

DATE: March 9, 2021

TO: Board of Trustees

FROM: Darrel Robertson, Superintendent of Schools

SUBJECT: *Three-Year Capital Plan 2022–2025*

ORIGINATOR: Kathy Muhlethaler, Assistant Superintendent

RESOURCE STAFF: Shauna Bland, Josephine Duquette, Terri Gosine, Kim Holowatuk, Scott Humphrey, Roland Labbe, Valerie Leclair, Andrew Lowerre, Shaminder Parmar, Jennifer Thompson, Christopher Wright

REFERENCE: [Infrastructure Planning Principles Policy \(EA.BP\)](#)
[Strategic Plan 2018-2022](#)
[Ten-Year Facility Plan 2020-2029](#)
[School Capital Manual](#)

ISSUE

The Board of Trustees is required to annually approve and submit to the province, the Division's Three-Year Capital Plan (Attachment I). The deadline for submission of the *Three-Year Capital Plan 2022–2025* to Alberta Education is April 1, 2021.

BACKGROUND

The current Three-Year Capital Plan 2021-2024 was approved by the Board of Trustees on [February 25, 2020](#), and updated on [October 20, 2020](#) to reflect the funding announcement of a new high school in The Meadows plan area.

The Division is in the process of completing five school capital projects approved from previous Three-Year Capital Plans. This includes two new schools, two replacement schools, and one school modernization/addition. All five projects are being managed by the Division.

School Name	Type of Project	Status of Construction	Scheduled Opening
Aleda Patterson School (K-3)	Replacement	Substantially Complete	Fall 2021
Alex Janvier School (4-9)	Replacement	Substantially Complete	Fall 2021
Highlands School (K-9)	Modernization / Addition	Substantially Complete	Fall 2021
Dr. Anne Anderson School (10-12)	New	Substantially Complete	Fall 2021
Garth Worthington School (K-9)	New	Substantially Complete	Fall 2021

Two additional new school projects are commencing construction. These projects are being managed by the Province and will be delivered through a P3 delivery model (Public Private Partnership).

School Name	Type of Project	Status of Construction	Scheduled Opening
Keswick School (K-9)	New	Construction	Fall 2022
Southeast High School (The Meadows 10-12)	New	Design	Fall 2024

Planning Context

The strategic direction for Division facility planning is outlined within the *Ten-Year Facility Plan 2020-2029*. While the plan is not specifically updated, Administration will provide an Information Report to the Board on March 9, 2021.

The Division's enrolment for the 2020-2021 school year declined by 1,274 students or 1.2 per cent from the previous school year. This marked the first time in 13 years that the Division experienced a decline in enrolment. Projections were completed in early March, before restrictions related to the global COVID-19 pandemic were announced. The added economic stress of the restrictions on the provincial economy, already negatively impacted by weakness in the energy sector, is considered a key factor that contributed to the enrolment decline.

The Division is projecting that student enrolment will likely return to "near-normal" levels in 2021–2022 and increase by 2.1 percent, based on current conditions and knowns, and we expect continual growth over the next three years.

RELATED FACTS

- The Three-Year Capital Plan is required to be approved by the Board of Trustees annually and submitted to the Province prior to April 1 of each year.
- The format of the Three-Year Capital Plan focuses on the identification and prioritization of capital priorities for the Division.
- Only one aggregated list of project priorities, combining new construction with modernization/replacement priorities, can be submitted to the province.
- The Division is in the process of completing five school capital projects approved from previous Three-Year Capital Plans including two new schools, two replacement schools, and one school modernization/addition/demolition.
- Two additional projects have been funded for construction; a new K-9 school in the Keswick neighbourhood and a new high school in The Meadows plan area.
- The plan introduces two additional new construction priorities in Year 3 of the Plan to accommodate growth in the developing communities of Aster K-9 and Crystallina Nera K-6, and proposes adjustment to two other priorities for the Windermere/Glenridding Heights area. No new modernization or replacement school projects for the Division are funded by the province; therefore, no changes are proposed for the ranking of these projects.
- An ongoing and predictable funding of modernizations and replacement projects is required to address the Division's deferred maintenance.

RECOMMENDATION

That the proposed *Three-Year Capital Plan 2022–2025* be approved for submission to the Province.

