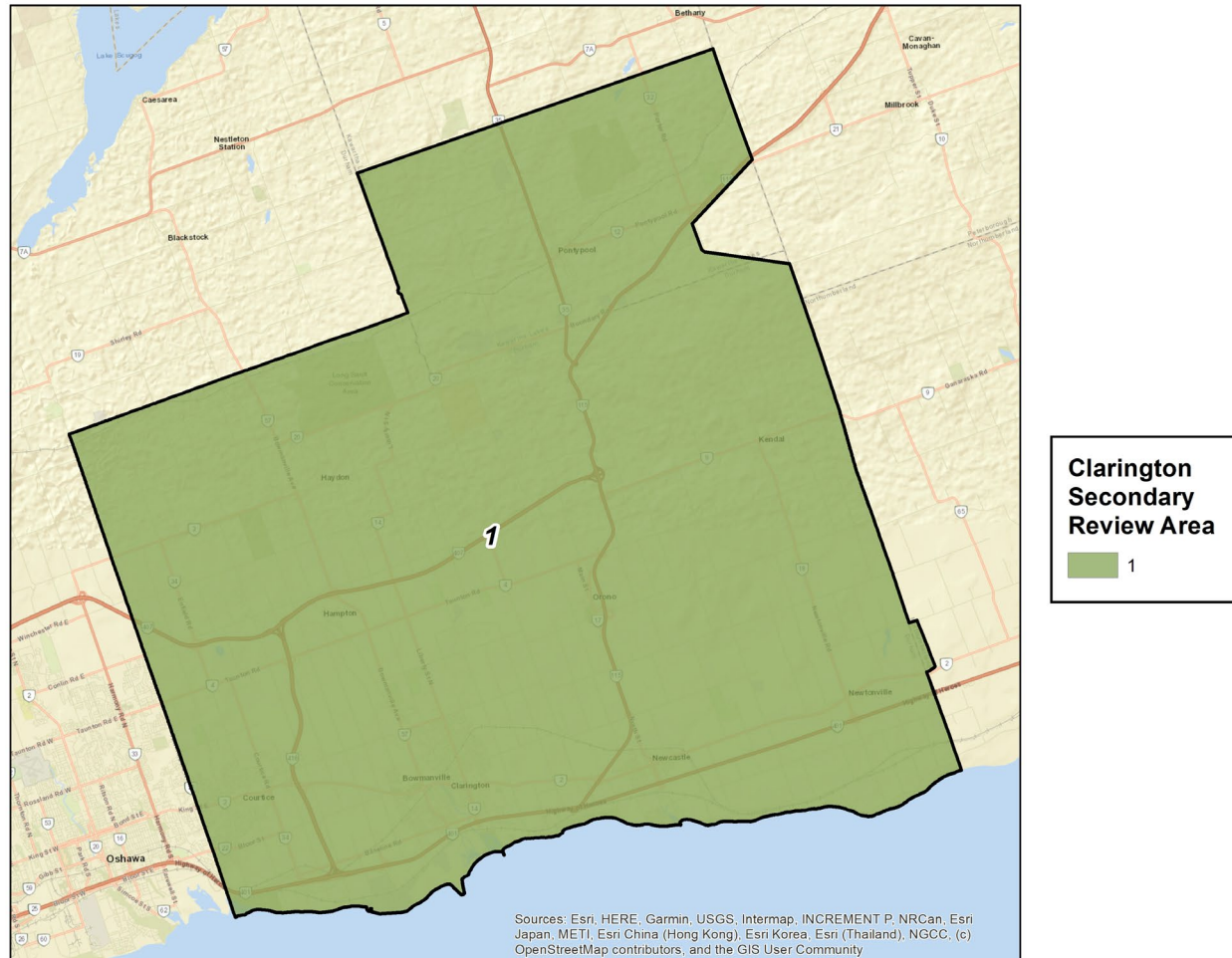
Map 3: Peterborough Victoria Northumberland and Clarington Catholic District School Board  
Elementary EDC Review Areas 2025  
Municipality of Clarington







Map 4: Peterborough Victoria Northumberland and Clarington Catholic District School Board  
Secondary EDC Review Areas 2025  
Municipality of Clarington





For both the KPRDSB and the PVNCCDSB, the review areas used in this background study are largely consistent with the Boards' review areas used in their long-term accommodation plans and previous EDC studies, except for following existing (including new schools and adjusted boundaries) attendance areas. For the purposes of calculating EDCs, the KPRDSB has been divided into **three** review areas on the elementary panel, with **one** corresponding secondary review area. The PVNCCDSB has also been divided into **three** elementary and **one** secondary review area.

Table 1-2: KPRDSB Review Areas

| Elementary Review Areas |                                  | Secondary Review Area |            |
|-------------------------|----------------------------------|-----------------------|------------|
| Name                    | Region                           | Name                  | Region     |
| RA01                    | East Clarington - Newcastle      | RAS01                 | Clarington |
| RA02                    | Courtice                         |                       |            |
| RA03                    | Bowmanville/Northwest Clarington |                       |            |

Table 1-3: PVNCCDSB Review Areas

| Elementary Review Areas |                          | Secondary Review Area |            |
|-------------------------|--------------------------|-----------------------|------------|
| Name                    | Region                   | Name                  | Region     |
| RA01                    | Clarington (Newcastle)   | RAS01                 | Clarington |
| RA02                    | Clarington (Bowmanville) |                       |            |
| RA03                    | Clarington (Courtice)    |                       |            |

The EDC, when calculated on a review area basis, assumes that the combined OTG capacity of the existing (and approved) facilities located within the review area is the total available capacity. Determining board needs on a review area basis is premised on the following:

- Available space is determined by subtracting the Year 15 existing community enrolment number from the current OTG capacity figure.
- EDC-eligible pupils must fill any available surplus OTG capacity first.
- Pupils generated from new development above and beyond those that fill any available surplus space within the review area are net growth-related pupil place requirements and can potentially be funded using EDCs; and
- New pupils residing in development areas that came from units built since the coming into force of the existing or most recently expired by-law and who are not accommodated in permanent structures identified in the previous background studies are to be identified as holding students and can now be included in determining the review area's net growth-related pupil places. (O. Reg. 20/98 as amended, section 7 (1) paragraphs 3.1, 3.2, 3.3, and 3.4.)





The review area approach to calculating EDCs has been undertaken by both Boards and is largely consistent with the way in which future capital needs will be assessed by the Boards over the long term.



# Chapter 2

## The Education Development Charge By-law



## 2. The Education Development Charge By-law

### 2.1 Imposition of an Education Development Charge

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The passage of an EDC by-law gives school boards the authority to impose and collect EDCs for the purpose of acquiring and developing growth-related school sites. Each by-law has a maximum term of five years and must be passed within one year of EDC background study completion. Before a school board can proceed with an EDC by-law, it must receive confirmation in writing from the Ministry of Education acknowledging receipt of the background study and approving estimates of enrolment projections and future site needs contained in the background study.

Section 10 of O. Reg. 20/98 sets out the conditions that must be satisfied for a board to pass an EDC by-law, as follows:

- The Minister has approved the board's estimates of the total number of elementary and secondary pupils over each of the 15 years of the forecast period.
- 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.
- The board has demonstrated that the average elementary or secondary enrolment within its jurisdiction exceeds the board's elementary or secondary capacity; or the board's current EDC financial obligations exceed revenues reported in the EDC reserve fund.
- The board has prepared a background study and has given a copy of the EDC background study relating to the by-law to the Minister and each board having jurisdiction within the area to which the by-law would apply.
- The area where the proposed EDC by-law is to be enforced and charges imposed (i.e., the Municipality of Clarington) is the same as the area that was subject to the EDC charge by-law in force on December 15, 2020; and
- The board provides any information regarding the calculation of the EDC if requested by the Minister upon the review of the background study.



## 2.2 The Background Study

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An EDC background study must be completed by a school board that wishes to pass an EDC by-law. The intention of the background study is to provide information on the process and methodology of calculating an EDC, as well as the background and assumptions that make up the estimates of the enrolment projections and site needs.

Subsection 257.61 (1) of the Act requires that “before passing an education development charge by-law, the board shall complete an education development charge background study.”

Subsection 257.61 (2) of the Act and O. Reg. 20/98 subsections 9 (1) and (2) set out the following information that must be included in an EDC background study:

Subsection 9 (1):

- Estimates of the anticipated amount, type, and location of new dwelling units for each year of the 15-year forecast period in the area in which the charge is to be imposed.
- The number of projected new pupil places because of new growth and the number of new school sites needed to provide accommodation for those students.
- The number of existing pupil places by school and the number of available spaces to accommodate the projected number of new pupil places.
- For every existing elementary and secondary pupil place in the board’s jurisdiction that the board does not intend to use to accommodate pupils from new growth, an explanation as to why the board does not intend to do so.

Subsection 9 (2):

- For each elementary and secondary school site, estimates of the net education land cost, the location of the site, and the area of the site (including the area that exceeds the maximum set out in section 2 of O. Reg. 20/98, and an explanation of whether the costs of the excess land are education land costs and if so, why).
- 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 new pupil places.



The EDC Guidelines suggest that school boards are required to provide the Ministry with a copy of the final background study at least 40 days prior to the anticipated by-law passage date. In addition, the background study must be made available to the public at least two weeks prior to the legislated public meeting.

## **2.3 Public Meetings**

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Before a school board can pass an EDC by-law, the legislation requires that the board hold at least one public meeting. The purpose of the meeting is to advise any interested stakeholders and the public at large of the board's intentions and address the new proposed EDC by-law. The public meeting also gives the community and stakeholders the opportunity to voice any issues or concerns they have regarding the proposed by-law.

The board is required to provide at least 20 days' notice of the meeting and must make the background study and the new proposed by-law available to the public at least two weeks in advance of said meeting. O. Reg. 20/98 states that notice of a public meeting can be given in two ways:

- To every owner of land in the area to which the proposed by-law would apply by personal service, fax, or mail.
- By publication in a newspaper that is, in the Secretary of the Board's opinion, of sufficiently general circulation in the area to which the proposed by-law would apply to give the public reasonable notice of the meeting.

If a school board already has an existing in-force EDC by-law in place, the board must hold an additional meeting to review the existing policies of the current EDC by-law. This part of the process is needed to fulfil the necessary requirements of the policy review process. It should be noted that this policy review meeting can be addressed by the board during its EDC public meeting.

The Boards intend to hold joint public meetings to inform the public of the new proposed EDC by-laws. The first and second public meetings are scheduled to take place on September 18, 2025, and a third public meeting for consideration and by-law enactment is scheduled to take place on November 25, 2025, as outlined within the following notice.



## **EDUCATION DEVELOPMENT CHARGES**

Municipality of Clarington

### **NOTICE OF PUBLIC MEETINGS**

**FIRST MEETING**  
**POLICY REVIEW PUBLIC MEETING**  
**Thursday, September 18, 2025 @ 7:00 p.m.**

**IMMEDIATELY FOLLOWED BY:**

**SECOND MEETING**  
**SUCCESSOR BY-LAW PUBLIC MEETING**  
**Thursday, September 18, 2025 @ 7:15 p.m.**

**Holy Trinity Catholic Secondary School**  
**2260 Courtice Rd, Courtice, L1E 2M8**

TAKE NOTICE that on September 18 2025 the Kawartha Pine Ridge District School Board and the Peterborough Victoria Northumberland Clarington Catholic District School Board will hold two joint public meetings: the first pursuant to section 257.60 of the Education Act and the second pursuant to section 257.63 of the Education Act.

The purpose of the first public meeting on September 18, 2025 will be to review the current education development charge policies of both Boards and to solicit public input.

The purpose of the second public meeting on September 18, 2025 is to consider the continued imposition of education development charges in the Municipality of Clarington, the successor by-laws and to inform the public generally about the education development charge proposal of each Board.

A Policy Review Document setting out the Boards' policies for the current education development charge by-laws as well as the EDC Background Study required under section 257.61 of the Education Act (and the proposed EDC by-laws) setting out each Board's EDC proposal will be made available on the Boards' websites.





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

**November 25, 2025 @ 7:00 p.m.  
Kawartha Pine Ridge District School Board  
1994 Fisher Drive,  
Peterborough, Ontario  
Roy H. Wilfong Boardroom**

**November 25, 2025 @ 6:30 p.m.  
Peterborough Victoria Northumberland Clarington  
Catholic District School Board  
1355 Lansdowne St W  
Peterborough, Ontario**

AND TAKE NOTICE that on November 25, 2025, the Kawartha Pine Ridge District School Board and the Peterborough Victoria Northumberland Clarington Catholic District School Board will each hold a third public meeting.

The purpose of the third public meeting for each Board is to consider the enactment of successor EDC by-laws in the Municipality of Clarington.

Should new by-laws be passed, collection of education development charges pursuant to such by-laws may commence on January 1, 2026.

All interested parties are invited to attend the meetings. Any person who attends any of the meetings may make a representation to the Boards in respect of the policies. The Boards will also consider any written submissions.

All submissions received in writing and those expressed at the public meetings will be considered prior to the enactment of an education development charge by-law.

All of these meetings will be held both in person and through electronic means. The Boards will post on their websites instructions on how to electronically participate in the meetings at a time closer to the dates of the meetings. If you wish to be sent instructions on how to participate in any of the meetings, please communicate with the Board administrators at the telephone numbers and e-mail addresses provided below.

The Boards would appreciate receiving written submissions one week prior to the public meetings. Submissions and requests to address the Boards as a delegation, as well as any comments or requests for further information regarding this matter, should be submitted to:

**April Foster**, Superintendent of Education  
Business and Corporate Services  
**Kawartha Pine Ridge District School Board**  
1994 Fisher Dr, PO Box 7190  
Peterborough, Ontario, K9J 7A1  
Telephone: 705-742-9773 (ext. 2024)  
E-mail: [michelle\\_williams@kprdsb.ca](mailto:michelle_williams@kprdsb.ca)  
Website: <http://www.kprschools.ca>

**Sean Heuchert** Superintendent of Business and  
Finance/Facility Services/Transportation/Policy Development  
**Peterborough Victoria Northumberland and  
Clarington Catholic District School Board**  
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Catholic District School Board

**Rita Russo,**

Director of Education  
Kawartha Pine Ridge District School Board

**Stephen O'Sullivan,**

Director of Education/Secretary Treasurer  
Peterborough Victoria Northumberland and Clarington  
Catholic District School Board



## **Stakeholder Participation**

In addition to the legislated public meetings, the Ministry encourages school boards to include relevant stakeholders in the EDC process and discussions. Local developers or development associations, as well as municipalities, should be contacted in advance of the public meetings to ensure they are aware of the proposed EDC and bring to light any potential issues, etc. It is essential that stakeholders are part of the process and that the discussions always remain transparent to help ensure a smooth passage of the EDC by-law.

The KPRDSB and the PVNCCDSB have worked together closely on the preparation of the EDC background study and by-laws to ensure consistency in the included data and assumptions used in the calculation of the charges. Growth forecasts used for the EDC analysis are consistent with the most recent and available municipal and regional forecasts. The Boards initially notified area stakeholders of their intent to begin the EDC renewal process in the spring of 2025. A stakeholder information session was held on July 29, 2025. An additional stakeholder information session is planned for early fall, for both regional and municipal stakeholders, as well as members of the development team.

## **Exemptions**

The EDC by-law is subject to certain statutory exemptions for both residential and non-residential collection. The exemptions for residential development deal with residential intensification and replacement of units. If a new unit is added to an existing dwelling unit, for example a single detached unit is converted to a duplex, the additional unit is exempt from EDCs. Section 3 of O. Reg. 20/98 sets out the classes of residential buildings and the maximum number of dwelling units that can be added under the exemption.

The legislation also allows for exemptions dealing with the replacement of residential units that have been destroyed by fire, demolition, or otherwise or have been rendered uninhabitable, subject to certain conditions prescribed under section 4 of O. Reg. 20/98.

Non-residential statutory exemptions deal similarly with additions/enlargements of space and the replacement of existing non-residential space that has been destroyed. A non-residential development that includes the enlargement of existing industrial space, up to 50% of the GFA of the existing development, is exempt from EDCs as per



subsection 257.55 of Division E of the *Education Act*. The replacement of non-residential building space is exempt from EDCs if the existing space was destroyed by fire, demolition, or otherwise, or has been rendered uninhabitable, subject to certain conditions in section 5 of O. Reg. 20/98.

In addition to the exemptions mentioned, the legislation allows for a limited non-residential exemption for certain institutional developments. Subsection 257.54 (5) of the *Education Act* stipulates that, “No land, except land owned by and used for the purposes of a board or municipality, is exempt from an EDC under a by-law passed under subsection (1) by reason only that it is exempt from taxation under section 3 of the *Assessment Act*.”

School boards may also decide to impose their own non-statutory exemptions on certain developments, both residential and non-residential. These types of exemptions may be for developments like seniors’ housing, social housing, or recreational developments. Non-statutory exemptions are entirely at the discretion of the board, and any EDC revenues lost as a result cannot be recovered.

## **Expiration**

A school board can specify any date as the expiration date of the EDC by-law if the term of the by-law does not exceed five years. The exception to this rule is that the EDC by-law of one school board automatically expires on the same date as an existing by-law of a coterminous school board if they are in force in any part of the same area. Section 17 of O. Reg. 20/98 prescribes the conditions dealing with this special rule of expiry of by-laws.

## **Collection**

The EDC is collected by local municipalities on behalf of the school boards at the time a building permit is issued. The funds are deposited into an EDC reserve fund. The municipality, under the legislation, cannot issue a building permit if the EDC has not been paid. In addition to collecting the charge and transferring the monies to the school boards, municipalities are also required to provide the boards with detailed reports respecting all EDC transactions (section 20 of O. Reg. 20/98). At a minimum, each report should cover the total EDCs that have been collected, the number of building permits issued (or GFA for non-residential), any exemptions granted, and any permits that were issued without an EDC being paid.



Municipalities do not receive any remuneration for collecting EDCs on behalf of the school boards; however, municipalities are allowed to retain any interest earned on the monthly EDC balances.

## 2.4 Appeals and Amendments

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### Appeals

The EDC by-law can be appealed by any individual or organization in accordance with the provisions in the *Education Act*. Subsections 257.64 to 257.69 of the Act outline the legislation dealing with the appeal of the EDC by-law. The by-law is subject to appeal for a maximum of 40 days after the by-law has been passed. The school boards must provide a written notice that an EDC by-law has been passed (within 20 days of passage), and this notice must include information on how to file an appeal.

An appeal of an EDC by-law goes to the Ontario Land Tribunal (OLT), formerly known as the Local Planning Appeal Tribunal, and before that as the Ontario Municipal Board, to be decided. All appeals must be filed in writing with the secretary of the school board within the allotted time allowed. The reasons for the appeal must be included in the notice. It is the responsibility of the secretary of the school board to forward a copy of the Notice of Appeal to the OLT within 30 days after the last day of the appeal period. In addition to the Notice of Appeal, the secretary must provide:

- A copy of the by-law certified by the secretary;
- A copy of the background study;
- An affidavit or declaration certifying that notice of the passing of the by-law was provided in accordance with the *Education Act*; and
- The original or true copy of all written submissions and material relevant to the by-law.

After hearing an appeal, the OLT may decide to:

- Dismiss the appeal in whole or in part;
- Order the board to repeal or amend the by-law; or
- Repeal or amend the by-law itself.

If the by-law is repealed, the EDCs that have already been paid must be refunded. If the by-law is amended and the amended charge is lower than the original charge, the



difference must be refunded. All refunds are due within 30 days of the by-law being repealed or amended. While the OLT does have the power to repeal or amend the by-law, they are not able to increase the quantum of the charge, remove or reduce the scope of discretionary exemptions, or change the expiration date of the by-law.

## **Amendments**

The EDC legislation gives school boards the authority to amend their by-laws. Subsection 257.70 (1) of the Act states: “Subject to subsection (2), a board may pass a by-law amending an education development charge by-law.” There are certain limitations to an EDC amendment, specifically laid out in subsection 257.70 (2) of the Act. It says that,

A board may not amend an education development charge by-law so as to 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:

- Increase the amount of an EDC.
- Remove or reduce the scope of an exemption.
- Extend the term of the by-law.

There are a variety of reasons why school boards may feel the need to amend their by-law. School boards may be paying more for school sites than what was estimated in the EDC and may need to increase their land cost assumptions, or they may need to change a discretionary exemption. The board does not need Ministry approval to pass an amending by-law; however, boards are required to provide proper notice proposing an amendment and of the amendment itself. Boards are also required to ensure that the original EDC background study is available, along with any additional information that would explain the reason for the amendment. A public meeting is not required to pass an amending by-law, but it is recommended.





# Chapter 3

## The Process and Methodology of Calculating an Education Development Charge



### 3. The Process and Methodology of Calculating an Education Development Charge

The following chapter will outline the procedures and methodologies utilized to calculate the EDC. As mentioned earlier in this report, the EDC calculation is formulaic and technical in nature and encompasses three main components – demographic projections, determination of need (new school sites), and the associated costs.

#### 3.1 Eligibility

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School boards must meet certain criteria to be eligible to impose EDCs. The first criterion deals with the board's average projected enrolment compared to its OTG capacity. The second set of criteria, available only to school boards that have an existing in-force by-law, deals with outstanding EDC financial obligations.

##### Capacity Criteria

If a school board's average elementary or secondary enrolment on a jurisdiction-wide basis over the five years following proposed by-law passage is greater than the board's elementary or secondary OTG capacity, then it is eligible to impose an EDC.

Qualification on either panel allows the board to impose EDCs throughout its jurisdiction for both elementary and secondary new school sites. Form A of the EDC submission sets out the board's projected average daily enrolment over the proposed five-year term of the EDC by-law (2024/25 to 2029/30), as compared to the board's OTG capacity on both the elementary and secondary panels.

The board's OTG capacity for the EDC is based on the Ministry-approved permanent capacity according to the Education Capital Information System on the proposed date the new by-law is to come into force. Additional adjustments may be made to the capacity figure used in the study, in consultation with Ministry staff and for circumstances such as:

- OTG capacity of schools that are transferred from one panel to the other within 12 months of by-law passage may be attributed to the panel for which the school will be used after the transfer is complete. Boards must have passed a resolution for this to take effect.



- Purpose-built space that cannot be reasonably used to accommodate pupils from new growth may be excluded from the permanent capacity determination.
- The capacity of a leased school must be included if the school has a “New Pupil Place” capacity attributed to it. The “New Pupil Place” capacity is the capacity used in the determination of Ministry grants.
- Any schools that have been closed (in accordance with the board’s school closure policy) may be excluded from the permanent capacity. In addition, if a school is scheduled to close during the tenure of the by-law (with board-passed resolution) then the capacity may also be excluded.

The permanent **existing** capacity for the KPRDSB is **26,180** on the elementary panel and **13,555** on the secondary panel. The permanent existing capacity for the PVNCCDSB is **10,791** spaces on the elementary panel and **5,319** on the secondary panel.

The KPRDSB meets the capacity trigger on the elementary panel and the PVNCCDSB meets the capacity trigger on the secondary panel. The KPRDSB’s five-year average elementary projected enrolment is **27,345**, compared to the EDC capacity of **26,180** (including new facilities), resulting in a deficit of **1,165** spaces. The PVNCCDSB’s five-year average elementary projected enrolment is **10,536**, compared to the EDC capacity of **10,791**, resulting in a surplus of **255** spaces.

On the secondary panel, the KPRDSB five-year average projected enrolment is **10,336**, compared to the EDC capacity of **13,555**, resulting in a surplus of **3,219** spaces. For the PVNCCDSB, the five-year average projected enrolment is **5,607**, compared to the EDC capacity of **5,319**, resulting in a deficit of **288** secondary spaces.

## Financial Obligations

A school board that has an existing EDC by-law in place, and has outstanding financial obligations related to its existing by-law that exceed the balance of the EDC reserve fund, is eligible to impose EDCs. It is possible for a board to have sufficient capacity to accommodate projected enrolment yet still be obligated to pay for sites that have been purchased as a result of a growth-related need. Outstanding financial obligations can result from a board not having collected enough revenue because of growth shortfalls or an increase in land prices, or if a board has purchased school sites earlier than what was projected in the background study.



This financial obligation eligibility trigger was added to the original capacity trigger criterion with an amendment to O. Reg. 20/98 and came into force on March 12, 2002.

For school boards to qualify under this trigger, an EDC financial obligation must be demonstrated in the background study. The EDC reserve fund must be estimated to the day before the new by-law passage is considered. Based on actual and estimated revenues and expenditures provided by the school board, the KPRDSB will have an estimated reserve fund balance of **\$64,402**. Based on actual and estimated revenues and expenditures provided by the school board, the PVNCCDSB will have an estimated outstanding financial obligation of **-\$4,465,228** at the time of by-law renewal.

**Form A from the EDC Ministry Submission for both Boards can be found as Figure 3-1 and Figure 3-2. Section A2 of the Ministry EDC forms outlines the Boards' proposed reserve fund balances at the time of by-law renewal.**



Figure 3-1: Kawartha Pine Ridge District School Board – Form A

**Kawartha Pine Ridge District School Board  
Education Development Charges Submission 2025  
Form A - Eligibility to Impose an EDC**

**A.1.1: CAPACITY TRIGGER CALCULATION - ELEMENTARY PANEL**

| Elementary<br>Panel<br>Board-Wide<br>EDC Capacity | Projected Elementary Panel Enrolment |                         |                         |                         |                         |   | Elementary<br>Average<br>Projected<br>Enrolment<br>less<br>Capacity |
|---|--------------------------------------|-------------------------|-------------------------|-------------------------|-------------------------|---|---|
|   | Year 1<br>2025/<br>2026              | Year 2<br>2026/<br>2027 | Year 3<br>2027/<br>2028 | Year 4<br>2028/<br>2029 | Year 5<br>2029/<br>2030 | Average<br>Projected<br>Enrolment<br>Over Five<br>Years |   |
| 26,180.0  | 26,363                               | 26,865                  | 27,261                  | 27,878                  | 28,357                  | 27,345  | 1,165   |

**A.1.2: CAPACITY TRIGGER CALCULATION - SECONDARY PANEL**

| Secondary<br>Panel<br>Board-Wide<br>EDC Capacity | Projected Secondary Panel Enrolment |                         |                         |                         |                         |   | Secondary<br>Projected<br>Enrolment<br>less<br>Capacity |
|--|-------------------------------------|-------------------------|-------------------------|-------------------------|-------------------------|---|---|
|  | Year 1<br>2025/<br>2026             | Year 2<br>2026/<br>2027 | Year 3<br>2027/<br>2028 | Year 4<br>2028/<br>2029 | Year 5<br>2029/<br>2030 | Average<br>Projected<br>Enrolment<br>Over Five<br>Years |   |
| 13,555.0   | 9,889                               | 10,069                  | 10,289                  | 10,570                  | 10,863                  | 10,336  | -3,219  |

**A.2: EDC FINANCIAL OBLIGATIONS**

|   |           |
|---|-----------|
| Total Outstanding EDC Financial Obligations (Reserve Fund Balance): | \$ 64,402 |
|---|-----------|



Figure 3-2: Peterborough Victoria Northumberland and Clarington Catholic District School Board – Form A

**Peterborough Victoria Northumberland Clarington Catholic District School Board**  
**Education Development Charges Submission 2025**  
**Form A - Eligibility to Impose an EDC**

**A.1.1: CAPACITY TRIGGER CALCULATION - ELEMENTARY PANEL**

| Elementary<br>Panel<br>Board-Wide<br>EDC Capacity | Projected Elementary Panel Enrolment |                         |                         |                         |                         |   | Elementary<br>Average<br>Projected<br>Enrolment<br>less<br>Capacity |
|---|--------------------------------------|-------------------------|-------------------------|-------------------------|-------------------------|---|---|
|   | Year 1<br>2025/<br>2026              | Year 2<br>2026/<br>2027 | Year 3<br>2027/<br>2028 | Year 4<br>2028/<br>2029 | Year 5<br>2029/<br>2030 | Average<br>Projected<br>Enrolment<br>Over Five<br>Years |   |
| 10,791.0  | 10,366                               | 10,419                  | 10,517                  | 10,612                  | 10,769                  | 10,536  | -255  |

**A.1.2: CAPACITY TRIGGER CALCULATION - SECONDARY PANEL**

| Secondary<br>Panel<br>Board-Wide<br>EDC Capacity | Projected Secondary Panel Enrolment |                         |                         |                         |                         |   | Secondary<br>Projected<br>Enrolment<br>less<br>Capacity |
|--|-------------------------------------|-------------------------|-------------------------|-------------------------|-------------------------|---|---|
|  | Year 1<br>2025/<br>2026             | Year 2<br>2026/<br>2027 | Year 3<br>2027/<br>2028 | Year 4<br>2028/<br>2029 | Year 5<br>2029/<br>2030 | Average<br>Projected<br>Enrolment<br>Over Five<br>Years |   |
| 5,319.0  | 5,317                               | 5,507                   | 5,720                   | 5,696                   | 5,794                   | 5,607   | 288   |

**A.2: EDC FINANCIAL OBLIGATIONS**

|   |               |
|---|---------------|
| Total Outstanding EDC Financial Obligations (Reserve Fund Balance): | -\$ 4,465,228 |
|---|---------------|



## 3.2 Demographic Projections

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The demographic projections respecting school enrolment and housing and population growth form an important basis for the entire EDC analysis. These projections ultimately determine eligibility, need, and the final quantum of the charge. The housing unit forecasts contained in this study are consistent with the most recent municipal forecast available at the time of study. The background, methodologies, and overviews of both the enrolment and housing forecasts can be found in Chapter 4 of this report.

The demographic projection requirements of the EDC consist of three distinct components: projecting the number of annual building permits that will be issued for new dwelling units and new non-residential space, projecting enrolment of the existing community, and projecting enrolment from new housing growth.

