



Item
Meeting.....2009 August 31

COUNCIL REPORT

TO: CITY MANAGER **DATE:** 2009 August 25

FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 49500 20
Reference: REZ #07-59

SUBJECT: REZONING REFERENCE #07-59
1680 AND 1710 GILMORE AVENUE
1771, 1779 & 1791 DOUGLAS ROAD
RESPONSE TO PUBLIC HEARING ISSUES

PURPOSE: To respond to issues raised at the Public Hearing for Rezoning Reference #07-59.

RECOMMENDATIONS:

1. **THAT** a copy of this report be sent to the applicant and to individuals who spoke at, or submitted correspondence to the Public Hearing for Rezoning Reference #07-59.
2. **THAT** a copy of this report be sent to the Transportation Committee for information.

REPORT

1.0 BACKGROUND

On 2008 September 30, a Public Hearing was held for Rezoning Reference #07-59. The subject rezoning application proposes a 230-unit high-rise apartment tower (32 storeys) and a 5 unit street-fronting townhouse development (2 storeys) in accordance with the Brentwood Town Centre Development Plan (see attached Sketch #1).

At the Public Hearing, individuals from the surrounding multiple-family strata developments, the single-family area to the north and the adjacent business at 1735 Douglas Road raised a number of issues. The issues raised, as contained in a petition, several written submissions and in the presentations made at the Public Hearing, generally included concerns regarding the density and form of development, view impacts, traffic congestion, compatibility with adjacent industrial use, community plan status for the site, and needed transportation improvements to the surrounding area. As requested by Council at the Public Hearing, this report provides a staff response to the main issues raised.

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2.0 ISSUES RAISED

Issue #1 – Density and Form of Development: Concerns were raised regarding the proposed density of the subject development.

Response:

The Council-adopted Brentwood Town Centre Development Plan designates the properties bounded by Douglas Road, Halifax Street and Gilmore Avenue as one of four “Succession (Industrial to Residential)” precincts (see **attached** Sketch #2). The Development Plan adopted by Council did not indicate a specific development form or density for any of these precincts. Rather, given their anticipated longer-term development horizons, the intent was to clarify the character and density of each precinct as development progressed through individual rezoning approvals by Council. For example, the Tandem and One Madison Avenue (OMA) tower developments south of Dawson Street between Gilmore and Madison Avenues were approved using the RM3 Multiple Family Residential District (typically 3-4 storeys in height) as being appropriate for those specific developments. However, because of a fairly unique combination of circumstances involving the relatively large sites which were encumbered by BC Hydro Statutory Rights-of-Way and which contained extraordinarily poor soil conditions, use of tower forms were required for development to be viable. Therefore, when Council approved Rezoning References #02-24, 02-38 and #03-07, the RM3 density for this succession precinct was accommodated in tower forms in the range of 20 – 30 storeys.

In terms of the subject rezoning application, it is noted that the initial report, approved by Council on 2008 May 26, clarified the density and character of the related surrounding succession precinct as being high-density tower forms in light of its relationship to surrounding high-density residential (RM5) designations and emerging development, the timing of the proposed development, and adequate supporting soils. As such, the report included the following recommendation:

THAT the Brentwood Town Centre Development Plan Land Use Concept sketch be amended to indicate tower forms and a RM5 designation for the Succession properties bounded by Gilmore Avenue, Douglas Road, Halifax Street, and the First Avenue Connector as outlined in Section 3.1 of this report.

Based on this approach for this succession precinct, the plan of development for the subject rezoning application, which is based on the RM5 District as a guideline, is consistent with the Brentwood Town Centre Development Plan inasmuch as it conforms to the succession precinct designation as noted above. The RM5 District permits a maximum Floor Area Ratio (F.A.R.) of 2.2 with full underground parking. As part of the subject rezoning application, the applicant has requested the use of an amenity density bonus of 0.40 F.A.R. as permitted by the regulations of the RM5 District in Town Centre areas. The proposed density of development and the resulting

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number of residential units for this high-rise apartment project is consistent with the RM5 District and bonus density provisions.

Also, with respect to density and form, it is reiterated that the subject site encompasses a southern portion and a northern portion totalling some 2.10 acres (see **attached** Sketch #3).

