



CITY OF VANCOUVER
POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: May 1, 2007
Author: Michael Naylor
Phone No.: 604.871.6269
RTS No.: 06621
VanRIMS No.: 11-3600-10
Meeting Date: May 15, 2007

TO: Vancouver City Council
FROM: Director of Planning
SUBJECT: CD-1 Rezoning - 5718 Willow Street (King David High School)

RECOMMENDATION

THAT the application by Acton Ostry Architects Inc., to rezone 5718 Willow Street (Lot 23, Block E of Block 1008, DL 526, Plan 10194) from RT-1 to CD-1, to increase maximum floor space ratio (FSR) and maximum site coverage to permit an addition to the existing school, be referred to a Public Hearing, together with:

- (i) plans received December 11, 2006;
- (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
- (iii) the recommendation of the Director of Planning to approve, subject to conditions contained in Appendix B.

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary CD-1 By-law generally in accordance with Appendix A for consideration at Public Hearing.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services RECOMMENDS approval of the foregoing.

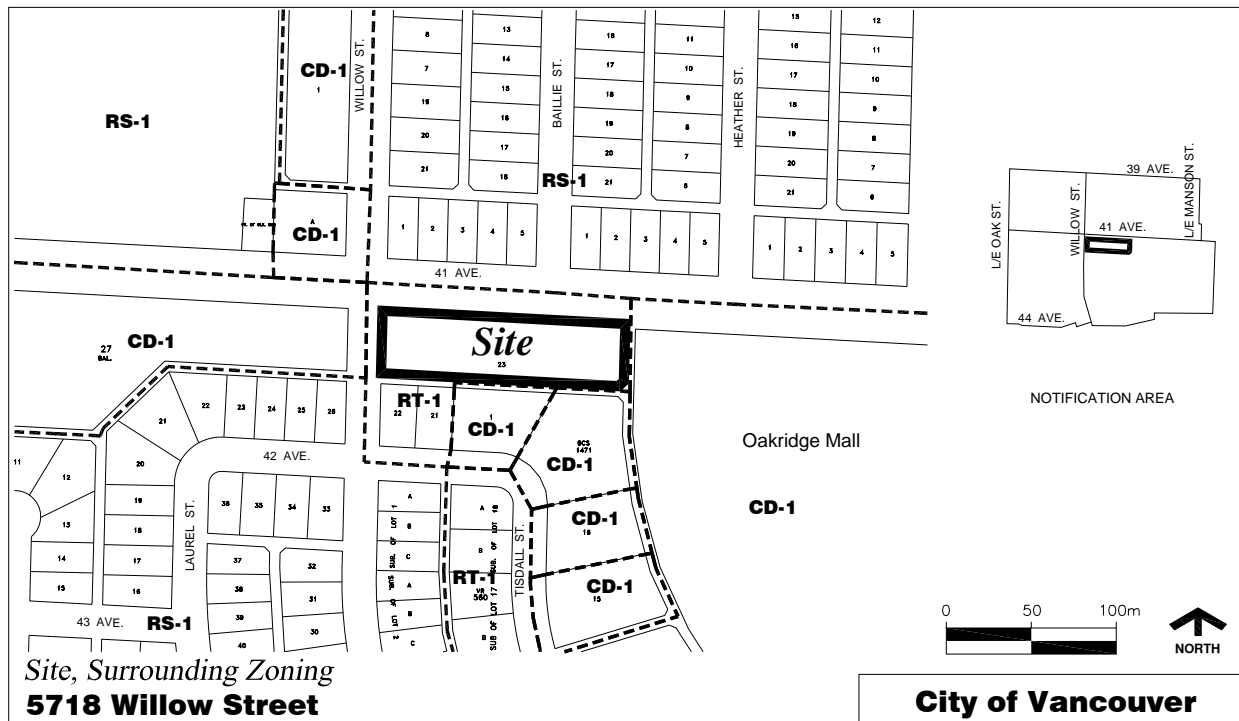
COUNCIL POLICY

Relevant Council Policies for this site include:

- Oakridge Langara Policy Statement (OLPS), approved by Council on July 25, 1995.

PURPOSE AND SUMMARY

This report assesses an application to rezone the site at 5718 Willow Street from RT-1 (Residential Two-Family) to CD-1 (Comprehensive Development) to permit an addition of 1 839 m² (19,796 sq. ft.), consisting of four classrooms and a gymnasium, to the existing high school building. Staff support the proposed rezoning, including increased density to a maximum of 0.95 FSR and increased site coverage to a maximum of 54%, and recommend that the application be referred to a Public Hearing and be approved with conditions.



BACKGROUND

King David High School is an independent secondary school which provides the core curriculum prescribed by the BC Ministry of Education supplemented by a curriculum of Jewish Studies. The school has operated in the community since the 1980s at the former Oakridge School located on Baillie Street between 37th and 39th avenues. Following the Vancouver School Board’s sale of the Oakridge School site, King David High School constructed their existing school at 5718 Willow Street under the current RT-1 zoning in 2004. Before this, the site was used by the Kensington Hospital, which was demolished in 2003. (Refer to Appendix C for site, surrounding zoning and development information).