### New Dwelling Units

The number of new dwelling units in the area of the EDC by-law must be estimated for each of the next 15 years. The forecast is set out by three types of development, low density (single and semi-detached houses), medium density (townhouses) and high density (apartments) and is broken down by the school board review areas that were outlined earlier in this report in section 1.4.

The forecast is set out by varying types of development for two reasons. The first is that different types of development produce school-aged children in different ways. Lower-density developments typically produce greater numbers of school-aged children than do apartments; however, recent demographic data shows that gap is closing. Defining various types of development allows for greater accuracy when projecting the number of new pupils arising from new developments. The second reason is to be able to calculate a differentiated charge should the Boards choose to do so. Each Board can charge a uniform EDC rate across all types of development – meaning that the EDC is one rate for a single detached unit or an apartment, or the Board can choose to charge separate rates depending on the type of development.

The legislation defines certain situations where specific developments are exempt from EDCs, such as housing intensification. The forecast of **net new dwelling units** should ensure that these exempt units are factored into any forecast and excluded.



## Existing Community Projections and Projections of New Pupils

The enrolment projections required to calculate EDCs must be made up of two distinct projections, one for the existing community and one for pupils from new housing growth. This is done because ultimately the number of total growth-related pupils must be offset by any available pupil places that are not required by pupils of the existing community in Year 15 of the forecast. The existing community projection must estimate, by school, the number of students for 15 years based on the number of existing students today and assuming no additional new housing growth. The board's total OTG capacity of the review area (as of by-law inception) less the projected number of existing community pupils in the review area in Year 15 is the board's **total available space**.

The determination of pupils from new development is based on the aforementioned housing forecast and the use of pupil yield factors. Pupil yields are mathematical representations of the number of school-aged children who will be generated by a particular dwelling over the planning forecast and who will attend a particular school board. Pupil yields used in this analysis are based on Statistics Canada data and historical board enrolment information. Multiplying the pupil yield factors by the appropriate type of development in the net new dwelling forecast determines the projected pupils from new development.

To determine the total **net growth-related pupil place requirements**, the available pupil places (total available space referenced above) must be subtracted from the total pupils projected from new development. Enrolment projections and the determination of net growth-related pupil places can be done on a jurisdiction-wide basis or on a review area basis. The EDC analysis in this study is based on a review area approach.

## Site Needs

The final "planning" or "forecasting" step in the EDC process is to determine the board's site needs, specifically the number, location, and size of sites for new growth-related schools. The calculation of net growth-related pupil place requirements ultimately determines the number of necessary sites and their size. The regulation governing the EDC provides a table of maximum sizes depending on the number of pupil places that will be constructed. These tables can be found on the following page.

While the calculations shown in the tables ultimately determine the amount/size of land that will be necessary for new school sites, the legislation also recognizes that there





may be situations in which the necessary site for a new school may exceed the size specified in the table. For example, a board may need a larger site to accommodate certain municipal requirements or Ministry initiatives. Should a site exceed the legislative requirements, justification must be included in the EDC background study.

Table 3-1: Elementary School Maximum Area to Pupils

| 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                    |

Table 3-2: Secondary School Maximum Area to Pupils

| Number of Pupils | Maximum Area (acres) |
|------------------|----------------------|
| 1 to 1,000       | 12                   |
| 1,001 to 1,100   | 13                   |
| 1,101 to 1,200   | 14                   |
| 1,201 to 1,300   | 15                   |
| 1,301 to 1,400   | 16                   |
| 1,401 to 1,500   | 17                   |
| 1,501 or more    | 18                   |

Form G of the Ministry EDC Forms submission provides specific details on each site the board is proposing to acquire to construct new schools. On a site-by-site basis, Form G provides information on the general location of the site (by review area or greater detail, if available), the proposed size of the new school, the approximate timing of site purchase, as well as the percentage of the site that is considered EDC eligible. The Ministry also recommends that proposed site purchases for new schools be consistent with the board's long-term accommodation plans.



### 3.3 Growth-Related Net Education Land Costs

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The planning or forecasting component of the EDC analysis is critical to determining the overall EDC-eligible needs of the Boards. To finalize the calculation process of the EDC, these accommodation needs must be translated into financial requirements. The analysis in the previous section determined the total growth-related pupil needs and the amount of land (in acres) that will be required to accommodate those pupils. EDC-eligible expenses are determined by attaching costs to acquire and service the land needed.

Land acquisition costs have been determined by qualified appraisers; the methodologies used and relevant data can be found in Chapter 5 of this report. Servicing costs are based on historical costs provided by the Boards with respect to sites that have been recently developed. Once costs for each site have been finalized, the next step is to determine the percentage of each site that is EDC eligible. This is based on the percentage of net growth-related students that make up the total capacity of the proposed new school. For example, if the proposed new school had a capacity of 450, and 400 of the spaces were accounted for by new growth-related pupils, then the site would be 88.88% eligible for EDCs ( $400/450 = 88.88\%$ ).

In addition to site acquisition and servicing costs, there are other EDC-eligible expenses that can be included in the analysis. Examples of other EDC-eligible costs include:

- Interest and borrowing costs related to site acquisition;
- Land escalation costs;
- Costs related to the preparation and distribution of EDC background studies;
- Costs related to studies of land being considered for acquisition (environmental assessments);
- Costs to service/prepare land for construction (grading, service lines, etc.); and
- Alternative Projects.

#### Outstanding Financial Obligations

In addition to the costs that have been outlined above, any outstanding financial obligations from previous by-laws are also eligible education land costs. A negative balance in the Boards' EDC reserve funds, established for the area to which the proposed by-laws will apply, is considered an outstanding financial obligation, and can



be added to the total net education land costs. It should be noted that if the Boards have a positive balance in their EDC reserve funds, these funds must be used to defray any EDC-eligible expenditures. The total eligible costs are referred to as the **total growth-related net education land costs** as presented in Form H.

### 3.4 Determination of the Charge

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Once the total growth-related net education land costs have been determined, there are certain prescribed steps that must be followed to determine the actual quantum of the EDC. As discussed in Chapter 2, the legislation allows school boards to determine the type of EDC they will impose. Boards can impose EDCs on residential or non-residential developments and can also charge a uniform rate for all types of developments or can differentiate the rate based on dwelling unit types.

#### Apportionment of Land Costs

The legislation allows school boards to allocate up to 40% of their education land costs to non-residential development. If a school board had a non-residential component to their EDCs, then the land costs would be multiplied by whatever percentage the board deemed to be apportioned to non-residential development. For example, if the total land costs were estimated to be \$1 million and the non-residential allocation was 10%, then the **non-residential growth-related net education land costs** would total \$100,000. The remaining balance would make up **the residential growth-related net education land costs** (as presented in Form H).

To determine the residential charge (assuming a uniform charge), the total residential growth-related net education land costs are divided over the projected number of net new dwelling units assumed in the EDC forecast over the next 15 years. The result is the amount of the uniform residential EDC per dwelling unit. If charges are to be imposed on non-residential development, there are two ways in which they can be calculated. If the board chooses to use a non-residential forecast of GFA, then the total non-residential growth-related net education land costs are divided by the estimated GFA of proposed non-residential developments. The board can also choose to use a non-residential forecast of estimated declared values, where the non-residential land costs are divided by the projected declared values and multiplied by 100 to get a non-residential charge.



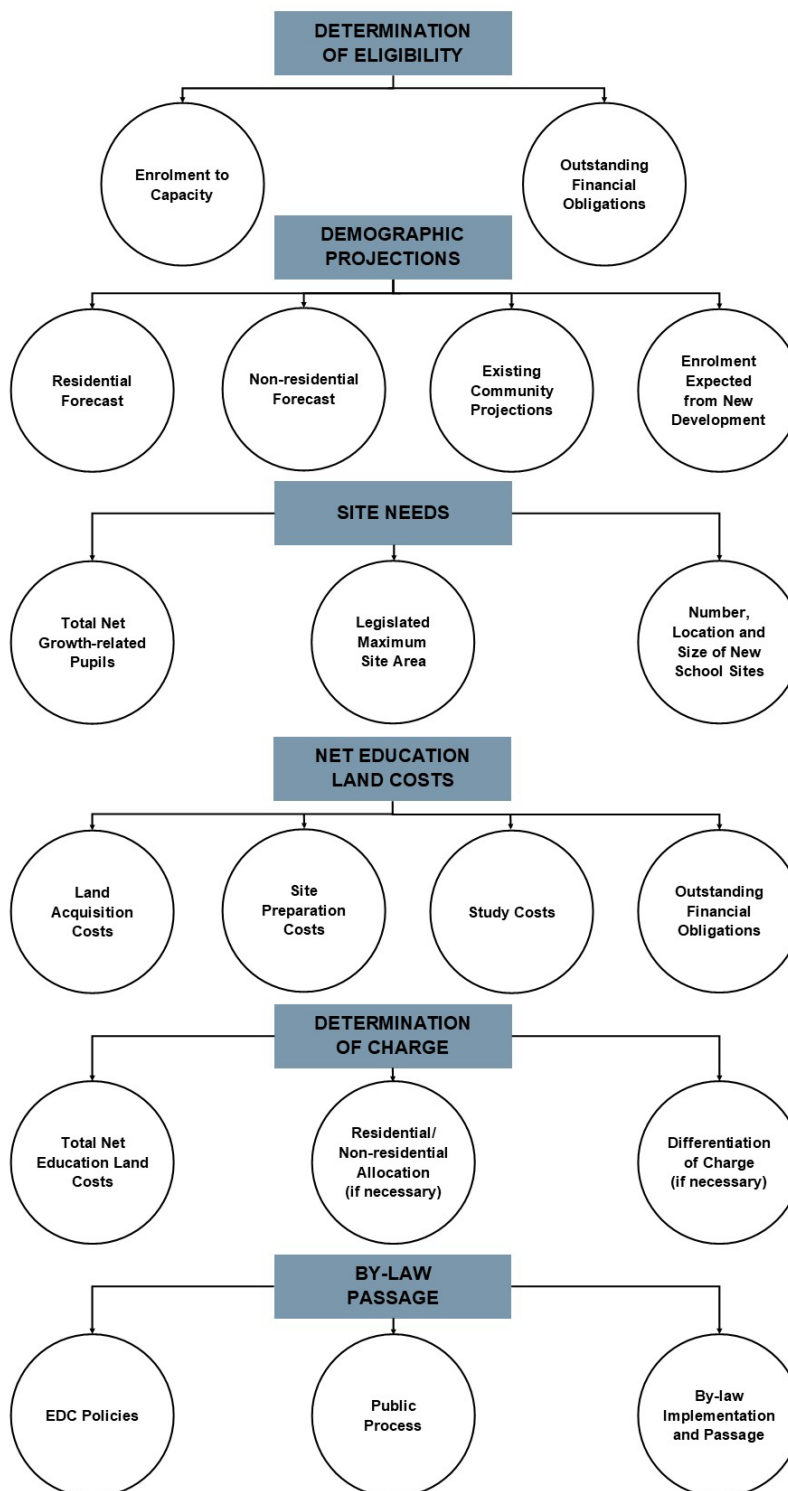
Once the residential charge is determined, it can be charged uniformly across all types of development, or different rates can be charged depending on the types of units being built. If the EDC is applied in a uniform manner, then the total residential land costs are simply divided over the estimated net new dwelling units as described earlier. If the board chooses to impose a differentiated EDC, then the charges are apportioned based on different unit types producing different amounts of pupils. Boards may choose to define developments as they wish (i.e., low density, high density, condominiums, apartments, single family, etc.) but are encouraged to stay as consistent as possible with categories used by the municipalities impacted by the by-law.

A distribution factor is determined by the distribution of growth-related pupils amongst the various unit types defined by the board. For example, if 100 students were from low-density developments, 50 from medium-density developments, and 10 from high-density developments, the distribution factors would be 62.5% for low density ( $100/160$ ), 31.25% for medium density, and 6.25% for high density. These distribution factors are then multiplied by the total residential land costs to determine the apportioned residential land costs by development type. Each separate amount is then divided by the number of net new units for the particular development type to arrive at the **differentiated residential EDC per unit by development type**.

A flow chart detailing the EDC process can be found on the following page. In addition, the Ministry EDC Forms, which detail the calculations required to determine the EDC, are located in Appendix A at the end of this report.



## EDC Process and Methodology





# Chapter 4

## Demographic Projections



## 4. Demographic Projections

As discussed earlier in this report, the demographic projections form the backbone of the EDC analysis in that they are used to determine eligibility, need, and ultimately the quantum of the charge itself. The demographic projections for an EDC consist of both forecasts of new housing development and projections of school enrolment. Projections of both new housing and enrolment must be provided on an annual basis for a 15-year period following by-law imposition.

**The following chapter provides the methodology and background to the demographic projections, and the results of those projections for the Municipality of Clarington.**

### 4.1 The Residential and Non-Residential Growth Forecast

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#### 4.1.1 Residential

The residential growth forecast for the EDC is critical to the analysis because of the direct link between new homes and new pupils for the school board. In addition to determining a board's needs, the number of net new projected units in the forecast is what the total net education land costs are divided by to determine the final quantum of the residential charge. The dwelling unit forecast contained in this study provides a projection of the number of units on an annual basis for the next 15 years by low- (singles/semis), medium- (townhouses) and high-density (apartments) allocations. O. Reg. 20/98, subsection 7 (1) states that a board must "estimate the number of new dwelling units in the area in which charges are to be imposed for each of the 15 years immediately following the day the by-law comes into force."

Housing development and occupancy patterns have changed significantly over the last decade. Housing developments are offering more choice in terms of density, like singles, townhouses, and apartments, as well as developments that cater to specific lifestyles or age groups (retirement residences). Recent policy changes by the provincial government, such as the new *More Homes Built Faster Act (2022)*, mandate that future developments will have more units on less land, increasing the likelihood of more urban-type developments and infilling projects in the future. The combination of new initiatives, societal shifts in housing and accelerated economic change resulting from the coronavirus disease (COVID-19) pandemic has posed a set of unique





challenges for municipalities in the area to develop long-term population and housing projections.

The development projections in this study are derived from the 2022 Durham Region Growth Management Study (G.M.S.) – Phase 2 Area Municipal Growth Allocations and Land Needs, 2051, which outlines population, housing, and employment growth to 2051, and the Region of Durham Regional Development Charge Background Study prepared by the Regional Municipality of Durham and Watson & Associates Economists Ltd., March 28, 2023.

Over time and due to the rapidly changing planning landscape (change in local and provincial legislation), the Boards will continue to monitor growth-related metrics supplemented with other relevant data garnered from historical building permit issuance, small area development plans, and conversations/meetings with local planning departments, and will revise forecasts as needed.

According to information from municipal building permit data, the Municipality of Clarington averaged approximately 578 occupancies from new units constructed between 2020 and 2024, which is a decrease from the 2016 to 2020 average of 746 units. Residential building activity in the Municipality of Clarington has fluctuated over the last five years, ranging from a low of 227 in 2024 to a high of 935 occupancies in 2020 (range of 708 units). Following this peak, building permit issuance was slightly lower at 499 in 2021 and 514 in 2022, whereas the Municipality saw an increase in building permit issuance for 2023 at 717 occupancies.

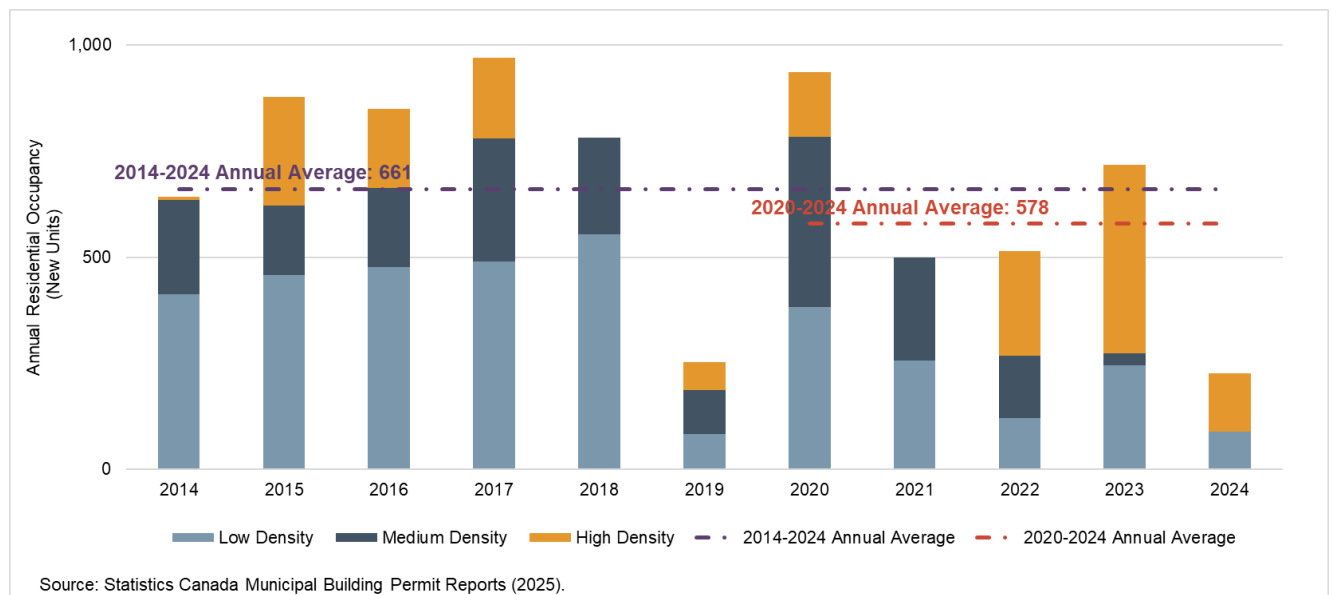


Table 4-1: Municipality of Clarington Historical Building Permit Occupancy (New Units)

| Year | Area  | Total        |
|------|---|--------------|
| 2014 | Municipality of Clarington                        | 643          |
| 2015 | Municipality of Clarington                        | 877          |
| 2016 | Municipality of Clarington                        | 850          |
| 2017 | Municipality of Clarington                        | 970          |
| 2018 | Municipality of Clarington                        | 782          |
| 2019 | Municipality of Clarington                        | 252          |
| 2020 | Municipality of Clarington                        | 935          |
| 2021 | Municipality of Clarington                        | 499          |
| 2022 | Municipality of Clarington                        | 514          |
| 2023 | Municipality of Clarington                        | 717          |
| 2024 | Municipality of Clarington                        | 227          |
| -    | <b>2014-2024 Municipality of Clarington Total</b> | <b>7,266</b> |
| -    | <b>2014-2024 Average</b>                          | <b>661</b>   |
| -    | <b>2020-2024 Average</b>                          | <b>578</b>   |

Source: Derived from Statistics Canada Municipal Building Permit Reports (2025).

Figure 4-1: Municipality of Clarington Residential Building Permit Occupancy (New Units) by Type, 2014 to 2024





The Municipality's growth forecasts project significant growth over the next few decades, with an average of approximately **1,436** new dwelling units per year from 2025 to 2039 (15-year EDC forecast term). According to building permits reported by the Municipality between 2014 and 2024, approximately **49%** of all permits were for low-density type units (singles/semis), **28%** were for medium-density type units, and **23%** were for high-density type units. Future growth is anticipated to have **49%** of new development come from low-density type units, **33%** from medium-density type units, and **18%** from high-density development.

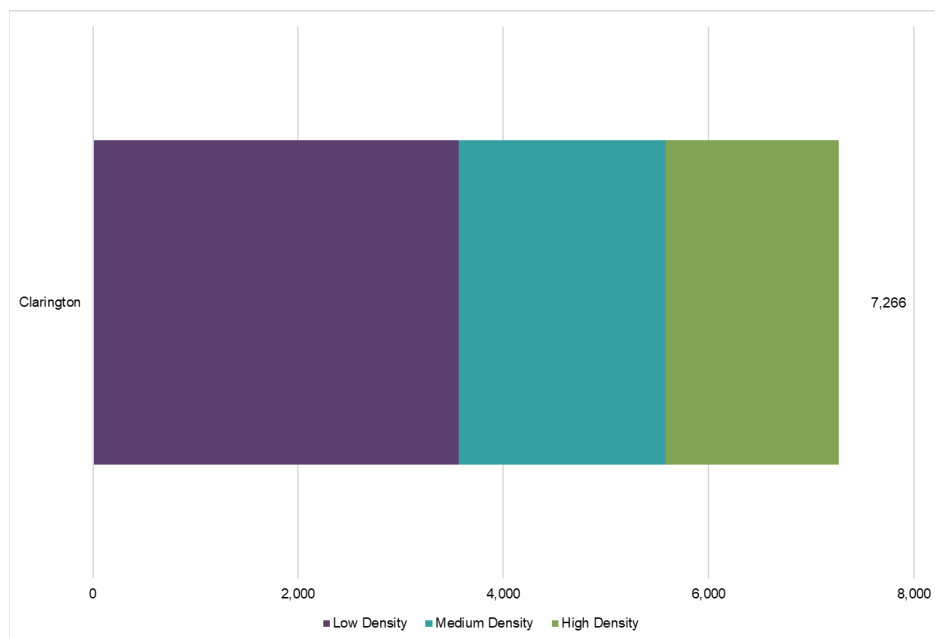
Table 4-2: Municipality of Clarington Residential Forecast, 2025-2039

| Unit Type                   | Number of Units | % By Density |
|-----------------------------|-----------------|--------------|
| Low Density (Singles/Semis) | 10,562          | <b>49%</b>   |
| Medium Density (Townhouses) | 7,062           | <b>33%</b>   |
| High Density (Apartments)   | 3,922           | <b>18%</b>   |
| <b>Total</b>                | <b>21,546</b>   | <b>100%</b>  |

Source: Derived from the 2022 Durham Region Growth Management Study (G.M.S.) – Phase 2 Area Municipal Growth Allocations and Land Needs, 2051 and the Region of Durham Regional Development Charge Background Study prepared by the Regional Municipality of Durham and Watson & Associates Economists Ltd., March 28, 2023.

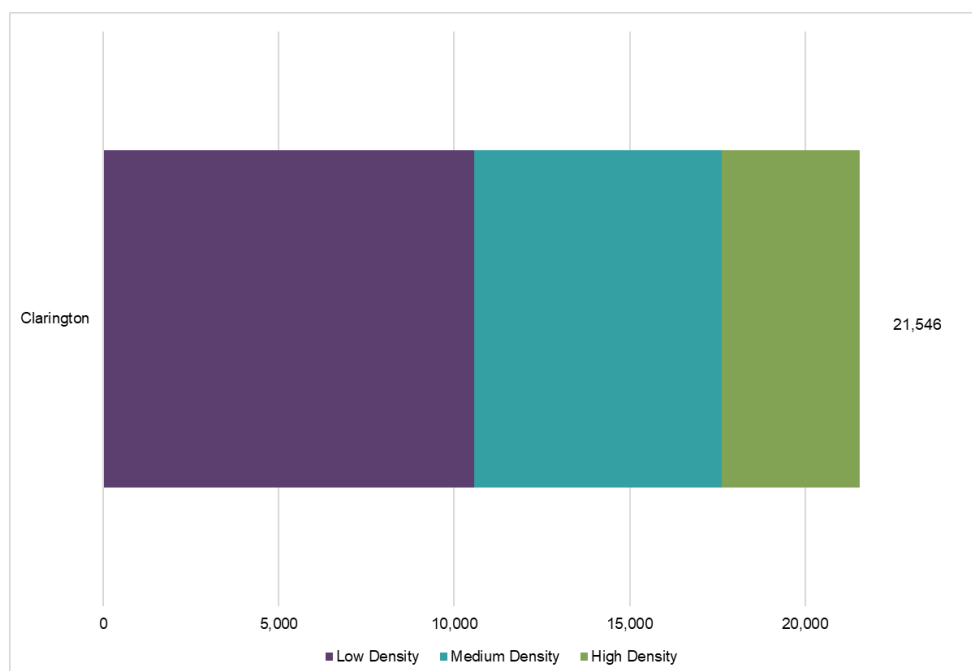


Figure 4-2: Municipality of Clarington Historical Building Permits, 2014 to 2024



Source: Derived from Statistics Canada Municipal Building Permit Reports (2025).

Figure 4-3: Municipality of Clarington Residential Forecast, 2025 to 2039



Source: Derived from the 2022 Durham Region Growth Management Study (G.M.S.) – Phase 2 Area Municipal Growth Allocations and Land Needs, 2051 and the Region of Durham Regional Development Charge Background Study prepared by the Regional Municipality of Durham and Watson & Associates Economists Ltd., March 28, 2023.



As noted earlier, the final growth forecast for the EDC by-law for both the KPRDSB and the PVNCCDSB is based on the aforementioned data and totals **21,546** new units that are forecast to be built over the next 15 years. Of these new units, 49% are estimated to be low density, 33% medium density and 18% high density. While the forecast averages **1,436** units per year for the 15-year EDC term, the first five years of the forecast will average more new builds at **1,492** units per year. Forecasts for both Boards by elementary review area and density type can be found as part of the Ministry Forms package in Appendix A.

To account for the intensification of units, which are exempt from EDCs, an adjustment to the projections was made to derive the “net” new units housing forecast. This adjustment is intended to estimate the number of units in the forecast that will be created by intensification – transforming an existing single-family home into duplex/apartment-type units. The overall forecast was reduced by approximately 4.0% to estimate the number of exempt units, resulting in a projection of **21,266** net new units, as shown on Form C.

#### **4.1.2 Non-residential**

The non-residential growth forecast provides a basis for calculating a non-residential EDC, should boards elect to impose such a charge. O. Reg. 20/98, subsection 7 (11) states that, “If charges are to be imposed on non-residential development, the board shall determine the charges, which shall be expressed as a rate to be applied to the board-determined GFA of the development and shall satisfy the following requirements...” The non-residential forecasts contained in this report are projections of GFA and have been derived from the Region of Durham Regional Development Charge Background Study prepared by the Regional Municipality of Durham and Watson & Associates Economists Ltd., March 28, 2023.

The non-residential forecast totals **13,243,350** sq.ft. of GFA over the next 15 years. As with the residential forecast, assumptions must be made respecting certain exemptions of GFA. Industrial additions (up to 50% of existing floor area) and certain institutional properties (municipal and school board properties) are exempt under the legislation. Utilizing historical Statistics Canada data on non-residential construction by type, **3,778,935** sq.ft. (approximately 29%) were exempt from this forecast and the total “net” new non-residential forecast totals **9,464,415** sq.ft. of GFA.



## 4.2 Enrolment Projections

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Enrolment projections for the purposes of the EDC analysis are completed as two separate components; enrolment of the existing community and enrolment expected from new housing growth. The enrolment projections of the existing community are based on a scenario of no new housing growth and project enrolment of the existing population. The projections of enrolment from new housing focus on pupils who are generated from expected new housing developments. EDC-eligible growth-related pupils must be offset by any available space in the existing community, hence the necessity of examining enrolment projections utilizing the two separate components.

Enrolment projections have been prepared for each review area within the Municipality of Clarington. Existing community projections have been prepared for each Board's schools contained in the EDC analysis. The projections of enrolment from new housing growth are provided on a review area basis.

The enrolment projections also assume that students are accommodated in their home attendance areas. This means that any students currently in a holding situation, attending a school outside their home school boundary, are returned to their home boundary. Holding situations typically arise when students in a development area await new school construction and are "held" in nearby schools until the new school is open. Situations where students are permanently accommodated outside their home areas (e.g., are attending an outside school as part of a special program) are not affected.

### Methodology

The prediction of school enrolment involves the consideration of a wide range of factors. There are three common methods of enrolment projection: rate of growth, enrolment ratios, and grade transition. The rate of growth method assumes that past rates of enrolment growth or decline will carry forward. In today's changing demographic and economic landscape, this method of enrolment forecasting is unreliable. The enrolment ratio method looks at historical ratios of school enrolment compared with the overall population and then carries forward these ratios, or makes assumptions about new ratios, and applies them to a population forecast. The grade transition method examines historical progression rates from grade to grade and makes assumptions about the retention of grades from one year to the next.



Watson used a combination of the latter two methodologies; enrolment ratio and grade transition – in conjunction with robust demographic background data and historical Board enrolment to produce the enrolment forecast for the EDC. The enrolment projection methodology focuses on the relationships between demographic trends and actual historical enrolment of the Boards. The basis of the assumptions for future trends comes from the analysis of these historical relationships.

## **Demographic Background**

A demographic profile is compiled for each review area within the Boards' jurisdictions using data from the 2001, 2006, 2011, 2016, and 2021 Censuses. Trends in the demographic data are used to highlight changes in population on both a review area and jurisdiction-wide basis. Examining these historical trends assists in providing perspective and direction when determining future assumptions for the projections.

Table 4-3 and Table 4-4 depict demographic and population trends for the Municipality of Clarington. The total population of the Municipality of Clarington grew by approximately 11.4% between 2001 and 2006. In comparison, the population of Ontario grew by 6.6%, while Canada grew by 5.4% over that same time period. Growth in the Municipality of Clarington has remained relatively stable over the last four Census periods. Between 2006 and 2011, there was a smaller population increase of 8.6%. Similarly, between 2011 and 2016, the Municipality continued to grow at a slower rate than previously experienced, with a population increase of 8.8% compared to 4.6% provincially and 5.0% nationally. More recently, between 2016 and 2021, Ontario and Canada grew by 5.8% and 5.2%, respectively. Meanwhile, the Municipality of Clarington continued to exceed the provincial and national averages with a growth rate of 10.2% (Figure 4-3).