CONSIDERATIONS and ANALYSIS

The capital priorities in this proposed *Three-Year Capital Plan* align with the Division's Infrastructure Planning Principles, the Strategic Plan 2018–2022, and Ten-Year Facilities Plan 2020–2029. The Division expects enrolment growth to continue to put pressure on existing capacity, despite a decline in overall enrolment this year. Much of the student residency growth will be focused in new growth areas, with some mature communities seeing stabilization of student residency, partially attributable to infill and intensification projects. Funding for modernization projects and Infrastructure Maintenance and Renewal funding has been consistently below levels required to maintain optimal learning environments within the Division's aging infrastructure. The uncertainty of access to capital funding creates challenges in prioritizing projects for both new construction and the modernization/replacement of schools.

Capital Planning Methodology

The proposed priorities for new construction and major additions are based on a review of all land development plans, policies and data for the City of Edmonton and other data sources, and analysis of development and student residency data that includes but is not limited to:

- the number of current students residing in an area and the number of projected students for that area
- the pace of development and the amount of development remaining in an area
- utilization of the schools that the majority of students residing in the area attend
- the average distance travelled by the students to their designated school from the proposed site
- the “site readiness” of the proposed project site as defined by the Province
- impact of any capacity recently constructed or currently under construction

New Construction Considerations

Although the Division has seen a decline in enrolment for the 2020-2021 school year, the decline has not been concentrated in a specific geographic area of the city. Schools in areas of the city where new construction priorities have been identified closely met their enrolment projections. This means that pressure for new schools in developing areas will continue, as the majority of projected new students will reside in developing areas where schools are at or nearing capacity. All requests for new construction are located in developing neighbourhoods, with most being in the southwest and west areas of the City. Students from new growth areas will continue to be accommodated in schools in mature and established areas where there is some available space. If no new construction is realized, students will face increasing travel times to their designated schools, adding to student transportation challenges for families and the Division.

Two phases of a new school in Windermere-Glenridding Heights are proposed to be consolidated into one request for a 2,400 capacity Grade 7-12 school. The proposed elementary school in Glenridding Heights is also recommended to rise in priority. The Plan includes new construction priorities in the Aster and Crystallina Nera neighbourhoods. With schools in the southeast sectors already experiencing high utilization, new residential development in these and surrounding neighbourhoods will increase accommodation pressures at existing school sites. The Division will continue to monitor new growth expected to occur in the Decoteau, Horse Hill, and Riverview areas.

Modernization/Replacement Project Considerations

Funding for modernization projects and Infrastructure Maintenance and Renewal funding has been consistently below levels required to maintain optimal learning environments within the Division’s aging infrastructure. The following factors are used to prioritize modernization/replacement projects: current and projected student enrolment, school utilization, deferred maintenance, building replacement costs, Facility Condition Index and community consultation. Consistent enrolment in core and mature areas, together with aging infrastructure, continue to support the modernization and replacement priorities on the Plan.

The modernization/replacement project priorities remain unchanged from the previous capital plan, as there has been no funding announced for this category of projects since March, 2018. Delton and Spruce Avenue replacement school projects remain as the first and second priorities, respectively, for the Division. Delton and Spruce Avenue schools serve large geographic areas with a vulnerable student population. Replacing the aging infrastructure at these two sites will ensure that students in these areas have equitable access to high quality learning environments. Providing modern facilities would achieve the Board’s intended goal of enhancing educational programming opportunities for students in City Centre Education Partnership schools, via its April 2010 decision to reconfigure programming for students to fewer sites. Accessibility, safety, and building condition challenges remain for these two

schools. Both schools would serve portions of Blatchford and the Edmonton Exhibition Lands once housing development is realized.

The plan continues to include major modernizations for three high schools that have yet to receive any significant modernization despite their age, as well as four additional aging schools. The two unfunded Space for Students in Mature Communities initiatives in the city's mature areas of Britannia and Rosslyn remain as capital priorities. A preferred consolidation concept for the Britannia cluster was identified and approved by the Superintendent in the fall of 2018. The approved concept would consolidate Brightview, Britannia, Mayfield and Youngstown schools into a new Pre-Kindergarten – Grade 3 school on the Mayfield School site and a new K-9 school on the Britannia School site. This proposed consolidation, as well as a yet to be determined configuration for the Rosslyn cluster remain unfunded.

