



Item
Meeting..... 2010 April 26

COUNCIL REPORT

TO: CITY MANAGER 2010 April 20

FROM: DIRECTOR PLANNING AND BUILDING

**SUBJECT: REZONING REFERENCE #04-47
Private Elementary School**

ADDRESS: 3871 Pandora Street (see attached Sketch #1)

LEGAL: Lot 1, D.L. 186, Group 1, NWD Plan LMP30660

FROM: R5 Residential District, CD Comprehensive Development District (based on P1 Neighbourhood Institutional District)

TO: CD Comprehensive Development District (based on P5 Community Institutional District and in accordance with the development plan entitled “St. Helen’s Elementary School, 3871 Pandora Street, Burnaby” prepared by KMBR Architects Planners Inc.)

APPLICANT: KMBR Architects Planners Inc.
1788 West 8th Avenue
Vancouver, B.C. V6J 1V6
(Attention: Christina Marghetti)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2010 May 18.

RECOMMENDATIONS:

1. **THAT** the predecessor Rezoning Bylaw, Amendment Bylaw No. 56/05, Bylaw No. 12021 be abandoned contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.
2. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2010 May 3, and to a Public Hearing on 2010 May 18 at 7:00 p.m.
3. **THAT** the following be established as prerequisites to the completion of the rezoning:
 - a) The submission of a suitable plan of development.

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- b) The deposit of sufficient monies, including a 4% Engineering Inspection Fee, to cover the costs of all services necessary to serve the site and the completion of a servicing agreement covering all requisite services. All services are to be designed to City standards and constructed in accordance with the Engineering Design. One of the conditions for the release of occupancy permits will be the completion of all requisite services.
- c) The installation of all electrical, telephone and cable servicing, and all other wiring underground throughout the development, and to the point of connection to the existing service where sufficient facilities are available to serve the development.
- d) The granting of any necessary statutory rights-of-way, easements and covenants.
- e) The granting of Section 219 Covenants to: limit student enrolment to up to 350 students; ensure that the existing school building at the northeast corner of the site is demolished and the area is landscaped within 90 days of the Occupancy Permit being issued for the new school; and ensure the school implements a staggered recess/lunch program for primary and intermediate students.
- f) The retention of identified existing trees on the site, their protection by registration of a Section 219 Covenant, submission of a written undertaking to ensure that all site areas identified for preservation of existing trees are effectively protected by chain link fencing during the whole course of site and construction work, and deposit of sufficient monies to ensure the protection of identified existing trees, to be refunded a year after release of occupancy permits, upon satisfactory inspection
- g) The review of a detailed Sediment Control System by the Director Engineering.
- h) The pursuance of Storm Water Management Best Practices in line with established guidelines, the deposit of sufficient monies for the provisions, and the granting of a Section 219 Covenant for a monitoring and maintenance program.
- i) The deposit of the applicable GVS & DD Sewerage Charge.

REPORT

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit the construction of two new school classroom wings, increase student enrolment, and bring the zoning of the overall site into compliance with its existing and intended uses.

2.0 BACKGROUND

- 2.1 The subject site is located in the Burnaby Heights neighbourhood, just outside the Hastings Street Area Plan. The site has frontages on Pandora Street, Ingleton Avenue, and Triumph Street, and is currently improved with five buildings: St. Helen’s Elementary School, which has a current enrolment of 350 full-time equivalent students; a separate gymnasium building; a former church building that presently houses the school library and band room; a newer church building with approximately 580 seats; and a rectory/parish building that has a minor church office component. The site also has surface and underground parking. The site is currently split zoned, with the main school building zoned to the R5 Residential District and the balance of the site zoned to the CD Comprehensive Development District, based on the P1 Neighbourhood Institutional District as guidelines. The zoning of the school building is legally non-conforming. The siting of the school building, the former church building, and the rectory/parish building are non-conforming for building setbacks. The surrounding area is primarily comprised of single-family dwellings. There are four places of worship within a block of the subject site.

- 2.2 On 2004 September 27, Council received the report of the Planning & Building Department regarding the rezoning of the subject site and authorized the Department to work with the applicant in the preparation of a suitable plan of development with the understanding that a further and more detailed report would be submitted at a later date. A proposal for a three-storey school building with a maximum enrolment of 300 students and a new rectory building was presented at a Public Hearing on 2005 December 13. The proposal received Second Reading on 2006 January 9. However, since then, the project was not advanced further by the applicant.