The elementary school-aged population (4-13 years) is especially important from a school board's perspective. The size of this cohort followed overall population trends from 2001 to 2021, decreasing by 2.5% between 2001 and 2006, and more significantly at 10.3% between 2006 and 2011. The elementary school-aged population then increased by 4.8% between 2011 and 2016, before significantly increasing by 17.3% between 2016 and 2021. Overall, this resulted in an absolute cohort population increase of 950 (7.6%) from 2001 to 2021. The secondary school-aged population cohort (14-18 years of age) has fluctuated over the last four Census periods. The secondary school-aged population significantly increased by 28.9% between 2001 and



2006 and then less significantly by 7.8% from 2006 to 2011. From 2011 to 2016, the population within this age group decreased by 11.5%, and from 2016 to 2021, the secondary school-aged population slightly declined again by 1.7%. This amounts to a net cohort population increase of 1,045 (20.9%) between 2001 and 2021.

In addition to the school-aged population, the pre-school-aged population and the number of females aged 25-44 are both important as they are excellent indicators of what is expected to happen in the school-aged population in the short to medium term. The pre-school-aged population will be entering the school system in the next few years, and females between 25 and 44 years of age are said to be in their prime child-bearing years. Examining these groups can provide insight into future births and the population of school-aged children. The pre-school-aged population declined by 5.4% from 2001 to 2006, before increasing by 5.8% between 2006 and 2011. From 2011 to 2016, the size of this group increased by 14.1% and continued to increase by 10.1% between 2016 and 2021. The number of females aged 25-44 showed overall growth, increasing by 1.6% between 2001 and 2006. Meanwhile, they decreased in numbers between 2006 and 2011 by 3.9%. From 2011 to 2016, the number of females aged 25-44 increased by 7.6% and then increased quite significantly by 15.2% between 2016 and 2021.

Table 4-3: Municipality of Clarington Demographic Profile, 2001 to 2021

| Cohort   | 2001 Census | 2006 Census | 2011 Census | 2016 Census | 2021 Census |
|--|-------------|-------------|-------------|-------------|-------------|
| <b>Total Population</b>                          | 69,835      | 77,820      | 84,550      | 92,015      | 101,430     |
| Pre-School Population (0-3 years of age)         | 3,860       | 3,650       | 3,860       | 4,405       | 4,850       |
| Elementary School Population (4-13 years of age) | 12,515      | 12,205      | 10,950      | 11,480      | 13,465      |
| Secondary School Population (14-18 years of age) | 5,000       | 6,445       | 6,950       | 6,150       | 6,045       |
| Population Over 18 Years of Age                  | 48,460      | 55,520      | 62,790      | 69,980      | 77,070      |
| <i>Females Aged 25-44</i>                        | 11,790      | 11,980      | 11,510      | 12,385      | 14,265      |

Source: Derived by Watson & Associates Economists Ltd., 2021, using Statistics Canada Census DA level Single Year of Age data.





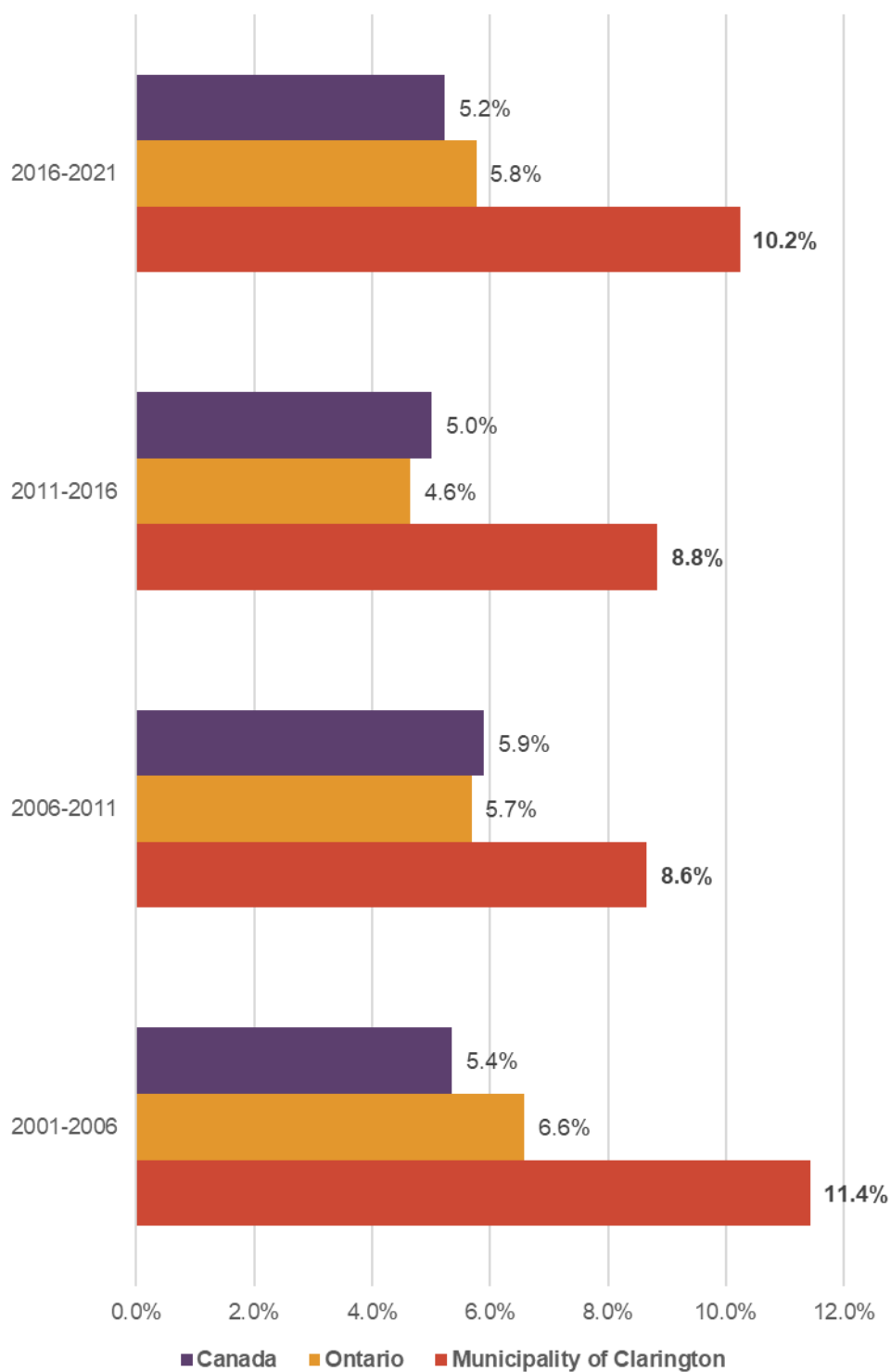
Table 4-4: Municipality of Clarington Population Change, 2001 to 2021

| Cohort   | 2001-2006   |          | 2006-2011   |          | 2011-2016   |          | 2016-2021   |          |
|--|-------------|----------|-------------|----------|-------------|----------|-------------|----------|
|  | Abs. Change | % Change | Abs. Change | % Change | Abs. Change | % Change | Abs. Change | % Change |
| <b>Total Population</b>                          | 7,985       | 11.4%    | 6,730       | 8.6%     | 7,465       | 8.8%     | 9,415       | 10.2%    |
| Pre-School Population (0-3 years of age)         | -210        | -5.4%    | 210         | 5.8%     | 545         | 14.1%    | 445         | 10.1%    |
| Elementary School Population (4-13 years of age) | -310        | -2.5%    | -1,255      | -10.3%   | 530         | 4.8%     | 1,985       | 17.3%    |
| Secondary School Population (14-18 years of age) | 1,445       | 28.9%    | 505         | 7.8%     | -800        | -11.5%   | -105        | -1.7%    |
| Population Over 18 Years of Age                  | 7,060       | 14.6%    | 7,270       | 13.1%    | 7,190       | 11.5%    | 7,090       | 10.1%    |
| <i>Females Aged 25-44</i>                        | 190         | 1.6%     | -470        | -3.9%    | 875         | 7.6%     | 1,880       | 15.2%    |

Source: Derived by Watson & Associates Economists Ltd., 2021, using Statistics Canada Census DA level Single Year of Age data.



Figure 4-4: Historical Growth Rates



Source: Derived by Watson & Associates Economists Ltd., from Statistics Canada Census Profiles [2001, 2006, 2011, 2016, 2021].



A description of the relevant population age cohorts is as follows:

- Pre-school-aged (0-3 years of age) – used as a lead indicator of potential anticipated enrolment in the short term.
- Elementary (4-13 years of age) – represents the predominant age structure of the students who attend elementary schools.
- Secondary (14-18 years of age) – represents the predominant age structure of the students who attend secondary schools.
- Adult (18+ years of age) – reflects the segment of the population that does not attend elementary or secondary school.

## **The Enrolment Projection Process**

### Determining Entry Year Enrolment

One of the most important and most difficult components of the enrolment forecast is predicting entry year enrolment for the junior kindergarten (JK) grade. Much of the overall projection relies on the assumptions made regarding pupils entering the system, which are based on a detailed review of historical births, pre-school-aged population (0-3 years old), and historical JK enrolment. The JK participation rate (that is, the proportion of the 4-year-old population that enters JK) is examined from one Census period to the next to determine future participation ratios.

In addition, a population forecast of the pre-school-aged and school-aged population (0-18 years) by single year of age was prepared for the study area. This forecast is based on the population trends of the 2001, 2006, 2011, 2016, and 2021 Census periods, as well as other relevant demographic trends of the area. Recent fertility and death rates are applied to the 2021 Census population, and the population is aged to project future births and the school-aged population.

The challenge in this population forecast is to exclude growth/development in this phase of the forecast. The total enrolment forecast is divided into two separate components – existing enrolment and enrolment from future housing. To account for this, trends are examined for the 2001, 2006, 2011, 2016, and 2021 Census populations to estimate levels of growth and migration that occurred between the Census periods. Assumptions arising from this examination are used to “strip” growth/migration from the projected population forecast to ensure that growth is not double counted.



Comparing historical JK enrolment to actual population provides ratios that are used to determine future JK enrolment from the projected 4-year-old population in the review area. This determines the projected JK pupils for the review area for the forecast period. These overall JK students then need to be allocated to their respective schools in the review area. This allocation is based on historical shares combined with any board information on recent openings/closures or program changes that may affect future share. Table 4-5 depicts an example of JK/elementary participation rates between 2011 and 2021.

Table 4-5: An Example of Junior Kindergarten/Elementary Participation Rates (2011 to 2021)

| Single Year of Age              | 2011         | 2016         | 2021         |
|---------------------------------|--------------|--------------|--------------|
| 0                               | 286          | 261          | 274          |
| 1                               | 317          | 291          | 274          |
| 2                               | 316          | 296          | 290          |
| 3                               | 315          | 355          | 297          |
| 4                               | 340          | 288          | 285          |
| 5                               | 362          | 328          | 305          |
| 6                               | 363          | 391          | 358          |
| 7                               | 356          | 350          | 374          |
| 8                               | 324          | 372          | 387          |
| 9                               | 321          | 364          | 393          |
| 10                              | 327          | 378          | 334          |
| 11                              | 388          | 365          | 448          |
| 12                              | 336          | 350          | 409          |
| 13                              | 346          | 323          | 384          |
|                                 |              |              |              |
| <b>JK Headcount Enrolment</b>   | <b>172</b>   | <b>150</b>   | <b>145</b>   |
| <b>Elementary Enrolment</b>     | <b>1,567</b> | <b>1,591</b> | <b>1,760</b> |
| <b>JK Participation</b>         | <b>51%</b>   | <b>52%</b>   | <b>51%</b>   |
| <b>Elementary Participation</b> | <b>45%</b>   | <b>45%</b>   | <b>48%</b>   |

At this stage of the projections, each school in a review area will have a projected number of JKs for the forecast period. The next step then involves using the grade transition method to advance each grade from one year to the next. For every school in the system, retention rates from grade to grade are calculated and applied to grade enrolments as they are advanced through each projection year. Each school and community can be unique when it comes to grade retention. For example, the ratio of senior kindergarten (SK) students to JK students is often higher in the more rural areas



and an indication that more students routinely enter the SK grade than would be expected, given the JK count from the previous year. Programs, such as French Immersion, can also have a significant impact on grade-to-grade retention. Table 4-6 provides a generic example of retention rate calculations based on historical enrolment.

Table 4-6: Retention Rate Example

|          |          |          |           | Historical    |               |               |               |               |               |
|----------|----------|----------|-----------|---------------|---------------|---------------|---------------|---------------|---------------|
| Years    |          |          | Grade     | 2016/<br>2017 | 2017/<br>2018 | 2018/<br>2019 | 2019/<br>2020 | 2020/<br>2021 | 2021/<br>2022 |
| <b>5</b> | <b>4</b> | <b>2</b> | <b>JK</b> | 1,484         | 1,562         | 1,539         | 1,559         | 1,605         | 1,730         |
| 111%     | 112%     | 110%     | <b>SK</b> | 1,720         | 1,611         | 1,745         | 1,750         | 1,696         | 1,797         |
| 110%     | 111%     | 112%     | <b>1</b>  | 1,613         | 1,859         | 1,787         | 1,919         | 1,929         | 1,915         |
| 104%     | 103%     | 102%     | <b>2</b>  | 1,847         | 1,682         | 1,949         | 1,866         | 1,947         | 1,994         |
| 104%     | 104%     | 104%     | <b>3</b>  | 1,982         | 1,911         | 1,765         | 2,016         | 1,934         | 2,047         |
| 103%     | 103%     | 103%     | <b>4</b>  | 1,971         | 2,004         | 1,953         | 1,846         | 2,067         | 1,990         |
| 103%     | 103%     | 103%     | <b>5</b>  | 2,119         | 2,058         | 2,082         | 2,011         | 1,895         | 2,128         |
| 102%     | 102%     | 103%     | <b>6</b>  | 2,151         | 2,145         | 2,093         | 2,123         | 2,051         | 1,953         |
| 101%     | 101%     | 102%     | <b>7</b>  | 2,184         | 2,144         | 2,174         | 2,114         | 2,148         | 2,093         |
| 101%     | 102%     | 102%     | <b>8</b>  | 2,120         | 2,210         | 2,194         | 2,178         | 2,145         | 2,193         |

Historical enrolment trends, overall participation rates/enrolment share, and the overall demographics of the area are all examined in conjunction with the ratio of the projected enrolment to the population. This examination looks at the reasonableness of the projections, expected ratios, and assumptions in light of recent historical trends.

### Secondary Enrolment Projections

The secondary enrolment projections are based largely on the elementary projections and how the elementary students transition into the secondary panel. Each secondary school of a board is assigned feeder elementary schools, which form a “family” of schools based on board data. As grade 8 students graduate, they are assigned to their respective secondary schools. If grade 8 students can attend more than one secondary school, they are then allocated based on recent trends.

The other factor involved in projecting the entry year grade (grade 9) for secondary schools involves the concept of open access. In Ontario, students are permitted to attend the secondary school of their choice, regardless of religious requirements and



assuming there is space and program availability. To account for this in the projections, the predicted grade 9 enrolment at a given secondary school based on its feeder schools and historical retention rates is compared to the actual grade 9 enrolment at the school. This ratio provides an approximation of the net students lost or gained due to open access.

The other important variable that is considered in the secondary enrolment projection methodology is the impact of the fifth year of secondary school being eliminated in 2003/04. The elimination of the fifth year of study does not mean that grade 12 students are not allowed to come back for a fifth year. There are still instances where grade 12 students may come back to finish the four-year program in five years or to upgrade or retake certain courses. The percentage of students who are coming back for a fifth year varies throughout the Province and even from school to school within a board. The projections in this analysis typically utilize a three-year average of grade 12 retention rates (putting greater emphasis on the last year or two) as well as input from the Boards on their experiences and expected future trends.

The remainder of the secondary projection follows the same methodology used in the elementary projections. Grades are advanced by applying historical grade transition rates for each school in the system. Assumptions are derived using historical ratios of enrolment to population and are used to ensure that projected secondary enrolment relates back to the projected secondary populations.

### Examining Historical Enrolment Trends

Historical enrolment presents trends that are used to help form assumptions for projected enrolment, providing an important basis to determine relationships with demographic data. The historical data can provide details on things like how enrolment changes compare with the changes in the school-aged populations in the same area, how differently sized grade cohorts are moving through the system, and how enrolment has changed considering new housing activity.

An important indicator when examining historical enrolment is the ratio of senior elementary enrolment compared to junior elementary enrolment. This ratio provides a quick “snapshot” of the current enrolment structure and can provide a short-term outlook of expected enrolment.



The comparison is made between the senior elementary grades (6-8) and the junior elementary grades (JK-1). Assuming full-day JK and SK, an equal number of pupils entering JK-1 to those moving through the senior elementary grades would result in a ratio of 1. If the ratio is higher than 1, it indicates that more pupils are leaving the elementary system or school than are entering, and could be an indicator of future enrolment decline, at least in the short term and absent of mitigating factors. A ratio lower than 1 indicates possible enrolment growth (at least in the short term) and is typically found in growing areas where housing attracts young couples or young families with children.

The ratio of senior to junior elementary enrolment within the Municipality of Clarington (that is, the Grade Structure Ratio or GSR) for the KPRDSB was 1.11 in 2011/12, decreasing to 0.98 for 2016/17, and then further decreasing in 2021/22 to 0.90. Table 4-7 outlines historical enrolment and historical grade ratios for the KPRDSB.

Table 4-7: KPRDSB Historical Enrolment and Grade Ratios

| GRADES  | 2011/12 | 2016/17 | 2021/22 |
|---------|---------|---------|---------|
| JK      | 658     | 774     | 939     |
| SK      | 702     | 783     | 948     |
| 1       | 748     | 752     | 889     |
| 2       | 768     | 802     | 890     |
| 3       | 697     | 797     | 914     |
| 4       | 783     | 729     | 908     |
| 5       | 766     | 753     | 839     |
| 6       | 750     | 749     | 831     |
| 7       | 783     | 764     | 861     |
| 8       | 810     | 746     | 799     |
| SE      | 18      | 29      | 49      |
| ALT/OTH | 0       | 0       | 0       |
| TOTAL   | 7,483   | 7,678   | 8,867   |
| RATIO   | 1.11    | 0.98    | 0.90    |

Table 4-8 depicts the historical GSR for the Municipality of Clarington within the PVNCCDSB's jurisdiction. It has fluctuated throughout the years, decreasing from 1.30 in 2011/12, to 0.99 in 2016/17, then rising to 1.16 in 2021/22.



Table 4-8: PVNCCDSB Historical Enrolment and Grade Ratios

| GRADES         | 2011/12      | 2016/17      | 2021/22      |
|----------------|--------------|--------------|--------------|
| <b>JK</b>      | 290          | 320          | 310          |
| <b>SK</b>      | 251          | 302          | 345          |
| <b>1</b>       | 244          | 363          | 367          |
| <b>2</b>       | 297          | 320          | 370          |
| <b>3</b>       | 265          | 349          | 342          |
| <b>4</b>       | 250          | 328          | 372          |
| <b>5</b>       | 330          | 327          | 367          |
| <b>6</b>       | 289          | 284          | 426          |
| <b>7</b>       | 338          | 355          | 367          |
| <b>8</b>       | 390          | 336          | 392          |
| <b>SE</b>      | 11           | 0            | 0            |
| <b>ALT/OTH</b> | 0            | 0            | 0            |
| <b>TOTAL</b>   | <b>2,955</b> | <b>3,284</b> | <b>3,658</b> |
| <b>RATIO</b>   | <b>1.30</b>  | <b>0.99</b>  | <b>1.16</b>  |

### The Impact of Enrolment Share

Board enrolment share refers to the share or percentage of total enrolment a board receives between itself and its coterminous English language board. Changes in enrolment share can have significant impacts on board enrolment. For example, increases in enrolment share can help mitigate declines or even increase enrolment in areas where the total school-aged population is in decline.

Table 4-9 displays the historical elementary enrolment shares for the KPRDSB and the PVNCCDSB in the Municipality of Clarington. Between 2006 and 2021, enrolment share consistently favoured the public board. According to enrolment data, KPRDSB received a 72% share of the elementary enrolment in 2006/07. In 2011/12, KPRDSB received 72%, which decreased to 70% in 2016/17. In 2021/22, KPRDSB's enrolment share increased to 71%, resulting in PVNCCDSB's enrolment share increasing from 28% in 2006/07 to 29% in 2021/22.





Table 4-9: Elementary Historical Enrolment

| ELEMENTARY PANEL     |            |            |            |            |
|----------------------|------------|------------|------------|------------|
| SCHOOL BOARD         | 2006/07    | 2011/12    | 2016/17    | 2021/22    |
| KPRDSB               | 8,245      | 7,483      | 7,678      | 8,867      |
| PVNCCDSB             | 3,246      | 2,955      | 3,284      | 3,658      |
| TOTAL OF BOTH BOARDS | 11,491     | 10,438     | 10,962     | 12,525     |
| KPRDSB SHARE         | <b>72%</b> | <b>72%</b> | <b>70%</b> | <b>71%</b> |
| PVNCCDSB SHARE       | <b>28%</b> | <b>28%</b> | <b>30%</b> | <b>29%</b> |

The secondary enrolment share in the Municipality of Clarington consistently favoured KPRDSB between 2006 and 2021 but the PVNCCDSB secondary enrolment share has increased since 2011. In 2006/07, the KPRDSB received 71% of the enrolment share (Table 4-10). This share slightly declined to 69% in 2011/12. In 2016/17, KPRDSB's enrolment share continued to decline to 62%, before slightly increasing in 2021/22, to 63%.

Table 4-10: Secondary Historical Enrolment

| SECONDARY PANEL      |            |            |            |            |
|----------------------|------------|------------|------------|------------|
| SCHOOL BOARD         | 2006/07    | 2011/12    | 2016/17    | 2021/22    |
| KPRDSB               | 4,083      | 4,167      | 2,946      | 2,995      |
| PVNCCDSB             | 1,664      | 1,856      | 1,775      | 1,770      |
| TOTAL OF BOTH BOARDS | 5,747      | 6,023      | 4,721      | 4,765      |
| KPRDSB SHARE         | <b>71%</b> | <b>69%</b> | <b>62%</b> | <b>63%</b> |
| PVNCCDSB SHARE       | <b>29%</b> | <b>31%</b> | <b>38%</b> | <b>37%</b> |

#### Enrolment Expected from New Housing

The second phase of the enrolment projection methodology involves predicting housing growth in the study area and its impact on school enrolment. Earlier in this chapter, the residential unit growth forecasts were explained in detail. The residential unit forecast is used as the basis to predict future school enrolment from growth. Historical levels of occupancy by school-aged children and by housing type provide factors and trends that allow us to make assumptions about how new units might produce children in the future.

From an occupancy point of view, the number of people per housing unit has been declining in practically every part of the Province over the last decade or longer. In addition, the number of school-aged children per household has also been in sharp



decline. New units today are not producing the same number of people or the same number of children as they have historically.

Each unit in the residential forecast is multiplied by a factor to predict the number of school-aged children that will come from the projected number of units. To derive this pupil generation factor, the methodology involves using custom Census data prepared specifically for Watson by Statistics Canada. The Census data provides information with respect to the number of pre-school-aged and school-aged children that are currently living in certain types and ages of dwelling units. For example, the data can provide the number of children aged between 4 and 13 years who live in single detached dwellings that are between one and five years old for any Census tract in the study area.

Pupil yields were derived for both the elementary and secondary panels, for low-, medium-, and high-density housing types for each review area in each Board's jurisdiction. The pupil yields and trends can vary significantly from area to area in a board's jurisdiction. In this way, factors are derived and applied to the appropriate growth forecast to get a forecast of school-aged children from new development. This new development forecast must then be adjusted to reflect only the enrolment for the subject board. Using historical apportionment and population participation rates, the enrolment forecast is revised to capture the appropriate share for the board.

For the KPRDSB, the total pupil yield for the elementary panel is 0.240 (Table 4-11). Comparably, on the secondary panel, the total pupil yield is 0.070. The PVNCCDSB's total pupil yield (Table 4-12) for the elementary panel is 0.077, while the total pupil yield for the secondary panel is 0.045.

**Figure 4-7 provides a flow chart outlining the process of projecting enrolment from new development.**



Table 4-11: KPRDSB – Growth-Related Pupil Yields

KPRDSB – Elementary Growth-Related Pupil Yields

KPRDSB – Secondary Growth-Related Pupil Yields

Form E – Growth-Related Pupils – Elementary Panel

Form E – Growth-Related Pupils – Secondary Panel

| Municipality | Dwelling Unit Type | Elementary Pupil Yield |
|--------------|--------------------|------------------------|
| Clarington   | Low Density        | 0.331                  |
|              | Medium Density     | 0.207                  |
|              | High Density       | 0.054                  |
|              | Total              | 0.240                  |

| Municipality | Dwelling Unit Type | Secondary Pupil Yield |
|--------------|--------------------|-----------------------|
| Clarington   | Low Density        | 0.092                 |
|              | Medium Density     | 0.066                 |
|              | High Density       | 0.017                 |
|              | Total              | 0.070                 |

Table 4-12: PVNCCDSB – Growth-Related Pupil Yields

PVNCCDSB – Elementary Growth-Related Pupil Yields

PVNCCDSB – Secondary Growth-Related Pupil Yields

Form E – Growth-Related Pupils – Elementary Panel

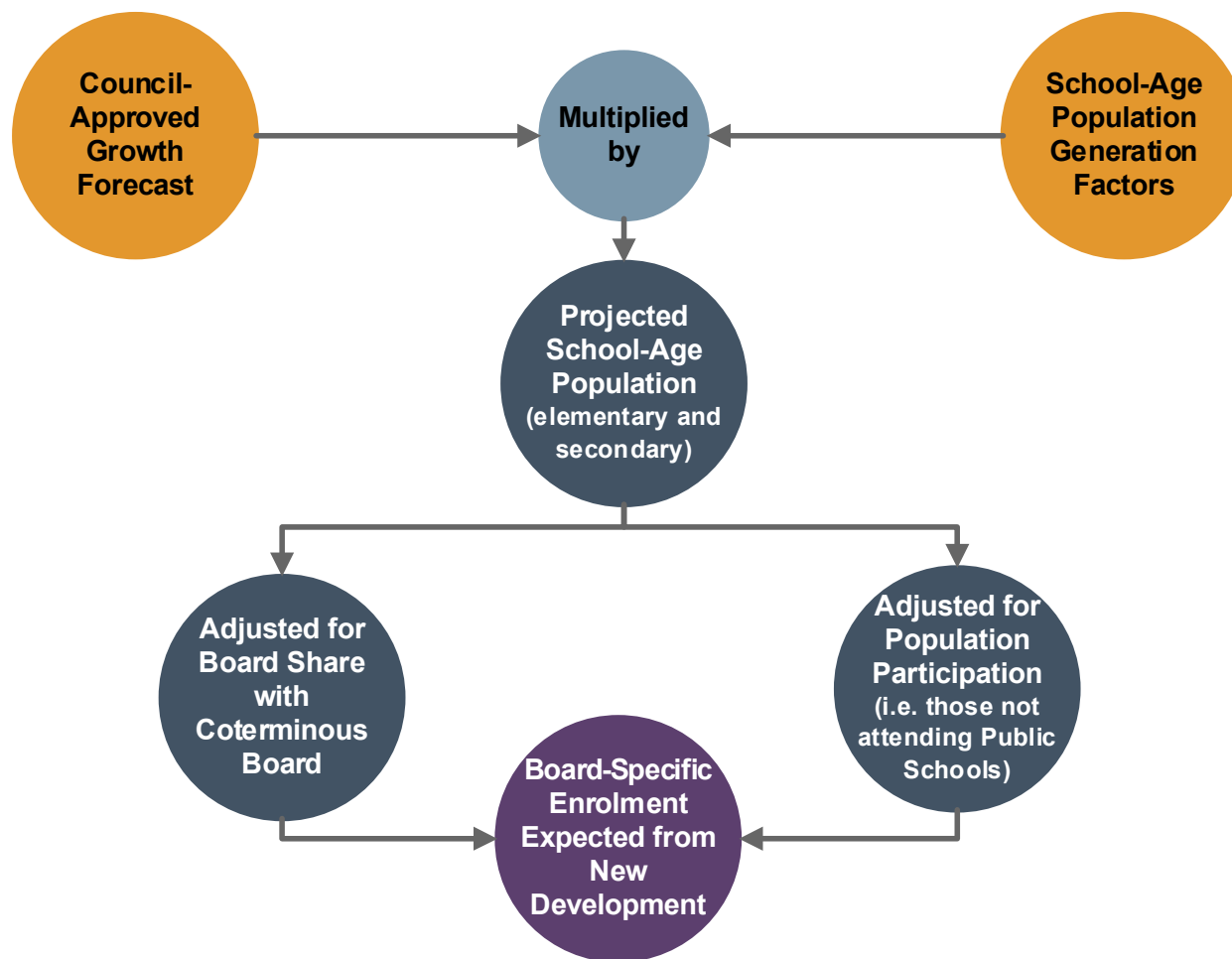
Form E – Growth-Related Pupils – Secondary Panel

| Municipality | Dwelling Unit Type | Elementary Pupil Yield |
|--------------|--------------------|------------------------|
| Clarington   | Low Density        | 0.108                  |
|              | Medium Density     | 0.064                  |
|              | High Density       | 0.016                  |
|              | Total              | 0.077                  |

| Municipality | Dwelling Unit Type | Secondary Pupil Yield |
|--------------|--------------------|-----------------------|
| Clarington   | Low Density        | 0.059                 |
|              | Medium Density     | 0.043                 |
|              | High Density       | 0.009                 |
|              | Total              | 0.045                 |



Figure 4-5: Enrolment Expected from New Development





## 4.3 Summary of Projected Enrolment

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The total EDC enrolment projections for the Municipality of Clarington indicate that by the end of the 15-year forecast period (2039/40), the KPRDSB will have a total elementary enrolment of approximately **14,348**. This represents a total increase of **4,932** from 2024/25, or approximately **52.4%**. On the secondary panel, enrolment is expected to increase by about **46.0%**, from the 2024/25 enrolment of **3,108** to around **4,536** by the end of the 15-year forecast term.