In order to reflect the Division's ongoing commitment to address its aging infrastructure in the mature communities, one additional cluster 'placeholder' is included in the list of priorities, to support possible outcomes from potential future school consolidation discussions. Provincial funding support for replacement schools as part of the Division's Mature Community discussions is a critical component to meaningful community involvement: stakeholders must see that improved learning environments, sustainable programming, and community reinvestment will result from their active collaboration in the process.

An ongoing and predictable funding of modernizations and replacement projects would align with comments in the McKinnon Report which: *"strongly encourage the Government of Alberta to establish a stable and sustainable level of annual capital spending and put an end to the 'boom and bust' cycles."*

Programming and Student Accommodation

The Division continues to work to ensure programming options are available to as many students as possible, and distributed based on demand. Program distribution allows the Division to ensure all students have access to a range of learning opportunities, while ensuring optimal facility utilization.

Aggregation and Provincial Consideration

The *Three-Year Capital Plan 2022–2025* outlines the Division's capital priorities for the next three-year period. The *Plan* reflects capital investment in both mature areas and new growth areas. It includes a breakdown of project costs and demonstrates that the Division is able to deliver projects during the three-year period. Once approved, the priorities and supporting documentation are entered into the provincial database system, which includes copies of provincially required Site Readiness Checklists for new or replacement school projects identified in Year 1 of the submission. Alberta Education reviews and prioritizes the Division's school capital projects among all school divisions in the province, in accordance with their criteria as listed in the *Alberta School Capital Manual, March 2015* (Attachment II): health and safety, building condition, utilization rates, enrolment projections, education program delivery and impact, site readiness and infrastructure performance. Their review will also include any additional information provided such as regional plans or partnership opportunities.

NEXT STEPS

If approved, the *Three-Year Capital Plan 2022–2025* will be submitted to Alberta Education by April 1, 2021, for consideration of future capital funding announcements.

ATTACHMENTS and APPENDICES

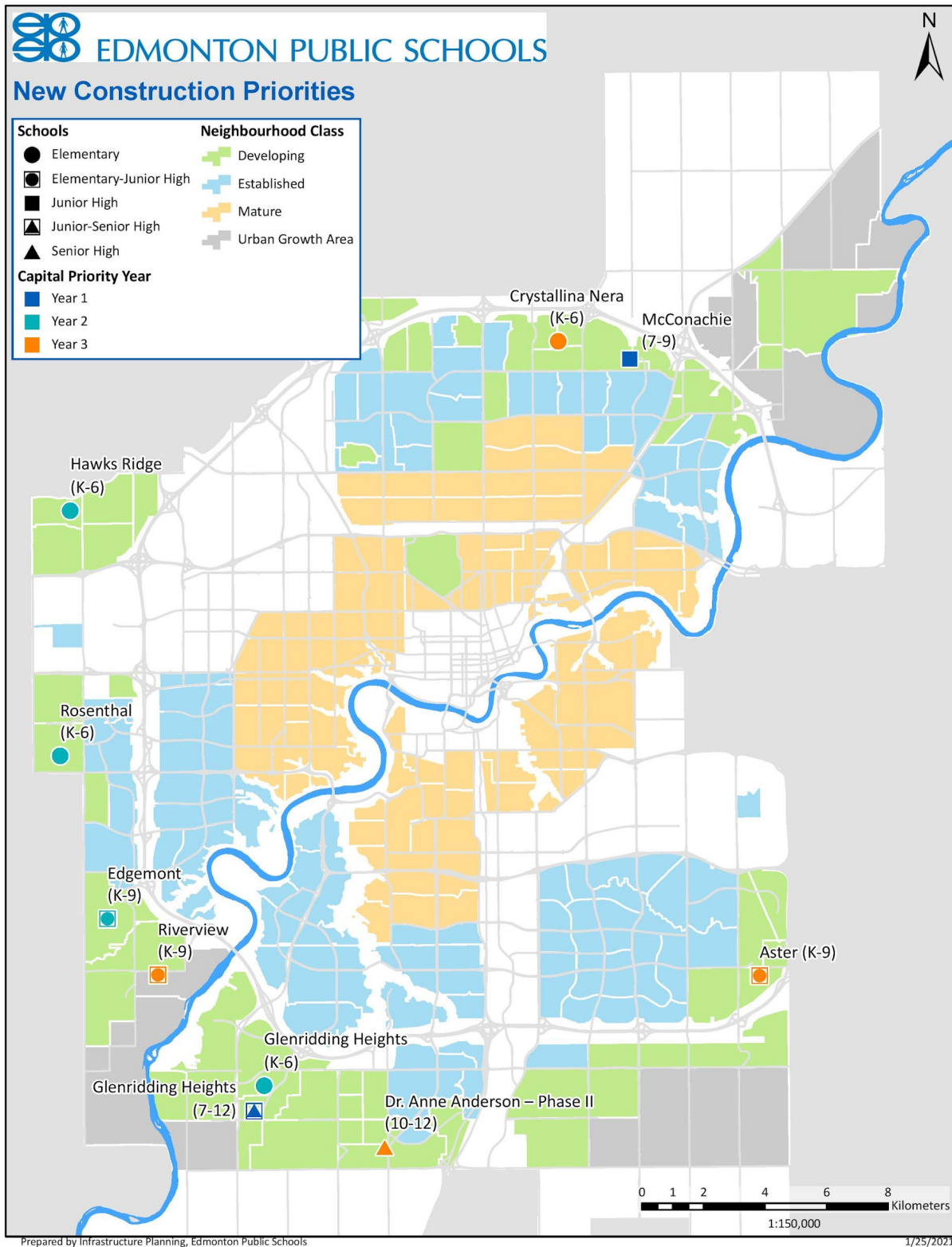
- ATTACHMENT I Three-Year Capital Plan Aggregated List of Priorities
- ATTACHMENT II Alberta School Capital Manual