- a) The 1.40 acre southern portion entails the consolidation of 1771, 1779 & 1791 Douglas Road with widening dedications referenced along Douglas Road. The southern portion accommodates the proposed residential buildings.
- b) The 0.70 acre northern (separated) portion of the subject site is designated for both road (First Avenue Connector) and Park (southernmost extent of Willingdon Heights Park). Once the First Avenue Connector is dedicated and constructed, Douglas Road between Carleton and Gilmore Avenues would be closed, cleared of asphalt, graded, grassed and incorporated into adjacent parkland.

The portion of 1710 Gilmore Avenue, south of the First Avenue connector which is not part of the subject net site, will be reserved for future consolidation with the abutting 1735 Douglas Road. It is noted that the applicant has also made an effort to acquire the interior properties at 1735 and 1763 Douglas Avenue to achieve a continuous development site.

In light of the discontinuous nature of the development site and its contributions towards advancement of the assembly, road and park objectives of the adopted Plan, the density attributed to park and road dedication areas is assigned to the southern development site. The allocation of the density to be transferred achieves the closure of substantial existing Douglas Road right-of-way for park purposes. This resulting 0.70 acre northern land component would be designated for road and public open space purposes and it is proposed that title would be transferred to the City for park and road purposes. The Parkland Acquisition Charge will continue to apply as the applicant is benefiting from the full RM5 District density allocation for this component of the northern portion.

The southern development site has a net area of approximately 58,292 sq. ft. For density allocation purposes, the northern site has approximately 30,790 sq. ft. of gross area for transfer to the southern site, resulting in an overall buildable density in the range of 231,613 sq. ft., based on the maximum allowable residential floor area ratio of 2.6 FAR applicable to the total overall net site, which is inclusive of the proposed use of the 0.4 FAR amenity bonus. A Section 219 Covenant on the southern portion will confirm its maximum permitted floor area.

Given the public benefit derived from the proposed development – achievement of the First Avenue Connector and completion of the southern extent of Willingdon Heights Park – and in

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light of its consistency with the objectives of the Brentwood Town Centre Development Plan, staff support the subject development proposal.

Issue #2 – Community Plan Designation: Concerns were raised over the distribution of copies of the Brentwood Town Centre Development Plan indicating a different land use designation for the subject property on the Plan’s Land Use Concept sketch. Specifically, several individuals indicated they had received a copy of the Plan’s land use sketch from the Planning Department which showed the ‘Succession’ designation as having a Medium Density CD (RM3) guideline rather than simply referencing the area as a ‘Succession’ (Industrial to Multiple Family Residential) Precinct.

Response:

Staff acknowledge that a Land Use Concept sketch for the Brentwood Town Centre Development Plan was prepared by the Planning Department in 2002 which showed the Succession designation as having the CD (RM3) or “Medium Density Residential” guideline. This sketch was produced for the purpose of appropriately updating the Succession precinct bounded by Dawson Street, Madison Avenue, Gilmore Avenue and the BNR rail line reflecting the Tandem and OMA developments approved by Council under Rezoning References #02-24, #02-38 and #03-07. The update to this Land Use Concept Sketch, however, inadvertently and incorrectly applied this RM3 “Medium Density Residential” designation to remaining Succession precincts throughout the Town Centre area, including the subject rezoning area. It is noted that the correct land use designation as adopted by Council was indicated in the initial and Public Hearing Reports for the subject rezoning.

That said, however, it is also noted that the adopted Brentwood Town Centre Development Plan provides for the definition of specific development guidelines for each of the Succession precincts at the time of redevelopment, based on circumstances specific to the related precinct. The Plan states “... large sites ripe for redevelopment should be given consideration for advancement on their own merits”. As part of the subject rezoning application, the form, character and density of development for the subject Succession precinct was clarified as part of the noted 2008 May 26 initial report to Council. At that time, it was approved by Council that the subject succession precinct was to be based on the RM5 Multiple Family Residential District in terms of density and high-rise built form. Following Council approval of the designation, staff updated the Plan document to indicate the approved density designation for the subject Succession area and corrected the noted error on the sketch for the balance of the Succession areas. As such, the proposed development remains consistent with the designations and objectives of the adopted Brentwood Town Centre Development Plan, and Council’s established procedures and processes for consideration of each Succession area at the time of development application.

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From staff's viewpoint, it is regrettable that a plan update to incorporate approved developments for the Brentwood Town Centre Plan under Rezoning References #02-24, #02-38 and #03-07 resulted in a miscommunication with Burnaby residents regarding the approved direction and designation of lands under the subject rezoning. As noted, however, the appropriate specific consideration of the subject rezoning area in terms of the succession designation, consistent with the direction and intent of the adopted Plan, was given by Council through the rezoning process. Staff have also reviewed procedures related to the documentation of approved amendments to plan documents to further ensure that required updates do not result in unintentional text and map changes to publically available Plan documents in future.