The PVNCCDSB can expect a total elementary enrolment in the Municipality of Clarington of **5,674** at the end of the forecast period, compared to the 2024/25 enrolment of **3,818** – a total increase of about **1,856** pupils, or **48.6%**. On the secondary panel, enrolment is expected to increase from **2,064** in 2024/25 to **3,108** at the end of the forecast period, for a total decrease of **1,044** pupils, or approximately **50.6%**.

A summary of the projected enrolment by Board, review area, and panel can be found on the following pages in Table 4-13 and Table 4-14.



Table 4-13: KPRDSB Enrolment Projections

**KPRDSB Elementary Review Areas**

| Review Area      | Year 1<br>2025/26 | Year 5<br>2029/30 | Year 10<br>2034/35 | Year 15<br>2039/40 |
|------------------|-------------------|-------------------|--------------------|--------------------|
| RA01             | 1,441             | 1,839             | 2,359              | 2,789              |
| RA02             | 2,698             | 2,970             | 3,463              | 4,045              |
| RA03             | 5,538             | 6,015             | 6,683              | 7,514              |
| Board-Wide Total | 9,677             | 10,823            | 12,505             | 14,348             |

**KPRDSB Secondary Review Areas**

| Review Area      | Year 1<br>2025/26 | Year 5<br>2029/30 | Year 10<br>2034/35 | Year 15<br>2039/40 |
|------------------|-------------------|-------------------|--------------------|--------------------|
| RAS01            | 3,217             | 3,747             | 4,190              | 4,536              |
| Board-Wide Total | 3,217             | 3,747             | 4,190              | 4,536              |

Table 4-14: PVNCCDSB Enrolment Projections

**PVNCCDSB Elementary Review Areas**

| Review Area      | Year 1<br>2025/26 | Year 5<br>2029/30 | Year 10<br>2034/35 | Year 15<br>2039/40 |
|------------------|-------------------|-------------------|--------------------|--------------------|
| RA01             | 615               | 756               | 860                | 973                |
| RA02             | 1,980             | 2,065             | 2,376              | 2,787              |
| RA03             | 1,310             | 1,474             | 1,694              | 1,915              |
| Board-Wide Total | 3,906             | 4,295             | 4,930              | 5,674              |

**PVNCCDSB Secondary Review Areas**

| Review Area      | Year 1<br>2025/26 | Year 5<br>2029/30 | Year 10<br>2034/35 | Year 15<br>2039/40 |
|------------------|-------------------|-------------------|--------------------|--------------------|
| RAS01            | 2,213             | 2,515             | 2,798              | 3,108              |
| Board-Wide Total | 2,213             | 2,515             | 2,798              | 3,108              |



# Chapter 5

## Education Development Charge Calculation



## 5. Education Development Charge Calculation

Once eligibility has been determined, the charge is calculated using the aforementioned forecasts and methodologies. The calculation is dependent on the growth/enrolment forecasts to project need, the valuation of land and services to assign a cost to that need, and the residential and non-residential forecast to provide a quotient to determine the final quantum of the charge. O. Reg. 20/98, section 7 provides the basis under which the EDC is determined. The following section will explain and highlight the specific calculation components of the EDC.

### 5.1 The Projections

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The residential dwelling unit forecasts and the non-residential GFA forecasts that were used in the EDC analysis are explained in detail in section 4.1 and outlined below.

#### Residential Unit Forecasts

| Municipality of Clarington | 2024/25-2039/40 |
|----------------------------|-----------------|
| Total Projected Units      | 21,546          |
| Total Net New Units        | 21,266          |

#### Non-Residential Unit Forecasts

| Municipality of Clarington | 2024/25-2039/40 |
|----------------------------|-----------------|
| Total Projected GFA        | 13,243,350      |
| Total Net GFA              | 9,464,415       |

#### Net Growth-Related Pupil Places

The projected school board enrolments and the residential forecasts determine the net growth-related pupil places, which in turn determine the number of EDC-eligible sites. Form E of the EDC Ministry Submission for each Board and each panel is set out





below. These forms, found in Table 5-1 and Table 5-2, highlight the net number of units, the board pupil yields, and the growth-related pupils, by review area.

The KPRDSB's projections forecast a total of **4,784** net growth-related elementary pupils and **681** net growth-related secondary pupils. The PVNCCDSB enrolment projections forecast **1,540** net growth-related pupils on the elementary panel and **948** on the secondary panel.

In addition, Form F includes students who are holding in new schools. These students represent pupils residing in development areas who are not accommodated in permanent structures identified in the previous background studies, and who have been identified as students contributing to the net growth-related pupil places as per section 28 of the Education Development Charge and Site Acquisition Guidelines (November 1, 2019).



Table 5-1: KPRDSB EDC Submission–Form E Growth-Related Pupils

Kawartha Pine Ridge District School Board

Education Development Charges Submission 2025

Form E - Growth Related Pupils - Elementary Panel

Form E - Growth Related Pupils - Secondary Panel

| Municipality | Dwelling Unit Type | Net New Units                 | Elementary Pupil Yield | Elementary Growth-Related Pupils | Municipality | Dwelling Unit Type | Net New Units                 | Secondary Pupil Yield | Secondary Growth-Related Pupils |
|--------------|--------------------|-------------------------------|------------------------|----------------------------------|--------------|--------------------|-------------------------------|-----------------------|---------------------------------|
| Clarington   | Low Density        | 10,562                        | 0.331                  | 3,496                            | Clarington   | Low Density        | 10,562                        | 0.092                 | 969                             |
|              | Medium Density     | 6,782                         | 0.207                  | 1,403                            |              | Medium Density     | 6,782                         | 0.066                 | 448                             |
|              | High Density       | 3,922                         | 0.054                  | 211                              |              | High Density       | 3,922                         | 0.017                 | 66                              |
|              | Total              | 21,266                        | 0.240                  | 5,109                            |              | Total              | 21,266                        | 0.070                 | 1,482                           |
|              |                    | SUBTOTAL:                     |                        | 5,109                            |              |                    | SUBTOTAL:                     |                       | 1,482                           |
|              |                    |                               |                        |                                  |              |                    |                               |                       |                                 |
|              |                    | LESS: Available Pupil Places: |                        | 325                              |              |                    | LESS: Available Pupil Places: |                       | 801                             |
|              |                    |                               |                        |                                  |              |                    |                               |                       |                                 |
|              |                    | NET GROWTH RELATED PUPILS:    |                        | 4,784                            |              |                    | NET GROWTH RELATED PUPILS:    |                       | 681                             |



Table 5-2: PVNCCDSB EDC Submission 2025 –Form E Growth-Related Pupils

Peterborough Victoria Northumberland Clarington Catholic District School Board

Education Development Charges Submission 2025

Form E - Growth Related Pupils - Elementary Panel

Form E - Growth Related Pupils - Secondary Panel

| Municipality | Dwelling Unit Type | Net New Units                 | Elementary Pupil Yield | Elementary Growth-Related Pupils |                            | Municipality | Dwelling Unit Type | Net New Units                 | Secondary Pupil Yield | Secondary Growth-Related Pupils |
|--------------|--------------------|-------------------------------|------------------------|----------------------------------|----------------------------|--------------|--------------------|-------------------------------|-----------------------|---------------------------------|
|              |                    |                               |                        |                                  |                            |              |                    |                               |                       |                                 |
| Clarington   | Low Density        | 10,562                        | 0.108                  | 1,137                            |                            | Clarington   | Low Density        | 10,562                        | 0.059                 | 621                             |
|              | Medium Density     | 6,782                         | 0.064                  | 432                              |                            |              | Medium Density     | 6,782                         | 0.043                 | 292                             |
|              | High Density       | 3,922                         | 0.016                  | 62                               |                            |              | High Density       | 3,922                         | 0.009                 | 35                              |
|              | Total              | 21,266                        | 0.077                  | 1,630                            |                            |              | Total              | 21,266                        | 0.045                 | 948                             |
|              |                    | SUBTOTAL:                     |                        | 1,630                            |                            |              |                    | SUBTOTAL:                     |                       | 948                             |
|              |                    |                               |                        |                                  |                            |              |                    |                               |                       |                                 |
|              |                    | LESS: Available Pupil Places: |                        | 91                               |                            |              |                    | LESS: Available Pupil Places: |                       | -                               |
|              |                    |                               |                        |                                  |                            |              |                    |                               |                       |                                 |
|              |                    | NET GROWTH RELATED PUPILS:    |                        | 1,540                            | NET GROWTH RELATED PUPILS: |              |                    | 948                           |                       |                                 |



## 5.2 Net Education Land Costs

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The enrolment projections, the Boards' long-term accommodation plans, and the EDC analyses ultimately determine the number of EDC-eligible sites that are needed for new growth-related schools. Form F of the Ministry Submission outlines, by review area, the 15-year enrolment projections, and the net growth-related pupil places. Form G of the Ministry Submission outlines the number of new sites that will be needed and the number of EDC-eligible acres of land that are required for those sites.

O. Reg. 20/98, section 7, specifically paragraphs 4-7, deals with the steps involved in moving from the site component of the calculation to the financial or costing component of the calculation. A cost must be attached to the value of the land that needs to be purchased, as well as the costs to provide services and prepare the land for construction. In addition, the balance of the existing EDC reserve funds must be calculated and incorporated into the analysis. Finally, the total eligible revenues, expenditures, and existing deficits or surpluses are cash flowed over a 15-year period to determine the final charge.

Subsection 257.53 (2) specifically describes what education land costs are:

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 EDC background studies.
4. Interest on money borrowed to pay for costs described in paragraphs 1 and 2.
5. Costs to undertake studies in connection with an acquisition referred to in paragraph 1. N.B. – Only the capital component of costs to lease land or to acquire a leasehold interest is an education land cost.



## Site Valuation

Paragraph 4 of section 7 of O. Reg. 20/98 states that,

“The board shall estimate the net education land cost for the elementary school sites and secondary school sites required to provide pupil places for the new elementary school pupils and secondary school pupils.”

To determine the costs of land acquisition, both the KPRDSB and the PVNCCDSB retained the appraisal firm of Cushman and Wakefield ULC Valuation & Advisory. The appraisers were responsible for providing a land value per acre for each EDC-eligible site identified in the analysis. In addition, the appraisers were asked to provide an annual land escalation factor (for five years) to apply to the current land values.

The following approach to land valuation was undertaken by the appraisers:

The acreage rates for each site/district have been based on an examination of historic acquisition costs, pending acquisition agreements and options, and available sales data. The information regarding the sites has been provided by the Boards and has been relied upon as being accurate.

In addition, the values assume that the sites are zoned and serviced for residential development, notwithstanding the fact that many of the sites are still in the preliminary stages of planning – these “hypothetical” values are intended to capture the cost of land at the time the Board will be purchasing the sites to be used as schools.

In undertaking the appraisals, the two most common approaches to the valuation of development land were utilized and are summarized as follows:

- a) the **Direct Comparison Approach** which involves comparing or contrasting the recent sale, listing or optioned prices of comparable properties to the subject and adjusting for any significant differences between them; and,
- b) the **Land Residual Approach** (or Development Approach) which estimates land value based on determining selling prices of serviced lots and considers infrastructure costs and appropriate returns, rendering a ‘residual’ land value component.

The strengths underlying the Land Residual Approach are that it more accurately reflects the specific development parameters of a site, while its



weaknesses relate to the preliminary nature of planning and engineering information available.

The strengths underlying the Direct Comparison Approach are that it more accurately reflects market attitudes to development land, while its weaknesses relate to the specifics of the subject properties, particularly those that are draft plan approved. For all the subject properties, except where noted, both approaches have been utilized.

The following tables set out the estimated EDC-eligible sites that the Boards will require in the 15-year analysis term and their appraised land values on a per acre basis. These values were calculated in 2025 and do not include escalation, site improvements, land transfer taxes, HST (net of rebate) or other associated acquisition costs.

Table 5-3: KPRDSB Elementary Sites

| ELEMENTARY PANEL |               |
|------------------|---------------|
| Site             | Cost Per Acre |
| RA01 Site #1     | \$1,500,000   |
| RA01 Site #2     | \$1,500,000   |
| RA01 Site #3     | \$1,500,000   |
| RA02 Site #1     | \$2,000,000   |
| RA02 Site #2     | \$2,000,000   |
| RA02 Site #3     | \$2,000,000   |
| RA03 Site #1     | \$2,125,000   |
| RA03 Site #2     | \$1,700,000   |
| RA03 Site #3     | \$1,700,000   |
| RA03 Site #4     | \$1,700,000   |

Source: Cushman & Wakefield ULC Valuation & Advisory Education Land Valuation Study for Peterborough, Victoria, Northumberland and Clarington Catholic District School Board and Kawartha Pine Ridge District School Board (2025).



Table 5-4: KPRDSB Secondary Sites

| SECONDARY PANEL |               |
|-----------------|---------------|
| Site            | Cost Per Acre |
| RAS01 Site #1   | \$2,000,000   |

Source: Cushman & Wakefield ULC Valuation & Advisory Education Land Valuation Study for Peterborough Victoria Northumberland and Clarington Catholic District School Board and Kawartha Pine Ridge District School Board (2025).

Table 5-5: PVNCCDSB Elementary Sites

| ELEMENTARY PANEL |               |
|------------------|---------------|
| Site             | Cost Per Acre |
| RA01 Site #1     | \$1,500,000   |
| RA02 Site #1     | \$1,700,000   |
| RA02 Site #2     | \$1,700,000   |
| RA03 Site #1     | \$2,000,000   |

Source: Cushman & Wakefield ULC Valuation & Advisory Education Land Valuation Study for Peterborough Victoria Northumberland and Clarington Catholic District School Board and Kawartha Pine Ridge District School Board (2025).

Table 5-6: PVNCCDSB Secondary Sites

| SECONDARY PANEL |               |
|-----------------|---------------|
| Site            | Cost Per Acre |
| RAS01           | \$2,000,000   |

Source: Cushman & Wakefield ULC Valuation & Advisory Education Land Valuation Study for Peterborough Victoria Northumberland and Clarington Catholic District School Board and Kawartha Pine Ridge District School Board (2025).

## Land Escalation Over the Forecast Period

As previously mentioned, the appraiser's report estimates an annual land escalation rate to be applied to the acreage values to sustain the likely site acquisition costs over



the next five years. In arriving at an escalation factor, the appraisers considered the recent historical general economic conditions at both the micro- and macro-economic levels. The purchase of school sites by the Boards takes place on a very local level, with Boards entering negotiations with developers on a site-specific basis.

Notwithstanding the individual nature of these transactions, it is important to recognize the perception that the health and stability of the economy as a whole has been downgraded, with impacts felt in virtually all sectors, including residential land sales.

Having regard for all the above, the appraisers concluded escalation factors of 2.5% for subject areas per annum for the first year through to the final year are reasonable for the purposes of projecting the land values over the five-year by-law period.

### **Land Development and Servicing Costs**

The *Education Act* includes the “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” as an EDC-eligible education cost. These costs typically include services to the lot line of the property, rough grading, compaction of the site, and clearing the site of debris. Costs related to studies of land being considered for acquisition such as environmental assessments or soil studies are also considered to be EDC eligible.

Discussions with stakeholders and the Ministry of Education in past EDC by-law processes have resulted in a list that includes some of the primary development and servicing costs that are considered to be EDC eligible:

- Agent/commission fees to acquire sites;
- Municipal requirements to maintain sites prior to construction;
- Appraisal studies, legal fees;
- Expropriation costs;
- Site option agreements; and
- Land transfer taxes.

Site preparation costs have been estimated at **\$100,024** per acre for both the KPRDSB and the PVNCCDSB. Using historical economic data and construction cost indices, an escalation factor of **4.0%** per annum was applied to the assumed per acre site preparation costs. Site preparation costs are escalated for the term of the by-law.





## Total Land Costs

The total growth-related net education land costs, including site acquisition costs, the escalation of land over the term of the by-law (five years), the site development/servicing costs, and the associated financing costs and study costs, are projected to be approximately **\$125.58 million** for the KPRDSB. The PVNCCDSB is projected to incur total growth-related net education land costs of approximately **\$72.48 million** over the 15-year term of the proposed by-law.

## 5.3 Reconciliation of the EDC Reserve Fund

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Before the final growth-related net education land costs can be determined, they must be adjusted by any deficit or surplus in the existing EDC reserve fund. If there is a positive balance in the EDC reserve fund, this amount is subtracted from the total land costs and used to defray EDC-eligible expenditures.

Section 7, paragraphs 5-7 of O. Reg. 20/98 describe the process for deriving the final net education land costs.

“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 costs with respect to any balance estimated under paragraph 5. 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.”

“The net education land cost as adjusted, if necessary, under paragraph 6, is the growth-related net education land cost.”

The reserve fund analysis summarizes the EDC collections (both actual and estimated), the EDC costs that have been expended (both actual and estimated), and the estimated EDC reserve fund balance. It is based on the Ministry of Education Appendix D1 and D2 Forms that are prepared and submitted to the Ministry by all school boards with EDC by-laws in place. The balance from the most recent Appendix D1/D2 Forms is used as the base point. The EDC reserve fund must also include certain estimates respecting



revenues and expenditures to account for the most recent actual balance and the balance estimated to the new EDC by-law date.

Incorporating actual collections and expenditures, as well as estimates to the proposed new by-law inception date, the new reserve fund balance for the KPRDSB is estimated at **+\$64,402**. For the PVNCCDSB, the new reserve fund balance is estimated at **-\$4,465,228**.

## 5.4 The Education Development Charge

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The total land costs, adjusted by any surplus or deficit in the EDC reserve fund, determine the total net education land costs for which EDCs may be imposed. The final steps in the process involve apportioning the land costs between residential and non-residential development, as well as differentiating the charge by development type, if necessary. The existing EDC by-laws for the KPRDSB and the PVNCCDSB are based on a 90% residential charge/10% non-residential charge. The EDCs are at a uniform rate across all types of development. The proposed charge in this background study is premised on the same assumptions. In addition, a differentiated residential charge is also presented as part of the EDC Forms package contained in Appendix A.

The final net education land costs that have been apportioned to residential development are divided over the net new units from the dwelling forecast to determine a final EDC rate per dwelling unit. The remainder was apportioned to non-residential development and was divided over the net GFA.

The growth-related net education land costs for the residential portion of the KPRDSB's by-law are estimated to be **\$113,023,395**, and the number of net new units in the EDC forecast is projected to be **21,266**, resulting in a rate of **\$5,315** per dwelling unit. The non-residential portion of the KPRDSB's by-law is estimated to be **\$12,558,155**, and the net new GFA in the EDC forecast is projected to be **9,464,415 sq.ft.**, resulting in a rate of **\$1.33** per sq.ft.

The growth-related net education land costs for the residential portion of the PVNCCDSB's by-law are estimated to be **\$65,233,937**, and the number of net new units in the EDC forecast is projected to be **21,266**, resulting in a rate of **\$3,068** per dwelling unit. The non-residential portion of the PVNCCDSB's by-law is estimated to be



**\$7,248,215**, and the net new GFA in the EDC forecast is projected to be **9,464,415 sq.ft.**, resulting in a rate of **\$0.77**per sq.ft.

Tables for the proposed by-laws, shown below, outline the total growth-related net education land costs, the net new units, and the final EDC rates.

KPRDSB – Municipality of Clarington EDC  
Calculation of Uniform 90% Residential

|   |                |
|---|----------------|
| Residential Growth-Related Net Education Land Costs | \$113,023,395  |
| Net New Dwelling Units (Form C)                     | 21,266         |
| <b>Uniform Residential EDC Per Dwelling Unit</b>    | <b>\$5,315</b> |

KPRDSB – Municipality of Clarington EDC  
Calculation of Uniform 10% Non-Residential

|   |               |
|---|---------------|
| Non-Residential Growth-Related Net Education Land Costs | \$12,558,155  |
| Net Estimated Board-Determined GFA (Form D)             | 9,464,415     |
| <b>Uniform Non-Residential EDC Per Sq.ft. of GFA</b>    | <b>\$1.33</b> |

PVNCCDSB – Municipality of Clarington EDC  
Calculation of Uniform 90% Residential

|   |                |
|---|----------------|
| Residential Growth-Related Net Education Land Costs | \$65,233,937   |
| Net New Dwelling Units (Form C)                     | 21,266         |
| <b>Uniform Residential EDC Per Dwelling Unit</b>    | <b>\$3,068</b> |

PVNCCDSB – Municipality of Clarington EDC  
Calculation of Uniform 10% Non-Residential

|   |               |
|---|---------------|
| Non-Residential Growth-Related Net Education Land Costs | \$7,248,215   |
| Net Estimated Board-Determined GFA (Form D)             | 9,464,415     |
| <b>Uniform Non-Residential EDC Per Sq.ft. of GFA</b>    | <b>\$0.77</b> |

## EDC Rate Phase-In

As described earlier in the report, the final step in the EDC calculation is to determine the permitted phase-in of EDC rates. The existing in-force EDC rates for the KPRDSB are **\$2,143** per residential unit and **\$0.74** per sq.ft. of non-residential GFA. As



described above, the residential EDC rate can increase by **\$300** per year over the existing rate or 5% (whichever is greater), and upon passage of a new by-law would equal **\$2,443** per unit for the first year. This would increase to **\$2,743** in Year 2, **\$3,043** in Year 3, **\$3,343** in Year 4, and **\$3,643** in Year 5. The new proposed phased-in rate for non-residential development would increase by the maximum of **\$0.10** per year over the existing rate to **\$0.74** per sq.ft. of GFA. The rate would increase to **\$0.84** in Year 1, **\$0.94** in Year 2, **\$1.04** in Year 3, **\$1.14** in Year 4, and **\$1.24** in Year 5. The maximum residential EDC rate of **\$5,315** per dwelling unit and the maximum non-residential EDC rate of **\$1.33** per sq.ft. would not be achieved over the term of the by-law.

The existing Year 5 in-force EDC rates for the PVNCCDSB are **\$1,202** per residential unit and **\$0.60** per sq.ft. of GFA. Upon passage of a new by-law, the rate would equal **\$1,502** per unit for the first year. The residential rate would increase to **\$1,802** in Year 2, then increase to **\$2,102** in Year 3. By Year 4, the rate will increase to **\$2,402** and in Year 5 of the proposed by-law it will reach **\$2,702**. The new proposed phased-in rate for non-residential development could increase by the maximum of **\$0.10** per year over the existing rate of **\$0.60** per sq.ft. of GFA. The rate would increase to **\$0.70** in Year 1 and then increase to the maximum rate of **\$0.77** in Year 2, remaining at the rate of **\$0.77** for the duration of the proposed by-law. The maximum residential EDC rate of **\$3,068** per dwelling unit will not be reached over the five-year by-law term. The non-residential rate of **\$0.77** per sq.ft. is achieved in the second year of the by-law term.

The following tables provide a summary of the existing EDC rates, the proposed phase-in of rates, and the new maximum rate.

Table 5-7: KPRDSB Phase in Rates

| Type of Development | Existing EDC Rate (2025) | Year 1  | Year 2  | Year 3  | Year 4  | Year 5  | MAXIMUM RATE |
|---------------------|--------------------------|---------|---------|---------|---------|---------|--------------|
| Residential         | \$2,143                  | \$2,443 | \$2,743 | \$3,043 | \$3,343 | \$3,643 | \$5,315      |
| Non-Residential     | \$0.74                   | \$0.84  | \$0.94  | \$1.04  | \$1.14  | \$1.24  | \$1.33       |



Table 5-8: PVNCCDSB Phase in Rates

| Type of Development | Existing EDC Rate (2025) | Year 1  | Year 2  | Year 3  | Year 4  | Year 5  | MAXIMUM RATE |
|---------------------|--------------------------|---------|---------|---------|---------|---------|--------------|
| Residential         | \$1,202                  | \$1,502 | \$1,802 | \$2,102 | \$2,402 | \$2,702 | \$3,068      |
| Non-Residential     | \$0.60                   | \$0.70  | \$0.77  | \$0.77  | \$0.77  | \$0.77  | \$0.77       |

### The Cash Flow Analysis

A cash flow analysis was completed, incorporating all eligible EDC expenditures, current reserve fund balances, and land escalation factors, to determine the necessary revenues that will be collected through the imposition of EDCs. When revenue in any given year is insufficient to cover the expenditures, financing is assumed. The methodology used for the cash flow analysis is consistent with accounting practices used by many school boards, municipalities, and financial lenders across the Province.

#### General Assumptions Used

The cash flow analysis must incorporate certain assumptions respecting interest rates, terms, escalation, etc. The table below outlines the general assumptions that have been used for the EDC analysis.

|                                    |                |
|------------------------------------|----------------|
| Site Acquisition Escalation Rate   | 2.5% per annum |
| Site Preparation Escalation Rate   | 4% per annum   |
| EDC Reserve Fund Interest Earnings | 1.5%           |
| Debt Rates                         | 4.11%          |

#### Description of Cash Flow

The first section of the cash flow deals with **revenue** – there are two distinct components to the revenue section of the cash flow:

1. The first component deals with any debt the Boards incur. The total debt issuance for any given year will be identified in Lines 1 or 2 of the cash flow.



2. The second component deals with the actual expected collections through the imposition of the EDC, incorporating the annual net new dwelling unit forecast and non-residential forecast (if available). Projected EDC collections by year can be found on Lines 3, 4, and 5 of the cash flow.

The second section of the cash flow deals with **expenditures** – the eligible EDC expenditures incorporate the site acquisition and development costs, study costs, and financing costs for incurred debt.

- Site acquisition costs are found on Line 7 of the analysis and are escalated for up to a five-year period (term of the by-law).
- Site preparation/development costs are found on Line 8 of the cash flow and have also been escalated for the term of the by-law.
- Study costs (Line 9) are based on actual and projected board data and are included for each expected subsequent by-law renewal (every five years).
- Financing costs (debt carrying costs) are found on Line 10 of the cash flow analysis.

The final section of the cash flow provides the projected opening and closing balances of the EDC reserve fund, incorporating any existing deficit or surplus, as well as annual interest earnings on any balance in the account. Total borrowing, debt payments, and outstanding debt can be found in the bottom right portion of the cash flow analysis.

Cash flows for each Board (and by-law) are included in Tables 5-9 and 5-10 on the following pages.



Table 5-9: KPRDSB 15-Year Cash Flow  
Municipality of Clarington EDC By-law

KPRDSB  
Education Development Charge 2025  
15 Year Cash Flow Analysis

| Cash Flow Assumptions         |       |
|-------------------------------|-------|
| A. Reserve Fund Interest Rate | 1.50% |
| B. Borrowing Rate             | 4.11% |
| C. Borrowing Term (Years)     | 10    |

|  |          | Year 1<br>2025/<br>2026 | Year 2<br>2026/<br>2027 | Year 3<br>2027/<br>2028 | Year 4<br>2028/<br>2029 | Year 5<br>2029/<br>2030 | Year 6<br>2030/<br>2031 | Year 7<br>2031/<br>2032 | Year 8<br>2032/<br>2033 | Year 9<br>2033/<br>2034 | Year 10<br>2034/<br>2035 | Year 11<br>2035/<br>2036 | Year 12<br>2036/<br>2037 | Year 13<br>2037/<br>2038 | Year 14<br>2038/<br>2039 | Year 15<br>2039/<br>2040 |
|--|----------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| Projected Revenues   |          |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |
| 1 Long-Term Financing  |          | \$0                     | \$5,300,000             | \$300,000               | \$0                     | \$0                     | \$0                     | \$0                     | \$0                     | \$0                     | \$0                      | \$15,600,000             | \$4,800,000              | \$0                      | \$0                      | \$0                      |
| 2 Subtotal Financing   |          | \$0                     | \$5,300,000             | \$300,000               | \$0                     | \$0                     | \$0                     | \$0                     | \$0                     | \$0                     | \$0                      | \$15,600,000             | \$4,800,000              | \$0                      | \$0                      | \$0                      |
| 3 Education Development Charge Revenue (Residential) 0.90 5,315 per unit     |          | \$7,220,194             | \$7,995,065             | \$7,995,065             | \$7,995,065             | \$7,995,065             | \$7,995,065             | \$7,443,262             | \$7,443,262             | \$7,443,262             | \$7,443,262              | \$7,443,262              | \$7,152,891              | \$7,152,891              | \$7,152,891              | \$7,152,891              |
| 4 Education Development Charge Revenue (Non-Residential) 0.10 1.33 per sq.ft |          | \$837,210               | \$837,210               | \$837,210               | \$837,210               | \$837,210               | \$837,210               | \$837,210               | \$837,210               | \$837,210               | \$837,210                | \$837,210                | \$837,210                | \$837,210                | \$837,210                | \$837,210                |
| 5 Subtotal EDC Revenue (3 + 4)   |          | \$8,057,404             | \$8,832,275             | \$8,832,275             | \$8,832,275             | \$8,832,275             | \$8,832,275             | \$8,280,472             | \$8,280,472             | \$8,280,472             | \$8,280,472              | \$8,280,472              | \$7,990,102              | \$7,990,102              | \$7,990,102              | \$7,990,102              |
| 6 Total Revenue (2 + 5)  |          | \$8,057,404             | \$14,132,275            | \$9,132,275             | \$8,832,275             | \$8,832,275             | \$8,832,275             | \$8,280,472             | \$8,280,472             | \$8,280,472             | \$8,280,472              | \$23,880,472             | \$12,790,102             | \$7,990,102              | \$7,990,102              | \$7,990,102              |
| Education Development Charge Expenditures                                    |          |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |
| 7 Site Acquisition Costs (Escalation Rates Included) <sup>1</sup>            |          | \$0                     | \$21,140,625            | \$7,879,688             | \$0                     | \$11,038,129            | \$9,616,970             | \$8,485,562             | \$0                     | \$9,616,970             | \$11,314,082             | \$23,676,359             | \$9,616,970              | \$0                      | \$0                      | \$0                      |
| 8 Site Preparation Costs (Escalation Rates Included) <sup>1</sup>            |          | \$0                     | \$1,040,422             | \$541,106               | \$0                     | \$585,448               | \$608,963               | \$608,963               | \$0                     | \$608,963               | \$608,963                | \$1,367,384              | \$608,963                | \$0                      | \$0                      | \$0                      |
| 9 Projected Future Study Costs   |          | \$150,000               |                         |                         |                         | \$150,000               |                         |                         |                         |                         | \$150,000                |                          |                          |                          |                          |                          |
| 10 Long-Term Debt Costs  |          | \$0                     | \$0                     | \$657,025               | \$694,215               | \$694,215               | \$694,215               | \$694,215               | \$694,215               | \$694,215               | \$694,215                | \$694,215                | \$2,628,101              | \$2,566,117              | \$2,528,927              | \$2,528,927              |
| 11 Total Expenditures (7 through 10)   |          | \$150,000               | \$22,181,047            | \$9,077,819             | \$694,215               | \$12,467,792            | \$10,920,148            | \$9,788,740             | \$694,215               | \$10,920,148            | \$12,767,260             | \$25,737,958             | \$12,854,034             | \$2,566,117              | \$2,528,927              | \$2,528,927              |
| Cash Flow Analysis:  |          |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |
| 12 Revenues Minus Expenditures (6 - 11)                                      |          | \$7,907,404             | -\$8,048,772            | \$54,456                | \$8,138,060             | -\$3,635,517            | -\$2,087,873            | -\$1,508,268            | \$7,586,257             | -\$2,639,676            | -\$4,486,788             | -\$1,857,486             | -\$63,932                | \$5,423,985              | \$5,461,175              | \$5,461,175              |
| 13 Opening Balance (previous year's closing balance)                         | \$0      | \$64,402                | \$8,091,383             | \$43,250                | \$99,172                | \$8,360,790             | \$4,796,152             | \$2,748,903             | \$1,259,245             | \$8,978,185             | \$6,433,587              | \$1,976,001              | \$120,293                | \$57,206                 | \$5,563,409              | \$11,189,953             |
| 14 Subtotal (17 + 18)  | \$0      | \$7,971,806             | \$42,611                | \$97,706                | \$8,237,232             | \$4,725,273             | \$2,708,279             | \$1,240,635             | \$8,845,502             | \$6,338,509             | \$1,946,799              | \$118,515                | \$56,361                 | \$5,481,191              | \$11,024,584             | \$16,651,128             |
| 15 Interest Earnings   |          | \$119,577               | \$639                   | \$1,466                 | \$123,558               | \$70,879                | \$40,624                | \$18,610                | \$132,683               | \$95,078                | \$29,202                 | \$1,778                  | \$845                    | \$82,218                 | \$165,369                | \$249,767                |
| 16 Closing Balance (19 + 20)   | \$64,402 | \$8,091,383             | \$43,250                | \$99,172                | \$8,360,790             | \$4,796,152             | \$2,748,903             | \$1,259,245             | \$8,978,185             | \$6,433,587             | \$1,976,001              | \$120,293                | \$57,206                 | \$5,563,409              | \$11,189,953             | \$16,900,895             |

1 Land acquisition costs have been escalated by 2.5% compounded for the term of the by-law. Escalation rates for site preparation costs are also applied for the term of the by-law and are escalated by 4% compounded annually.

