

REPORT TO: Council FOR: Regular

REPORT FROM: Development Services (Planning)

PRESENTED: October 7, 2014 FILE: 2011-11

SUBJECT: District of Squamish Zoning Bylaw No. 2200, 2011 Amendment Bylaw (Comprehensive

Development Zone No. 68) No. 2341, 2014: 38014 and 38034 Fourth Avenue, Centrepoint

Recommendation:

That Council approve the following resolutions:

THAT the District of Squamish give District of Squamish Zoning Bylaw No. 2200, 2011, Amendment Bylaw (Comprehensive Development Zone No. 68) No. 2341, 2014 be given first and second reading.

THAT a Public Hearing be scheduled for 6pm on October 28, 2014 at Municipal Hall.

THAT prior to the Public Hearing, the following items be resolved by the applicant and presented to Council:

- Submission of parking study update from parking consultant;
- Submission of FCL update from geotechnical engineer;
- Confirmation of water service upgrade requirements; and
- Confirmation of sufficient sanitary service capacity in the District's sanitary sewer collection system for the proposed development.

1. Purpose:

To amend Comprehensive Development Zone No. 68 (CD-68) located at 38014 and 38034 Fourth Avenue to permit: an increase in lot coverage, a reduction to the rear-yard setback, a revision to the parking requirements, and the inclusion of revised building plans.

2. Background:

October 18, 2011: The project was first brought before Council for a zoning amendment application requesting a change in zoning from P1 (Neighbourhood Civic) to CD-68 (Comprehensive Development Zone 68). On that date, the following motion was carried:

THAT Council direct staff to continue processing the United Church Community Centre rezoning application; and

THAT staff prepare a report to Council providing recommendations on relaxation of servicing requirements, and a waiver of development cost charges and rezoning fees, to facilitate the United Church Community Centre project.

December 4,2012: The bylaw amendment to rezone the lots to CD-68 (BYL 2185, 2012) was adopted, to allow for non-profit offices, a church, community space and a social housing project in Downtown Squamish - together called Centrepoint.

June 25, 2013: Sea to Sky Community Services requested that the District partner on the project to move the project forward. Approximately \$300,000 in District support was requested from Council for waiving fees for the Centrepoint non-profit project. The Local Government Act allows municipalities to waive Development Cost Charges (DCCs) and permit fees for projects of this nature.

July 2, 2013: Council voted to support the project by waiving project DCC fees and by contributing the full balance of the District's Affordable Housing Reserve Fund. Council passed the following motion:

THAT the District of Squamish grant relief on fees estimated at \$108,500 for Development Cost Charges and permit fees and also allocate \$188,000 from the Affordable Housing Reserve fund to the Centrepoint project, subject to staff review.

3. Project Information:

- a) The Centrepoint project is a mixed-use development of the Squamish United Church, the administrative/program space offices of the Sea to Sky Community Services and 32 units of social housing.
- b) Since the original rezoning was approved, the project has evolved to accommodate programming requirements, building phasing, and budget constraints.
- c) A development application has been received for a second Zoning Amendment (rezoning) of the Centrepoint lots at 4th Ave and Victoria St in Downtown Squamish, in concert with a Development Permit application.
- d) **Adjacent Uses** To the north, south, and west of the subject property, the adjacent land use is residential (zoned RS-2, maximum three stories), currently developed as one-or-two-storey single family homes. To the east is C-4 (Downtown Commercial) zoned land.
- e) **Proposed changes** Permitted uses, maximum height and Floor Area Ratio (FAR) are not being amended. Proposed changes to the zone that was approved in 2012 include:
 - i. An increase to lot coverage, resulting from moving the social housing component to the rear of the site above a surface parking lot;
 - ii. A reduced rear setback;
- iii. An increase in the number of residential units and a reduction to the area calculations of other uses;
- iv. A decrease in the provision of parking stalls; and
- v. Revised building plans need to be appended to CD-68 Zone showing the changed form and massing of the building.
- f) **Building Design** The zoning changes listed above to CD-68 are explained further as:
 - i. The housing is now separate from the rest of the building to allow the housing to be built on its own timeline/phasing and its own funding. The housing is in the centre of the site to the rear. The housing will be four storeys of residential above one storey of

