
**Refers to Referral Report Item #3
Public Hearing of November 13, 2025**

YELLOW MEMORANDUM

October 22, 2025

TO: Mayor and Council

CC: Donny van Dyk, City Manager
Armin Amrolia, Deputy City Manager
Karen Levitt, Deputy City Manager
Sandra Singh, Deputy City Manager
Katrina Leckovic, City Clerk
Maria Pontikis, Chief Communications Officer, CEC
Teresa Jong, Administration Services Manager, City Manager's Office
Mellisa Morphy, Director of Policy, Mayor's Office
Trevor Ford, Chief of Staff, Mayor's Office
Jeff Greenberg, Assistant Director of Legal Services
Templar Tsang-Trinaistich, Director, Rezoning Centre, Planning Urban Design and Sustainability

FROM: Josh White, General Manager, Planning, Urban Design and Sustainability

SUBJECT: Rezoning: 1401-1455 East 49th Avenue – For Information

RTS #: 18108

This memorandum contains supplementary information for Council and the public prepared by the Vancouver School District for item #5, Rezoning 1401-1455 East 49th Avenue. The memo provides information for Council by summarizing the disposition process of a portion of the Fleming School site, student enrollment projections, and enrollment management. These processes are the jurisdiction of the Vancouver School District and Board.

This memo will form part of the November 13, 2025 Public Hearing agenda package and be available for public viewing.

Regards,

A handwritten signature in black ink, appearing to read 'J White', with a stylized, cursive script.

Josh White
General Manager, Planning, Urban Design and Sustainability
604.877.5159 | josh.white@vancouver.ca

October 16, 2025

TO: Josh White, General Manager, Planning, Urban Design, and Sustainability

FROM: Jessie Gresley-Jones, Executive Director Facilities, Vancouver School Board

RE: Rezoning: 1401-1455 East 49th Avenue

I am writing to you on behalf of the Board of Education of School District No. 39 (Vancouver), as the landowner of the leased property located on 1401-1455 East 49th Avenue.

As part of the seismic mitigation program, the Ministry of Education and Child Care funded the construction of a new Sir Sanford Fleming Elementary School. This process included a reconfiguration of the school site, which presented an opportunity to repurpose the southern portion of the property. In December 2024, with Ministry approval, the Vancouver School Board has finalized a 99-year lease with Vittori Developments Ltd. for the southern portion of our school site.

The key terms of the lease include:

- A 99-year pre-paid lease with no provision for overholding.
- Exclusive use for residential rental housing with optional ground-floor retail, as approved by the City of Vancouver and in compliance with VSB policies and administrative procedures, particularly Administrative Procedure 313.
- Priority access to vacant units for Vancouver School Board staff.