Long Term Borrowing (Total of Line 2):  
Total Debt Payments (Current \$, Total of Lines 10 + Outstanding Debt):  
Outstanding Debt At End Of Forecast(15 years):  
Outstanding Debt Will Be Fully Funded In:

\$26,000,000  
\$32,231,422  
\$15,768,603  
2046



Table 5-10: PVNCCDSB 15-Year Cash Flow  
Municipality of Clarington EDC By-law

**PVNCCDSB**  
**Education Development Charge 2025**  
**15 Year Cash Flow Analysis**

| Cash Flow Assumptions         |       |
|-------------------------------|-------|
| A. Reserve Fund Interest Rate | 1.50% |
| B. Borrowing Rate             | 4.11% |
| C. Borrowing Term (Years)     | 10    |

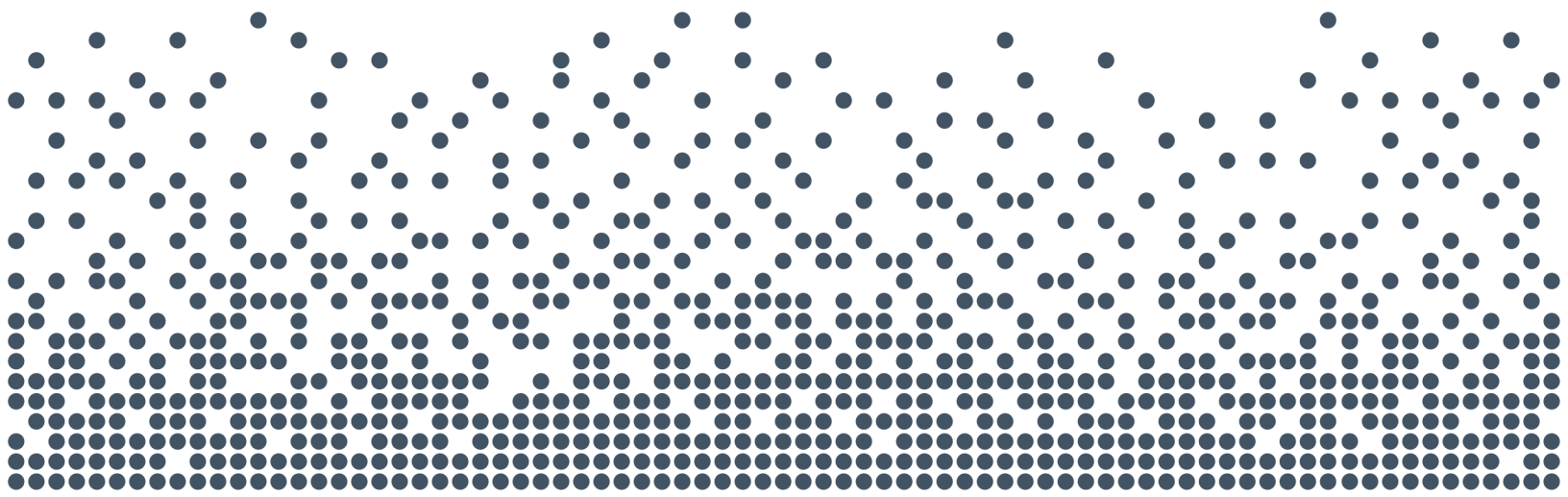
|   |  | Year 1<br>2025/<br>2026 | Year 2<br>2026/<br>2027 | Year 3<br>2027/<br>2028 | Year 4<br>2028/<br>2029 | Year 5<br>2029/<br>2030 | Year 6<br>2030/<br>2031 | Year 7<br>2031/<br>2032 | Year 8<br>2032/<br>2033 | Year 9<br>2033/<br>2034 | Year 10<br>2034/<br>2035 | Year 11<br>2035/<br>2036 | Year 12<br>2036/<br>2037 | Year 13<br>2037/<br>2038 | Year 14<br>2038/<br>2039 | Year 15<br>2039/<br>2040 |
|---|--|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| Projected Revenues                        |  |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |
|   |  |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |
| 1   | Long-Term Financing  | \$0                     | \$0                     | \$0                     | \$800,000               | \$6,800,000             | \$23,000,000            | \$0                     | \$0                     | \$0                     | \$0                      | \$200,000                | \$0                      | \$0                      | \$0                      | \$0                      |
| 2   | Subtotal Financing   | \$0                     | \$0                     | \$0                     | \$800,000               | \$6,800,000             | \$23,000,000            | \$0                     | \$0                     | \$0                     | \$0                      | \$200,000                | \$0                      | \$0                      | \$0                      | \$0                      |
| 3   | Education Development Charge Revenue (Residential) 0.90 3,068 per unit     | \$4,167,294             | \$4,614,528             | \$4,614,528             | \$4,614,528             | \$4,614,528             | \$4,614,528             | \$4,296,042             | \$4,296,042             | \$4,296,042             | \$4,296,042              | \$4,296,042              | \$4,128,449              | \$4,128,449              | \$4,128,449              | \$4,128,449              |
| 4   | Education Development Charge Revenue (Non-Residential) 0.10 0.77 per sq.ft | \$483,214               | \$483,214               | \$483,214               | \$483,214               | \$483,214               | \$483,214               | \$483,214               | \$483,214               | \$483,214               | \$483,214                | \$483,214                | \$483,214                | \$483,214                | \$483,214                | \$483,214                |
| 5   | Subtotal EDC Revenue (3 + 4)   | \$4,650,508             | \$5,097,742             | \$5,097,742             | \$5,097,742             | \$5,097,742             | \$5,097,742             | \$4,779,257             | \$4,779,257             | \$4,779,257             | \$4,779,257              | \$4,779,257              | \$4,611,663              | \$4,611,663              | \$4,611,663              | \$4,611,663              |
| 6   | Total Revenue (2 + 5)  | \$4,650,508             | \$5,097,742             | \$5,097,742             | \$5,897,742             | \$11,897,742            | \$28,097,742            | \$4,779,257             | \$4,779,257             | \$4,779,257             | \$4,779,257              | \$4,979,257              | \$4,611,663              | \$4,611,663              | \$4,611,663              | \$4,611,663              |
| Education Development Charge Expenditures |  |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |
|   |  |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |
| 7   | Site Acquisition Costs (Escalation Rates Included) <sup>1</sup>            | \$0                     | \$0                     | \$6,105,787             | \$9,153,570             | \$11,038,129            | \$25,740,224            | \$0                     | \$0                     | \$0                     | \$0                      | \$4,885,041              | \$0                      | \$0                      | \$0                      | \$0                      |
| 8   | Site Preparation Costs (Escalation Rates Included) <sup>1</sup>            | \$0                     | \$0                     | \$419,290               | \$562,840               | \$585,448               | \$1,385,428             | \$0                     | \$0                     | \$0                     | \$0                      | \$309,329                | \$0                      | \$0                      | \$0                      | \$0                      |
| 9   | Projected Future Study Costs   | \$150,000               |                         |                         |                         | \$150,000               |                         |                         |                         |                         | \$150,000                |                          |                          |                          |                          |                          |
| 10  | Long-Term Debt Costs   | \$0                     | \$0                     | \$0                     | \$0                     | \$99,174                | \$942,149               | \$3,793,390             | \$3,793,390             | \$3,793,390             | \$3,793,390              | \$3,793,390              | \$3,818,184              | \$3,818,184              | \$3,818,184              | \$3,719,010              |
| 11  | Total Expenditures (7 through 10)  | \$150,000               | \$0                     | \$6,525,077             | \$9,716,410             | \$11,872,751            | \$28,067,801            | \$3,793,390             | \$3,793,390             | \$3,793,390             | \$3,943,390              | \$8,987,760              | \$3,818,184              | \$3,818,184              | \$3,818,184              | \$3,719,010              |
| Cash Flow Analysis:                       |  |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |
|   |  |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |
| 12  | Revenues Minus Expenditures (6 -11)  | \$4,500,508             | \$5,097,742             | -\$1,427,335            | -\$3,818,668            | \$24,991                | \$29,941                | \$985,866               | \$985,866               | \$985,866               | \$835,866                | -\$4,008,504             | \$793,479                | \$793,479                | \$793,479                | \$892,653                |
| 13  | Opening Balance (previous year's closing balance)                          | \$0                     | -\$4,465,228            | \$35,809                | \$5,210,554             | \$3,839,967             | \$21,618                | \$47,308                | \$1,080,238             | \$2,097,096             | \$3,129,206              | \$4,024,548              | \$16,285                 | \$821,910                | \$1,639,620              | \$2,469,595              |
| 14  | Subtotal (17 + 18)   | \$0                     | \$35,280                | \$5,133,551             | \$3,783,219             | \$21,299                | \$46,609                | \$77,249                | \$1,064,274             | \$2,066,104             | \$3,082,962              | \$3,965,072              | \$16,044                 | \$809,764                | \$1,615,389              | \$2,433,099              |
| 15  | Interest Earnings  |                         | \$529                   | \$77,003                | \$56,748                | \$319                   | \$699                   | \$1,159                 | \$30,992                | \$46,244                | \$59,476                 | \$241                    | \$12,146                 | \$24,231                 | \$36,496                 | \$50,434                 |
| 16  | Closing Balance (19 + 20)  | -\$4,465,228            | \$35,809                | \$5,210,554             | \$3,839,967             | \$21,618                | \$47,308                | \$78,408                | \$1,080,238             | \$2,097,096             | \$3,129,206              | \$4,024,548              | \$16,285                 | \$821,910                | \$1,639,620              | \$2,469,595              |

1 Land acquisition costs have been escalated by 2.5% compounded for the term of the by-law. Escalation rates for site preparation costs are also applied for the term of the by-law and are escalated by 4% compounded annually.

Long Term Borrowing (Total of Line 2):  
Total Debt Payments (Current \$, Total of Lines 10 + Outstanding Debt):  
Outstanding Debt At End Of Forecast(15 years):  
Outstanding Debt Will Be Fully Funded In:

\$30,800,000  
\$38,181,838  
\$3,000,002  
2045





# Appendices



# Appendix A

## Education Development Charges Ministry of Education Forms Submission



# Appendix A: Education Development Charges Ministry of Education Forms Submission

The Ministry of Education has prepared a set of standard forms that are required to form part of the Education Development Charge (EDC) Background Study. The forms are used by the Ministry to review the EDC analysis and are standardized so that information is presented in a consistent manner for all school boards. The forms for each School Board's EDC analysis are found in this appendix. In addition, a description of each form and its purpose can be found below.

## **FORM A1 AND A2**

This form is used to determine whether a school board is eligible to impose EDCs. The A1 section of the form includes the board's approved On-The-Ground (OTG) capacity for each panel as well as the projected five-year enrolment. If the average five-year projected enrolment is greater than the board's OTG capacity (on either panel), the school board is eligible to impose EDCs. The A2 section of the form deals with any outstanding EDC financial obligations. The form highlights any outstanding principal less the existing reserve fund balance. A positive financial obligation results in a board being eligible to impose future EDCs.

## **FORM B**

Form B outlines the dwelling unit forecast that was used in the EDC analysis. The forecast is provided by EDC review area and by year for low-, medium-, and high-density types of development.

## **FORM C**

This form provides the net new dwelling units that are a requirement of the EDC analysis. Due to certain statutory exemptions (intensification) that were discussed earlier in this report, a certain percentage of units is removed from the forecast to determine the "net new units."

## **FORM D**

This form provides the non-residential forecast of gross floor area in square feet over the next 15 years. In addition to providing the total projected square footage, this form



also includes an estimate as to the amount of square footage that is exempt from the forecast. Like the residential forecast, because of certain statutory exemptions, an assumption must be made regarding square footage that is excluded from the final EDC forecast.

## **FORM E**

Form E provides the total number of growth-related pupils by EDC review area. The form includes the net number of units, associated pupil yields, and the number of pupils by density type for both the elementary and secondary panels. The bottom of the form provides the total number of growth-related pupils, less any existing available space, to determine the total “net” growth-related pupils.

## **FORM F**

These forms provide the total “net” growth-related pupil places on a review area basis. Each form provides a projection of the existing community enrolment by school for each of the 15 years in the EDC forecast, as well as their current OTG capacities. In addition, the total projected enrolment expected from new development is provided for the total review area. The total requirements from new development, less any available existing space, are the net growth-related pupil places for that review area.

## **FORM G**

Form G highlights the EDC-eligible sites that the Boards are proposing to purchase. Each site listing includes information on location, status, proposed school size, and site size. The form also provides information on what percentage of each site is EDC eligible based on eligible pupil places as a percentage of the total proposed capacity of the school. In addition to providing site and eligibility information, Form G is noteworthy because it includes the translation from site requirements to site costs. On a site-by-site basis, the form highlights the expected per acre acquisition costs, site development costs, as well as associated escalation and financing costs.

## **FORM H1 or H2**

These forms outline the EDC calculation – Form H1 is used for a uniform EDC rate and Form H2 is used if the board is proposing a differentiated EDC rate. This EDC analysis assumes a uniform rate and includes Form H1. This form includes all relevant information needed to calculate the final EDC. The total education land costs (derived



from Form G) are added to any existing EDC financial obligations (Form A2) and study costs to determine the growth-related net education land costs for which EDCs may be collected. These costs must then be allocated to the proposed residential and non-residential splits. The amount determined to be borne by residential development (between 60% and 100%) is divided by the total net new units to determine a residential charge by unit.



**Kawartha Pine Ridge District School Board**  
**Education Development Charge Forms Submission**  
**Municipality of Clarington**



**Kawartha Pine Ridge District School Board  
Education Development Charges Submission 2025  
Form A - Eligibility to Impose an EDC**

**A.1.1: CAPACITY TRIGGER CALCULATION - ELEMENTARY PANEL**

| Elementary<br>Panel<br>Board-Wide<br>EDC Capacity | Projected Elementary Panel Enrolment |                         |                         |                         |                         |   | Elementary<br>Average<br>Projected<br>Enrolment<br>less<br>Capacity |
|---|--------------------------------------|-------------------------|-------------------------|-------------------------|-------------------------|---|---|
|   | Year 1<br>2025/<br>2026              | Year 2<br>2026/<br>2027 | Year 3<br>2027/<br>2028 | Year 4<br>2028/<br>2029 | Year 5<br>2029/<br>2030 | Average<br>Projected<br>Enrolment<br>Over Five<br>Years |   |
| 26,180.0  | 26,363                               | 26,865                  | 27,261                  | 27,878                  | 28,357                  | 27,345  | 1,165   |

**A.1.2: CAPACITY TRIGGER CALCULATION - SECONDARY PANEL**

| Secondary<br>Panel<br>Board-Wide<br>EDC Capacity | Projected Secondary Panel Enrolment |                         |                         |                         |                         |   | Secondary<br>Projected<br>Enrolment<br>less<br>Capacity |
|--|-------------------------------------|-------------------------|-------------------------|-------------------------|-------------------------|---|---|
|  | Year 1<br>2025/<br>2026             | Year 2<br>2026/<br>2027 | Year 3<br>2027/<br>2028 | Year 4<br>2028/<br>2029 | Year 5<br>2029/<br>2030 | Average<br>Projected<br>Enrolment<br>Over Five<br>Years |   |
| 13,555.0   | 9,889                               | 10,069                  | 10,289                  | 10,570                  | 10,863                  | 10,336  | -3,219  |

**A.2: EDC FINANCIAL OBLIGATIONS**

|  |           |
|--|-----------|
| Total Outstanding EDC Financial Obligations (Reserve Fund Balance) | \$ 64,402 |
|--|-----------|



**Kawartha Pine Ridge District School Board**  
**Education Development Charges Submission 2025**  
**Form B - Dwelling Unit Summary**

***PROJECTION OF GROSS NEW DWELLING UNITS BY REVIEW AREAS/MUNICIPALITIES***

|                           | Year 1<br>2025/<br>2026 | Year 2<br>2026/<br>2027 | Year 3<br>2027/<br>2028 | Year 4<br>2028/<br>2029 | Year 5<br>2029/<br>2030 | Year 6<br>2030/<br>2031 | Year 7<br>2031/<br>2032 | Year 8<br>2032/<br>2033 | Year 9<br>2033/<br>2034 | Year 10<br>2034/<br>2035 | Year 11<br>2035/<br>2036 | Year 12<br>2036/<br>2037 | Year 13<br>2037/<br>2038 | Year 14<br>2038/<br>2039 | Year 15<br>2039/<br>2040 | Total<br>All<br>Units |
|---------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|-----------------------|
| <b>Clarington</b>         |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |                       |
| Low Density               | 814                     | 796                     | 796                     | 796                     | 796                     | 796                     | 664                     | 664                     | 664                     | 664                      | 664                      | 612                      | 612                      | 612                      | 612                      | <b>10,562</b>         |
| Medium Density            | 340                     | 446                     | 446                     | 446                     | 446                     | 446                     | 492                     | 492                     | 492                     | 492                      | 492                      | 508                      | 508                      | 508                      | 508                      | <b>7,062</b>          |
| High Density              | 218                     | 280                     | 280                     | 280                     | 280                     | 280                     | 264                     | 264                     | 264                     | 264                      | 264                      | 246                      | 246                      | 246                      | 246                      | <b>3,922</b>          |
|                           |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          | <b>0</b>              |
|                           |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          | <b>0</b>              |
| <b>Total</b>              | <b>1,372</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,420</b>            | <b>1,420</b>            | <b>1,420</b>            | <b>1,420</b>             | <b>1,420</b>             | <b>1,366</b>             | <b>1,366</b>             | <b>1,366</b>             | <b>1,366</b>             | <b>21,546</b>         |
| <b>Total Jurisdiction</b> |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |                       |
| Low Density               | 814                     | 796                     | 796                     | 796                     | 796                     | 796                     | 664                     | 664                     | 664                     | 664                      | 664                      | 612                      | 612                      | 612                      | 612                      | <b>10,562</b>         |
| Medium Density            | 340                     | 446                     | 446                     | 446                     | 446                     | 446                     | 492                     | 492                     | 492                     | 492                      | 492                      | 508                      | 508                      | 508                      | 508                      | <b>7,062</b>          |
| High Density              | 218                     | 280                     | 280                     | 280                     | 280                     | 280                     | 264                     | 264                     | 264                     | 264                      | 264                      | 246                      | 246                      | 246                      | 246                      | <b>3,922</b>          |
|                           |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          | <b>0</b>              |
|                           |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          | <b>0</b>              |
| <b>Total</b>              | <b>1,372</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,420</b>            | <b>1,420</b>            | <b>1,420</b>            | <b>1,420</b>             | <b>1,420</b>             | <b>1,366</b>             | <b>1,366</b>             | <b>1,366</b>             | <b>1,366</b>             | <b>21,546</b>         |





**Kawartha Pine Ridge District School Board  
Education Development Charges Submission 2025  
Form C - Net New Dwelling Units - By-Law Summary**

| <b>Review Areas/Municipalities</b>                   | <b>Number of Units</b> |
|--|------------------------|
| Clarington   | 21,546                 |
| <b>Total Projected New Dwelling Units</b>            | <b>21,546</b>          |
| <b>Less: Statutorily Exempt Units In By-Law Area</b> | <b>280</b>             |
| <b>Total Net New Dwelling Units</b>                  | <b>21,266</b>          |



**Kawartha Pine Ridge District School Board  
Education Development Charges Submission 2025  
Form D - Non-Residential Development**

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

|   |                   |
|---|-------------------|
| <b>Total Estimated Non-Residential Board-Determined<br/>Gross Floor Area to be Constructed Over 15 Years From<br/>Date of By-Law Passage:</b> | <b>13,243,350</b> |
| <b>Less: Board-Determined Gross Floor Area From Exempt<br/>Development:</b>   | <b>3,778,935</b>  |
| <b>Net Estimated Board-Determined Gross Floor Area:</b>   | <b>9,464,415</b>  |

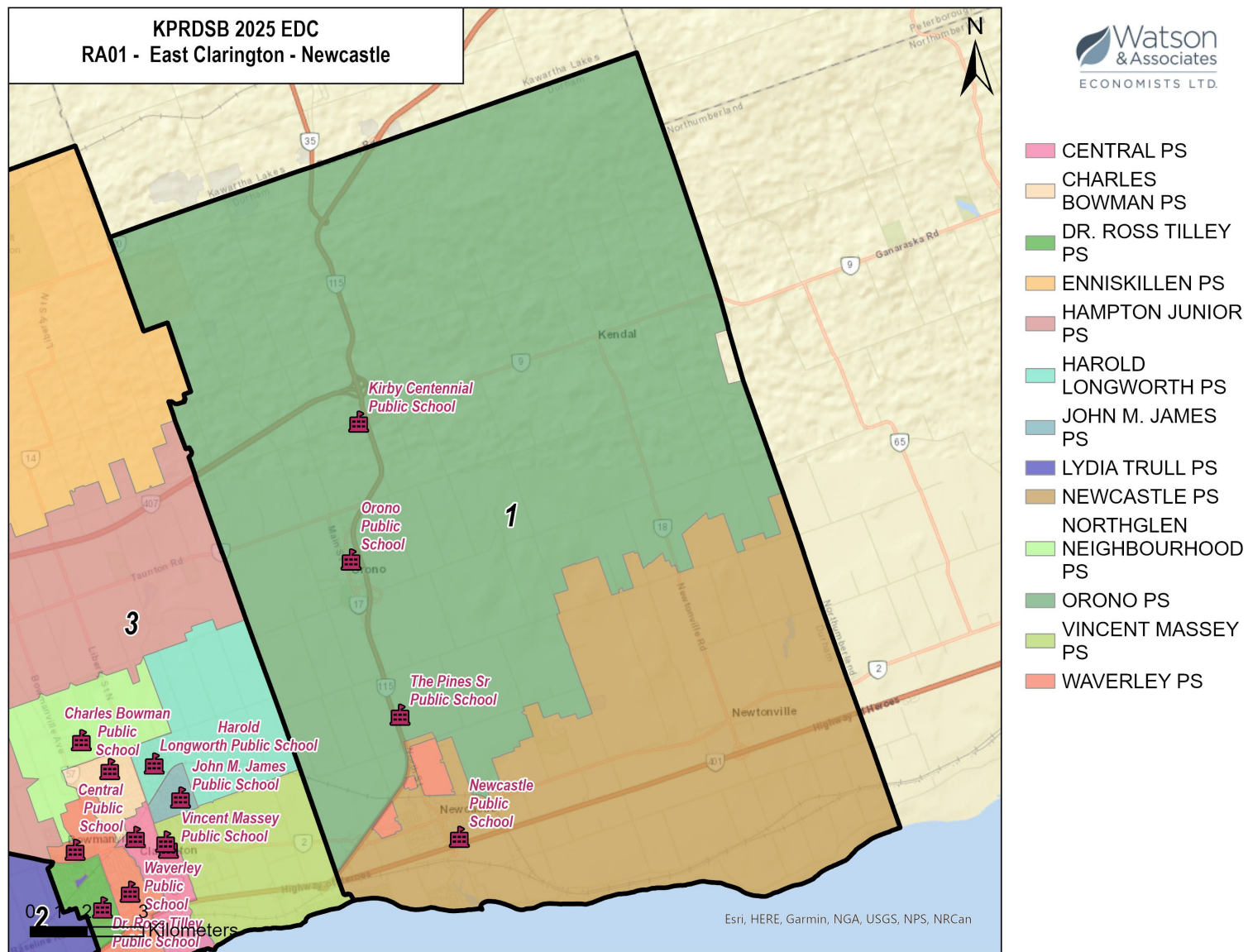


Kawartha Pine Ridge District School Board  
Education Development Charges Submission 2025  
Form E - Growth Related Pupils - Elementary Panel

Form E - Growth Related Pupils - Secondary Panel

| Municipality | Dwelling Unit Type | Net New Units                 | Elementary Pupil Yield | Elementary Growth-Related Pupils | Municipality | Dwelling Unit Type | Net New Units                 | Secondary Pupil Yield | Secondary Growth-Related Pupils |
|--------------|--------------------|-------------------------------|------------------------|----------------------------------|--------------|--------------------|-------------------------------|-----------------------|---------------------------------|
| Clarington   | Low Density        | 10,562                        | 0.331                  | 3,496                            | Clarington   | Low Density        | 10,562                        | 0.092                 | 969                             |
|              | Medium Density     | 6,782                         | 0.207                  | 1,403                            |              | Medium Density     | 6,782                         | 0.066                 | 448                             |
|              | High Density       | 3,922                         | 0.054                  | 211                              |              | High Density       | 3,922                         | 0.017                 | 66                              |
|              | -                  | -                             | -                      | -                                |              | -                  | -                             | -                     | -                               |
|              | -                  | -                             | -                      | -                                |              | -                  | -                             | -                     | -                               |
|              | Total              | 21,266                        | 0.240                  | 5,109                            |              | Total              | 21,266                        | 0.070                 | 1,482                           |
|              |                    | SUBTOTAL:                     |                        | 5,109                            |              |                    | SUBTOTAL:                     |                       | 1,482                           |
|              |                    |                               |                        |                                  |              |                    |                               |                       |                                 |
|              |                    | LESS: Available Pupil Places: |                        | 325                              |              |                    | LESS: Available Pupil Places: |                       | 801                             |
|              |                    |                               |                        |                                  |              |                    |                               |                       |                                 |
|              |                    | NET GROWTH RELATED PUPILS:    |                        | 4,784                            |              |                    | NET GROWTH RELATED PUPILS:    |                       | 681                             |