Issue #3 – Views: Several individuals raised concerns over the loss of views, particularly to the north, as a result of the proposed tower's height and location.

Response:

All of the concerns raised regarding loss of views came from residents of the 28-storey high-rise apartment tower located at 4132 Halifax Street, across the street to the south of the subject development site. The upper storeys of this high-rise apartment tower have some views to the north, generally of the north shore mountains. As proposed in the Public Hearing drawings for the subject rezoning application, these views would be partially obstructed by a 32-storey residential high-rise building proposed for the subject site.

In response to concerns raised about view obstruction and general visual impact of the subject development proposal, the applicant has been required to modify both the siting and design of the building to lessen its impacts on the existing residential developments to the south. As the subject site is constrained by its size, a steep slope to the south and a triangular geometry, reducing the height of the tower by placing floor area into a low-rise form is infeasible. Instead, the applicant is proposing a departure from the typical point-block (square) tower form in favour of a more rectangular building footprint, with its axis oriented north-south (see **attached** Sketches #3 and #4). By redesigning and orienting the high-rise apartment tower in this way, its profile relative to the residential development to the south is decreased significantly. In particular, this configuration will reduce the width of the tower's southern elevation by nearly 50% (from 19 / 20 degrees to 12/13 degrees of view blockage), thus making it less impactful on the residential development to the south, while maintaining an efficient floorplate in the range of 7,700 sq. ft.

The proposed change to the site's configuration and tower design is considered to have merit and will mitigate concerns raised regarding view preservation and the tower's overall visual impact on the residential development at 4132 Halifax Street.

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A copy of the revised development plans are available for viewing in the Planning Department.

Issue #4 – Impact on Area Traffic Patterns: Several concerns were raised regarding the impacts the proposed development would have on the local transportation network; specifically that traffic congestion on Halifax Street and Douglas Road would be significantly worsened by the proposed development, and that traffic safety will be compromised, especially for pedestrians and cyclists. Concerns that the proposed development, with its reduced parking standard, could not support its parking demand were also raised.

Response:

In response to the various transportation-related concerns raised at the Public Hearing for the proposed development, the applicant commissioned Bunt & Associates, Transportation Planners and Engineers, to pursue a transportation impact study. With respect to traffic and congestion impacts, the study indicates that the site is expected to “...add less than 1 vehicle per minute to the adjacent roadway system during its peak hour of traffic demand; this will be almost negligible and beyond the site’s immediate frontage on Halifax, almost imperceptible.” The study also suggests that, while the proposed development is expected to add approximately 54 vph (vehicles per hour) to the western portion and 15 vph to the eastern portion of Halifax Street during the busiest PM peak hour, a net reduction of 136 vph on Halifax Street is expected to result from transportation improvements achieved in connection with the proposed development, namely the opening of the First Avenue Connector. In terms of Douglas road, the study concludes that peak volumes are expected to increase by 2%. Overall, with respect to traffic generation, the impact study suggests a negligible increase in vph during the busiest times of the day.

In regards to traffic safety, the impact study considered vehicular speeding on Douglas Road, cyclist safety and pedestrian safety. Given the four-way stops on Douglas Road at Gilmore Avenue and Halifax Street, the potential for speeding is limited to relatively short sections of road. Field investigations did not reveal operating speeds on Douglas Road in excess of 60 km/h. Overall, the study concludes that the “*site redevelopment is not expected to result in any changes to the prevailing speeds on Douglas Road.*” As for pedestrian safety, in consideration of the nominal net increase in vehicular traffic resulting from the proposed development, the study states “*...the redevelopment of the site will have a minimal effect on pedestrian safety except at the site’s access points on Halifax*”, which is to be expected for a project of this size. Finally, while the impact study suggests a few potential improvements to the broader cycle network, it concludes that the “*...proposed site redevelopment will not impact the adequacy or safety of bicycle routes in the area.*” Overall, based on the findings of the transportation impact study, it would appear that the proposed development will not adversely impact pedestrian, cyclist or traffic safety.