- surface parking resulting in a height of five storeys. The building's site coverage has increased from 49% to 63%;
- ii. Residential units have increased, from 21 units at the full five-storey built-out as presented in the 2012 rezoning to 32 units today;
- iii. The area calculations for non-residential uses have decreased due to building efficiencies;
- iv. Parking has been reduced from 33 stalls to 32 stalls. The parking is discussed in detail later in this report;
- v. The daycare has moved from Fourth Avenue to Victoria St;
- vi. The community use space, to be located in the existing church building, would be appropriate for small social/recreational groups of 10-16 people;
- vii. The loading bay has been moved to the curbside on Fourth Ave to accommodate dropoff needs, wheelchair access and improve general functionality; and
- viii. In the 2012 rezoning, the existing church's facade was preserved, visible on the street frontage. The façade is no longer proposed to be retained.
- g) Parking The residential units presented in the 2012 rezoning has increased, and the area calculations for the non-residential uses has decreased. In 2012, a parking study prepared by Bunt & Associates Engineering, dated Jan. 31, 2012 (Attachment 3), recommended the following:

"It is recommended to consider a residential parking rate of 0.30 spaces per unit for this development. Considering this level of residential parking supply and the shared parking rationale, the site will meet the bylaw parking requirements for both the proposed 3 storey and future 5 storey buildings."

The analysis is based on the assumption of a shared parking rationale, where it is expected that the individual uses will have peak parking demands at opposite times of the day. The church parking demand peaks during the weekends and during weekday evenings, while the SSCSS parking will peak during the day on weekdays, with very little or no parking demand on the weekends and weekday evenings."

The parking study went further to identify an expectation that very few of the residents would have vehicles, and that based on other similar projects, a rate of 0.3/unit was used. In addition, 26 bicycle stalls would be provided on-site. The parking calculations were captured in the zone requirements, as follows:

39 LLL.8 Off-Street Parking and Loading

A minimum of 33 parking stalls (including 2 accessible stalls), and one loading bay shall be provided. Parking is not in accordance with Section 40 of District of Squamish Zoning Bylaw No. 2200, 2011, based on a shared parking rationale, the provision of 26 bike parking stalls, and a residential ratio of 0.3 cars/ unit used for the social housing component of the project.

In 2012, the parking study used a count of 21 residential units at five-storey build-out for its parking calculations. The parking study identified that the Victoria and Fourth Avenue street frontages would be reconstructed and provide 16 public on-street spaces. This street parking count is now reduced to 14 parking spaces due to moving the loading bay from the back of the building to the front of the building. To note, the site currently provides 24 on-site parking stalls and 11-12 street parking spaces.

The original rezoning's parking consultant, Bunt & Associates Engineering, will provide an understanding of the impact of the building changes on the parking for the development and existing neighbourhood. The parking study will acknowledge the increase in the residential unit count, the decrease in other area calculations, and provide direction on whether the parking supply is anticipated to meet the needs of this development.

- h) **Engineering Water Supply:** The Centrepoint project underwent significant staff review when it was first rezoned in December 2012 as follows:
 - i. October 28, 2011 A letter was sent from the District's GM of Engineering and Parks to the proponent (Attachment 4) requesting \$9,000 in fees as a cash security deposit for off-site servicing review. The \$9,000 deposit was not received by the District; therefore this work did not proceed.
 - ii. October 17, 2012 The District's Engineering Department provided a fire flow calculation to the proponent from District-wide fire flow information. The fire flow calculation was generated by the District's Engineering consultant through a computer-generated model. The fire flow calculation from the model indicated that there was sufficient capacity to satisfy the proposed building's fire flow requirements at this location. The number was provided to the proponent without additional review.
 - iii. November 6, 2012 First and Second Readings Report to Council for Bylaw 2185, 2011 identified the following regarding Engineering: "The anticipated impacts of the proposed development are expected to be minimal to existing municipal servicing... Current water supply is anticipated to be capable of supplying the proposal, **though additional studies are to be completed to confirm...** Sanitary system has capacity to accommodate this proposal."
 - iv. September 2014 During review of this second Zoning Bylaw amendment application by current Engineering staff, the diameter of water pipe (a 150 mm (6") concrete asbestos pipe) was noted as being insufficient to deliver the water flow required to fight a fire in a high-density, multi-use building. Review of fire hydrant flow testing in this area of Downtown has confirmed that the water main in the vicinity of this project will <u>not</u> meet the fire flow requirements and will require upgrading.