**Review Area:**

RA02 Courtice

## REQUIREMENTS OF EXISTING COMMUNITY

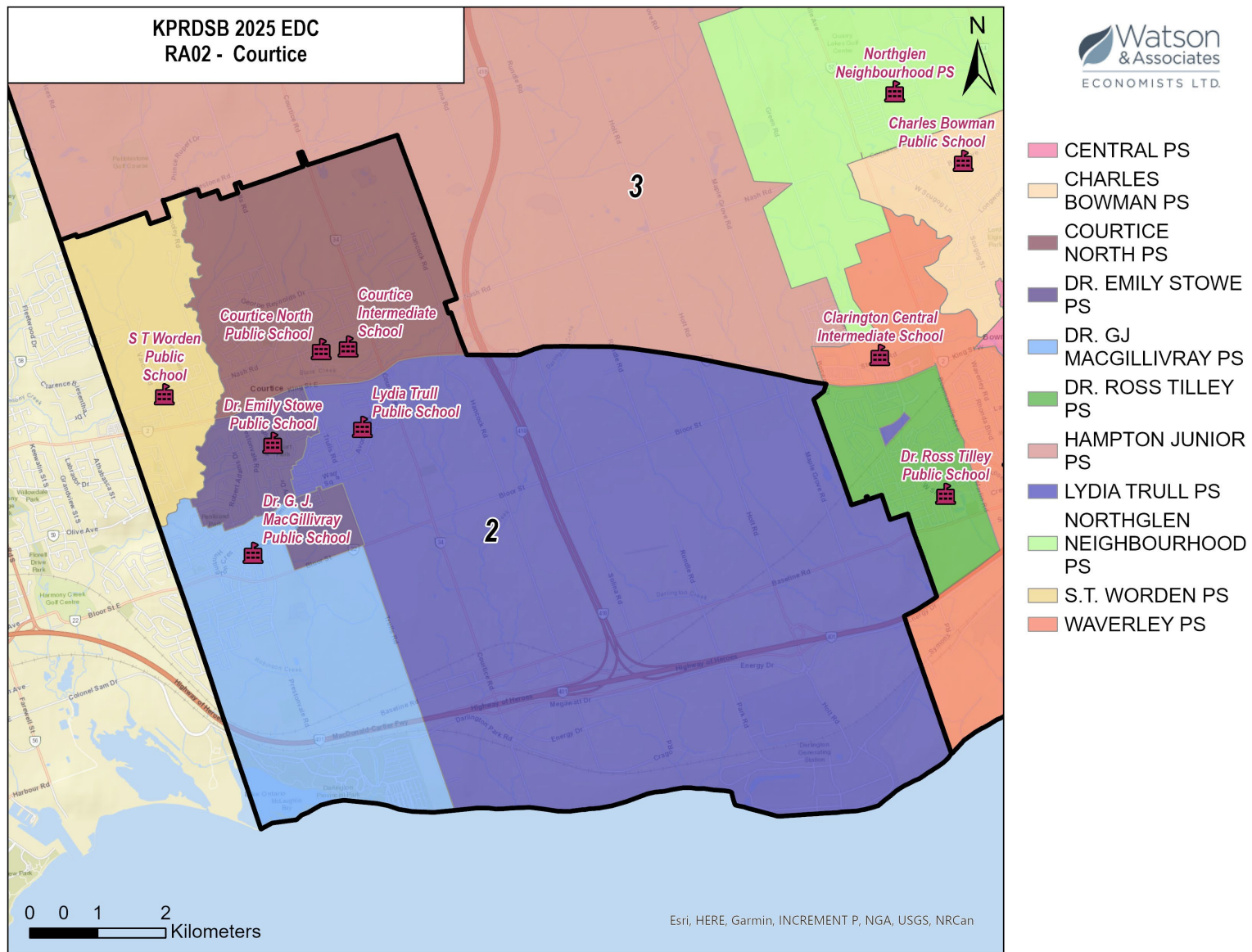
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#### REQUIREMENTS OF NEW DEVELOPMENT (CUMULATIVE)

|  |  | 15 Year Projections (Assumes Full Day JK/SK) |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |
|--|--|--|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
|  |  | Year 1<br>2025/<br>2026                      | Year 2<br>2026/<br>2027 | Year 3<br>2027/<br>2028 | Year 4<br>2028/<br>2029 | Year 5<br>2029/<br>2030 | Year 6<br>2030/<br>2031 | Year 7<br>2031/<br>2032 | Year 8<br>2032/<br>2033 | Year 9<br>2033/<br>2034 | Year 10<br>2034/<br>2035 | Year 11<br>2035/<br>2036 | Year 12<br>2036/<br>2037 | Year 13<br>2037/<br>2038 | Year 14<br>2038/<br>2039 | Year 15<br>2039/<br>2040 |
|  |  | 96   | 194                     | 293                     | 391                     | 489                     | 605                     | 710                     | 816                     | 922                     | 1027                     | 1130                     | 1226                     | 1323                     | 1419                     | 1516                     |

### CALCULATION OF GROWTH-RELATED PUPIL PLACE REQUIREMENTS

|   |   |      |
|---|---|------|
| 1 | Requirements of New Development (Pupil Places)      | 1516 |
| 2 | Pupils Holding For New Schools                      | 0    |
| 3 | Available Pupil Places in Existing Facilities       | 0    |
| 4 | Net Growth-Related Pupil Place Requirements (1+2-3) | 1516 |



**Review Area:**

**RA03** **Bowmanville/Northwest Clarington**

## REQUIREMENTS OF EXISTING COMMUNITY

[illegible]

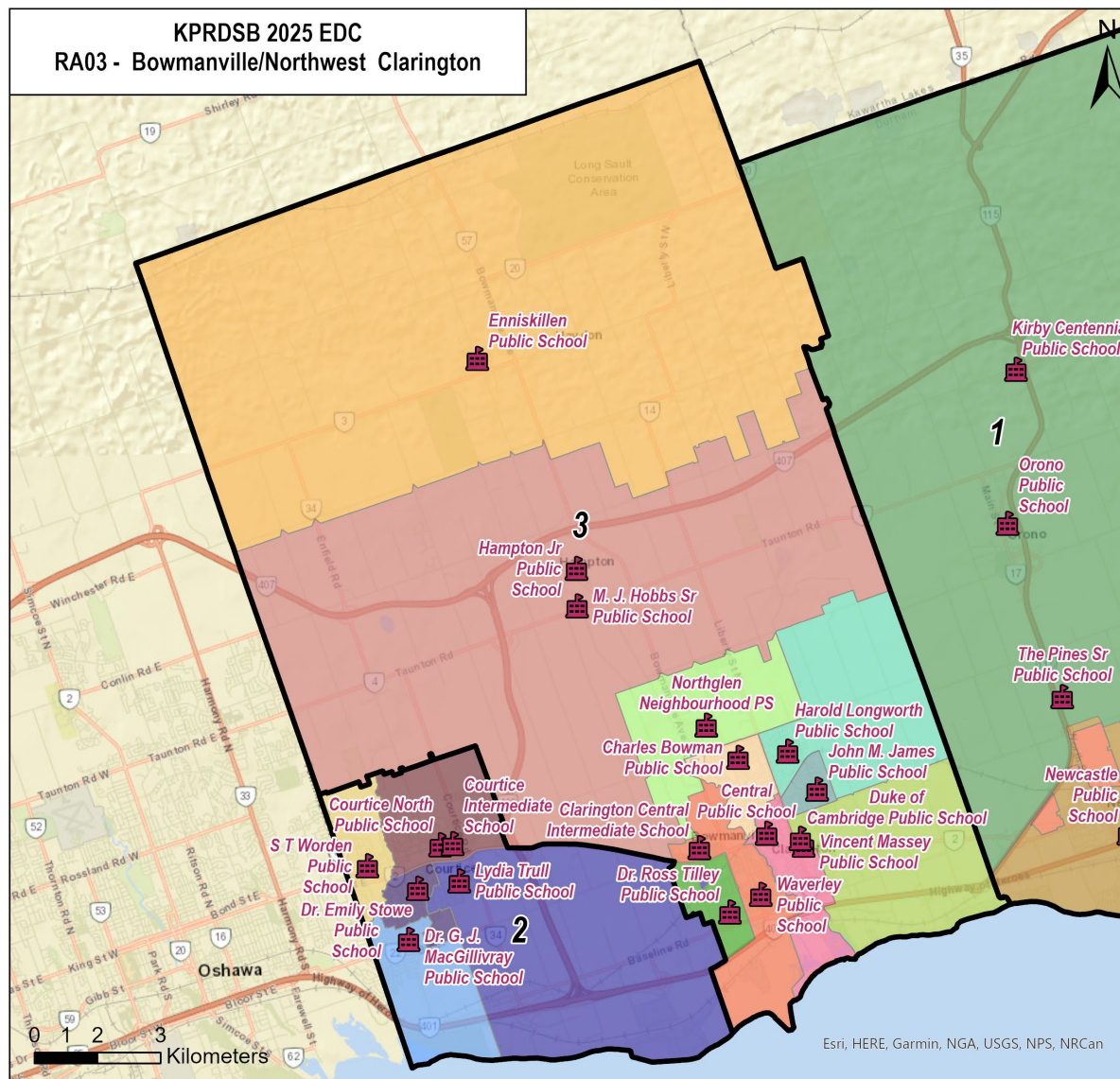
### REQUIREMENTS OF NEW DEVELOPMENT (CUMULATIVE)

|  |  | 15 Year Projections (Assumes Full Day JK/SK) |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |
|--|--|--|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
|  |  | Year 1<br>2025/<br>2026                      | Year 2<br>2026/<br>2027 | Year 3<br>2027/<br>2028 | Year 4<br>2028/<br>2029 | Year 5<br>2029/<br>2030 | Year 6<br>2030/<br>2031 | Year 7<br>2031/<br>2032 | Year 8<br>2032/<br>2033 | Year 9<br>2033/<br>2034 | Year 10<br>2034/<br>2035 | Year 11<br>2035/<br>2036 | Year 12<br>2036/<br>2037 | Year 13<br>2037/<br>2038 | Year 14<br>2038/<br>2039 | Year 15<br>2039/<br>2040 |
|  |  | 137  | 284                     | 431                     | 578                     | 726                     | 886                     | 1040                    | 1193                    | 1346                    | 1500                     | 1642                     | 1778                     | 1915                     | 2051                     | 2188                     |

### CALCULATION OF GROWTH-RELATED PUPIL PLACE REQUIREMENTS

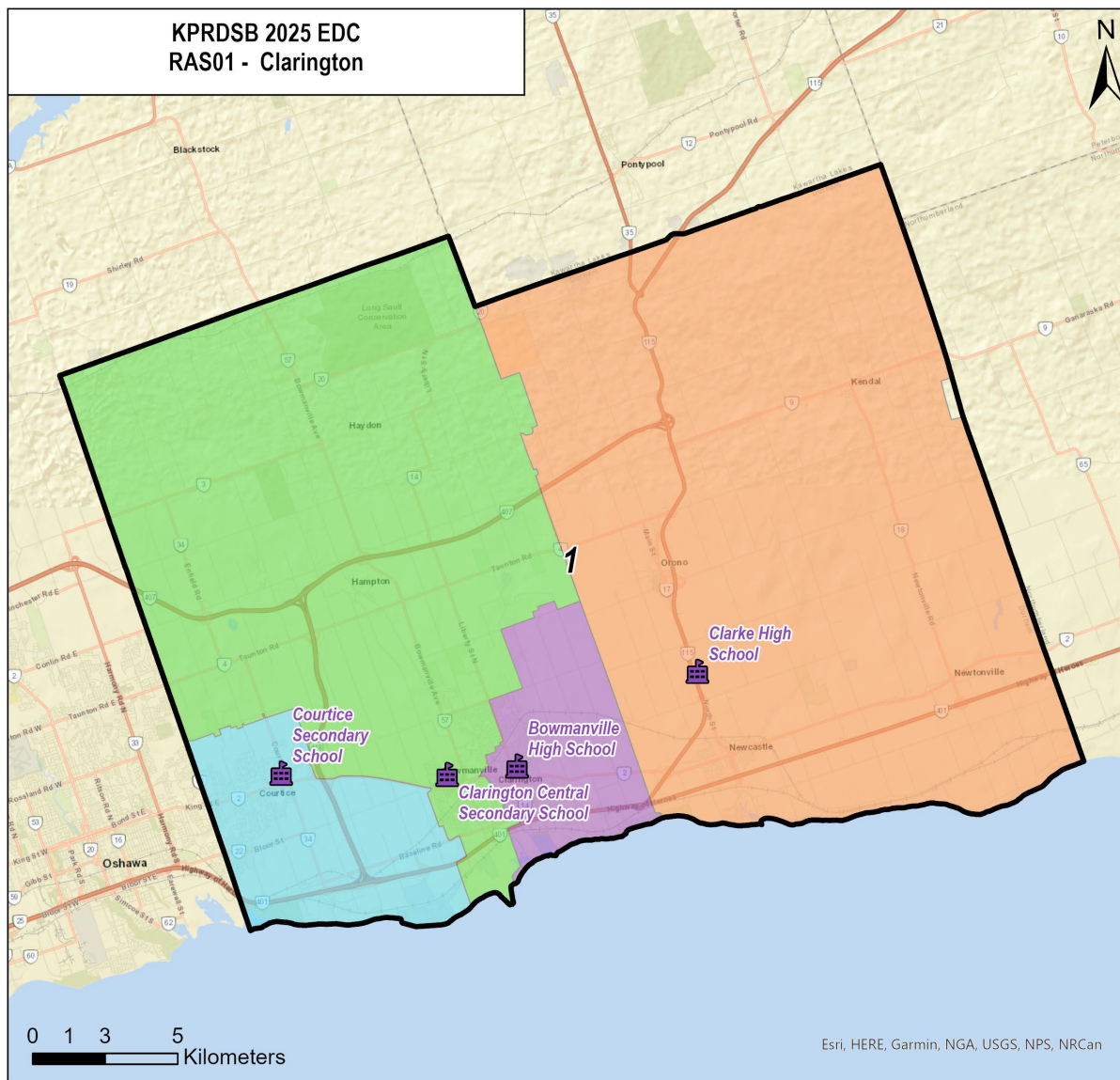
|   |   |      |
|---|---|------|
| 1 | Requirements of New Development (Pupil Places)      | 2188 |
| 2 | Pupils Holding For New Schools                      | 0    |
| 3 | Available Pupil Places in Existing Facilities       | 175  |
| 4 | Net Growth-Related Pupil Place Requirements (1+2-3) | 2013 |





- CENTRAL PS
- CHARLES BOWMAN PS
- COURTICE NORTH PS
- DR. EMILY STOWE PS
- DR. GJ MACGILLIVRAY PS
- DR. ROSS TILLEY PS
- ENNISKILLEN PS
- HAMPTON JUNIOR PS
- HAROLD LONGWORTH PS
- JOHN M. JAMES PS
- LYDIA TRULL PS
- NEWCASTLE PS
- NORTHGLEN
- NEIGHBOURHOOD PS
- ORONO PS
- S.T. WORDEN PS
- VINCENT MASSEY PS
- WAVERLEY PS





**Watson  
& Associates**  
ECONOMISTS LTD.



**Kawartha Pine Ridge District School Board**  
**Education Development Charges Submission 2025**  
**Form G - Growth-Related Net Education Land Costs**

**ELEMENTARY PANEL**

| Review Area   | Site Status (Optioned, Purchased, Reserved, Etc.) | Proposed Year Of Acquisition | Site Location/<br>Facility Type                  | Net Growth-Related Pupil Place Requirements | Proposed School Capacity | Percent of Capacity Attributed to Net Growth-Related Pupil Place Requirements | Total Number of Acres Required (Footnote Oversized Sites) * | Acreage To Be Funded in EDC By-Law Period | Cost Per Acre | Education Land Costs | Eligible Site Preparation Costs | Land Escalation Costs | Financing Costs  | Total Education Land Costs |
|---------------|---|------------------------------|--|---|--------------------------|---|---|---|---------------|----------------------|---------------------------------|-----------------------|------------------|----------------------------|
| RA01          | TBD   | 2027                         | NEW SCHOOL: East Clarington - Newcastle          | 481   | 481                      | 100.00%   | 5.00  | 5.00                                      | \$1,500,000   | \$ 7,500,000         | \$ 541,106                      | \$ 379,688            | \$ 441,085       | \$ 8,861,879               |
| RA01          | TBD   | 2031                         | NEW SCHOOL: East Clarington - Newcastle          | 481   | 481                      | 100.00%   | 5.00  | 5.00                                      | \$1,500,000   | \$ 7,500,000         | \$ 608,963                      | \$ 985,562            | \$ 476,376       | \$ 9,570,901               |
| RA01          | TBD   | 2035                         | NEW SCHOOL: East Clarington - Newcastle          | 294   | 481                      | 61.11%  | 5.00  | 3.06                                      | \$1,500,000   | \$ 4,583,532         | \$ 372,160                      | \$ 602,314            | \$ 291,131       | \$ 5,849,137               |
| RA02          | TBD   | 2026                         | NEW SCHOOL: Courtice                             | 481   | 481                      | 100.00%   | 5.00  | 5.00                                      | \$2,000,000   | \$10,000,000         | \$ 520,211                      | \$ 250,000            | \$ 564,149       | \$ 11,334,360              |
| RA02          | TBD   | 2029                         | NEW SCHOOL: Courtice                             | 481   | 481                      | 100.00%   | 5.00  | 5.00                                      | \$2,000,000   | \$10,000,000         | \$ 585,448                      | \$1,038,129           | \$ 608,849       | \$ 12,232,426              |
| RA02          | TBD   | 2034                         | NEW SCHOOL: Courtice                             | 481   | 481                      | 100.00%   | 5.00  | 5.00                                      | \$2,000,000   | \$10,000,000         | \$ 608,963                      | \$1,314,082           | \$ 624,535       | \$ 12,547,580              |
| RA02          |   |                              | Accommodated In Existing Facilities Or Additions | 73  |                          |   |   |   |               |                      |                                 |                       |                  |                            |
| RA03          | TBD   | 2026                         | NEW SCHOOL: Bowmanville/Northwest Clarington     | 481   | 481                      | 100.00%   | 5.00  | 5.00                                      | \$2,125,000   | \$10,625,000         | \$ 520,211                      | \$ 265,625            | \$ 597,705       | \$ 12,008,541              |
| RA03          | TBD   | 2030                         | NEW SCHOOL: Bowmanville/Northwest Clarington     | 481   | 481                      | 100.00%   | 5.00  | 5.00                                      | \$1,700,000   | \$ 8,500,000         | \$ 608,963                      | \$1,116,970           | \$ 535,639       | \$ 10,761,572              |
| RA03          | TBD   | 2033                         | NEW SCHOOL: Bowmanville/Northwest Clarington     | 481   | 481                      | 100.00%   | 5.00  | 5.00                                      | \$1,700,000   | \$ 8,500,000         | \$ 608,963                      | \$1,116,970           | \$ 535,639       | \$ 10,761,572              |
| RA03          | TBD   | 2036                         | NEW SCHOOL: Bowmanville/Northwest Clarington     | 481   | 481                      | 100.00%   | 5.00  | 5.00                                      | \$1,700,000   | \$ 8,500,000         | \$ 608,963                      | \$1,116,970           | \$ 535,639       | \$ 10,761,572              |
| RA03          |   |                              | Accommodated In Existing Facilities Or Additions | 89  |                          |   |   |   |               |                      |                                 |                       |                  |                            |
| <b>Total:</b> |   |                              |  | <b>4,784</b>                                | <b>4,810</b>             |   | <b>50</b>   | <b>48</b>                                 |               | <b>85,708,532</b>    | <b>5,583,951</b>                | <b>8,186,310</b>      | <b>5,210,749</b> | <b>104,689,542</b>         |

**SECONDARY PANEL**

| Review Area   | Site Status (Optioned, Purchased, Reserved, Etc.) | Proposed Year Of Acquisition | Facility Type          | Net Growth-Related Pupil Place Requirements | Proposed School Capacity | Percent of Capacity Attributed to Net Growth-Related Pupil Place Requirements | Total Number of Acres Required (Footnote Oversized Sites) | Acreage To Be Funded in EDC By-Law Period | Cost Per Acre | Education Land Costs | Eligible Site Preparation Costs | Land Escalation Costs | Financing Costs     | Total Education Land Costs |
|---------------|---|------------------------------|------------------------|---|--------------------------|---|---|---|---------------|----------------------|---------------------------------|-----------------------|---------------------|----------------------------|
| RAS01         | TBD   | 2035                         | NEW SCHOOL: Clarington | 681   | 1000                     | 68.10%  | 12.00   | 8.17                                      | \$2,000,000   | \$16,342,919         | \$ 995,224                      | \$2,147,594           | \$ 1,020,673        | \$ 20,506,410              |
| <b>Total:</b> |   |                              |                        | <b>681</b>                                  | <b>1,000</b>             |   | <b>12.00</b>  | <b>8.17</b>                               |               | <b>\$16,342,919</b>  | <b>\$ 995,224</b>               | <b>\$2,147,594</b>    | <b>\$ 1,020,673</b> | <b>\$ 20,506,410</b>       |



**Kawartha Pine Ridge District School Board**  
**Education Development Charges Submission 2025**  
**Form H1 - EDC Calculation - Uniform Residential and Non-Residential**

**Determination of Total Growth-Related Net Education Land Costs**

|                  |  |                       |
|------------------|--|-----------------------|
| Total:           | Education Land Costs (Form G)                  | \$ 125,195,952        |
| Add:             | EDC Financial Obligations (Form A2)            | -\$ 64,402            |
| <b>Subtotal:</b> | <b>Net Education Land Costs</b>                | <b>\$ 125,131,550</b> |
| Add:             | EDC Study Costs                                | \$ 450,000            |
| <b>Total:</b>    | <b>Growth-Related Net Education Land Costs</b> | <b>\$ 125,581,550</b> |

**Apportionment of Total Growth-Related Net Education Land Costs**

|   |     |                |
|---|-----|----------------|
| Total Growth-Related Net Education Land Costs to be Attributed to Non-Residential Development (Maximum 40%) | 10% | \$ 12,558,155  |
| Total Growth-Related Net Education Land Costs to be Attributed to Residential Development                   | 90% | \$ 113,023,395 |

**Calculation of Uniform Residential Charge**

|   |                |
|---|----------------|
| Residential Growth-Related Net Education Land Costs | \$ 113,023,395 |
| Net New Dwelling Units (Form C)                     | 21,266         |
| Uniform Residential EDC per Dwelling Unit           | \$ 5,315       |

**Calculation of Non-Residential Charge - Board Determined GFA**

|   |               |
|---|---------------|
| Non-Residential Growth-Related Net Education Land Costs | \$ 12,558,155 |
|---|---------------|

|             |  |           |
|-------------|--|-----------|
| GFA Method: | Non-Exempt Board-Determined GFA (Form D)   | 9,464,415 |
|             | Non-Residential EDC per Square Foot of GFA | \$ 1.33   |



Kawartha Pine Ridge District School Board  
 Education Development Charges Submission 2025  
 Form H2 - EDC Calculation - Differentiated Residential and Non-Residential (Part 2 of 2)

|  |                |
|--|----------------|
| Residential Growth-Related Net Education Land Costs: | \$ 113,023,395 |
|--|----------------|

**Determination of Distribution of New Development**

| Type of Development (Form B) | Net New Units<br>(Form B & C) | 15-Year<br>Elementary<br>Pupil Yield<br>(Form E) | Elementary<br>Gross<br>Requirements<br>of New<br>Development | Distribution of<br>Elementary<br>Gross<br>Requirements<br>of New<br>Development | 15-Year<br>Secondary<br>Pupil Yield<br>(Form E) | Secondary<br>Gross<br>Requirements<br>of New<br>Development | Distribution of<br>Secondary<br>Gross<br>Requirements<br>of New<br>Development | Total Gross<br>Requirements<br>of New<br>Development | Distribution<br>Factor |
|------------------------------|-------------------------------|--|--|---|---|---|--|--|------------------------|
| Low Density                  | 10,562                        | 0.331  | 3,496  | 68.4%   | 0.092   | 969   | 65%  | 4,465  | 68%                    |
| Medium Density               | 6,782                         | 0.207  | 1,403  | 27.5%   | 0.066   | 448   | 30%  | 1,850  | 28%                    |
| High Density                 | 3,922                         | 0.054  | 211  | 4.1%  | 0.017   | 66  | 4%   | 276  | 4%                     |
| <b>Total</b>                 | <b>21,266</b>                 | <b>0.2403</b>                                    | <b>5,109</b>   | <b>100%</b>   | <b>0.0697</b>                                   | <b>1,482</b>  | <b>100%</b>  | <b>6,592</b>   | <b>100%</b>            |

**Calculation of Differentiated Charge:**

| Type of Development (Form B) | Apportionment of<br>Residential Net<br>Education Land<br>Cost By<br>Development<br>Type | Net New Units<br>(Carried over<br>from above) | Differentiated<br>Residential<br>EDC per Unit<br>by<br>Development<br>Type |
|------------------------------|---|---|--|
| Low Density                  | \$ 76,560,888   | 10,562  | \$ 7,249   |
| Medium Density               | \$ 31,727,101   | 6,782   | \$ 4,678   |
| High Density                 | \$ 4,735,405  | 3,922   | \$ 1,207   |





**Peterborough Victoria Northumberland and Clarington Catholic District School  
Board**

**Education Development Charge Forms Submission**

**Municipality of Clarington**



**Peterborough Victoria Northumberland Clarington Catholic District School Board**  
**Education Development Charges Submission 2025**  
**Form A - Eligibility to Impose an EDC**

**A.1.1: CAPACITY TRIGGER CALCULATION - ELEMENTARY PANEL**

| Elementary<br>Panel<br>Board-Wide<br>EDC Capacity | Projected Elementary Panel Enrolment |                         |                         |                         |                         |   | Elementary<br>Average<br>Projected<br>Enrolment<br>less<br>Capacity |
|---|--------------------------------------|-------------------------|-------------------------|-------------------------|-------------------------|---|---|
|   | Year 1<br>2025/<br>2026              | Year 2<br>2026/<br>2027 | Year 3<br>2027/<br>2028 | Year 4<br>2028/<br>2029 | Year 5<br>2029/<br>2030 | Average<br>Projected<br>Enrolment<br>Over Five<br>Years |   |
| 10,791.0  | 10,366                               | 10,419                  | 10,517                  | 10,612                  | 10,769                  | 10,536  | -255  |

**A.1.2: CAPACITY TRIGGER CALCULATION - SECONDARY PANEL**

| Secondary<br>Panel<br>Board-Wide<br>EDC Capacity | Projected Secondary Panel Enrolment |                         |                         |                         |                         |   | Secondary<br>Projected<br>Enrolment<br>less<br>Capacity |
|--|-------------------------------------|-------------------------|-------------------------|-------------------------|-------------------------|---|---|
|  | Year 1<br>2025/<br>2026             | Year 2<br>2026/<br>2027 | Year 3<br>2027/<br>2028 | Year 4<br>2028/<br>2029 | Year 5<br>2029/<br>2030 | Average<br>Projected<br>Enrolment<br>Over Five<br>Years |   |
| 5,319.0  | 5,317                               | 5,507                   | 5,720                   | 5,696                   | 5,794                   | 5,607   | 288   |

**A.2: EDC FINANCIAL OBLIGATIONS**

|  |               |
|--|---------------|
| Total Outstanding EDC Financial Obligations (Reserve Fund Balance) | -\$ 4,465,228 |
|--|---------------|





**Peterborough Victoria Northumberland Clarington Catholic District School Board**  
**Education Development Charges Submission 2025**  
**Form B - Dwelling Unit Summary**

**PROJECTION OF GROSS NEW DWELLING UNITS BY REVIEW AREAS/MUNICIPALITIES**

|                           | Year 1<br>2025/<br>2026 | Year 2<br>2026/<br>2027 | Year 3<br>2027/<br>2028 | Year 4<br>2028/<br>2029 | Year 5<br>2029/<br>2030 | Year 6<br>2030/<br>2031 | Year 7<br>2031/<br>2032 | Year 8<br>2032/<br>2033 | Year 9<br>2033/<br>2034 | Year 10<br>2034/<br>2035 | Year 11<br>2035/<br>2036 | Year 12<br>2036/<br>2037 | Year 13<br>2037/<br>2038 | Year 14<br>2038/<br>2039 | Year 15<br>2039/<br>2040 | Total<br>All<br>Units |
|---------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|-----------------------|
| <b>Clarington</b>         |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |                       |
| Low Density               | 814                     | 796                     | 796                     | 796                     | 796                     | 796                     | 664                     | 664                     | 664                     | 664                      | 664                      | 612                      | 612                      | 612                      | 612                      | 10,562                |
| Medium Density            | 340                     | 446                     | 446                     | 446                     | 446                     | 446                     | 492                     | 492                     | 492                     | 492                      | 492                      | 508                      | 508                      | 508                      | 508                      | 7,062                 |
| High Density              | 218                     | 280                     | 280                     | 280                     | 280                     | 280                     | 264                     | 264                     | 264                     | 264                      | 264                      | 246                      | 246                      | 246                      | 246                      | 3,922                 |
|                           |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          | 0                     |
|                           |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          | 0                     |
| <b>Total</b>              | <b>1,372</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,420</b>            | <b>1,420</b>            | <b>1,420</b>            | <b>1,420</b>             | <b>1,420</b>             | <b>1,366</b>             | <b>1,366</b>             | <b>1,366</b>             | <b>1,366</b>             | <b>21,546</b>         |
| <b>Total Jurisdiction</b> |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          |                       |
| Low Density               | 814                     | 796                     | 796                     | 796                     | 796                     | 796                     | 664                     | 664                     | 664                     | 664                      | 664                      | 612                      | 612                      | 612                      | 612                      | 10,562                |
| Medium Density            | 340                     | 446                     | 446                     | 446                     | 446                     | 446                     | 492                     | 492                     | 492                     | 492                      | 492                      | 508                      | 508                      | 508                      | 508                      | 7,062                 |
| High Density              | 218                     | 280                     | 280                     | 280                     | 280                     | 280                     | 264                     | 264                     | 264                     | 264                      | 264                      | 246                      | 246                      | 246                      | 246                      | 3,922                 |
|                           |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          | 0                     |
|                           |                         |                         |                         |                         |                         |                         |                         |                         |                         |                          |                          |                          |                          |                          |                          | 0                     |
| <b>Total</b>              | <b>1,372</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,522</b>            | <b>1,420</b>            | <b>1,420</b>            | <b>1,420</b>            | <b>1,420</b>             | <b>1,420</b>             | <b>1,366</b>             | <b>1,366</b>             | <b>1,366</b>             | <b>1,366</b>             | <b>21,546</b>         |