The existing school consists of a two-storey building with its main entrance on Willow Street and frontage along 41st Avenue. The school was constructed to a density of 0.60 FSR and a floor area of approximately 3 116 m² (33,536 sq. ft.). The building steps in height from approximately 7.6 m (30 ft.) at Willow Street to 10.7 m (35 ft.) at its east end. A basketball court and bermed landscaped area presently occupy the eastern portion of the site. Underground parking is provided on-site, with an entrance from the lane bordering the site’s south property line. The school includes space for administrative offices, a library, a multi-purpose room, and classrooms,

but does not include a gymnasium. The school presently uses various public parks in the surrounding community for its outdoor sports activities. The proposed addition will not change the school's need for outdoor space.

King David High School proposes to add four classrooms and a gymnasium to the existing building to accommodate increased enrolment and to provide on-site facilities for indoor physical education and recreation programs. In September 2005, the school opened with an enrolment of 153 students, exceeding projections by 47%. Full enrolment of 250 students is now projected for 2009/2010 (refer to Appendix C for discussion of student density). The school has an arrangement with the neighbouring Jewish Community Centre (JCC) for use of their gymnasium and recreational facilities; however, the JCC is no longer able to accommodate the school's gymnasium needs due to scheduling limitations and the school's increased enrolment.

DISCUSSION

Use – The Oakridge Langara Policy Statement (OLPS) acknowledges the role of institutions in the community. The current RT-1 zoning permits a number of conditional-approval institutional uses, including "School - Elementary or Secondary". For the draft CD-1 By-law, "School - Elementary or Secondary" is the only principal use proposed.

Density – Existing development has a density of 0.60 FSR, or 3 116 m² (33,536 sq. ft.), consistent with the maximum density permitted under the RT-1 zoning. The application proposes a density of 0.95 FSR or 4 955 m² (53,332 sq. ft.) – an increase of 0.35 FSR or 1 839 m² (19,795 sq. ft.). The extra floor space would accommodate four additional classrooms and a gymnasium with change room facilities and mezzanine seating for spectators.

The OLPS has two policies which inform an assessment of appropriate density for this site:

- Policy 6.2 states that increases in overall site density beyond the residential FSR outlined in the plan may be considered in order to retain the institutional use, if the proposal is shown to minimize impact on the community while providing City-desired public benefits.
- Policy 3.3 identifies this site, as well as the site to the west across Willow Street (the JCC parking area), as appropriate for residential at a density ranging from 1.00 to 1.20 FSR with potential for up to a 20% increase for the provision of City-desired public benefits (to a maximum of 1.44 FSR).

The proposed additional density would enable the school to accommodate its anticipated full enrolment and to provide on-site physical education and recreation programming. While King David High School was constructed on this site in 2004, nine years after Council adopted the OLPS, it has operated in the community since the 1980s. The proposed density of 0.95 FSR is approximately 50% less than what the plan would permit if the site was maximised for residential use (at 1.44 FSR).

Site Coverage – The maximum site coverage permitted under the RT-1 zoning is 45%. The application proposes to increase site coverage by 9% to a maximum of 54%. Staff support the proposed small increase in site coverage. The school, including the proposed addition, complies with the setback requirements of the RT-1 zoning. The setback along the south lane is extensively landscaped with an educational garden and trees, which would be extended along the entire

length of the site to provide an attractive buffer for the adjacent residential development to the south.

Form of Development – (Refer to plans in Appendix D.) The addition is proposed at the east end of the school site. The addition will take advantage of an approximate 3 m (10 ft.) change in elevation across the site, thereby enabling the double-height gymnasium portion to be sunken approximately one storey below grade to provide a scale that is compatible with the neighbouring townhouse development across the lane. The massing, form, and architectural detail of the proposed addition is consistent with that of the existing school building.

The proposed setbacks comply with the current RT-1 zoning and are consistent with the school's existing setbacks. The landscaped terraces along the south lane will be extended along the full length of the site to provide a visual buffer for the adjacent residential development to the south. The addition's elevations have also been articulated to provide visual interest. Staff support the proposed form of development and recommend design development conditions to further enhance the neighbourly response to the adjacent residential development. To enhance the overlook from the nearby townhouses, the conditions call for relocating a terrace that is outside the gymnasium mezzanine from the south, lane side of the building to the north, 41st Avenue side. They also call for reducing the size of the windows along the gymnasium's south wall, and for screening of an existing utility area in the lane. With these improvements, staff feel there are no substantial urban design issues with the proposed form of development.

Building Height – The OLPS provides that the building height maximum for the sub-area in which the site is located should generally be 12.2 m (40 ft.). The current RT-1 zoning permits a maximum building height of 6.1 m (20 ft.), although for schools zoning regulations allow relaxation of this height limit after consideration of the effect on the amenity of the neighbourhood. The school was granted such a relaxation for its existing building approved under RT-1 zoning and constructed with a height of 10.7 m (35 ft.) at its east end.

The existing townhouses across the lane from the proposed school addition have three storeys and a height of 10.8 m (35.5 ft.). The proposed addition will step down in height from 10.7 m (35 ft.) adjacent to the existing school to approximately 7.6 m (25 ft.) for the gymnasium, which is proposed to be sunken about one storey below grade thereby maintaining the northerly views from the third storey of the townhouses. Since the townhouses are to the south of the school, the addition would have no shadow impact on them (according to the standard spring and fall shadow analysis). Staff support the proposed height of the addition and note the design development conditions mentioned above that improve the overlook for the townhouses.