Water service will likely need to be upgraded from the 150 mm (6") pipe to 250 mm (10") or 300 mm (12") diameter, from the intersection of Third Avenue and Victoria St, around the perimeter of the project along Victoria St. and part-way up Fourth Avenue. The proponent's Engineer will confirm fire flow requirements and final water main sizing and configuration prior to Public Hearing. The diameter and extent of pipe upgrades identified above would

allow installation of two fire hydrants, allowing two fire pumper trucks to provide the sufficient fire flows needed to adequately fight a fire at this building. The estimated order of magnitude cost for this would be approximately **\$290,000**; however this will be confirmed by the proponent's Engineer.

Water, and potentially sewer, upgrades are necessary for the development to proceed. The water, and potentially sewer, are not included in the current or proposed DCC Project List. Therefore, cost to upgrade water supply is a legitimate cost of development for this project - meaning typically the proponent would install the required infrastructure to service the proposed development. Water supply and sanitary sewer system requirements will be formalized through a Servicing Agreement at time of Building Permit.

- i) Engineering Sanitary: Current Engineering staff has identified potential concern with the sanitary sewer servicing. Previous Engineering reports and reviews lacked specific information indicating that the hydraulic capacity of the downstream sanitary sewage collection system was sufficient to handle this development's sanitary flows. Prior to Public Hearing, the proponent will have the District sanitary model run, complete with a technical memorandum or report. The report will assess the impact of Centrepoint's peak sanitary sewage flows on the hydraulic capacity of the downstream gravity sewer(s) to the next-in-line lift station and sanitary trunk mains and force mains beyond, possibly enroute to the District's Sewage Treatment Plant.
- j) Engineering Stormwater: The 2012 Report to Council identified that "Stormwater is being reviewed.... Stormwater drainage will tie into infrastructure put in place in the development of the Skye project Downtown. The drainage issues that are experienced at the north end of this block are due to that stormwater draining to the northwest of Downtown, whereas this project will drain to the southwest." The proposal will install curb, gutter and sidewalk on Victoria Street and Fourth Avenue. The impervious surface on site has not increased with this second rezoning, because a portion of the building now lies overtop of what had previously been surface parking.
- k) **Engineering Lighting:** Street lighting/ pedestrian lighting will be reviewed as part of the Development Permit.
- Flood Construction Level: In general, flood mitigation requirements in BC do not allow 'habitable space' below FCL. 'Habitable space' typically includes residential, commercial, office and other uses (ie. means any room or space within a building or structure that is, or may be, used for human occupancy, commercial sales, business, or storage of goods, excluding entrance foyer or parking facility).

The District of Squamish has policy in our OCP allowing non-residential uses below FCL in the Downtown in order to preserve the Downtown streetscape as follows:

OCP policy 25 - 15 To preserve the historic streetscape, the District shall consider exempting non-residential uses in the Downtown from the required flood construction elevation, subject to other mitigation measures endorsed by a qualified professional engineer.

Attachment 5 of this report is an Interim FCL memo from District of Squamish Engineering Department to the development community, issued on August 11, 2014. The memo indicates that the FCL in the Downtown has been raised to 5.0m elevation. The proponent's Geotechnical Engineer will amend/update their October 21, 2011 Flood Hazard Review in response to the memo.

4. <u>Department Comments:</u>

Amendments to the zone are generally considered minor; however staff has concern regarding whether the parking supply will meet the needs of the development. Water and sewer servicing requirements are not resolved at the time of writing this report.

The development requires a Development Permit as it is subject to Development Permit Area 7 (DPA7) - Multi-Family Housing. The building form and character will be reviewed by the District's Advisory Design Panel and by staff to ensure that it has been designed to meet the goals and objectives of the DPA7 guidelines.

5. Implications:

a) **Budget**:

The District passed a motion in July 2013 to relieve DCC fees (\$108,500) for this project as well as to donate the full balance of the District's Affordable Housing Reserve Fund to Centrepoint (\$188,000). Because the residential unit count has increased, and the area calculations for other uses has decreased, the value of the DCC fees may change from the estimate of \$108,500.