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With respect to parking, it is noted that the parking standard was slightly reduced from 1.6 spaces per unit to 1.5 spaces per unit in exchange for the development's active participation and support for car-sharing in the neighbourhood. The developer has proposed to provide funding for the one time registration/lifetime membership fee with Cooperative Auto Network (CAN) for the 235 residential units, donate 4 cars (including 1 hybrid) to CAN and allocate four surface parking spaces for their dedicated parking. Members pay a small monthly administration fee to cover some of the fixed costs to the car, and when they use a car, they pay low fees for use by the hour or by kilometer. The cars will be located off Halifax Street in a surface parking area and available for all the residential owners/tenants, and by all CAN members, thus facilitating sustainable transportation for residents of the surrounding neighbourhood. The developer is also pursuing a Built Green gold rating for the development. Because of these progressive environmental measures and the location of the development near the Gilmore Station, staff remain supportive of a maximum residential parking reduction of 0.1 spaces (from 1.6 spaces/unit to 1.5 spaces/unit) for the development resulting in a reduction of 23 residential tenant spaces. The reduction of parking will be within the residential underground component and will not affect the 0.25 spaces/unit allocated for visitors. The provision and retention of car co-op spaces and memberships to CAN will be secured in perpetuity by way of a Section 219 Covenant and the deposit of sufficient monies to guarantee their provision. Right-of-way and/or easement agreements which would allow the City to assign the use of the car co-op spaces in whole or in part to an alternate co-op should CAN cease to operate or choose to use fewer than the three spaces for its car co-op program will also be required.

The transportation impact study indicates that perceived parking problems are more than likely associated with shortages on nearby industrial sites caused by long-term employee parking. This situation will be partially addressed through these sites' redevelopment in line with the subject rezoning application. As for whether the proposed multiple-family development provides enough on-site parking, the impact study states "*in Bunt's view, the site development is proposing more than sufficient parking supply.*"

Staff have reviewed the transportation impact study and concur with its findings. It is believed that the transportation infrastructural improvements achieved in connection with the proposed redevelopment, namely the First Avenue Connector, offset the added demand placed upon the local transportation network. From a transportation viewpoint, the net effect of the proposed redevelopment on the local network does not raise undue concern and thus remains supportable.

Issue #5 – Commercial Component: A suggestion was made that some grade-level commercial floor space be added to the redevelopment proposal.

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Response:

The Brentwood Town Centre Development Plan designates the subject site for residential development only. Given the Town Centre plan's commercial framework which concentrates commercial uses and services within the town centre's core and the Dawson 'High Street', it is not considered appropriate to include commercial uses on the subject site, within an otherwise residential context. It is noted that the subject site is within close walking distance to a range of existing and planned commercial services. It is also noted that small commercial uses which are relatively isolated and disconnected from other similar uses, such as a commercial component within the subject redevelopment would, typically have difficulty from an economic viewpoint. For the foregoing reasons, staff do not support inclusion of a commercial component into the subject redevelopment.

Issue #6 – Impacts on Monte Cristo Bakery: The Monte Cristo Bakery is located at 1735 Douglas Road, which is one property separated to north from the subject development site, but adjacent the proposed First Avenue Connector, which links Douglas Road to First Avenue. Correspondence from the bakery noted that the redevelopment proposal will “definitely interrupt and hinder” the company's operation and growth, particularly delivery of goods.

Response:

For the First Avenue Connector to be constructed in its final location and standard, a small portion of 1735 Douglas Road is required. The developer has been unsuccessful in acquiring this property for inclusion in the subject development proposal. Consequently, the First Avenue Connector is proposed to be constructed in an interim condition and location which does not require any land from 1735 Douglas Road (Monte Cristo Bakery). This proposed interim road design acknowledges and respects the two driveway crossings the bakery currently has on Douglas Road. The transportation impact assessment undertaken by Bunt & Associates confirms that “*the proposed site development will not impact the Monte Cristo Bakery property in any way.*” The study does make some suggestions aimed at improving crossing safety in relation to Carleton Avenue, across Douglas Road, which will be taken into consideration when the detailed design of the interim First Avenue Connector is pursued.

Issue #7 – Density Bonus: Concerns about the developer's use of bonus density were raised.

Response:

The subject site is within a designated Town Centre, and as such is eligible for density bonusing under the Zoning Bylaw. Particularly, the applicant is able to achieve an additional 0.40 of residential FAR, which translates into 35,633 sq. ft. of additional floor area. At its meeting of

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2008 July 07, Council adopted a recommendation from the Community Development Committee that \$2,241,303 in density bonus funds be applied to the expansion of the Willingdon Heights Community Centre.