Traffic and Parking – The application includes a traffic and parking study which documents current and expected traffic and parking impacts. The study indicates that the school addition and added enrolment will not impact the level of service of intersection operations and that the proposed off-street parking will be adequate. Designated student drop-off and pick-up areas are on the east side of Willow Street between the lane and 41st Avenue and on eastbound 41st Avenue east of Willow Street. The school bus drop-off and pick-up area is along the 41st Avenue frontage. A Transportation Management Plan has been provided which aims to promote non-single occupant vehicle travel modes and designates a Transportation Coordinator to implement the plan and act as a community contact for transportation issues.

Parking for the existing school is provided on-site in an underground parking garage, with an entrance from the south lane. For the CD-1 By-law, it is proposed that parking be provided per

the Parking By-law, which, for schools, sets the requirement as a ratio of parking spaces per number of staff members. A total of 31 parking spaces is provided within the underground parking garage and is sufficient to accommodate the increase in staff levels associated with the proposed school addition. Parking is also available along the 41st Avenue frontage and pay parking is available across Willow Street at the JCC.

Public Benefit – The Oakridge Langara Policy Statement's (OLPS) institutional policy anticipates a Community Amenity Contribution (CAC) for mixed-use projects where the existing institutional use is retained and the overall site density exceeds the FSR identified in the OLPS. Notwithstanding the use, the Oakridge/Langara Public Benefits Strategy does not anticipate a CAC from rezoning sites with limited redevelopment potential (1.2 FSR or less).

The subject rezoning is not a mixed-use project (there is no residential component) and it proposes a lower density than the 1.0 to 1.2 FSR range identified for the subject site in the OLPS. In addition, staff note that the school and the proposed gymnasium addition could be utilized by the community and provide a benefit to the surrounding community. On this basis, no CAC is anticipated for the modest increase of institutional density proposed for the school's classroom and gymnasium addition.

Public Input – Prior to the rezoning application being submitted to the City, King David High School hosted an open house on June 14, 2006 to show the expansion proposal to surrounding neighbours. The meeting was modestly attended, with seven people having signed in.

Following receipt of the application, a notification letter was sent on January 15, 2007 to nearby property owners within the notification area (shown on the map on p.2 of this report) and rezoning information signs were posted on the site. A total of three letters were received, from residents of the townhouse development located to the south across the lane expressing concern about the potential impact of the addition on their views and light, and increased traffic and noise that would be generated by the additional student enrolment. No phone calls were received and no one came to City Hall to view plans. Refer to Appendix C for further discussion of public input and details of the applicant and staff response to issues raised.

FINANCIAL IMPLICATIONS

There are no financial implications with respect to City budget, fees, or staffing.

CONCLUSION

Planning staff support the use, density and form of development proposed in this application. The proposed addition is generally compatible with the adjacent residential neighbourhood, and would enable King David High School to accommodate its anticipated full enrolment and to provide on-site physical education and recreation programming. The Director of Planning recommends that the application be referred to a Public Hearing and approved with conditions outlined in Appendix B.

* * * * *

DRAFT CD-1 BY-LAW PROVISIONS

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

Use

- School - Elementary or Secondary.
- Accessory Uses customarily ancillary to School - Elementary or Secondary.

Density

- Maximum floor space ratio of 0.95
- The following shall be included in the computation of floor space ratio:
 - (a) all floors having a minimum ceiling height of 1.2 m, regardless of maximum ceiling height, including earthen floor, both above and below ground level, measured to the extreme outer limits of the building; and
 - (b) stairways, fire escapes, elevator shafts and other features which the Director of Planning considers similar, measured by their gross cross-sectional areas and included in the measurements for each floor at which they are located.
- The following shall be excluded in the computation of floor space ratio:
 - (a) patios and roof gardens, provided that the Director of Planning first approves the design of sunroofs and walls;
 - (b) where floors are used for off-street parking and loading, the taking on or discharging of passengers, bicycle storage, heating and mechanical equipment, or uses which, in the opinion of the Director of Planning, are similar to the foregoing, those floors or portions thereof so used, which are at or below grade;
 - (c) areas of undeveloped floors which are located above the highest storey or half-storey with a ceiling height of less than 1.2 m, and to which there is no permanent means of access other than a hatch; and
 - (d) the area of the walls exceeding 152 mm where a Building Envelope Professional, as defined in the Building By-law, has recommended exterior walls greater than 152 mm in thickness, to a maximum exclusion of 152 mm thickness.
- The maximum site coverage for buildings shall be 54% percent of the site area.

Height

- The maximum building height above base surface shall be 10.7 m.

Setback

- A minimum setback of 7.3 m from the west front-yard property line.
- A minimum setback of 6.0 m from the north and south side-yard property lines.
- A minimum setback of 7.9 m from east rear-yard property line.

Parking

- Any development or use of the site requires the provision and maintenance, in accordance with the requirements of, and relaxations and exemptions in, the Parking By-law, of off-street parking spaces and bicycle spaces, all as defined under the Parking By-law.

PROPOSED CONDITIONS OF APPROVAL

Note: Recommended approval conditions will be prepared generally in accordance with the draft conditions listed below, subject to change and refinement prior to finalization of the agenda for the Public Hearing.