**Peterborough Victoria Northumberland Clarington Catholic District School Board**  
**Education Development Charges Submission 2025**  
**Form C - Net New Dwelling Units - By-Law Summary**

| <b>Review Areas/Municipalities</b>                   | <b>Number<br/>of Units</b> |
|--|----------------------------|
| Clarington   | 21,546                     |
| <b>Total Projected New Dwelling Units</b>            | <b>21,546</b>              |
| <b>Less: Statutorily Exempt Units In By-Law Area</b> | <b>280</b>                 |
| <b>Total Net New Dwelling Units</b>                  | <b>21,266</b>              |



**Peterborough Victoria Northumberland Clarington Catholic District School Board  
Education Development Charges Submission 2025  
Form D - Non-Residential Development**

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

|   |                   |
|---|-------------------|
| <b>Total Estimated Non-Residential Board-Determined<br/>Gross Floor Area to be Constructed Over 15 Years From<br/>Date of By-Law Passage:</b> | <b>13,243,350</b> |
| <b>Less: Board-Determined Gross Floor Area From Exempt<br/>Development:</b>   | <b>3,778,935</b>  |
| <b>Net Estimated Board-Determined Gross Floor Area:</b>   | <b>9,464,415</b>  |



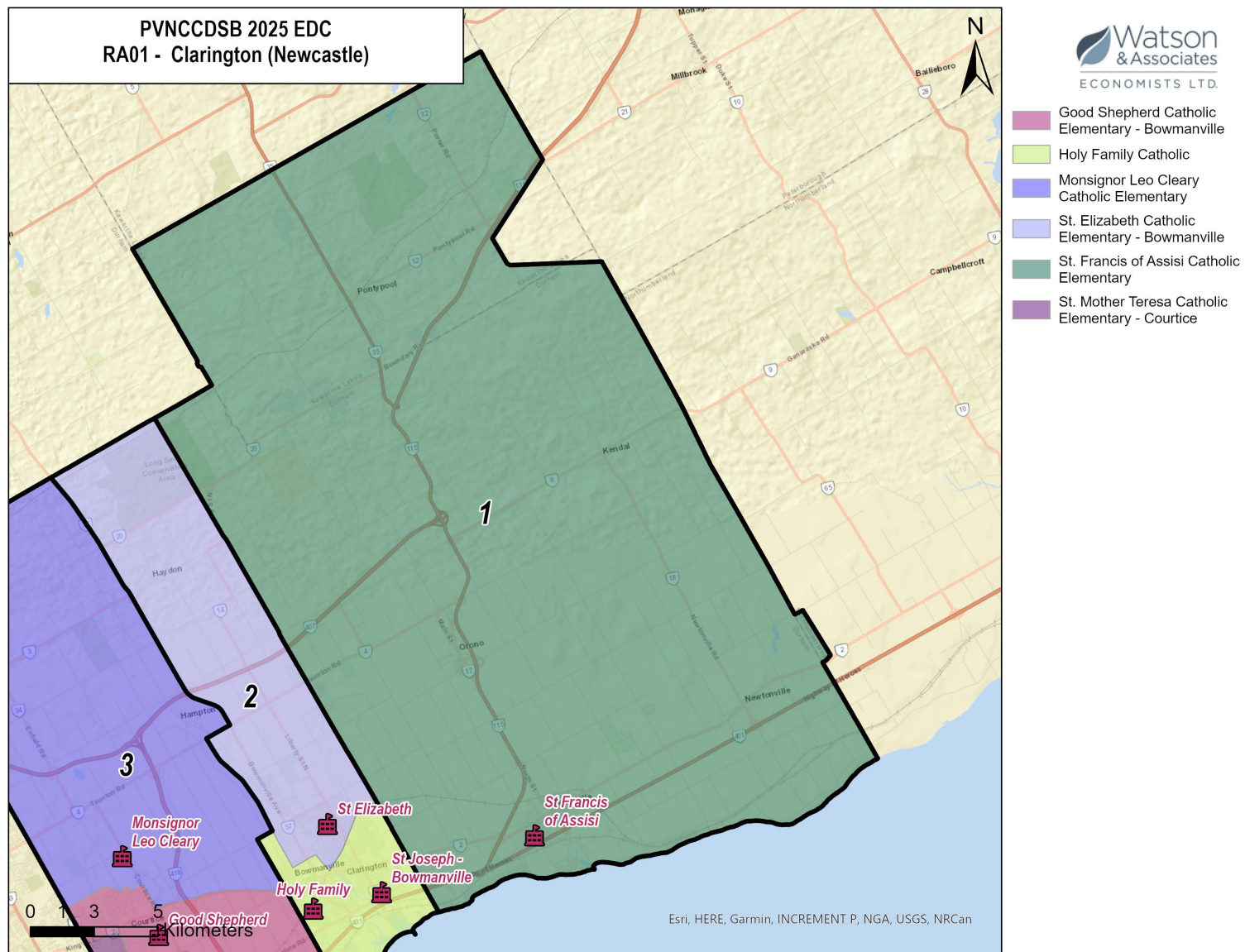
Peterborough Victoria Northumberland Clarington Catholic District School Board  
Education Development Charges Submission 2025  
Form E - Growth Related Pupils - Elementary Panel

Form E - Growth Related Pupils - Secondary Panel

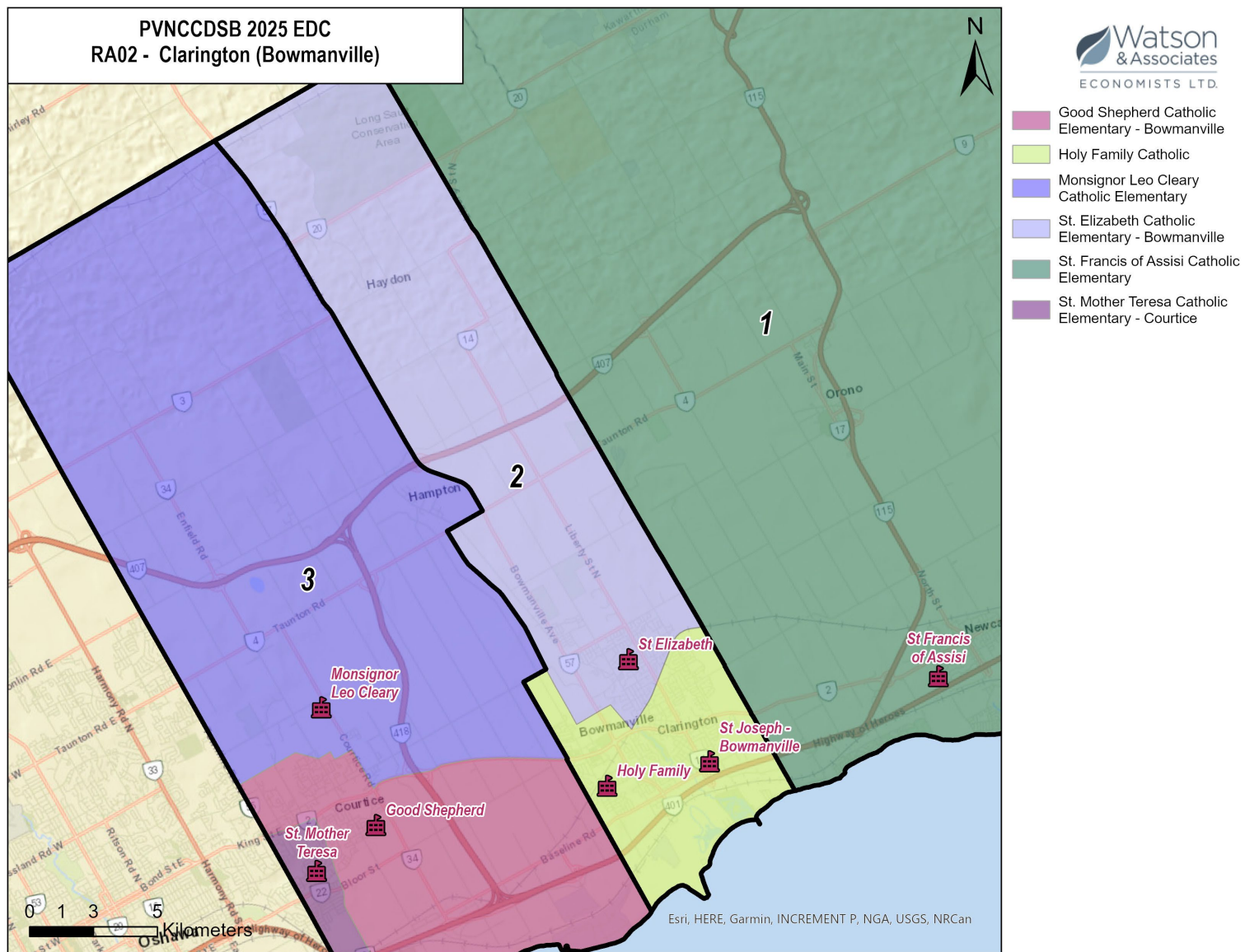
| Municipality | Dwelling Unit Type | Net New Units                 | Elementary Pupil Yield | Elementary Growth-Related Pupils |
|--------------|--------------------|-------------------------------|------------------------|----------------------------------|
| Clarington   | Low Density        | 10,562                        | 0.108                  | 1,137                            |
|              | Medium Density     | 6,782                         | 0.064                  | 432                              |
|              | High Density       | 3,922                         | 0.016                  | 62                               |
|              | -                  | -                             | -                      | -                                |
|              | -                  | -                             | -                      | -                                |
|              | Total              | 21,266                        | 0.077                  | 1,630                            |
|              |                    | SUBTOTAL:                     | 1,630                  |                                  |
|              |                    |                               |                        |                                  |
|              |                    | LESS: Available Pupil Places: | 91                     |                                  |
|              |                    |                               |                        |                                  |
|              |                    | NET GROWTH RELATED PUPILS:    | 1,540                  |                                  |

| Municipality | Dwelling Unit Type | Net New Units                 | Secondary Pupil Yield | Secondary Growth-Related Pupils |
|--------------|--------------------|-------------------------------|-----------------------|---------------------------------|
| Clarington   | Low Density        | 10,562                        | 0.059                 | 621                             |
|              | Medium Density     | 6,782                         | 0.043                 | 292                             |
|              | High Density       | 3,922                         | 0.009                 | 35                              |
|              | -                  | -                             | -                     | -                               |
|              | -                  | -                             | -                     | -                               |
|              | Total              | 21,266                        | 0.045                 | 948                             |
|              |                    | SUBTOTAL:                     | 948                   |                                 |
|              |                    |                               |                       |                                 |
|              |                    | LESS: Available Pupil Places: | -                     |                                 |
|              |                    |                               |                       |                                 |
|              |                    | NET GROWTH RELATED PUPILS:    | 948                   |                                 |



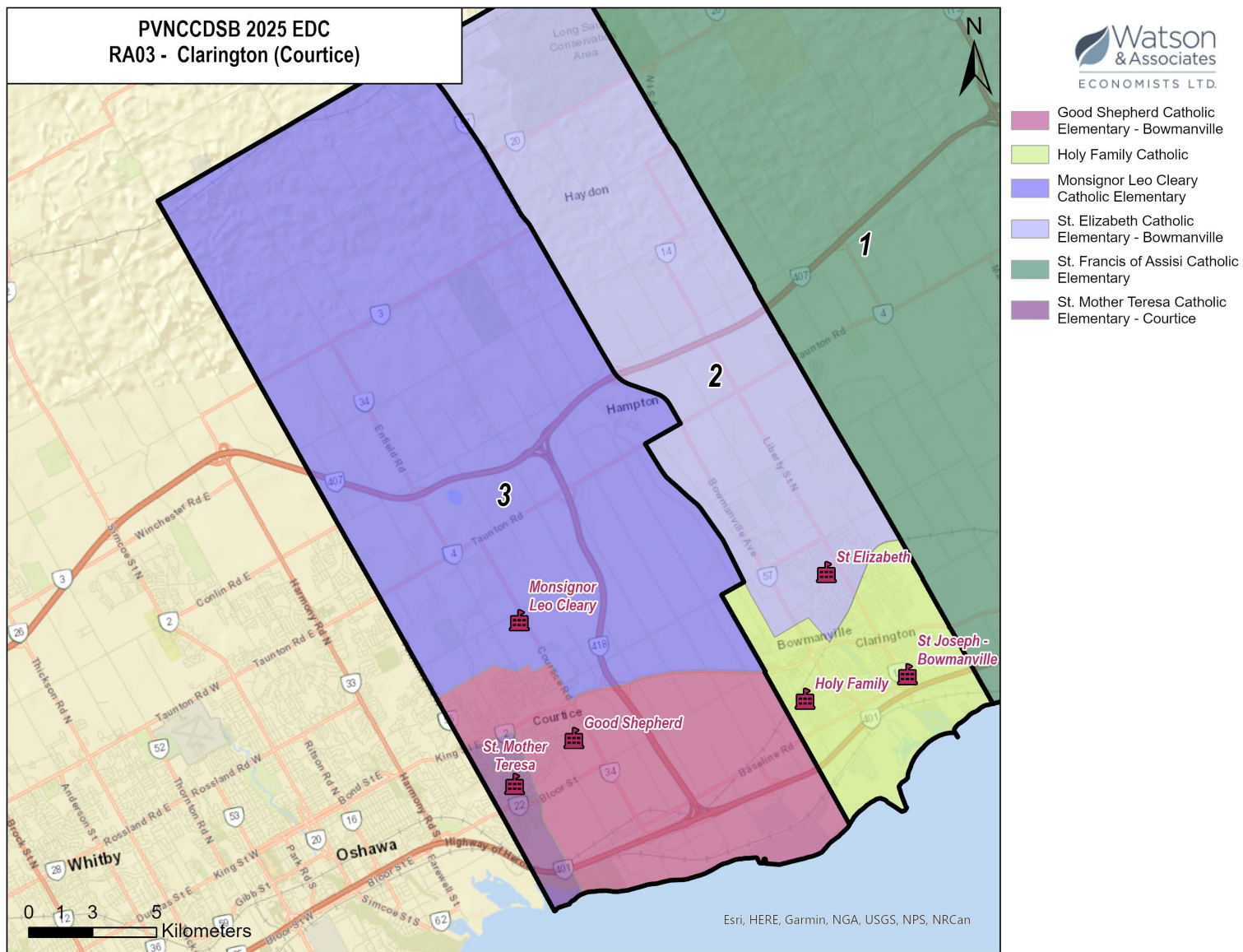




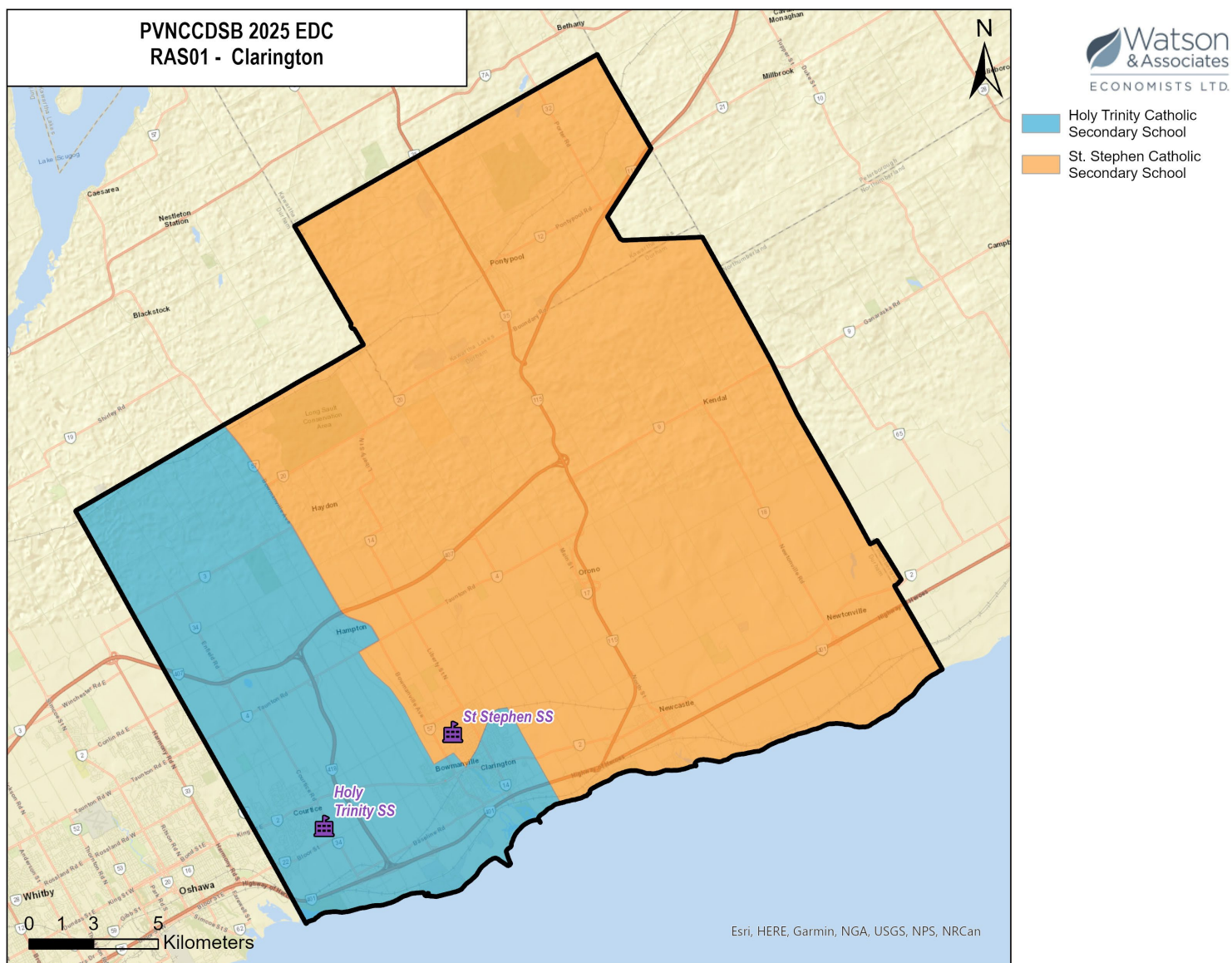














**Peterborough Victoria Northumberland Clarington Catholic District School Board**  
**Education Development Charges Submission 2025**  
**Form G - Growth-Related Net Education Land Costs**

**ELEMENTARY PANEL**

| Review Area   | Site Status (Optioned, Purchased, or Served, etc.) | Proposed Year Of Acquisition | Site Location/ Facility Type                     | Net Growth-Related Pupil Place Requirements | Proposed School Capacity | Percent of Capacity Attributed to Net Growth-Related Pupil Place Requirements | Total Number of Acres Required (Footnote Oversized Sites) * | Acreage To Be Funded in EDC By-Law Period | Cost Per Acre | Education Land Costs | Eligible Site Preparation Costs | Land Escalation Costs | Financing Costs  | Total Education Land Costs |
|---------------|--|------------------------------|--|---|--------------------------|---|---|---|---------------|----------------------|---------------------------------|-----------------------|------------------|----------------------------|
| RA01          | TBD  | 2027                         | NEW SCHOOL: Clarington (Newcastle)               | 349   | 450                      | 77.49%  | 5.00  | 3.87                                      | \$1,500,000   | \$ 5,811,576         | \$ 419,290                      | \$ 294,211            | \$ 800,316       | \$ 7,325,393               |
| RA02          | TBD  | 2028                         | NEW SCHOOL: Clarington (Bowmanville)             | 450   | 450                      | 100.00%   | 5.00  | 5.00                                      | \$1,700,000   | \$ 8,500,000         | \$ 562,840                      | \$ 653,570            | \$ 1,191,740     | \$ 10,908,150              |
| RA02          | TBD  | 2035                         | NEW SCHOOL: Clarington (Bowmanville)             | 229   | 450                      | 50.80%  | 5.00  | 2.54                                      | \$1,700,000   | \$ 4,317,664         | \$ 309,329                      | \$ 567,377            | \$ 637,101       | \$ 5,831,471               |
| RA03          | TBD  | 2029                         | NEW SCHOOL: Clarington (Courtice)                | 450   | 450                      | 100.00%   | 5.00  | 5.00                                      | \$2,000,000   | \$10,000,000         | \$ 585,448                      | \$1,038,129           | \$1,425,658      | \$13,049,235               |
| RA03          |  |                              | Accommodated In Existing Facilities Or Additions | 62  |                          |   |   |   |               |                      |                                 |                       |                  |                            |
| <b>Total:</b> |  |                              |  | <b>1,540</b>                                | <b>1,800</b>             |   | <b>20</b>   | <b>16</b>                                 |               | <b>28,629,240</b>    | <b>1,876,907</b>                | <b>2,553,287</b>      | <b>4,054,815</b> | <b>37,114,249</b>          |

**SECONDARY PANEL**

| Review Area   | Site Status (Optioned, Purchased, or Served, etc.) | Proposed Year Of Acquisition | Facility Type          | Net Growth-Related Pupil Place Requirements | Proposed School Capacity | Percent of Capacity Attributed to Net Growth-Related Pupil Place Requirements | Total Number of Acres Required (Footnote Oversized Sites) | Acreage To Be Funded in EDC By-Law Period | Cost Per Acre | Education Land Costs | Eligible Site Preparation Costs | Land Escalation Costs | Financing Costs    | Total Education Land Costs |
|---------------|--|------------------------------|------------------------|---|--------------------------|---|---|---|---------------|----------------------|---------------------------------|-----------------------|--------------------|----------------------------|
| RAS01         | TBD  | 2030                         | NEW SCHOOL: Clarington | 948   | 1000                     | 94.79%  | 12.00   | 11.38                                     | \$2,000,000   | \$22,750,607         | \$1,385,428                     | \$2,989,617           | \$3,327,023        | \$30,452,675               |
| <b>Total:</b> |  |                              |                        | <b>948</b>                                  | <b>1,000</b>             |   | <b>12.00</b>  | <b>11.38</b>                              |               | <b>\$22,750,607</b>  | <b>\$1,385,428</b>              | <b>\$2,989,617</b>    | <b>\$3,327,023</b> | <b>\$30,452,675</b>        |



**Peterborough Victoria Northumberland Clarington Catholic District School Board**  
**Education Development Charges Submission 2025**  
**Form H1 - EDC Calculation - Uniform Residential and Non-Residential**

**Determination of Total Growth-Related Net Education Land Costs**

|                  |  |                     |
|------------------|--|---------------------|
| Total:           | Education Land Costs (Form G)                  | \$67,566,924        |
| Add:             | EDC Financial Obligations (Form A2)            | \$ 4,465,228        |
| <b>Subtotal:</b> | <b>Net Education Land Costs</b>                | <b>\$72,032,152</b> |
| Less:            | Operating Budget Savings                       |                     |
|                  | Positive EDC Reserve Fund Balance              |                     |
| <b>Subtotal:</b> | <b>Growth-Related Net Education Land Costs</b> | <b>\$72,032,152</b> |
| Add:             | EDC Study Costs                                | \$ 450,000          |
| <b>Total:</b>    | <b>Growth-Related Net Education Land Costs</b> | <b>\$72,482,152</b> |

**Apportionment of Total Growth-Related Net Education Land Costs**

|   |     |              |
|---|-----|--------------|
| Total Growth-Related Net Education Land Costs to be Attributed to Non-Residential Development (Maximum 40%) | 10% | \$ 7,248,215 |
| Total Growth-Related Net Education Land Costs to be Attributed to Residential Development                   | 90% | \$65,233,937 |

**Calculation of Uniform Residential Charge**

|   |              |
|---|--------------|
| Residential Growth-Related Net Education Land Costs | \$65,233,937 |
| Net New Dwelling Units (Form C)                     | 21,266       |
| Uniform Residential EDC per Dwelling Unit           | \$ 3,068     |

**Calculation of Non-Residential Charge - Board Determined GFA**

|   |              |
|---|--------------|
| Non-Residential Growth-Related Net Education Land Costs | \$ 7,248,215 |
|---|--------------|

|             |  |           |
|-------------|--|-----------|
| GFA Method: | Non-Exempt Board-Determined GFA (Form D)   | 9,464,415 |
|             | Non-Residential EDC per Square Foot of GFA | \$ 0.77   |





**Peterborough Victoria Northumberland Clarington Catholic District School Board  
Education Development Charges Submission 2025  
Form H2 - EDC Calculation - Differentiated Residential and Non-Residential (Part 2 of 2)**

|   |                      |
|---|----------------------|
| <b>Residential Growth-Related Net Education Land Costs:</b> | <b>\$ 65,233,937</b> |
|---|----------------------|

**Determination of Distribution of New Development**

| Type of Development (Form B) | Net New Units<br>(Form B & C) | 15-Year<br>Elementary<br>Pupil Yield<br>(Form E) | Elementary<br>Gross<br>Requirements<br>of New<br>Development | Distribution of<br>Elementary<br>Gross<br>Requirements<br>of New<br>Development | 15-Year<br>Secondary<br>Pupil Yield<br>(Form E) | Secondary<br>Gross<br>Requirements<br>of New<br>Development | Distribution of<br>Secondary<br>Gross<br>Requirements<br>of New<br>Development | Total Gross<br>Requirements<br>of New<br>Development | Distribution<br>Factor |
|------------------------------|-------------------------------|--|--|---|---|---|--|--|------------------------|
| Low Density                  | 10,562                        | 0.108  | 1,137  | 69.7%   | 0.059   | 621   | 66%  | 1,758  | 68%                    |
| Medium Density               | 6,782                         | 0.064  | 432  | 26.5%   | 0.043   | 292   | 31%  | 724  | 28%                    |
| High Density                 | 3,922                         | 0.016  | 62   | 3.8%  | 0.009   | 35  | 4%   | 97   | 4%                     |
| <b>Total</b>                 | <b>21,266</b>                 | <b>0.0767</b>                                    | <b>1,630</b>   | <b>100%</b>   | <b>0.0446</b>                                   | <b>948</b>  | <b>100%</b>  | <b>2,578</b>   | <b>100%</b>            |

**Calculation of Differentiated Charge:**

| Type of Development (Form B) | Apportionment of<br>Residential Net<br>Education Land<br>Cost By<br>Development<br>Type | Net New Units<br>(Carried over<br>from above) | Differentiated<br>Residential<br>EDC per Unit<br>by<br>Development<br>Type |
|------------------------------|---|---|--|
| Low Density                  | \$ 44,479,450   | 10,562  | \$ 4,211   |
| Medium Density               | \$ 18,308,683   | 6,782   | \$ 2,700   |
| High Density                 | \$ 2,445,804  | 3,922   | \$ 624   |



# Appendix B

## **Kawartha Pine Ridge District School Board**





**KAWARTHA PINE RIDGE DISTRICT SCHOOL BOARD**  
**EDUCATION DEVELOPMENT CHARGES BY-LAW BL-25-**  
**FOR THE MUNICIPALITY OF CLARINGTON**

**A by-law for the imposition of education development charges**

**WHEREAS** subsection 257.54 (1) of the *Education Act* provides that if there is residential development in the area of jurisdiction of a district school board of education that would increase education land costs, the district school 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 provided that the development requires one or more of the actions identified in subsection 257.54(2) of the *Education Act*;

**WHEREAS** the Kawartha Pine Ridge District School Board (the “**Board**”) has referred to the Minister of Education the following estimates with respect to the Municipality of Clarington for approval:

- (i) the total number of new school pupils and the number of existing school pupil places that could reasonably be used to accommodate those new school pupils, for each of the 15 years immediately following the day the Board intends to have this by-law come into force;
- (ii) the total number of new school pupils who were or who are, for each of the years referred to in paragraph (i), expected to be generated by new dwelling units that were since July 1, 2020 built in the area in which the charges are to be imposed under this by-law;
- (iii) the number of existing and planned school pupil places that could reasonably be used to accommodate the estimated total number of new school pupils referred to in paragraph (ii); and,
- (iv) the number of school sites used by the Board to determine the net education land cost to be recovered in the 15-year period immediately following the day the Board intends to have this by-law come into force;

which estimates the Minister of Education approved on ● in accordance with section 10 of Ontario Regulation 20/98, as amended;

**WHEREAS** the estimated average number of elementary school pupils of the Board over the five years immediately following the day this by-law comes into force will exceed the total capacity of the Board to accommodate elementary school pupils throughout its jurisdiction on the day this by-law is passed;



**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;

**WHEREAS** the Board has provided any information related to the education development charge background study or the calculation of education development charges as set out therein requested by the Minister of Education;

**WHEREAS** the Board has conducted a review of its education development charge policies and given notice of and held public meetings on September 18, 2025, and November 25<sup>th</sup>, 2025, in accordance with subsections 257.60(2) and 257.63(1) of the *Education Act*;

**WHEREAS** the Board has permitted any person who attended the public meetings on September 18, 2025 and November 25, 2025, to make representations in respect of the proposed education development charges and by-law;

**WHEREAS** the Board has therefore satisfied the conditions prescribed by section 10 of Ontario Regulation 20/98, as amended, made under the Act in order for the Board to pass an education development charge by-law;

**WHEREAS** the Board has determined in accordance with subsection 257.63(3) of the *Education Act* that no additional public meeting is necessary in respect of this by-law;

**NOW THEREFORE THE KAWARTHA PINE RIDGE DISTRICT SCHOOL BOARD HEREBY ENACTS AS FOLLOWS:**

## **PART I**

### **APPLICATION**

#### **Defined Terms**

1. In this by-law,
  - (a) “Act” means the *Education Act*, R.S.O. 1990, c.E.2, as amended, or a successor statute;
  - (b) “agricultural building or structure” means a building or structure used, or designed or intended for use for the purpose of a *bona fide* farming operation including, but not limited to, animal husbandry, dairying, fallow, field crops, removal of sod, forestry, fruit farming, horticulture, market gardening, pasturage, poultry keeping and any other activities customarily carried on in the field of agriculture, and residential buildings which are used exclusively to provide living accommodation



for employees of the operator of the farming operation and which are occupied for fewer than six (6) consecutive months during each calendar year, but shall not include a dwelling unit or any other building or structure or parts thereof used for residential accommodation or other retail, commercial, office, industrial or institutional purposes which constitute non-residential development;

- (c) “Board” means the Kawartha Pine Ridge District School Board;
- (d) “development” 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 townhouse and townhouse;
- (f) “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); and
  - (v) to undertake studies in connection with an acquisition referred to in paragraph (i).but not:
  - (vi) costs of any building to be used to provide pupil accommodation; or
  - (vii) costs that are prescribed in the Regulation as costs that are not education land costs.
- (g) “education development charge” means charges imposed pursuant to this by-law in accordance with 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,
  - (1) carried out with respect to manufacturing, producing, processing, storage or distributing of something, and
  - (2) in or attached to the building or structure used for that manufacturing, producing, processing, storage or distribution;
- (i) “gross floor area of non-residential development” means in the case of a non-residential building or structure or the non-residential portion of a mixed-use building or structure, 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 or structure from another building or structure, of all floors at, above or below the average level of finished ground adjoining the building or structure 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;
- (j) “local board” means a local board as defined in the *Municipal Affairs Act*, R.S.O. 1990, c. M.46, as amended, other than a board defined in subsection 257.53(1) of the Act;
- (k) “mixed use” means land, buildings or structures used, or designed or intended for use, for a combination of non-residential and residential uses;
- (l) “Municipality” means the Municipality of Clarington in the Regional Municipality of Durham;
- (m) “non-residential building or structure” means a building or structure or portions thereof used, or designed or intended for use for other than residential use and includes, but is not limited to, an office, retail, industrial or institutional, building or structure;
- (n) “non-residential development” means a development other than a residential development and includes, but is not limited to, office, retail, industrial or institutional development;
- (o) “non-residential use” means lands, buildings or structures or portions thereof used, or designed or intended for use for other than residential use and includes, but is



not limited to, an office, retail, industrial or institutional use;

- (p) “*Planning Act*” means the Planning Act, R.S.O. 1990, c. P.13, as amended;
  - (q) “Region” means the Regional Municipality of Durham;
  - (r) “Regulation” means Ontario Regulation 20/98, as amended, made under the Act;
  - (s) “residential development” means lands, buildings or structures developed or to be developed for residential use.
  - (t) “residential use” means lands, buildings or structures used, or designed or intended for use as a dwelling unit or units, and shall include a residential use accessory to a non-residential use and the residential component of a mixed use or agricultural use.
2. Unless otherwise expressly provided in this by-law, the definitions contained in the Act or the Regulation shall have the same meanings in this by-law. In this by-law where reference is made to a statute or regulation or a section of a statute or regulation such reference is deemed to be a reference to any successor statute or regulation or section of such statute or regulation, and any reference to a statute or regulation will be deemed to be a reference to the statute or regulation as amended, re-enacted or remade or as changed under Part V of the *Legislation Act*.