SP: or

Edmonton Public Schools New Construction Priorities 2022-2025

Priority 2021–2024	Priority 2022–2025	New Construction Project Location	Capacity	Sector	Cost (millions)
Year 1	Year 1				
1	1	McConachie 7-9	950	N	\$36
2/4	2	Glenridding Heights 7-12	2400	SW2	\$78
Year 2	Year 2				
3	3	Edgemont K-9	950	W	\$34
6	4	Glenridding Heights K-6	650	SW2	\$22
5	5	Rosenthal K-6	650	NW	\$22
7	6	Hawks Ridge K-6	650	NW	\$22
Year 3	Year 3				
9	7	Dr. Anne Anderson School Addition – Phase II	600	SW2	\$11
8	8	Riverview K-9	950	W	\$34
-	9	Aster K-9	950	SE1	\$34
-	10	Crystallina Nera K-6	650	N	\$22

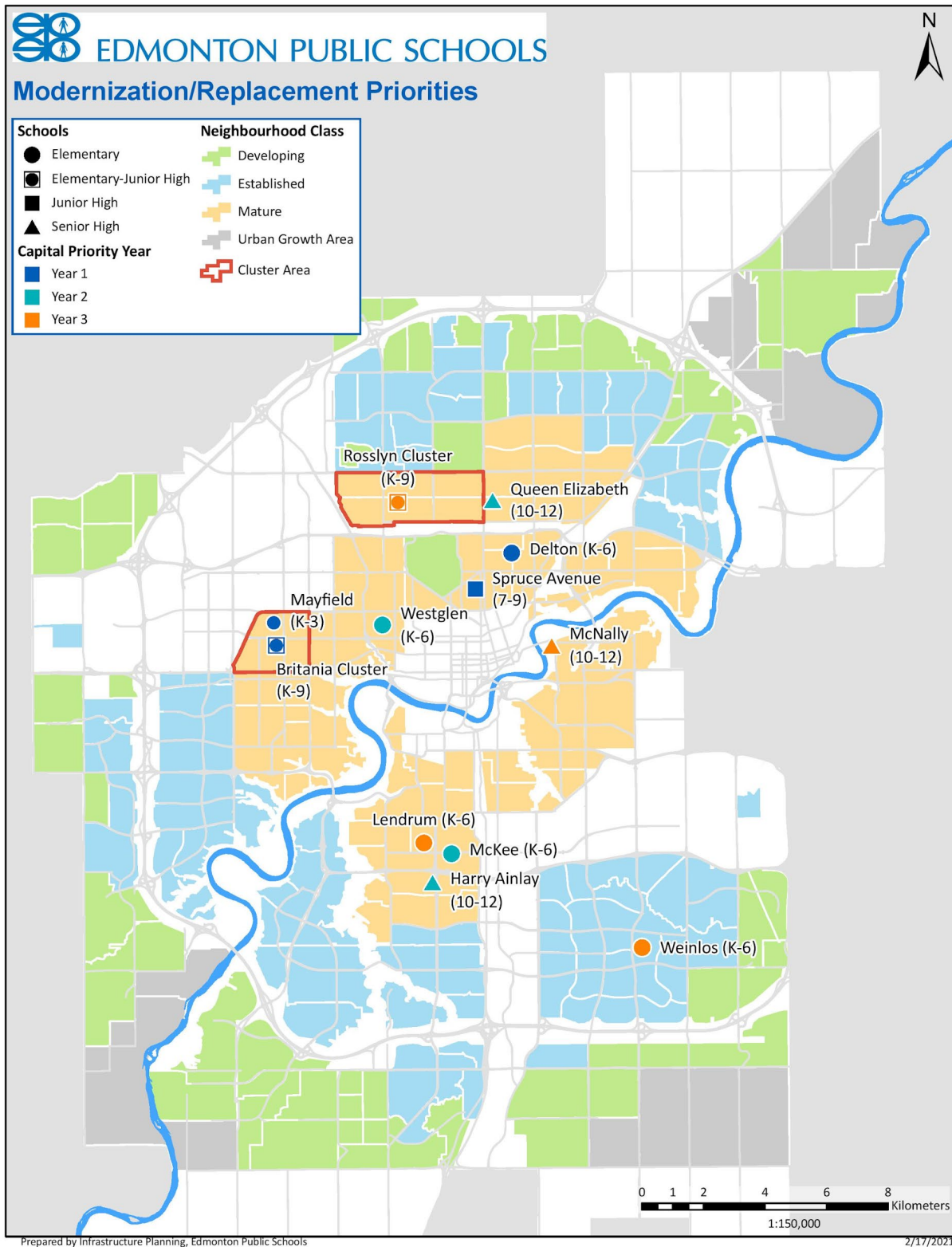
New Construction Map



Edmonton Public Schools Modernization/Replacement Priorities 2021-2024

Priority 2020–2023	Priority 2021–2024	Modernizations/Replacements	Capacity	Sector	Cost (millions)
Year 1	Year 1				
1	1	Delton Replacement K–6	650	C	\$17
2	2	Spruce Avenue Replacement 7–9	450	C	\$15
3	3	Space for Students in Mature Communities Britannia Cluster: (Mayfield Replacement PK-3 and Britannia Replacement K-9)	1,100	NW	\$45.1
Year 2	Year 2				
4	4	Queen Elizabeth Modernization/Replacement	Modernization/ Replacement	N	TBD/\$78
5	5	Harry Ainlay Modernization	Modernization	SW1	TBD
6	6	McKee Modernization/Replacement	350	SC	\$13.5
7	7	Westglen Modernization/Replacement	350	C	\$13.5
Year 3	Year 3				
8	8	Space for Students in Mature Communities Rosslyn Cluster: Concept to be Determined	1,800–2,400 Replacement or Modernization	N	\$62–73
9	9	Lendrum Modernization/Replacement	350	SC	\$9
10	10	Weinlos Modernization/Replacement	350	SE1	\$13.5
11	11	McNally Modernization/Replacement	Modernization/ Replacement	SC	TBD
12	12	Space for Students in Mature Communities Project as determined by Infrastructure Plan	New or modernization	TBD	TBD