- b) **Policy**: The development complies with municipal policy per Appendix A.
- c) **Environmental:** None.
- d) **GHG's:** The project encourages the reduction of GHG emissions by actively encouraging bike and pedestrian access as alternative modes of travel and the provision of 26 bike stalls, thereby reducing vehicle use in a downtown location.
- e) <u>Council Priority and Strategic Plan Alignment:</u> Downtown Transformation, and Retain Existing Businesses and Support Expansion.

6. Attachments:

- 1. Appendix A;
- 2. Bylaw 2341, 2014;
- 3. Original Centrepoint rezoning report for First and Second Readings, including Bunt & Associates Parking Study and GeoPacific Consultants Flood Hazard Review dated November 6, 2012;
- 4. Engineering off-site servicing review letter, sent from the District's GM of Engineering and Parks to the proponent, dated October 28, 2011;

- 5. Interim FCL update from District of Squamish Engineering Department to the development community, dated Aug 11, 2014, titled "Flood Construction Level Changes";
- 6. Rezoning architectural plans and elevations dated August 15, 2014; and
- 7. R.P.Bio Watercourse Regulation letter dated Dec. 22, 2011.

7. <u>Alternatives to Staff Recommendation:</u>

Another course of direction/action as directed by Council.

8. <u>Staff Review</u>

Planning	Interim Director of Planning
John Grainger, P Eng	Rod McLeod,
Municipal Engineer	Director of Engineering
Linda Glenday, MBA	Robin Arthurs
GM, Development and Community Services	GM, Corporate Services

CAO Recommendation:
That the recommendation of the Planning Department be approved.

C. Speaker, CAO



FILE: 2011-11

APPENDIX A: Policy support for BYL 2341, 2014 - Centrepoint

The Centrepoint building design emphasizes smart growth principles in a comprehensive mixed-use building design. The OCP Growth Management Concept element of Downtown First states: "This element involves significantly revitalizing the downtown... through mixed use residential, employment, commercial and institutional development. In its totality, the downtown is to function as the economic, cultural, institutional and heart of Squamish, containing a broad mix of facilities, activities, events and opportunities for residents to participate in the social fabric of the community."

The proposal is consistent with OCP policy, specifically:

- 10-8: The District will encourage the enhancement of linkages within the community between cultural, social, recreation and other community groups and associations to improve the overall quality of life of the community.
- 10-28: Downtown Squamish is identified as the preferred location in the District for multiunit residential buildings, mixed use commercial and residential buildings, office buildings, institutional buildings, and arts and cultural facilities.
- 14-10: Future institutional uses that serve the entire municipality or region will be encouraged to locate in Downtown Squamish to enhance the vibrancy and diversity of downtown and reinforce its role as the focal point of the community.
- 14-18: The District will seek opportunities to work with the Vancouver Coastal Health
 Authority, School District 48 (Howe Sound), government agencies, private and not-for-profit
 service providers and community agencies to identify and address social needs and issues
 and to maximize the efficiency and effectiveness of the social service delivery system.
- 14-20: The District will work to establish and strengthen partnerships with local community groups and organizations to provide for the overall health and wellness of the community.
- 14-24: The District supports the provision of residential-based services for persons with special needs as an integral part of the fabric of each neighbourhood.
- 14-27: The District will encourage the development of preschool and day care facilities as needed.
- 14-29: The District supports retaining and attracting new institutional uses to Downtown.
- 14-32: The inclusion of places of worship, as an integral part of residential neighbouroods, is encouraged...