### **Lands Affected**

3. (1) Subject to subsections 3(2) to (6), this by-law applies to all lands in the Municipality.
- (2) This by-law shall not apply to lands that are owned by and are used for the purposes of:
- (a) the Municipality or a local board thereof;
  - (b) a board as defined in subsection 257.53(1) of the Act;
  - (c) the Region or a local board thereof;
  - (d) a public hospital receiving aid under the *Public Hospitals Act*, R.S.O. 1990, c.26, as amended; or,
  - (e) Metrolinx.
- (3) Subject to subsection (4), 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*, S.O. 2021, c. 39, Sched. 1, as amended;
  - (c) a retirement home, as defined in the *Retirement Homes Act, 2010*, S.O. 2010, c. 11, as amended;
  - (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*, S.O. 2014, c. 11, Sched. 1, as amended; or
  - (f) a memorial home, clubhouse or athletic grounds owned by the Royal Canadian Legion.
- (4) If only a portion of a building or structure, or an addition or alteration to a building or structure, referred to in subsection (3) 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.
- (5) 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*, S.O. 2002, c. 8, Sched. F, as amended;
  - (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*, S.O. 2017, c. 34, Sched. 20, as amended;
- (6) This by-law shall not apply to non-residential agricultural buildings or structures that are owned by and are used for the purposes of a *bona fide* farming operation.

#### **Approvals for Development**

4. (1) In accordance with the Act and this by-law, and subject to sections 10 and 11, education, education development charges shall be imposed against all lands, buildings or structures undergoing residential development if the development requires one or more of the following:
- (a) the passing of a zoning by-law or of an amendment thereto under section 34 of the *Planning Act*;
  - (b) the approval of a minor variance under section 45 of the *Planning Act*;
  - (c) a conveyance of land to which a by-law passed under subsection 50(7) of the *Planning Act* applies;



- (d) the approval of a plan of subdivision under section 51 of the *Planning Act*;
  - (e) a consent under section 53 of the *Planning Act*;
  - (f) the approval of a description under section 9 of the *Condominium Act, 1998*, S.O. 1998, c. C.19, as amended; or
  - (g) the issuing of a permit under the *Building Code Act, 1992*, S.O. 1992, c.23, as amended, in relation to a building or structure.
- (2) In respect of a particular development an education development charge will be collected once, but this does not prevent the application of this by-law to future development on the same property. For greater certainty, an education development charge will be imposed on any additional dwelling unit to be built on the property that is not exempted under sections 10 and 11 of this by-law, and for which an action referred to in subsection 4(1) is required.
5. (1) In accordance with the Act and this by-law, and subject to sections 13 and 14, education development charges shall be imposed against all lands, buildings or structures undergoing non-residential development 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 one or more of the following:
- (a) the passing of a zoning by-law or of an amendment thereto under section 34 of the *Planning Act*;
  - (b) the approval of a minor variance under section 45 of the *Planning Act*;
  - (c) a conveyance of land to which a by-law passed under subsection 50(7) of the *Planning Act* applies;
  - (d) the approval of a plan of subdivision under section 51 of the *Planning Act*;
  - (e) a consent under section 53 of the *Planning Act*;
  - (f) the approval of a description under section 9 of the *Condominium Act, 1998*, S.O. 1998, c. C.19, as amended; or
  - (g) the issuing of a permit under the *Building Code Act, 1992*, S.O. 1992, c.23, as amended, in relation to a building or structure.
- (2) In respect of a particular development an education development charge will be collected once, but this does not prevent the application of this by-law to future development on the same property. For greater certainty, an education development charge will be imposed on any non-residential development that is not exempted under sections 13 and 14 of this by-law, and for which an action referred to in subsection 5(1) is required.



6. The Board has determined that the residential development of land to which this by-law applies increases education land costs.

### **Categories of Development and Uses of Land Subject to Education Development Charges**

7. Subject to the provisions of this by-law, education development charges shall be imposed upon all categories of residential development and non-residential development.
8. Subject to the provisions of this by-law, education development charges shall be imposed upon all uses of land, buildings or structures.

## **PART II**

### **EDUCATION DEVELOPMENT CHARGES**

#### **Residential Education Development Charges**

9. Subject to the provisions of this by-law, an education development charge per dwelling unit shall be imposed upon the designated categories of residential development and the designated residential uses of land, 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. The education development charge per dwelling unit shall be in the following amounts for the periods set out below:
  - (a) January 1, 2026 to December 31, 2026 - \$2,443.00;
  - (b) January 1, 2027 to December 31, 2027 - \$2,743.00;
  - (c) January 1, 2028 to December 31, 2028 - \$3,043.00;
  - (d) January 1, 2029 to December 31, 2029 - \$3,343.00; and,
  - (e) January 1, 2030 to December 31, 2030 - \$3,643.00.

#### **Exemptions from Residential Education Development Charges**

10. (1) In this section,
  - (a) “additional dwelling unit” is a dwelling unit for which the application for the building permit for such additional dwelling unit is submitted no sooner than twelve (12) months after the earliest of the dates on which any of the following events occurs:
    - (i) the issuance of a certificate of occupancy for the dwelling unit already in the building;





- (ii) if no certificate of occupancy is issued by the area municipality, the occupancy of the dwelling unit already in the building, as established by proper evidence of such occupancy; or,
    - (iii) the delivery of the certificate of completion, pursuant to subsection 13(3) of the Ontario *New Home Warranties Plan Act*, R.S.O. 1990, c. O.31, for the dwelling unit already in the building;
  - (b) “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;
  - (c) “other residential building” means a residential building not in another class of residential building described in this section;
  - (d) “semi-detached or row dwelling” means a residential building consisting of one dwelling unit having one or two vertical walls, but no other parts, attached to another structure;
  - (e) “single detached dwelling” means a residential building consisting of one dwelling unit that is not attached to another building.
- (2) In accordance with the Act, and subject to subsections 10(3) and (4), education development charges shall not be imposed with respect to,
- (a) the enlargement of an existing dwelling unit that does not create an additional dwelling unit;
  - (b) the creation of one or two additional dwelling units in an existing single detached dwelling; or
  - (c) the creation of one additional dwelling unit in an existing semi-detached dwelling, an existing row dwelling, or any other existing residential building.
- (3) Notwithstanding subsection 10(2)(b), education development charges shall be imposed in accordance with section 9 if the total gross floor area of the additional unit or two additional dwelling units exceeds the gross floor area of the existing single detached dwelling.
- (4) Notwithstanding subsection (2)(c), education development charges shall be imposed in accordance with section 9 if the additional dwelling unit has a gross floor area greater than,
- (a) in the case of a semi-detached or row dwelling, the gross floor area of the existing dwelling unit; or



- (b) in the case of any other residential building, the gross floor area of the smallest dwelling unit already contained in the residential building.
- 11.
  - (1) Education development charges under section 9 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 subsection 11(1), education development charges shall be imposed in accordance with section 9 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 subsection 11(1), education development charges shall be imposed in accordance with section 9 against any dwelling unit or units on the same site 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) Education development charges shall be imposed in accordance with section 12 where the dwelling unit described in subsection 11(1) is replaced by or converted to, in whole or in part, non-residential development.

### **Non-Residential Education Development Charges**

- 12. Subject to the provisions of this by-law, an education development charge 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 (square metre) of such non-residential development and uses of land, buildings or structures shall be in the following amounts for the periods set out below:
  - (a) January 1, 2026 to December 31, 2026 - \$0.84 per square foot (\$9.04 per square metre);
  - (b) January 1, 2027 to December 31, 2027 - \$0.94 per square foot (\$10.12 per square metre);
  - (c) January 1, 2028 to December 31, 2028 - \$1.04 per square foot (\$11.19 per square metre);



- (d) January 1, 2029 to December 31, 2029 - \$1.14 per square foot (\$12.27 per square metre); and,
- (e) January 1, 2030 to December 31, 2030 - \$1.24 per square foot (\$13.35 per square metre);

### **Exemptions from Non-Residential Education Development Charges**

- 13. Notwithstanding section 12 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.
- 14.
  - (1) Education development charges under section 12 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 subsection 14(1), education development charges shall be imposed in accordance with section 12 if the building permit for the replacement non-residential building or structure is issued more than 5 years after,
    - (a) the date the former building or structure was destroyed or became unusable; 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 subsection 14(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 12 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 9 if the non-residential building or structure described in subsection 14(1) is replaced by or converted to, in whole or in part, a dwelling unit or units.
- 15.
  - (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.
- (2) For the purposes of subsection 15(1), the following provisions apply:
  - (a) the gross floor area of an existing industrial building shall be calculated as it existed prior to the first enlargement of such building for which an exemption under subsection 15(1) of this by-law or a similar provision of any prior education development charge by-law of the Board was sought;
  - (b) the enlargement of the gross floor area of the existing industrial building must be attached to such building; and,
  - (c) the enlargement must not be attached to the existing industrial building by means only of a tunnel, bridge, passageway, shared below grade connection, foundation, footing or parking facility, but must share a common wall with such building.

## **PART III**

### **ADMINISTRATION**

#### **Payment of Education Development Charges**

- 16. 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 charge by-law applies.
- 17. The treasurer of the Board shall establish and maintain an educational development charge reserve fund in accordance with the Act, the Regulation and this by-law.

#### **Payment by Services**

- 18. Notwithstanding the payments required under section 16, 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. In such event, the Treasurer of the Board shall advise the treasurer of the municipality in which the land is situate of the amount of the credit to be applied to the education development charge.



### **Collection of Unpaid Education Development Charges**

19. In accordance with section 257.96 of the Act, section 349 of the *Municipal Act, 2001*, S.O. 2001, c.25, as amended, 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**

20. This by-law shall come into force on January 1, 2026. On such date, the Kawartha Pine Ridge District School Board 2020 Education Development Charges By-Law BL 20-001 (Municipality of Clarington) shall be repealed.

### **Date By-Law Expires**

21. This by-law shall expire on December 31, 2030, unless it is repealed at an earlier date.

### **Severability**

22. 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**

23. Nothing in this by-law shall be construed so as to commit or require the Board to authorize or proceed with any capital project at any time.

### **Short Title**

24. This by-law may be cited as the Kawartha Pine Ridge District School Board 2025 Education Development Charges By-Law (Municipality of Clarington).

ENACTED AND PASSED this 25<sup>th</sup> day of November, 2025.

.....  
Chairperson of the Board

.....  
Director of Education and Secretary/Treasurer of the Board



# Appendix C

## Peterborough Victoria Northumberland and Clarington Catholic District School Board



# **PETERBOROUGH VICTORIA NORTHUMBERLAND AND CLARINGTON CATHOLIC DISTRICT SCHOOL BOARD**

## **EDUCATION DEVELOPMENT CHARGES BY-LAW**

### **FOR THE MUNICIPALITY OF CLARINGTON**

#### **A by-law for the imposition of education development charges**

**WHEREAS** subsection 257.54 (1) of the *Education Act* provides that if there is residential development in the area of jurisdiction of a district school board of education that would increase education land costs, the district school 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 provided that the development requires one or more of the actions identified in subsection 257.54(2) of the *Education Act*;

**WHEREAS** the Peterborough Victoria Northumberland and Clarington Catholic District School Board (the “**Board**”) has referred to the Minister of Education the following estimates with respect to the Municipality of Clarington for approval:

- (i) the total number of new school pupils and the number of existing school pupil places that could reasonably be used to accommodate those new school pupils, for each of the 15 years immediately following the day the Board intends to have this by-law come into force;
- (ii) the total number of new school pupils who were or who are, for each of the years referred to in paragraph (i), expected to be generated by new dwelling units that were since July 1, 2020 built in the area in which the charges are to be imposed under this by-law;
- (iii) the number of existing and planned school pupil places that could reasonably be used to accommodate the estimated total number of new school pupils referred to in paragraph (ii); and,
- (iv) the number of school sites used by the Board to determine the net education land cost to be recovered in the 15-year period immediately following the day the Board intends to have this by-law come into force;

which estimates the Minister of Education approved on ● in accordance with section 10 of Ontario Regulation 20/98, as amended;

**WHEREAS** the estimated average number of secondary school pupils of the Board over the five years immediately following the day this by-law comes into force will exceed the total



capacity of the Board to accommodate secondary school pupils throughout its jurisdiction on the day this by-law is passed;

**WHEREAS** the balance in the Board's education development charge reserve fund at the time of expiry of Peterborough Victoria Northumberland and Clarington Catholic District School Board 2020 Education Development Charges By-Law (Municipality of Clarington) will be 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 education development charges imposed under that by-law;

**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;

**WHEREAS** the Board has provided any information related to the education development charge background study or the calculation of education development charges as set out therein requested by the Minister of Education;

**WHEREAS** the Board has conducted a review of its education development charge policies and given notice of and held public meetings on September 18, 2025, and November 25<sup>th</sup>, 2025, in accordance with subsections 257.60(2) and 257.63(1) of the *Education Act*;

**WHEREAS** the Board has permitted any person who attended the public meetings on September 18, 2025 and November 25, 2025, to make representations in respect of the proposed education development charges and by-law;

**WHEREAS** the Board has therefore satisfied the conditions prescribed by section 10 of Ontario Regulation 20/98, as amended, made under the Act in order for the Board to pass an education development charge by-law;

**WHEREAS** the Board has determined in accordance with subsection 257.63(3) of the *Education Act* that no additional public meeting is necessary in respect of this by-law;

**NOW THEREFORE THE PETERBOROUGH VICTORIA NORTHUMBERLAND AND CLARINGTON CATHOLIC DISTRICT SCHOOL BOARD HEREBY ENACTS AS FOLLOWS:**

## **PART I**

### **APPLICATION**

#### **Defined Terms**





1. In this by-law,

- (a) “Act” means the *Education Act*, R.S.O. 1990, c.E.2, as amended, or a successor statute;
- (b) “agricultural building or structure” means a building or structure used, or designed or intended for use for the purpose of a *bona fide* farming operation including, but not limited to, animal husbandry, dairying, fallow, field crops, removal of sod, forestry, fruit farming, horticulture, market gardening, pasturage, poultry keeping and any other activities customarily carried on in the field of agriculture, and residential buildings which are used exclusively to provide living accommodation for employees of the operator of the farming operation and which are occupied for fewer than six (6) consecutive months during each calendar year, but shall not include a dwelling unit or any other building or structure or parts thereof used for residential accommodation or other retail, commercial, office, industrial or institutional purposes which constitute non-residential development;
- (c) “Board” means the Peterborough Victoria Northumberland and Clarington Catholic District School Board;
- (d) “development” 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 townhouse and townhouse;
- (f) “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); and
  - (v) to undertake studies in connection with an acquisition referred to in paragraph (i).

but not:



- (vi) costs of any building to be used to provide pupil accommodation; or
- (vii) costs that are prescribed in the Regulation as costs that are not education land costs.
- (g) “education development charge” means charges imposed pursuant to this by-law in accordance with 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,
    - (1) carried out with respect to manufacturing, producing, processing, storage or distributing of something, and
    - (2) in or attached to the building or structure used for that manufacturing, producing, processing, storage or distribution;
- (i) “gross floor area of non-residential development” means in the case of a non-residential building or structure or the non-residential portion of a mixed-use building or structure, 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 or structure from another building or structure, of all floors at, above or below the average level of finished ground adjoining the building or structure 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;
- (j) “local board” means a local board as defined in the *Municipal Affairs Act*, R.S.O. 1990, c. M.46, as amended, other than a board defined in subsection 257.53(1) of the Act;
- (k) “mixed use” means land, buildings or structures used, or designed or intended for use, for a combination of non-residential and residential uses;
- (l) “Municipality” means the Municipality of Clarington in the Regional Municipality of Durham;



- (m) “non-residential building or structure” means a building or structure or portions thereof used, or designed or intended for use for other than residential use and includes, but is not limited to, an office, retail, industrial or institutional, building or structure;
  - (n) “non-residential development” means a development other than a residential development and includes, but is not limited to, office, retail, industrial or institutional development;
  - (o) “non-residential use” means lands, buildings or structures or portions thereof used, or designed or intended for use for other than residential use and includes, but is not limited to, an office, retail, industrial or institutional use;
  - (p) “*Planning Act*” means the Planning Act, R.S.O. 1990, c. P.13, as amended;
  - (q) “Region” means the Regional Municipality of Durham;
  - (r) “Regulation” means Ontario Regulation 20/98, as amended, made under the Act;
  - (s) “residential development” means lands, buildings or structures developed or to be developed for residential use.
  - (t) “residential use” means lands, buildings or structures used, or designed or intended for use as a dwelling unit or units, and shall include a residential use accessory to a non-residential use and the residential component of a mixed use or agricultural use.
2. Unless otherwise expressly provided in this by-law, the definitions contained in the Act or the Regulation shall have the same meanings in this by-law. In this by-law where reference is made to a statute or regulation or a section of a statute or regulation such reference is deemed to be a reference to any successor statute or regulation or section of such statute or regulation, and any reference to a statute or regulation will be deemed to be a reference to the statute or regulation as amended, re-enacted or remade or as changed under Part V of the *Legislation Act*.

### **Lands Affected**

3. (1) Subject to subsections 3(2) to (6), this by-law applies to all lands in the Municipality.
- (2) This by-law shall not apply to lands that are owned by and are used for the purposes of:
- (a) the Municipality or a local board thereof;
  - (b) a board as defined in subsection 257.53(1) of the Act;
  - (c) the Region or a local board thereof;



- (d) a public hospital receiving aid under the *Public Hospitals Act*, R.S.O. 1990, c.26, as amended; or,
  - (e) Metrolinx.
- (3) Subject to subsection (4), 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*, S.O. 2021, c. 39, Sched. 1, as amended;
  - (c) a retirement home, as defined in the *Retirement Homes Act, 2010*, S.O. 2010, c. 11, as amended;
  - (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*, S.O. 2014, c. 11, Sched. 1, as amended; or
  - (f) a memorial home, clubhouse or athletic grounds owned by the Royal Canadian Legion.
- (4) If only a portion of a building or structure, or an addition or alteration to a building or structure, referred to in subsection (3) 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.
- (5) 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*, S.O. 2002, c. 8, Sched. F, as amended;
  - (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*, S.O. 2017, c. 34, Sched. 20, as amended;
- (6) This by-law shall not apply to non-residential agricultural buildings or structures that are owned by and are used for the purposes of a *bona fide* farming operation.

### **Approvals for Development**



4. (1) In accordance with the Act and this by-law, and subject to sections 10 and 11, education, education development charges shall be imposed against all lands, buildings or structures undergoing residential development if the development requires one or more of the following:
  - (a) the passing of a zoning by-law or of an amendment thereto under section 34 of the *Planning Act*;
  - (b) the approval of a minor variance under section 45 of the *Planning Act*;
  - (c) a conveyance of land to which a by-law passed under subsection 50(7) of the *Planning Act* applies;
  - (d) the approval of a plan of subdivision under section 51 of the *Planning Act*;
  - (e) a consent under section 53 of the *Planning Act*;
  - (f) the approval of a description under section 9 of the *Condominium Act, 1998*, S.O. 1998, c. C.19, as amended; or
  - (g) the issuing of a permit under the *Building Code Act, 1992*, S.O. 1992, c.23, as amended, in relation to a building or structure.
- (2) In respect of a particular development an education development charge will be collected once, but this does not prevent the application of this by-law to future development on the same property. For greater certainty, an education development charge will be imposed on any additional dwelling unit to be built on the property that is not exempted under sections 10 and 11 of this by-law, and for which an action referred to in subsection 4(1) is required.
5. (1) In accordance with the Act and this by-law, and subject to sections 13 and 14, education development charges shall be imposed against all lands, buildings or structures undergoing non-residential development 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 one or more of the following:
  - (a) the passing of a zoning by-law or of an amendment thereto under section 34 of the *Planning Act*;
  - (b) the approval of a minor variance under section 45 of the *Planning Act*;
  - (c) a conveyance of land to which a by-law passed under subsection 50(7) of the *Planning Act* applies;
  - (d) the approval of a plan of subdivision under section 51 of the *Planning Act*;
  - (e) a consent under section 53 of the *Planning Act*;



- (f) the approval of a description under section 9 of the *Condominium Act, 1998*, S.O. 1998, c. C.19, as amended; or
    - (g) the issuing of a permit under the *Building Code Act, 1992*, S.O. 1992, c.23, as amended, in relation to a building or structure.
  - (2) In respect of a particular development an education development charge will be collected once, but this does not prevent the application of this by-law to future development on the same property. For greater certainty, an education development charge will be imposed on any non-residential development that is not exempted under sections 13 and 14 of this by-law, and for which an action referred to in subsection 5(1) is required.
6. The Board has determined that the residential development of land to which this by-law applies increases education land costs.

#### **Categories of Development and Uses of Land Subject to Education Development Charges**

- 7. Subject to the provisions of this by-law, education development charges shall be imposed upon all categories of residential development and non-residential development.
- 8. Subject to the provisions of this by-law, education development charges shall be imposed upon all uses of land, buildings or structures.

## **PART II**

### **EDUCATION DEVELOPMENT CHARGES**

#### **Residential Education Development Charges**

- 9. Subject to the provisions of this by-law, an education development charge per dwelling unit shall be imposed upon the designated categories of residential development and the designated residential uses of land, 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. The education development charge per dwelling unit shall be in the following amounts for the periods set out below:
  - (a) January 1, 2026 to December 31, 2026 - \$1,502.00;
  - (b) January 1, 2027 to December 31, 2027 - \$1,802.00;
  - (c) January 1, 2028 to December 31, 2028 - \$2,102.00;
  - (d) January 1, 2029 to December 31, 2029 - \$2,402.00; and,
  - (e) January 1, 2030 to December 31, 2030 - \$2,702.00.



## **Exemptions from Residential Education Development Charges**

10. (1) In this section,
- (a) “additional dwelling unit” is a dwelling unit for which the application for the building permit for such additional dwelling unit is submitted no sooner than twelve (12) months after the earliest of the dates on which any of the following events occurs:
    - (i) the issuance of a certificate of occupancy for the dwelling unit already in the building;
    - (ii) if no certificate of occupancy is issued by the area municipality, the occupancy of the dwelling unit already in the building, as established by proper evidence of such occupancy; or,
    - (iii) the delivery of the certificate of completion, pursuant to subsection 13(3) of the Ontario *New Home Warranties Plan Act*, R.S.O. 1990, c. O.31, for the dwelling unit already in the building;
  - (b) “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;
  - (c) “other residential building” means a residential building not in another class of residential building described in this section;
  - (d) “semi-detached or row dwelling” means a residential building consisting of one dwelling unit having one or two vertical walls, but no other parts, attached to another structure;
  - (e) “single detached dwelling” means a residential building consisting of one dwelling unit that is not attached to another building.
- (2) In accordance with the Act, and subject to subsections 10(3) and (4), education development charges shall not be imposed with respect to,
- (a) the enlargement of an existing dwelling unit that does not create an additional dwelling unit;
  - (b) the creation of one or two additional dwelling units in an existing single detached dwelling; or
  - (c) the creation of one additional dwelling unit in an existing semi-detached dwelling, an existing row dwelling, or any other existing residential building.



- (3) Notwithstanding subsection 10(2)(b), education development charges shall be imposed in accordance with section 9 if the total gross floor area of the additional unit or two additional dwelling units exceeds the gross floor area of the existing single detached dwelling.
  - (4) Notwithstanding subsection (2)(c), education development charges shall be imposed in accordance with section 9 if the additional dwelling unit has a gross floor area greater than,
    - (a) in the case of a semi-detached or row dwelling, the gross floor area of the existing dwelling unit; or
    - (b) in the case of any other residential building, the gross floor area of the smallest dwelling unit already contained in the residential building.
11. (1) Education development charges under section 9 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 subsection 11(1), education development charges shall be imposed in accordance with section 9 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 subsection 11(1), education development charges shall be imposed in accordance with section 9 against any dwelling unit or units on the same site 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) Education development charges shall be imposed in accordance with section 12 where the dwelling unit described in subsection 11(1) is replaced by or converted to, in whole or in part, non-residential development.

### **Non-Residential Education Development Charges**

12. Subject to the provisions of this by-law, an education development charge 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 (square metre) of such non-





residential development and uses of land, buildings or structures shall be in the following amounts for the periods set out below:

- (a) January 1, 2026 to December 31, 2026 - \$0.70 per square foot (\$7.53 per square metre); and,
- (b) January 1, 2027 to December 31, 2027 - \$0.77 per square foot (\$8.29 per square metre).

### **Exemptions from Non-Residential Education Development Charges**

- 13. Notwithstanding section 12 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.
- 14.
  - (1) Education development charges under section 12 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 subsection 14(1), education development charges shall be imposed in accordance with section 12 if the building permit for the replacement non-residential building or structure is issued more than 5 years after,
    - (a) the date the former building or structure was destroyed or became unusable; 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 subsection 14(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 12 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 9 if the non-residential building or structure described in subsection 14(1) is replaced by or converted to, in whole or in part, a dwelling unit or units.
- 15.
  - (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.
- (2) For the purposes of subsection 15(1), the following provisions apply:
- (a) the gross floor area of an existing industrial building shall be calculated as it existed prior to the first enlargement of such building for which an exemption under subsection 15(1) of this by-law or a similar provision of any prior education development charge by-law of the Board was sought;
  - (b) the enlargement of the gross floor area of the existing industrial building must be attached to such building; and,
  - (c) the enlargement must not be attached to the existing industrial building by means only of a tunnel, bridge, passageway, shared below grade connection, foundation, footing or parking facility, but must share a common wall with such building.

## **PART III**

### **ADMINISTRATION**

#### **Payment of Education Development Charges**

- 16. 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 charge by-law applies.
- 17. The treasurer of the Board shall establish and maintain an educational development charge reserve fund in accordance with the Act, the Regulation and this by-law.

#### **Payment by Services**

- 18. Notwithstanding the payments required under section 16, 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. In such event, the Treasurer of the Board shall advise the treasurer of the municipality in which the land is situate of the amount of the credit to be applied to the education development charge.

### **Collection of Unpaid Education Development Charges**

19. In accordance with section 257.96 of the Act, section 349 of the *Municipal Act, 2001*, S.O. 2001, c.25, as amended, 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**

20. This by-law shall come into force on January 1, 2026. On such date, the Peterborough Victoria Northumberland and Clarington Catholic District School Board 2020 Education Development Charges By-Law (Municipality of Clarington) shall be repealed.

### **Date By-Law Expires**

21. This by-law shall expire on December 31, 2030, unless it is repealed at an earlier date.

### **Severability**

22. 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**

23. Nothing in this by-law shall be construed so as to commit or require the Board to authorize or proceed with any capital project at any time.

### **Short Title**

24. This by-law may be cited as the Peterborough Victoria Northumberland and Clarington Catholic District School Board 2025 Education Development Charges By-Law (Municipality of Clarington).

ENACTED AND PASSED this 25<sup>th</sup> day of November, 2025.

.....  
Chairperson of the Board

.....  
Director of Education and Secretary/Treasurer of the Board