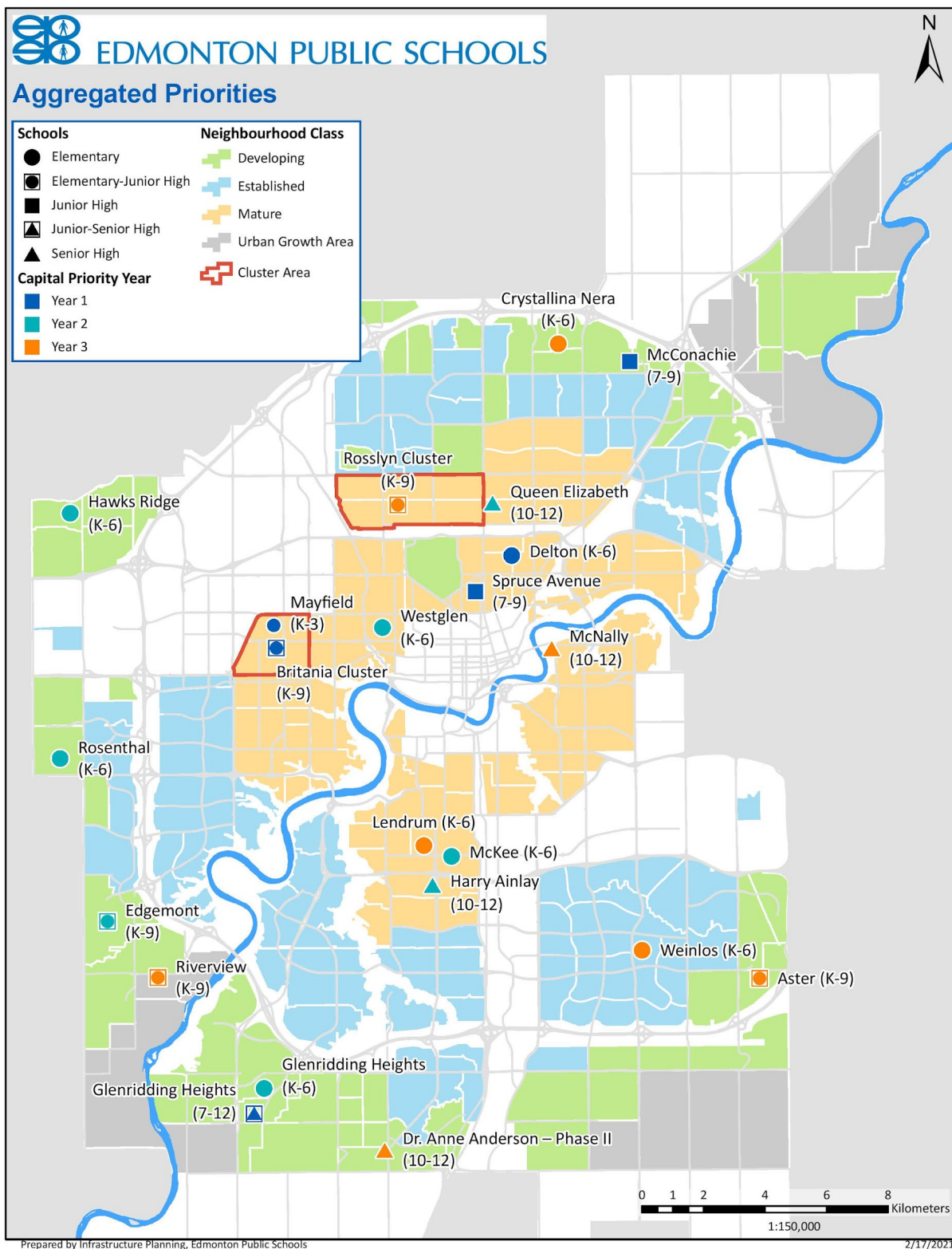
Modernization/Replacement Map



Edmonton Public Schools Aggregated Priorities 2022-2025

Priority 2021–2024	Priority 2022–2025	Aggregated Priorities	Capacity	Sector	Cost (millions)
Year 1	Year 1				\$191.1
1	1	Delton Replacement K-6	650	C	\$17
2	2	Spruce Avenue Replacement 7-9	450	C	\$15
3	3	McConachie 7-9	950	N	\$36
4 & 9	4	Glenridding Heights 7-12	2,400	SW2	\$78
5	5	Space for Students in Mature Communities Britannia Cluster: (Mayfield Replacement PK-3 and Britannia Replacement K-9)	1,100	NW	\$45.1
Year 2	Year 2				\$191.5
6	6	Edgemont K–9	950	W	\$34
7	7	Queen Elizabeth Modernization/Replacement	Modernization/Replacement	N	TBD/\$78
8	8	Harry Ainlay Modernization	Modernization	SW1	TBD
12	9	Glenridding Heights K-6	650	SW2	\$22
10	10	Rosenthal K–6	650	NW	\$22
11	11	McKee Modernization/Replacement	350	SC	\$13.5
13	12	Westglen Modernization/Replacement	350	C	\$13.5
15	13	Hawks Ridge K–6	650	NW	\$22
Year 3	Year 3				\$196.5
14	14	Space for Students in Mature Communities Rosslyn Cluster: Concept to be Determined	1,800–2,400 Replacement or Modernization	N	\$62–73
16	15	Lendrum Modernization/Replacement	350	SC	\$9
17	16	Weinlos Modernization/Replacement	350	SE1	\$13.5
20	17	Dr. Anne Anderson School Addition – Phase II	600	SW2	\$11
19	18	McNally Modernization/Replacement	Replacement or Modernization	SC	TBD
19	19	Riverview K–9	950	W	\$34
New	20	Aster K-9	950	SE1	\$34
New	21	Crystallina Nera K-6	650	N	\$22
22	22	Space for Students in Mature Communities Project as determined by Infrastructure Plan	New or modernization	TBD	TBD

Aggregated Priorities Map



2. School Capital Plans

2.1 Ten-Year Facilities Plan

The Ten-Year Facilities Plan provides a broad overview of the school jurisdiction's facilities. It helps each school jurisdiction, Education and Infrastructure identify long-range facility needs to support the school jurisdiction's education and technology plans.