FORM OF DEVELOPMENT

- (a) That the proposed form of development be approved by Council in principle, generally as prepared by Acton Ostry Architects Inc., and stamped "Received City Planning Department, December 11, 2006", provided that the Director of Planning may allow minor alterations to this form of development when approving the detailed scheme of development as outlined in (b) below.
- (b) That, prior to approval by Council of the form of development, the applicant shall obtain approval of a development application by the Director of Planning, who shall have particular regard to the following:

Design Development:

- (i) design development to improve neighbourly interface at the lane, reducing opportunities for noise, enhancing overlook conditions, and screening utilities.

Note to Applicant: An improved neighbourly response to the townhouses across the lane is sought. This may be achieved in the following ways:

- The terrace area accessed from the mezzanine level of the gymnasium is a potential noise source and should be either relocated to the north street elevation, or removed. An acoustic report is requested to evaluate acoustic levels generated by related assembly uses and recommendations for sound attenuation.
- Consider a green treatment for the gymnasium roof, with additional terrace landscaping along the lane edge to further buffer and transition scale. Large windows on the gymnasium's south lane elevation should be either significantly reduced in size or relocated to the north street elevation, to limit direct overlook to the neighbouring townhouses and reduce glare from the southern exposure.
- Provide screening for the existing utility area at the lane, including for the garbage and recycling components. Confirmation on the drawings that rooftop mechanical units for the gymnasium are located on the existing fourth-floor roof and are not visible from the townhouses across the lane.

- (ii) design development to improve enhanced accessibility to all parts of the school and grounds.

Note to Applicant: Provide for enhanced accessibility from the underground parking structure directly to the gymnasium. All terrace areas on the grounds should provide for enhanced accessibility.

ADDITIONAL INFORMATION

Site, Surrounding Zoning and Development – The site consists of one legal parcel with an area of 5 197 m² (1.28 ac). The site is bounded by 41st Avenue to the north, Willow Street to the west, and a lane to the south and to the east. The site has a frontage (on Willow) of 36.6 m (120.1 ft.) and a depth of 142.3 m (467.0 ft.). It slopes down from west to east by about 3 m (10 ft.). The site is presently occupied by the King David High School, a two-storey secondary school of 3 116 m² (33,536 sq. ft.) in floor area.

There are one-family dwellings to the north across West 41st Avenue (zoned RS-1), the Jewish Community Centre (JCC) to the west across Willow Street (zoned CD-1), the Oakridge Shopping Centre to the east (zoned CD-1), and low-rise multiple dwellings (zoned CD-1) and one-family dwellings (zoned RS-1) to the south.

The Oakridge Langara Policy Statement (OLPS) identifies the blocks south of the rezoning site (5800 blocks of Willow and Tisdall streets and 700 block of West 42nd Avenue) as a high-priority sub-area for rezoning and supports townhouse development at a density of 0.8 to 1.0 FSR, with potential for up to a 20% increase for provision of City-desired public benefits. Under the OLPS, the two CD-1 sites across the lane south of King David High School at 5808 Tisdall Street and 745 West 42nd Avenue were rezoned in 2004 and 2005 to permit townhouses at a density of 1.0 FSR.

Student Density – King David High School anticipates a full enrolment of 250 students on 1.3 acres of land area which is a density of 195 students per acre. The Ministry of Education does not specify an area standard for secondary schools with a capacity less than 300 students, however secondary schools with between 300 and 350 students should have a size of about 5.4 acres. In Vancouver there are at least 40 schools that do not meet the Provincial area standards. Those schools that do usually have the benefit of an adjacent city park that helps achieve the standard. If the rezoning is approved, King David High School's student density would be higher than most schools in Vancouver, however there are a number of other schools with comparable densities. One example is St. Patrick's Secondary School which has 494 students on a 2.1 acre site at 234 students per acre. Under Ministry standards they would need about 7 acres of land area.

With the proposed addition, King David High School would exceed standards for interior space. Public schools tend to offer about 100 to 140 sq. ft. of floor space per student. King David School currently offers 184 sq. ft. The proposed addition would result in the school having 213 sq. ft. (accounting for the anticipated increase in enrolment), which is comparable to other independent schools in Vancouver which tend to offer over 200 sq. ft. per student.

Public Input – On January 15, 2007, a notification letter was sent to nearby property owners within the notification area (shown on the map on p.2 of the report), and rezoning information signs were posted on the site. A total of three letters were received, from residents of the townhouse development located across the lane to the south expressing concern about the potential impact of the addition on their views and light, and increased traffic and noise that would be generated by the additional student enrolment.

As discussed under the Form of Development and Building Height sections on p.4 of the report, staff believe that the height and massing of the proposed addition are appropriate, and are compatible with the surrounding neighbourhood. The Oakridge Langara Policy Statement (OLPS) identifies a height of 12.2 m (40 ft.) for the subject site. The existing school is already constructed to a height of 10.7 m (35 ft.). The proposed addition will step down to approximately 7.6 m (25 ft.) for the gymnasium, which is proposed to be sunken about one storey below grade in order to maintain the northerly views from the third storey of the townhouses across the lane. Shadow analyses demonstrate that the proposed addition will have no impact on neighbouring properties. The addition will have a setback of 6 m (20 ft.) from the south property line along the lane, and landscaped terraces and trees will provide a visual buffer for the adjacent residential development. Staff are recommending design development conditions to further enhance the overlook condition from the townhouses across the lane (see Appendix B).