The 35,633 sq. ft. of bonus density translates into approximately five storeys of the high-rise apartment tower. Reduction of the proposed 32-storey building by five storeys would not appreciably alter its appearance or impact on the high-rise development to the south. Because of the relatively minor overall impact of the bonus density, and in light of the architectural changes proposed to reduce the project's physical impact as previously noted, staff continue to support use of the density bonus provisions of the Zoning Bylaw.

3.0 SYSTEM-WIDE TRANSPORTATION IMPROVEMENTS

Several of the presentations at the Public Hearing for the subject rezoning application made reference to more general transportation related concerns, such as speeding on Douglas Road, a lack of pedestrian walkways in the area, and the adequacy and safety of bike routes in the area. These concerns are systematic in nature and are beyond the immediate scope of the proposed development and thus the subject rezoning application. In recognition of this, at the Public Hearing for the subject rezoning application, Council adopted the following recommendation:

THAT the issues raised by Mr. Hernandez be referred to the Transportation Committee for review.

A report on these broader transportation issues is being pursued for consideration by the Transportation Committee as a related project, but separate from the subject rezoning application.

4.0 CONCLUSIONS

In conclusion, the proposed high-rise apartment and townhouse development, with full underground parking, is in line with the adopted Brentwood Town Centre Development Plan and related transportation plans, and is consistent with established bylaw provisions and development guidelines in regards to its siting, massing, density, parking, and site and building design. The mapping errors which were raised at the Public Hearing resulted from an inadvertent application of the RM3 designation, intended to be specific to a single succession precinct not including the subject site. It is noted that the correct land use designation for the subject site was indicated in the initial and Public Hearing reports for the subject rezoning application. The extensive design changes proposed by the applicant adequately respond to many of the concerns raised at the Public Hearing regarding the physical impact of the proposed development. The transportation assessment requested at the Public Hearing revealed the proposed development would have negligible impacts on adjacent roads in terms of traffic, off-street parking supply is more than

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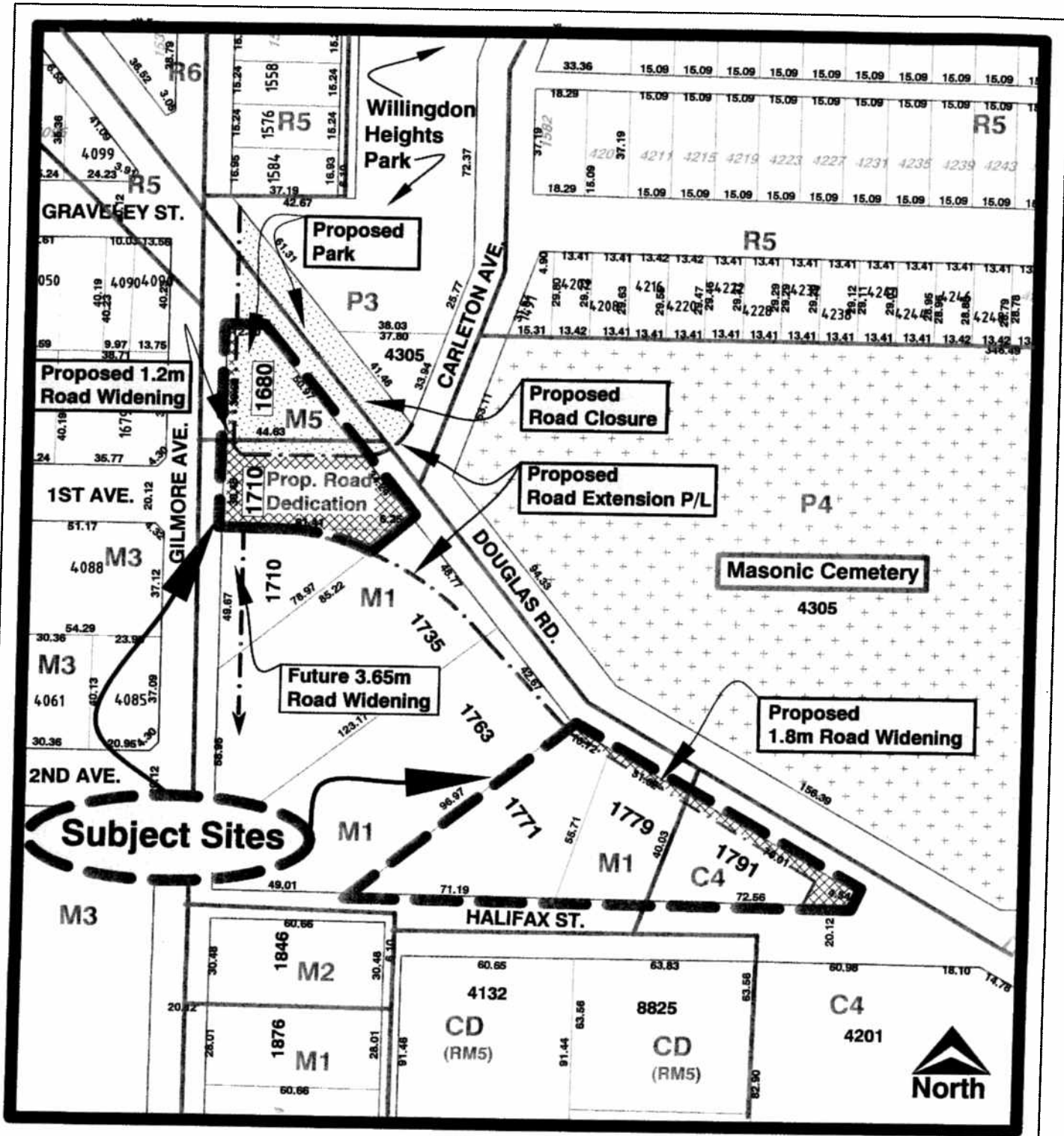
adequate, and the transportation improvements gained from the proposed development would significantly improve the system locally. Finally, it is worth noting that two key objectives of the Brentwood Town Centre Development Plan are achieved in connection with this rezoning amendment proposal. These are:

- the acquisition of a significant portion of Willingdon Heights Park including the completion of the final southern configuration of the Park permitted by a closure of a portion of the Douglas Road right-of-way; and,
- the ability to connect First Avenue to Douglas Road in line with its “Major Collector-Primary” designation, which is part of the adopted Burnaby Transportation Plan – Major Road Networks, a strategic aspect of the overall transportation network in the Town Centre area. The dedication and construction of the First Avenue Connector would allow the closure to traffic and development of the closed portion of Douglas Road as part of Willingdon Heights Park.


B. Luksun
Director Planning & Building

EK:gk
Attach

cc: City Clerk
Director Engineering



Planning and Building Department

Scale: 1 : 2000

Drawn By: J.P.C.

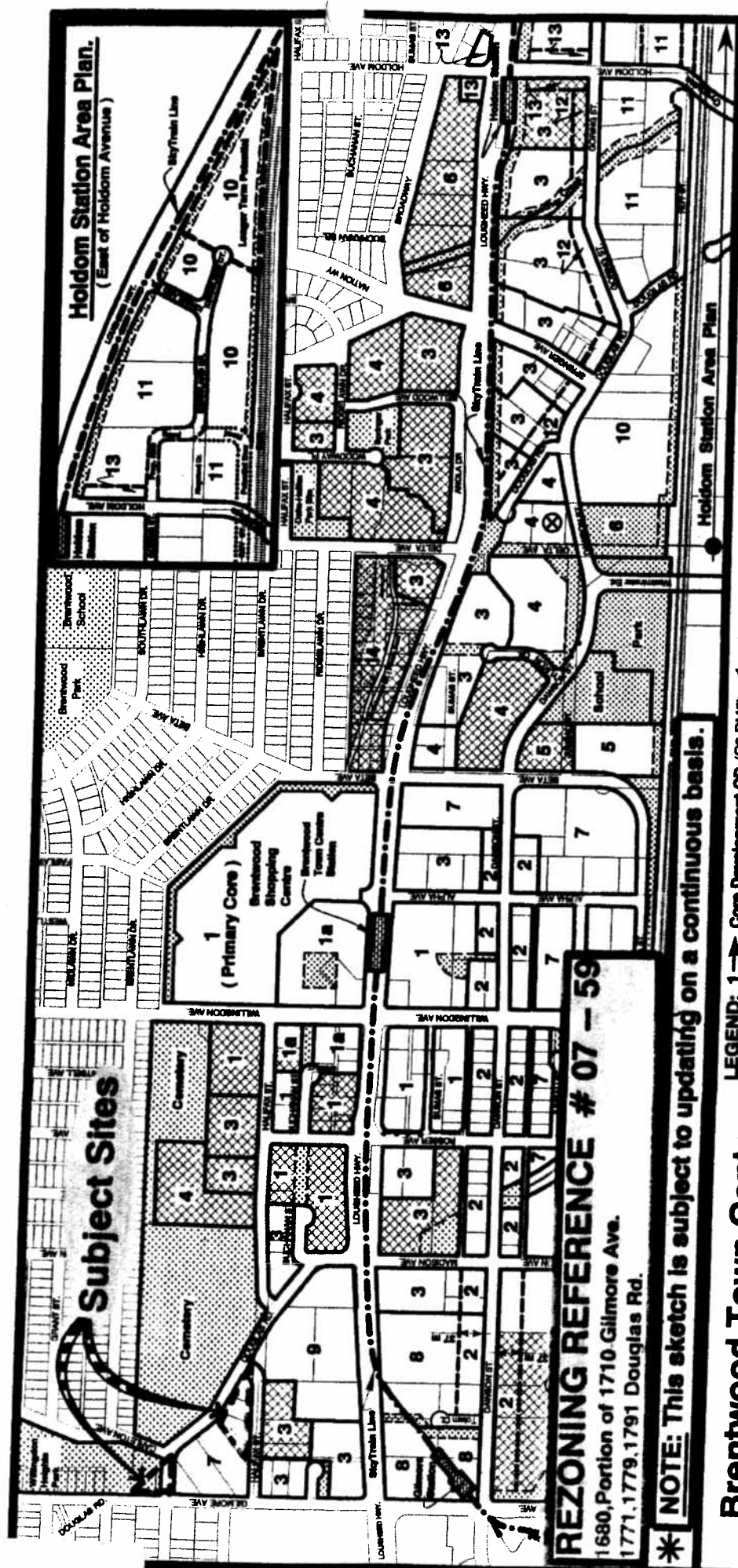
Date: June 2008

REZONING REFERENCE # 07 -- 59

1680, Portion of 1710 Gilmore Ave.

1771, 1779, 1791 Douglas Rd.

Sketch # 1



REZONING REFERENCE # 07 - 59
 1680, Portion of 1710 Gilmore Ave.
 1771, 1779, 1791 Douglas Rd.

*** NOTE: This sketch is subject to updating on a continuous basis.**

**Brentwood Town Centre
 Development Plan**
 (Including Holdom Station Area Plan)

Land Use Concept