- 2.3 The applicant has indicated the school would now like to proceed with the rezoning application on a revised basis. The applicant is proposing an increase in student enrolment as well as changes to the development plans. Section 3.0 provides a review of the revised proposal utilizing Council-adopted guidelines for assessing rezoning applications for private schools.

3.0 GENERAL COMMENTS

- 3.1 The applicant is proposing to construct a new three-storey school for up to 350 students (see Sketch #2 *attached*). The existing rectory building and the existing library/band (former church) building at the southeast corner of the site are proposed to be demolished and replaced with a new classroom wing. A new classroom wing is also proposed at the southwest corner of the site. Both classroom wings will tie into the existing gymnasium, which will be retained. Upon completion of both classroom wings, the existing school building at the northeast corner of the property will be demolished and that portion of the

site will be landscaped and used as a play field area. A Section 219 Covenant will be required to assure timely demolition and landscaping. Ultimately, there will be two buildings on the site: the existing newer church and one integrated school building comprised of the existing gymnasium and two new classroom wings. The school building is proposed to have flat and shed roofs. Exterior finishing materials including glass, wood beams, hardi panel, and hardi plank. A total of 91 parking spaces and two loading spaces, including one dual-use church parking / school loading space, are proposed. Landscape upgrades are also proposed throughout the site.

3.2 The following is a review of the revised proposal utilizing Council-adopted guidelines for assessing rezoning applications for private schools.

Quantitative Criterion:

Under the terms of the P5 District zoning, the base area requirement for an elementary school with an enrolment of 250 or fewer students is 0.8 ha (1.9768 acres). Where enrolment exceeds 250 students, CD zoning is required, and the following quantitative guideline applies:

Provide a site area of 400m² for every 10 additional students or portion thereof.

The site measures 8,164.6 m² (2.02 acres). A total site area of 12,164.6 m² (an additional 4,000 m²) would be required for the proposed enrolment of 350 students. However, it is noted that the general quantitative standard can be influenced by the consideration of the qualitative assessment measures described below.

Qualitative Criteria:

- 1) *Appropriate in terms of compatibility with current and planned surrounding land uses.*

The site has an existing school and is a long established institutional site in this residential area.

- 2) *Provision of adequate sports fields, play area and open space, including provision of play fields utilizing the Provincial Ministry of Education capital funding site standards.*

Provincial capital funding standards require elementary schools with an enrolment between 175 to 600 students to provide a minimum of 10,000 m² (107,639 sq.ft.) of play field areas. The current development plan shows 1,580.5 m² (17,012.9 sq.ft.) of outdoor play area, comprised of 1,017.1 m² (10,948.3 sq.ft.) of “soft surface” play area and 563.4 m² (6,064.6 sq.ft.) of dual use “hard surface” play

area / overflow parking area. While there is a play space deficiency compared to Provincial standards, a significant improvement in the amount of “soft surface” play area proposed should be noted – almost 4.5 times what is currently provided, and 16% more than that proposed in the 2005 scheme. The school has also advised that it currently organizes numerous lunchtime activities in the gym, music room, classrooms, and library to help address the issue of limited play area. Approximately 80 students are currently involved in activities such as volleyball, basketball, drama, choir, and reading during lunch hours. The school is also proposing to stagger recess and lunch times for primary and intermediate students to further help alleviate play area deficiencies. A Section 219 Covenant will be required to assure this staggered recess/lunch program is implemented.

3) *Adequate vehicular drop-off/pick-up areas.*

The development plan shows a dual use pick-up/drop-off and parking area accessed off Triumph Street. During school hours, 24 spaces are dedicated for pick-up and drop-off use. Outside of school hours, these spaces are available for church parking. The applicant has submitted a transportation management plan detailing traffic counts, parking and pick-up and drop-off requirements, travel mode splits, and strategies to reduce school-related traffic and parking (e.g. incentive programs for students and parents, volunteer transportation liaison, regular communication to parents by newsletters and email, etc.) The school has also submitted a letter committing to implement the strategies described in the transportation management plan, which will form a part of the Comprehensive Development plan for the site. The Engineering Traffic Division has reviewed these submissions. It is concluded that an enrolment of 350 students can be supported from a site access, pick-up/drop-off, and parking perspective.

4) *Appropriate site configuration.*

This site is nearly rectangular in shape with frontages on Pandora Street, Ingleton Avenue, and Triumph Street. The proposed new play field also has a rectangular configuration.