School jurisdictions must develop their Ten-Year Facilities Plan and must submit to Education upon Capital Planning's request. School jurisdictions may also be asked to submit additional information or a business case in support of a project. A school jurisdiction should review its plan annually to confirm that it is up to date and relevant.

The plan should include the following information:

- Enrolment pressures and emerging learning opportunities that need to be addressed through expansion (i.e., new schools, additions and modular classrooms). The plan must indicate the jurisdiction's expected utilization rates for the ten-year period. This should include enrolment projections for areas of growth and for areas with declining enrolments.
- Modernization needs for schools for the ten-year period.
- Grade structures and forecast of program changes requiring capital funding either under the modernization program to convert existing space, or construction under the expansion program to facilitate the new program(s) and technology.
- Facility condition evaluation information.
- Declining enrolments that may lead to closure of programs or school buildings.
- The need for capital funding to modernize or add space to the school(s) where students are being relocated.

2.2 Three-Year Capital Plan

Each year school boards must assess their school capital needs and prioritize proposed projects based on safety of existing school facilities, enrolment pressures, modernization needs, etc. These projects are identified in their Three-Year Capital Plan and Ten-Year Facilities Plan. The Three-Year Capital Plan must be approved by the Board of Trustees or Charter School Authority and signed off on an annual basis and then submitted to Education for consideration of funding.

The projects requested in these plans - new and replacement schools, modernizations and additions - are examined and the Government of Alberta determines the most pressing needs as identified by the school boards. Education prioritizes these project requests by first considering school board priorities and then other criteria. See section 4.1 of the manual for details on the criteria. High-priority projects from the provincial school capital plan are considered and approved when funds become available. Education's needs are looked at in the context of the infrastructure needs of other government ministries.

The fiscal year for capital plans is April 1 to March 31. The Three-Year Capital Plan must be submitted by April 1 of the year prior to the commencing year of the plan. For example, the plan submitted on April 1, 2014 is for the years 2015 to 2018.

The Three-Year Capital Plan must:

- identify the highest priority school facility/infrastructure needs for the three-year period;

- be updated by the school jurisdiction and submitted on an annual basis;
- include, at a minimum, the detailed breakdown of costs by facility required to complete the web-based New School Project Application and the Expansion and Modernization Project Application (Infrastructure's Forms 1 and 2 available on the Web Application Program [WAP]);
- demonstrate that the school jurisdiction has evaluated its ability to deliver the requested projects during the three-year period; and
- include a completed copy of the Site Readiness Checklist (Form 8) for new or replacement school projects that are included in the first year of the jurisdiction's three year capital request.

Should a site be deemed not ready after approval of a project, any and all costs to rectify the situation shall be borne by the jurisdiction. If the site is deemed not viable the approval may be withdrawn.

3. Creating Your Three-Year Capital Plan

The following steps will assist you in preparing your Three-Year Capital Plan.

3.1 Consider Accommodation Options

Approaches for Delivering Education Programs

School jurisdictions should consider possible alternatives and approaches for delivering education programs and accommodating students. Examples include but are not limited to:

- making more efficient use of existing space available in other schools or other facilities in the community, in other communities in the region, or in other school jurisdictions;
- adjusting grade structures within the school(s);
- operating schools for longer periods each day;
- offering year-round schooling; and
- enhancing technology in schools (e.g. videoconferencing) to provide for additional opportunities for students to access education programs.

In preparing three-year capital plans, school jurisdictions may consider the following options to help address accommodation needs:

- new schools and major additions
- modernizations and replacement schools.

Requests for modular classrooms and leasing are submitted through a different process (see section 10).

3.1.1 Expansion Program

This funding program supports construction of new school buildings or major additions to existing school buildings to accommodate growth in enrolment and new program requirements.