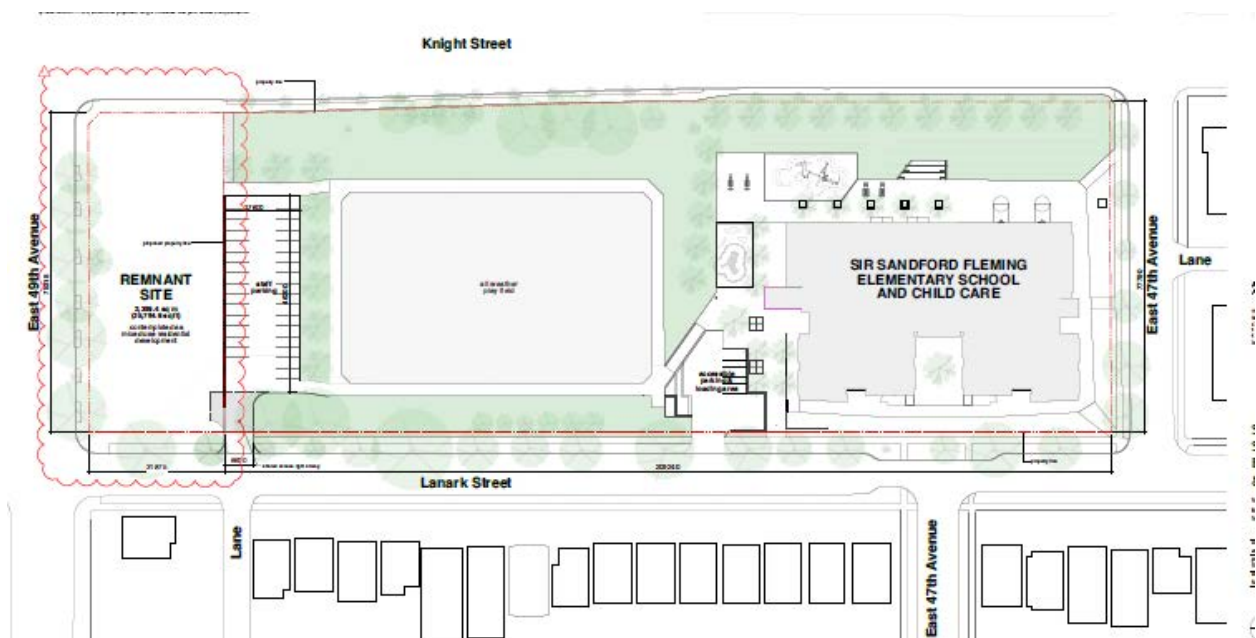


Figure 1: Fleming Elementary School Site Plan

DUE DILIGENCE STEPS TAKEN IN THE DISPOSAL PROCESS

At the Public Board meeting on February 22, 2021, the Board approved a motion to proceed with the initial consultation process to consider the potential declaration of the southern portion of the Sir Sandford Fleming Elementary School site as surplus to the educational needs of the school district.

Following the completion of the Consideration of Surplus Declaration process, the Board approved a motion on May 25, 2021 to declare the southern portion of the Sir Sandford Fleming Elementary School site as surplus to the educational needs of the school district and authorized staff to proceed with the disposition process. The following due diligence steps were completed:

- Consultations with interested and affected parties
- Environmental reviews
- Legal reviews
- Obtaining the necessary approvals from the City of Vancouver and the Ministry of Education and Child Care
- Obtaining the Ministry of Education and Child Care issuance of the disposal certificate for this parcel in December 2022
- Approval by the City of Vancouver for the subdivision and creation of the two parcels in June 2023

The subdivision approval by City of Vancouver established the Remnant Parcel as a separate property from the original Parcel (School Site).

ENROLMENT PROJECTIONS

In response to Board direction, [updated enrolment projections](#) were presented to the VSB Facilities Planning Committee in June 2025. These projections were developed in the context of City of Vancouver zoning changes, neighbourhood plans approved by the City of Vancouver and University of British Columbia (UBC) and University Endowment Lands (UEL), as well as provincial housing supply legislation (The Housing Supply Act) mandating housing targets for the City of Vancouver.

The objective of this update was to broaden the range of factors considered in VSB's enrolment forecasting and to improve the validity of projections by comparing and calibrating assumptions against models developed by other agencies, including BC Stats, the Ministry of Education and Child Care (MECC), and Metro Vancouver. These are used in conjunction with enrolment projections developed by Baragar Systems, the specialized enrolment projection software used by many school districts across British Columbia.

Five different enrolment projections were outlined in the report:

- Baragar Baseline (November 2024)
- Baragar with Local Knowledge Added (April 2025)
- BC Stats (February 2025)
- MECC (December 2024)
- Metro Vancouver (March 2024)

The preferred model for short- and medium-term planning is the "Baragar Plus Local Knowledge Added". This approach integrates baseline demographic projections with local development data and student yield assumptions, resulting in a more refined and context-sensitive forecast. This model considers known population impacts from future anticipated development including from approved policies, rezonings, development permits and building permits. Compared to the baseline Baragar

model, this adjusted projection anticipates relatively stable overall enrolment over the next 10 to 15 years in Vancouver, with new residential growth offsetting some of the anticipated declines in birth rates. This model was recommended to be used to inform the District's Five-Year Capital Plan and other strategic planning initiatives.