5) *Provides a large internal space which can be utilized for both assembly and physical education purposes.*

The existing gymnasium building, which has an area of 565 m² (6,081.8 sq.ft.), is proposed to be retained.

6) *Pedestrian and bicycle friendly in terms of both its location and internally.*

Adequate pedestrian and cyclist access is available from the local roads. Three bicycle racks with a total of 36 spaces will be provided on site.

7) *Separation from high volume streets.*

The three streets abutting the site, Pandora Street, Ingleton Avenue, and Triumph Street, are classified as local streets, with typical vehicle volumes.

8) *Well separated from uses that are considered sensitive in terms of their distance from schools, such as pool halls, arcades, cyber centers, liquor stores, liquor licence establishments and gaming facilities.*

The site is well separated from these commercial uses.

Conclusion

The proposed new school is an improvement from the current school campus. The proposal allows for the development of an integrated school building and a new play field at the northeast corner of the site. The amount of soft-surface play area increases significantly, and overall site coverage is decreased. The proposed staggered recess and lunch program for primary and intermediate students is expected to further alleviate play space deficiencies. Overall, this application is considered to be supportable, and the submitted plan of development suitable for presentation to a Public Hearing.

3.3 Vehicular access will continue to be from Triumph Street and Ingleton Avenue. No additional driveway crossings are proposed.

3.4 The Director Engineering will be requested to prepare an estimate for all services necessary to serve this site. Servicing requirements will include, but not necessarily be limited to:

- Possible capacity upgrade of an existing water main to provide fire flow protection;
- Upgrade of an existing combined sewer;
- Repair or reconstruction of the existing separated sidewalks adjacent the site as deemed necessary;
- Construction of corner bulges on Ingleton Avenue at Triumph Street and Pandora Street to reduce crossing widths to 8.5 m; and
- New parking signage on Pandora Street permitting 15 minute parking during school hours.

- 3.5 Any necessary statutory rights-of-way, easements, and covenants are to be provided, including, but not necessarily limited to:
- Section 219 Covenant to limit school enrollment to the proposed 350 full time students;
 - Section 219 Covenant to ensure that the existing school building at the north-east corner of the site is demolished and the area is landscaped within 90 days of the Occupancy Permit being issued for the new school;
 - Section 219 Covenant to ensure the school implements a staggered recess/lunch program for primary and intermediate students.
- 3.6 A tree survey and a landscape performance/replacement guarantee deposit (Letter of Credit) based on the value of the existing trees to be protected are required. Existing trees to be retained will need to be protected by 4 ft. high chain link fencing, on steel posts.
- 3.7 The Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption. The proposed Sediment Control System will then be the basis after Final Adoption for the necessary Preliminary Plan Approval and Building Permit.
- 3.8 Stormwater management best practices are required. A Section 219 Covenant and bonding for a monitoring and maintenance program will be required.
- 3.9 The GVS&DD Sewerage Charge of \$0.443 per square foot of building area is applicable to the net floor area of the new buildings.
- 3.10 All Fire Department requirements are to be met, including provision of any fire truck accesses, water-line easements, and installation of fire hydrants.

4.0 DEVELOPMENT PROPOSAL

4.1	<u>Site Area</u>	8,164.6 m ² (87,886 sq.ft.)
4.2	<u>Site Coverage</u>	36.7 %
4.3	<u>Density</u>	
	FAR	0.68 FAR
	Total Gross Floor Area	5,505 m ² (59,257 sq.ft.)

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- Existing gym - 751 m² (8,084 sq.ft.)
- Proposed new east wing - 2,367 m² (25,479 sq.ft.)
- Proposed new west wing - 589 m² (6,340 sq.ft.)
- Existing newer church - 1,798 m² (19,354 sq.ft.)