As discussed under the Traffic and Parking section on p.5 of the report, the school's transportation consultant examined traffic counts around the school, and concluded that the added enrolment would contribute only a minor increase in volumes and that nearby intersections would continue to operate at acceptable levels. The school has proposed strategies in its Transportation Management Plan (TMP) to reduce vehicle trips. The TMP establishes a priority to discourage pick-up and drop-off activity along the lane behind the school, and designates a Transportation Coordinator to act as a community contact for transportation issues.

Regarding the concern for increased noise, staff are recommending design development conditions to reduce the potential for increased noise levels. The mezzanine level entrance to the gymnasium located along the south lane is identified as a potential noise source for the nearby residential development, and is recommended to be removed or relocated to the gymnasium's 41st Avenue elevation. An acoustic report is also required at the development permit stage to evaluate potential acoustic levels that may be generated by gymnasium use and recommendations for sound attenuation.

Comments of the General Manager of Engineering Services — The General Manager of Engineering Services has no objection to the proposed rezoning.

Fire Department Comments — The existing Fire Department response area off of 41st Avenue is not compromised by the new development. The Fire Department access and CACF will be discussed with the applicant prior to the issuance of a development permit.

Environmental Implications — Nearby access to transit may reduce dependence on use of automobiles. Bus service is provided along West 41st Avenue, Oak Street, and Cambie Street, which will be augmented by the future Canada Line station at West 41st Avenue and Cambie Street. This site is also nearby the Ridgeway Greenway and Heather Bikeway.

Social Implications — There are no major positive or negative social implications to this proposal. There are no implications with respect to the Vancouver Children's Policy or Statement of Children's Entitlements.

Comments of the Applicant — The applicant has been provided with a copy of this report and has provided no comments.

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REVISED
11 DEC 2006
Revisory Application

revisions

ACTON OSTRY ARCHITECTS INC.

1837 W 5th Avenue
Vancouver, BC
Canada V6L 1W5
1 604.739.3344
1 604.739.3355
info@actonostry.ca

King David High School Addition

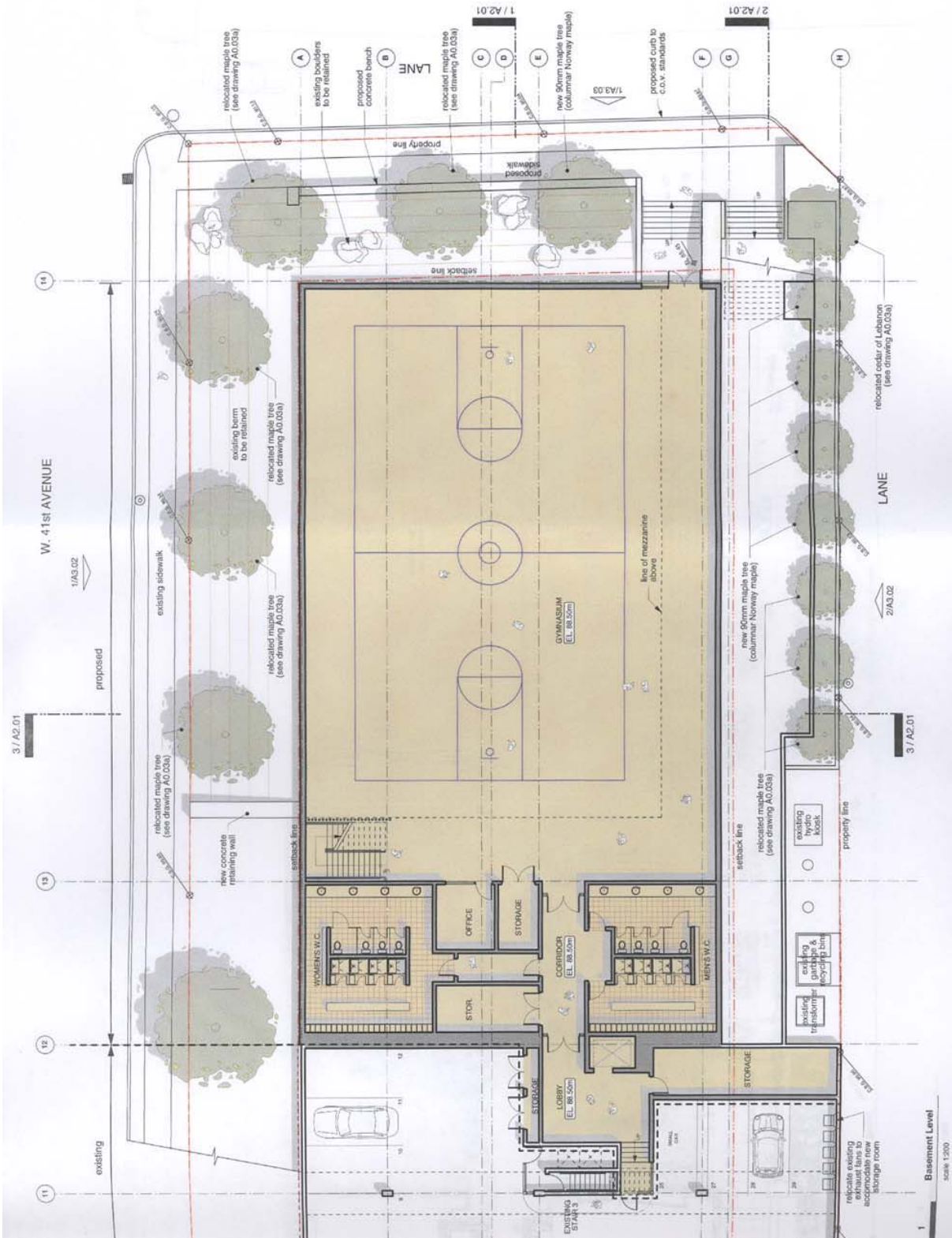
King David High School
5718 Willow St.