- LEGEND:**
- 1 → Core Development CD (C3, RM5) - 1a → CD (C3)
 - 2 → Village Street C9
 - 3 → Residential (High Density) CD (RM5)
 - 4 → Residential (Medium Density) CD (RM3)
 - 5 → Residential (Medium Density) CD (RM2)
 - 6 → Residential (Low-Density Townhousing) CD (RM1)
 - 7 → Succession (Industrial to Multiple Family Residential)
 - 8 → Secondary Commercial CD (As per RZ #00 - 25)
 - 9 → Existing Services Commercial
 - 10 → Suburban Business Centre (B1)
 - 11 → Urban Business Centre (B2)

- 12 → Live/Work or Townhouse Buffer CD (C2, RM2)
- 13 → Street Frontage Commercial Mixed Use CD (C2, RM3)
- ⊗ → Areas may include tower forms .
- ▨ → Part, School, Public Open Space, Buffer
- ▩ → Completed or Rezoned in Accordance with Development Guidelines

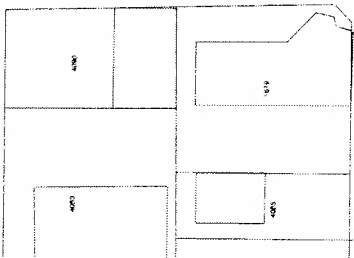


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 Updated to May 2008

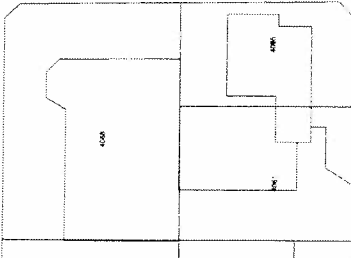


Planning and Building Department

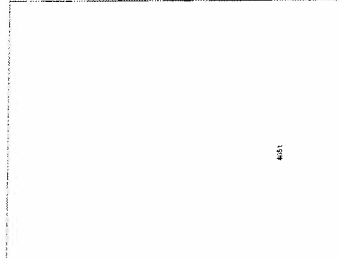
GRAVELEY ST



1ST AV



2ND AV



GILMORE AV

GRAVELEY ST

WILLINGDON HEIGHTS PARK

CARLETON AV

DOUGLAS ROAD

EXISTING BUILDING

1740

1730

1720

1710

1700

1690

1680

CEMETERY

4000

4010

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Existing Development Proposal