4.4 **Height**

Existing church 11.8 m (39 ft.) plus permitted architectural extension
 Proposed expanded school 11.3 m (37 ft.), three storeys


4.5 **Vehicle Parking**

Total Parking Required: 91
 - Existing church: 1 space per 9 m² for main assembly area and 1 space per 19 m² for all other areas 58 spaces
 - Proposed expanded school: 1 space for each staff 33

Total Parking Provided: 91 spaces
 - Surface - 58 spaces
 - Underground - 33 spaces

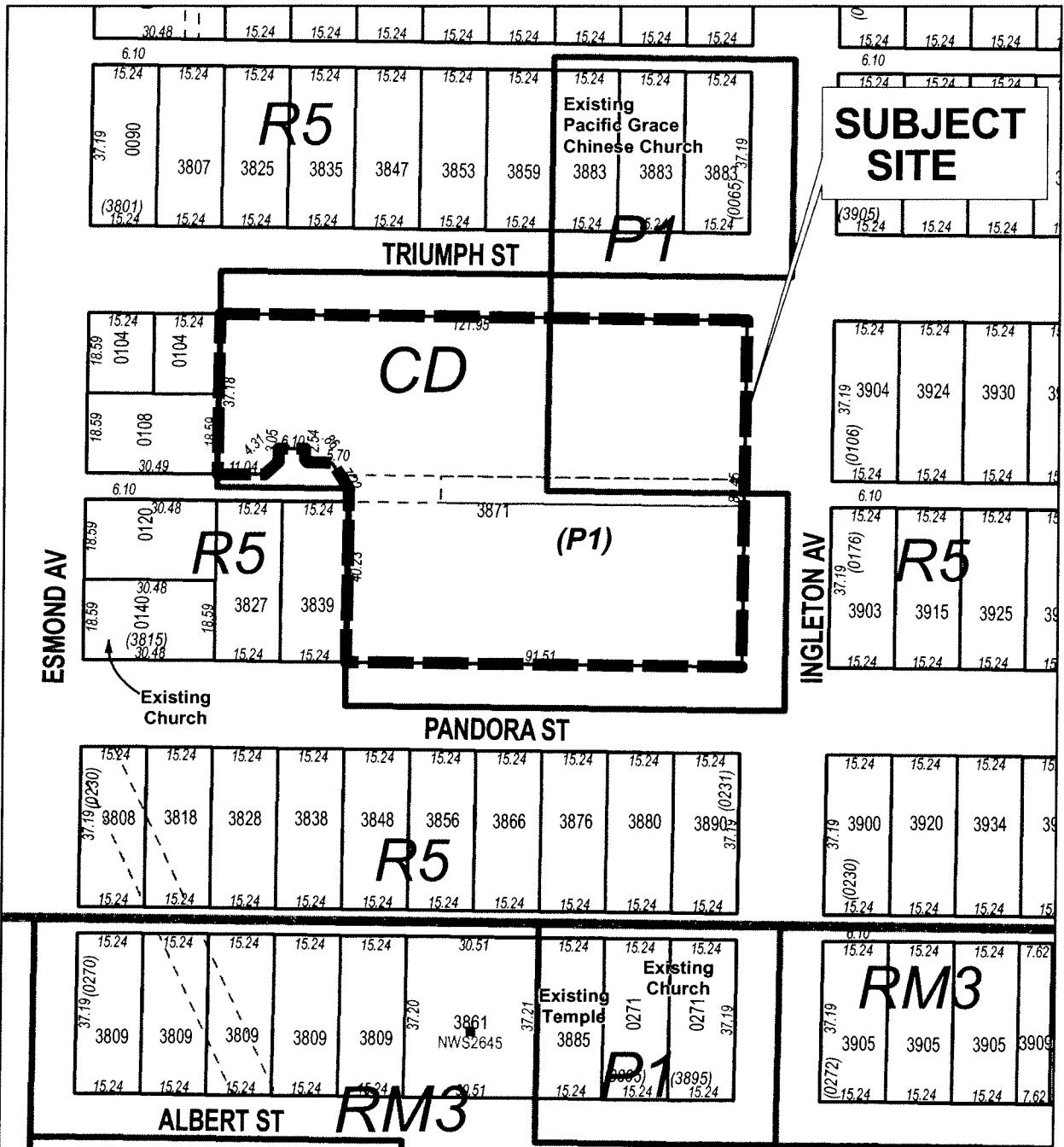
4.6 **Loading** – Required & Provided 2 spaces