- 14-49: The adaptive reuse and rehabilitation of older buildings is encouraged as a method of retaining a legacy of buildings with local heritage significance.
- 14-50: Where buildings of heritage, historical or architectural significance are on land slated for redevelopment, the District will encourage the conservation of the building and its components or incorporation of an authentic design program that reflects the building's scale and local architectural vernacular.
- 17-15: Special needs housing and non-market housing is considered an integral component in new residential areas and is encouraged throughout the community in close proximity to amenities.
- 17-17: The District supports the provision of 'special needs' housing that incorporates 'universally accessible design' components and enables residents to remain in the community.
- 17-22: The District will consider bonus density floor space, or other development incentives, where a development proposal includes affordable housing.
- 17-25: The District will work in co-operation with the provincial and federal governments, the real estate community, proponents, social service agencies, faith-based organizations, service clubs and other community groups to develop and maintain affordable housing and foster support services for those groups that have the least choice in the housing market.
- 18-12: Downtown Squamish is intended to function as the core of the community. It should benefit from the widest range of permitted uses within the District including a range of retail, services, professional offices and higher density residential than other parts of the community so as to bring vitality, aesthetic quality and livability to this location.
- 18-13: Downtown Squamish will continue to serve as the commercial and institutional centre for the community and be a regional service center for the southern part of the Squamish-Lillooet Regional District.
- 18-17: A range of facilities and services that strive to meet the needs of all members of the community, including children, seniors and youth, shall be encouraged in the Downtown.
- 18-20: Future institutional uses that serve the entire municipality or region will be encouraged to locate in the Downtown to enhance its vibrancy and diversity and reinforce its role as the focal point of the community.
- 18-35: Off-street parking shall be provided and accessed from the rear of the building where
 possible in order to avoid disruption of the street-wall by parking lots or driveways.

The proposal complies with District objective to ensure the planning, design, and development of neighbourhoods that support walking, cycling, public transit and other energy-efficient transportation modes. Related OCP policy includes:

• 22-16f: Energy-efficient forms of development shall be actively encouraged through... encouraging new buildings locating in the downtown to install space and water heating

- systems compatible with and connectable to a potential future district energy system; transit-friendly access; incorporating policies that support walking, cycling, and transit.
- 22-14: The District supports higher urban densities, a wide mix of uses, and the location of large institutional facilities in the downtown to increase the feasibility of a district energy system being developed.
- 23-31: The provision of end-of-trip facilities for cycling, such as appropriately designed and located bicycle racks, is strongly encouraged, particularly at key nodes within the Downtown and other commercial nodes throughout the District.

The proposal is consistent with Downtown OCP policy and objectives, specifically:

- Develop a vibrant downtown core;
- To reinforce Downtown Squamish as the institutional centre of the Sea-to-Sky corridor;
- To create a vibrant, safe, healthy, and supportive community that embraces and encourages social and cultural diversity;
- To encourage and foster local institutions and community organizations in Squamish;
- To encourage a wide range of housing by type, tenure, and price to ensure people of all ages and incomes have a diversity of housing choices;
- To revitalize Downtown Squamish;
- To establish and promote the Downtown as a key destination within the community and within the Sea to Sky corridor; and
- To establish and reinforce Downtown as the central commercial and institutional centre for the Sea-to-Sky corridor.

DISTRICT OF SQUAMISH

BYLAW NO. 2341, 2014

A bylaw to amend District of Squamish Zoning Bylaw No. 2200, 2011

WHEREAS the District of Squamish deems it necessary and appropriate to amend Zoning Bylaw No. 2200, 2011;

NOW THEREFORE the Council of the District of Squamish, in open meeting assembled, enacts as follows:

- 1) This bylaw may be cited as 'District of Squamish Zoning Bylaw No. 2200, 2011 Amendment Bylaw (Comprehensive Development Zone 68) No. 2341, 2014.'
- 2) District of Squamish Zoning Bylaw No. 2200, 2011, as amended, is further amended as follows:
 - a) By removing Section 39LLL (Comprehensive Development Zone 68) (CD-68), including Schedules 'A', 'B', and 'C', and replacing with the following:

'SECTION 39 LLL – COMPREHENSIVE DEVELOPMENT ZONE NO. 68 (CD-68)

The intent of this zone is to accommodate a five storey building and will consist of a community hall, church, government funded office space, and a multi-unit social housing project.

39LLL.1 Permitted Uses

The following uses and no others shall be permitted:

- a) Assisted living facility;
- b) Artisan;
- c) Assembly;
- d) Community care facility:
- e) Community activity centre;
- f) Child care facility;
- g) Non-profit offices;
- h) Health centres and clinics;
- i) Library;
- j) Non-profit housing;
- k) Playground;

- School; and
- m) Social enterprise.

Accessory uses

- n) Accessory recreational facilities;
- o) Accessory residential dwelling; and
- p) Accessory uses.

39 LLL.2 Height of Principal Buildings

No principal building shall exceed a height of 17.8 m (58.5 feet) or 5 storeys, whichever is less.

39 LLL.3 Minimum Lot Area

The minimum lot area shall be 0.279 hectares (0.689 acres).