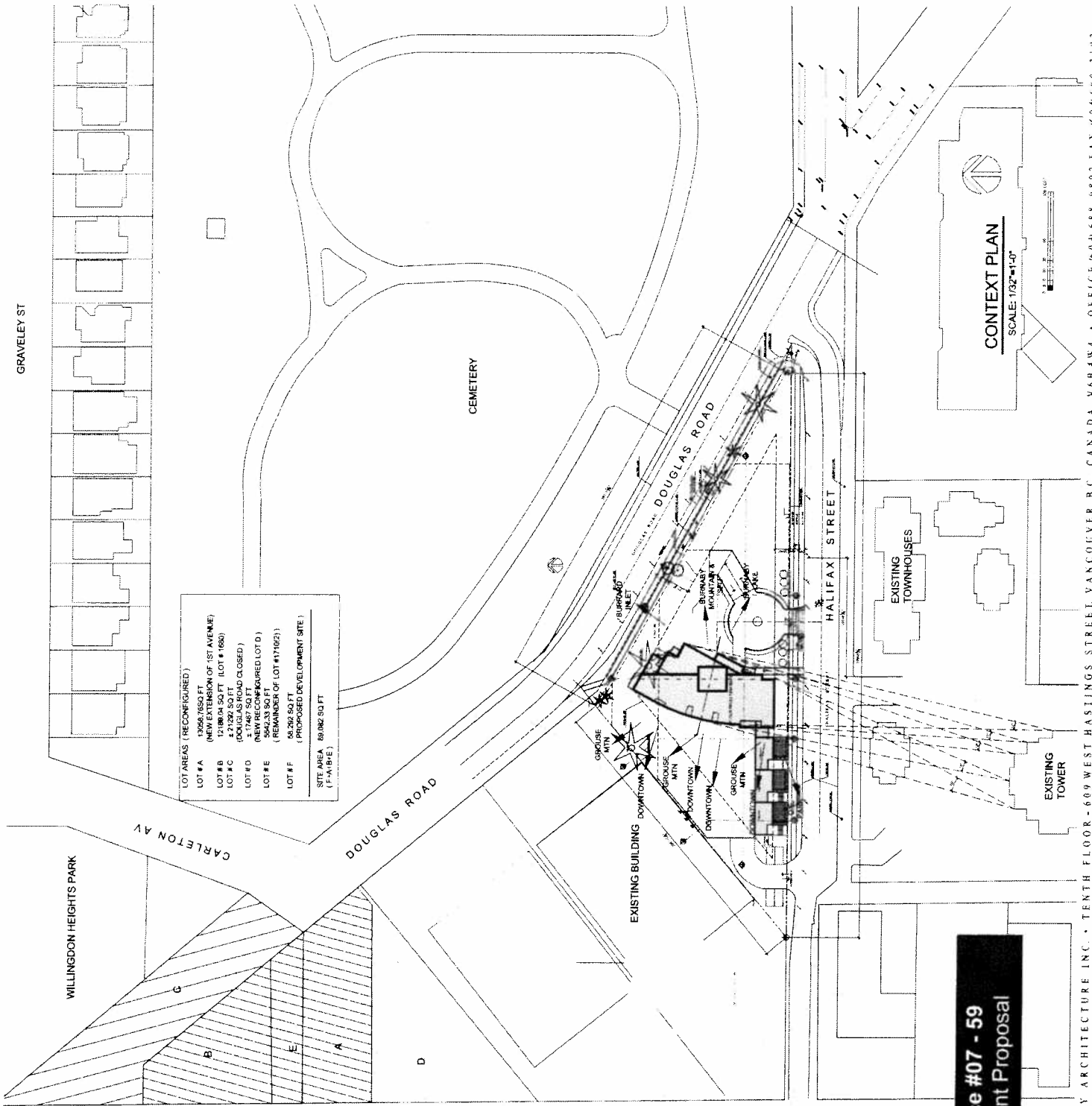
Sketch 3

HEWITT + KWASNICKY ARCHITECTS INC. • TENTH FLOOR - 609 WEST HASTINGS STREET, VANCOUVER, B.C., CANADA, V6B 4W4 • OFFICE (604) 688-0893 FAX (604) 688-1192 • 4206



CONTEXT PLAN
 SCALE: 1/32"=1'-0"





Rezoning Reference #07 - 59
Revised Development Proposal

Sketch 4