scale	1:200	date	11 DEC 2006
project code	KD.H.	status	Issued
client	BCED	drawing	Basement
drawn	AF/BS	checked	MD



Basement Floor Plan

drawing number
A1.04



Basement Level
scale 1:200

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11 DEC 2006 - Existing Application

revisions

ACTON OSTRY ARCHITECTS INC
1637 W 5 Avenue
Vancouver BC
Canada V6J 1H5
Tel: 604.278.3355
info@actonostry.co

King David High School Addition

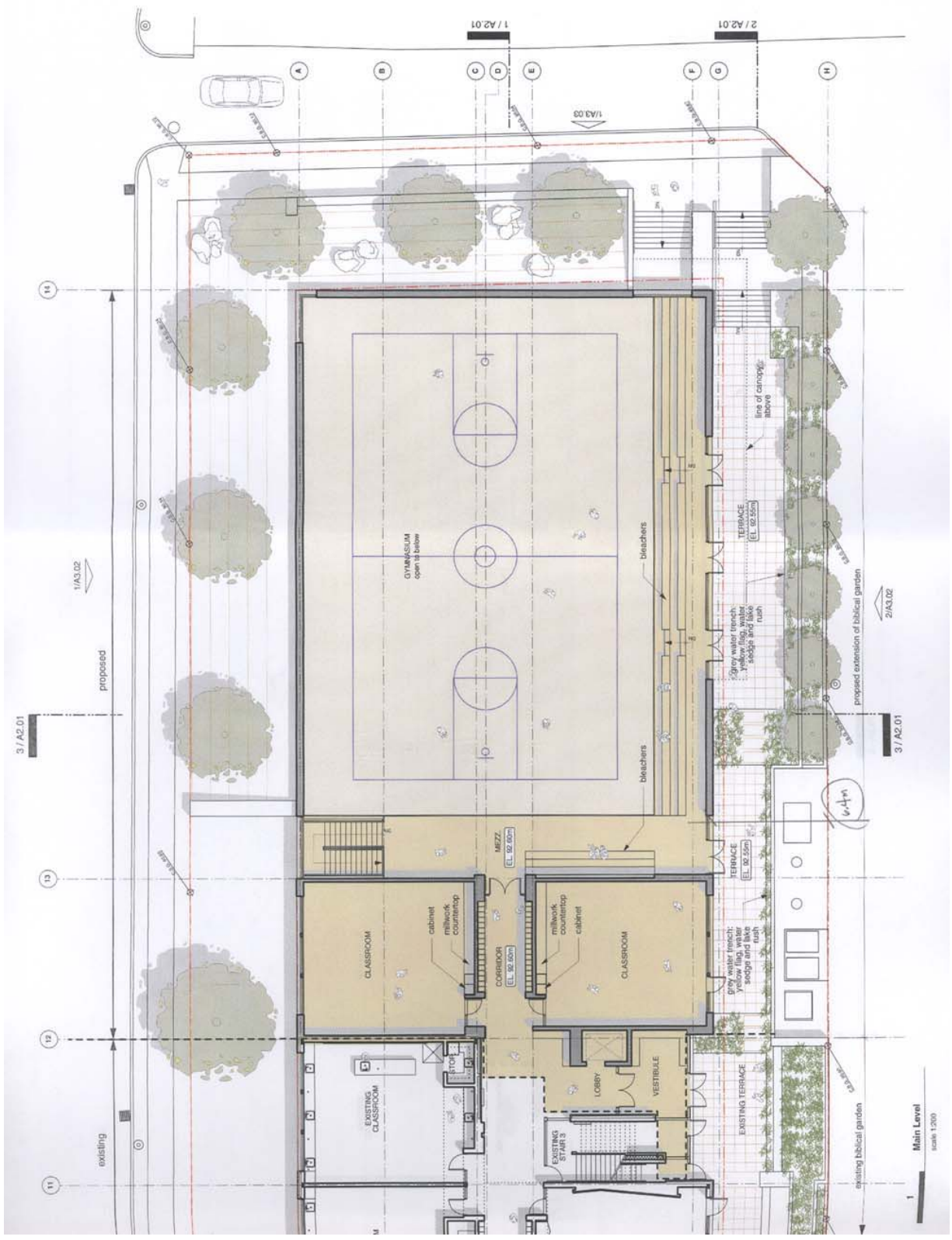
King David High School
5718 Willow St.

scale	1:200	date	11 DEC 2006
project code	KDLR	status	revising
drawn	AP/MS	checked	MD



Main Level Floor Plan

drawing number
A1.05



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Notes:
11 DEC 2006 Planning Application

Revisions:

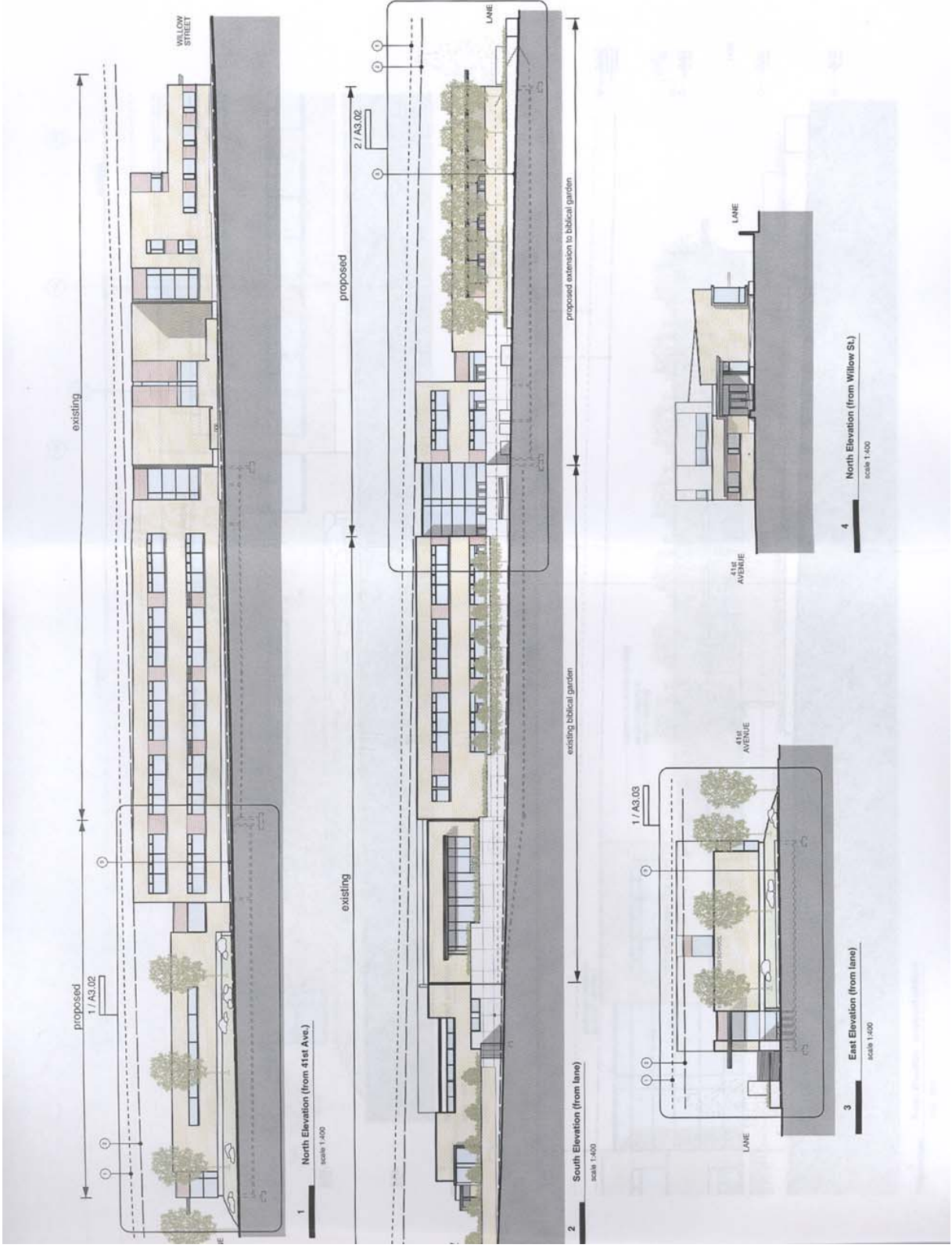
- Key:**
- 1 12.1m building height indicated in the Langara Oakridge Policy Statement
 - 2 10.7m height above base surface
 - 3 Integrosed base surface indicated from City Building Grades

ACTON OSTRY ARCHITECTS INC.
1637 W 9 Avenue
Vancouver BC
Canada V6J 1N5
Tel: 604 278 3344
Fax: 604 278 3355
info@actonostroy.ca

King David High School Addition

scale	date
1-500	11 DEC 2006
project code	status
KDLR	revising
drawn	checked
APMIS	MJ

Building Elevations - Overall
drawing number
A3.01



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11 DEC 2006 - Issuance Application

revisions

- key
- 1 12.19m building height indicated in the Langara Overage Policy Statement
 - 2 10.7m height above base surface
 - 3 interpolated base surface (calculated from City Building Grades)