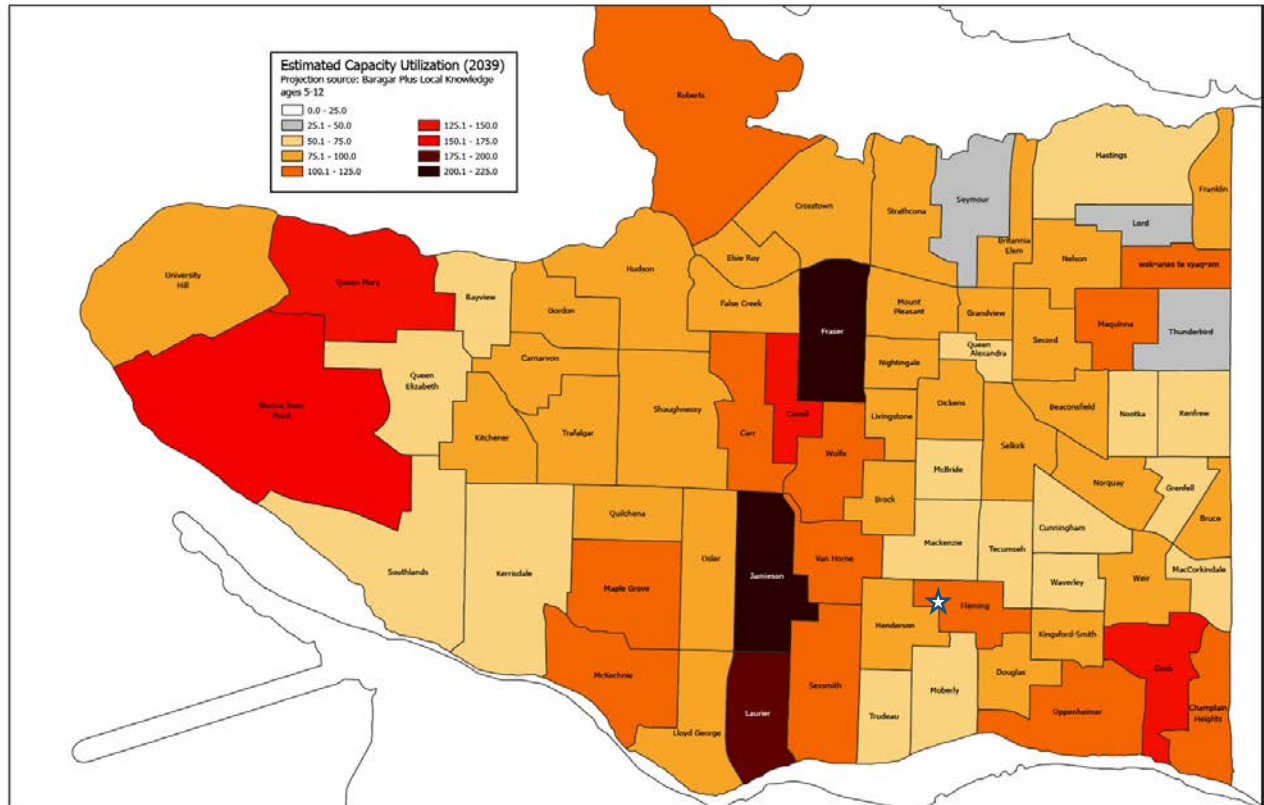


Figure 2: Estimated capacity utilization for VSB schools in 2039, using the Baragar plus local knowledge methodology and VSB calculated operating capacity figures. Colours are scaled by utilization rates, which are labeled and can be considered as %. A utilization rate above 100% indicates the school is fully utilized. Note that this estimate does not include any capacity for schools not yet open.