4.7 **Bicycle Parking** – Required & Provided 36 spaces in 3 racks


 B. Luksun
 Director Planning and Building

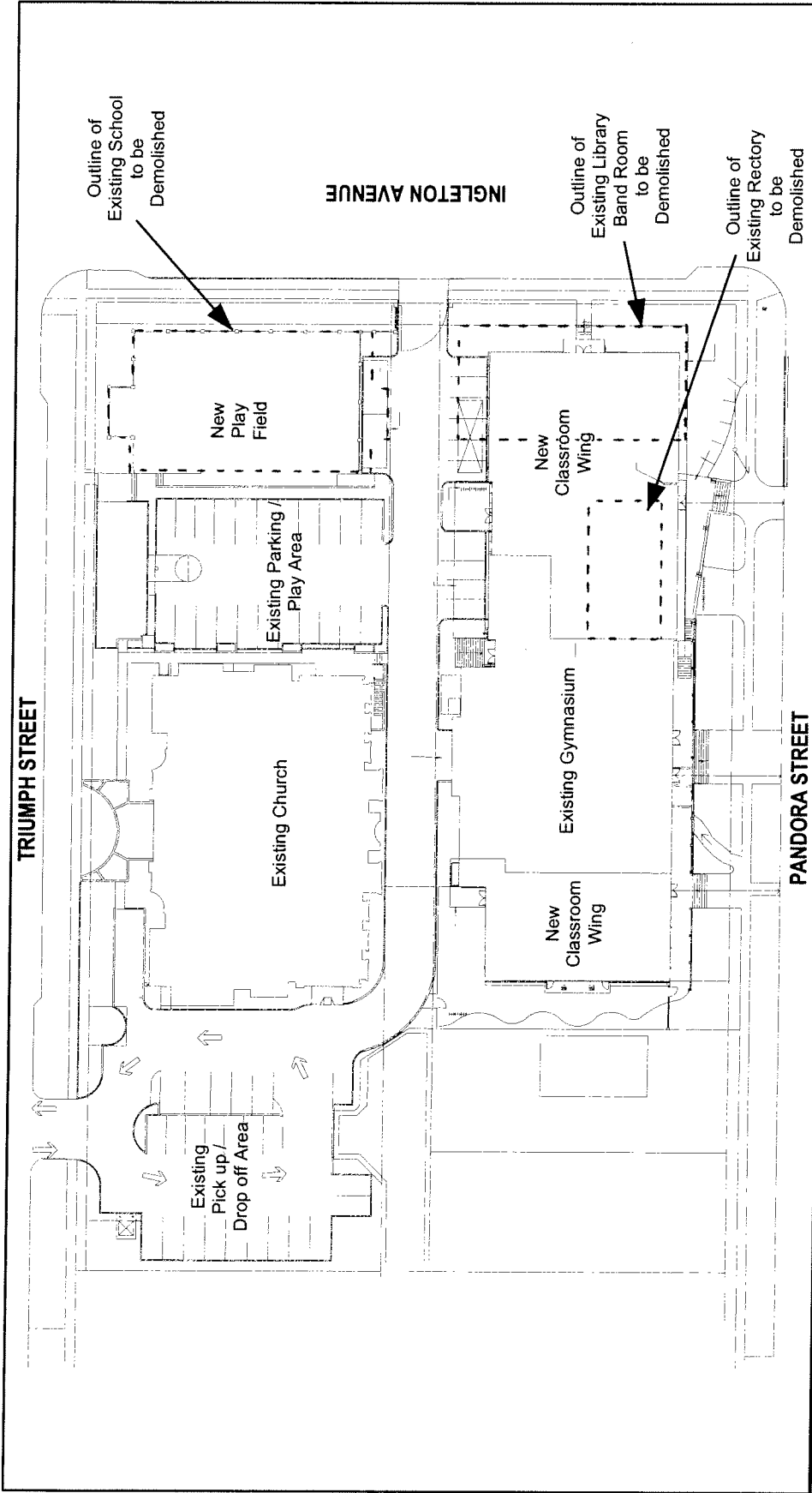
KH:
 Attach

cc: Director Engineering
 City Clerk
 City Solicitor
 Chief Building Inspector
 Director Parks, Recreation and Cultural Services



		PLANNING & BUILDING DEPARTMENT		
DATE: APRIL 07 2010		REZONING REFERENCE #04 -- 47 3871 PANDORA ST (St. Helen's Elementary School and Church)		
SCALE: 1:1,500				
DRAWN BY: DJ				

Sketch #1



PLANNING & BUILDING DEPARTMENT

DATE:	APRIL 21 2010
SCALE:	NTS
DRAWN BY:	DJ

REZONING REFERENCE #04 -- 47

3871 PANDORA ST

(St. Helen's Elementary School and Church)
Proposed Site Plan

Sketch #2