ACTON OSTRY ARCHITECTS INC

1837 W 5 Avenue
Vancouver BC
Canada V6L 1H5
T 604.739.3344
F 604.739.3355
info@actonostry.ca

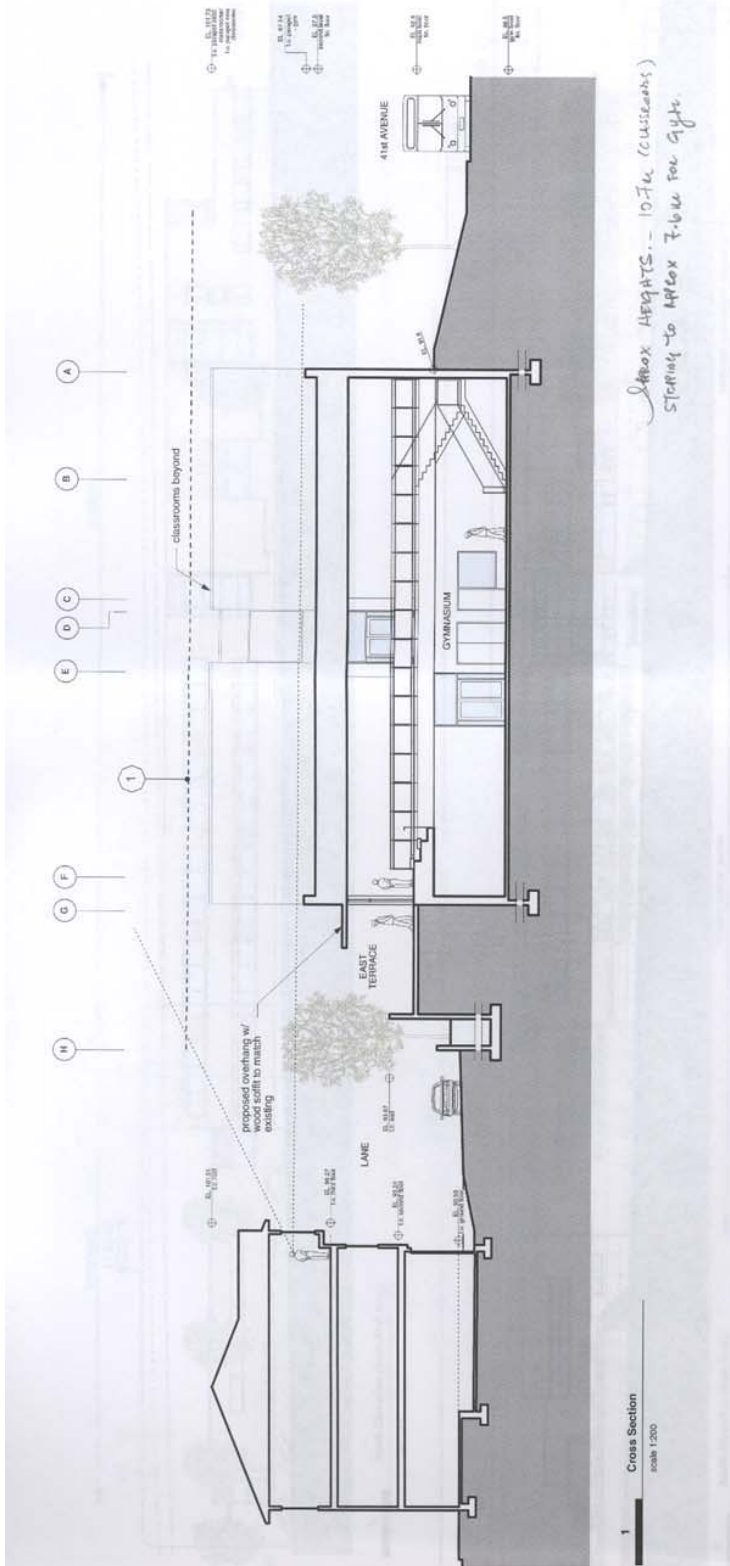
King David High School Addition

King David High School
5718 WILLOW ST.

scale	date
1:200	11 DEC 2006
project code	status
ENR	receiving
drawn	checked
APMS	MD

Building Sections - Addition

drawing number
A2.03



1 Cross Section
scale 1:200

APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION

APPLICANT AND PROPERTY INFORMATION

Street Address	5718 Willow Street
Legal Description	Lot 23, Block E of Block 1008, DL 526, Plan 10194
Applicant	Acton Ostry Architects Inc.
Architect	Acton Ostry Architects Inc.
Property Owner	Aspen Foundation
Developer	Aspen Foundation

SITE STATISTICS

	GROSS	DEDICATIONS	NET
SITE AREA	5 196.6 m ² (1.28 ac)	n/a	5 196.6 m ² (1.28 ac)

DEVELOPMENT STATISTICS

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	EXISTING DEVELOPMENT	PROPOSED DEVELOPMENT
ZONING	RT-1	RT-1	CD-1
USES	Two-family Dwelling; Institutional, including School - Elementary or Secondary; Cultural and Recreational, including Community Centre or Neighbourhood House	School - Elementary or Secondary	School - Elementary or Secondary
MAX. FLOOR SPACE RATIO	0.60 FSR	0.60 FSR	0.95 FSR
SITE COVERAGE	45%	34.3%	54%
MAXIMUM HEIGHT	6.1 m (20 ft.), relaxable to a greater height for schools	10.7 m (35 ft.)	10.7 m (35 ft.)
MAX. NO. OF STOREYS	1 storey, relaxable to a greater height for schools	2 storeys	2 storeys
PARKING SPACES	1.25 sp per employee	25 spaces	31 spaces
FRONT YARD SETBACK	7.3 m (24 ft.)	7.3 m (24 ft.)	7.3 m (24 ft.)
SIDE YARD SETBACK	6.0 m (19.7 ft.)	6.0 m (19.7 ft.)	6.0 m (19.7 ft.)
REAR YARD SETBACK	7.6 m (25 ft.)	51 m (167 ft.)	7.9 m (26 ft.)