As identified in figure 2, the schools in geographic proximity to Fleming (Henderson, Mackenzie, Tecumseh, Waverley, Kingsford-Smith, Douglas, Moberly) have an anticipated 50% to 100% utilization rate in 2039.

While the “Baragar Plus Local Knowledge Added” model is most appropriate for near- and mid-term planning, longer-term projections—such as those from Metro Vancouver—can supplement strategic decisions related to land use, school site acquisition, and Board Policy 20 considerations. These higher-growth scenarios are particularly useful for evaluating long-term infrastructure needs through to 2050 and beyond.

Metro Vancouver data was analyzed to generate a forecast of populations in each VSB catchment by aggregating the localized data (394 traffic zones) into estimates at the VSB school catchment level. As identified in figure 3, the schools in geographic proximity to Fleming (Henderson, Mackenzie, Tecumseh, Waverley, Kingsford-Smith, Douglas, Moberly) have a 26% to 125% utilization rate in 2053. It is important to note that subsequent the publication of these enrolment projections, updates were provided in September 2025 by Metro Vancouver which identified a slow down in population growth. Between 2025 and 2027, growth is expected to temporarily slow due to reduced immigration targets

and fewer non-permanent residents, with a modest dip anticipated in 2026 before returning to more stable growth. Until federal policies stabilize, projections will remain more volatile and subject to change.

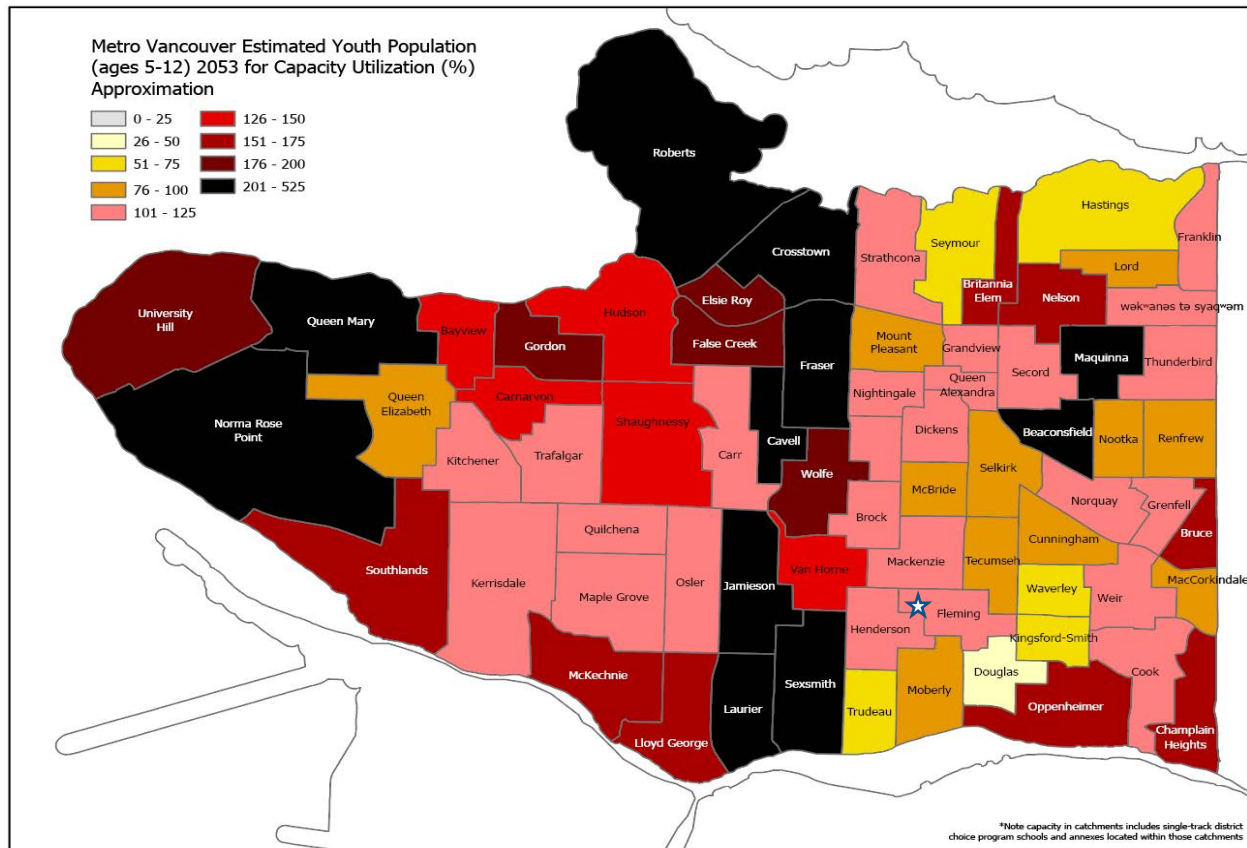


Figure 3: Metro Vancouver estimated youth population (ages 5-12) 2053 for capacity utilization (%) approximation by elementary catchment. An estimated 76% capture rate has been applied to the 2053 youth population figure in this figure.

CURRENT ENROLMENT

Enrolment projections are developed using historical data and forward-looking assumptions to estimate how many students may attend VSB schools in the future. Short-term enrolment projections focus on the next three years and their main purpose is to assist the school district with determining staffing levels and operating budgets.

In September 2025 the VSB has seen an overall decline in enrolment with a greater decline observed in elementary age students. This decline can be partially attributed to changing direction on federal immigration policy and mirrors the population updates provided by Metro Vancouver.

Each September enrolment is confirmed for each school within the school district. Fleming elementary school has 18 classrooms with 18 enrolled divisions. This has been the case since 2022/2023. The school currently has two kindergarten divisions enrolling 40 kindergarten students. Seven students who reside within the Fleming elementary catchment attend other schools, but there is no waitlist for grades 1-7. There are an additional 10 spaces available within the school across grades 1-7.

While the majority of schools can accommodate all their catchment students, there are some schools that cannot. Of the 89 elementary schools in the VSB, 15 schools are currently identified as “full schools”

for 2025-2026 and as such may not have physical space to accept all kindergarten students that live in their catchment.

All students in the school district will be placed in a school, even if they are in an identified full school. The school district does its best to place children at the nearest school to their catchment school. Those at an identified full school will be notified that their child is placed on the waitlist by mid-February, in time for them to optionally apply cross-boundary to a non-catchment school or to a district choice program.

Fleming was previously identified as a “full school” but has been removed for the current year because of available space. The other directly adjacent schools are not designated as “full schools” by the school district.

ENROLMENT MANAGEMENT

Several strategies are employed by the VSB to manage enrolment pressures including:

- Reducing out-of-catchment enrolment
- Relocating district choice programs
- Adjusting catchment boundaries
- Undertaking internal renovations
- Deploying portables
- Five-year capital plan requests to the Province to add enrolling space

It is important to note that Mackenzie Elementary School is identified as a top priority (year 1) in the annual 5-year [Major Capital Plan submission](#) to the Ministry of Infrastructure. This school, which is directly adjacent the Fleming elementary catchment, is identified for funding under the Seismic Mitigation Program. If the Province provides funding for this school, additional capacity may be developed to support future enrolment in both current and neighbouring catchments. Waverley Elementary School is also listed as a year 2 priority in the same program, and this would be another opportunity to better match capacity with enrolment demand in this area of the city.

We hope this information provides greater clarity on the enrolment management in this area of the City as it relates to the rezoning application currently under consideration.

Sincerely,

A handwritten signature in black ink, appearing to read 'Jessie Jones', is written over a light blue circular background.

Jessie Gresley-Jones
Executive Director Facilities, Vancouver School District