39 LLL.4 Lot Coverage

The lot coverage shall not exceed 63% of the total lot area.

39 LLL.5 Floor Area Ratio (FAR)

The maximum floor area ratio is 1.25.

39 LLL.6 Minimum Setbacks for Principal Buildings

Front Setk	oack	Rear Setba	ack	Interior Sid Setback	е	Exterior Sid	e Setback
m.	ft.	m.	ft.	m.	ft.	m.	ft.
3.05	10	2.44	8	1.52	5	1.52	5

39 LLL.7 Fencing, Landscaping, and Screening

Screening and landscaping must be provided in accordance with Section 4.7 of District of Squamish Zoning Bylaw No. 2200, 2011.

39 LLL.8 Off-Street Parking and Loading

A minimum of 32 parking stalls (including 2 accessible stalls), and one loading bay shall be provided. Parking is not in accordance with Section 40 of District of Squamish Zoning Bylaw No. 2200, 2011.

39 LLL.9 Accessory Buildings

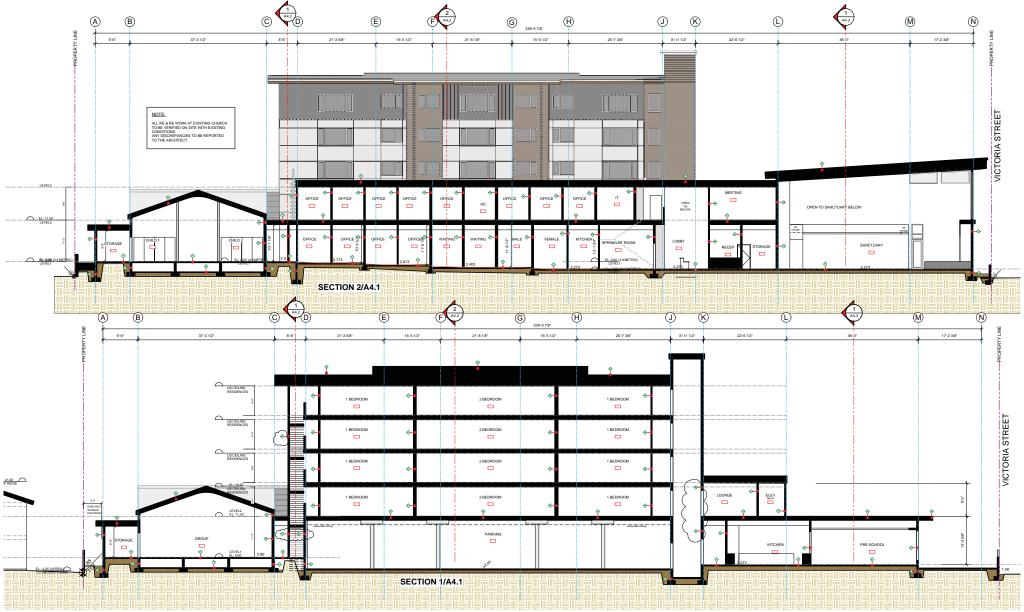
All accessory buildings shall comply with the requirements of Section 4.4 of District of Squamish Zoning Bylaw No. 2200, 2011.

39 LLL.10 Comprehensive Development Plan

All buildings, structures, and uses shall generally comply with the size, shape, siting, and height as designated on the approved Comprehensive Development plans attached as Schedules 'A', 'B', and 'C' to this CD-68 Bylaw.

READ A FIR	RST AND S	ECOND TIM	1E this 7 th day	of October	r, 2014.		
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PUBLIC HE	ARING HE	LD on this	day of				
READ A TH	IRD TIME t	his da	y of				
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	Ma	ayor					
	Co	rporate Offic	er				

Schedule A, CD-68



Issued For:	Date:	No:	Revision:	Date:
1. REVIEW	08.JAN.2014			
2. REVIEW	14.JAN.2014			
3. CONSULTANT REVIEW	11.APRIL2014			
CONSULTANT COORDINATION	22.APRIL.2014			
REZONING + DP	05.MAY.2014			
REVIEW	10.JUNE.2014			
DESIGN DEVELOPMENT & DP APPLICA	TION 19.JUNE.2014			
DESIGN DEVELOPMENT & DP APPLICA	TION 15.August 2014			



CENTREPOINT

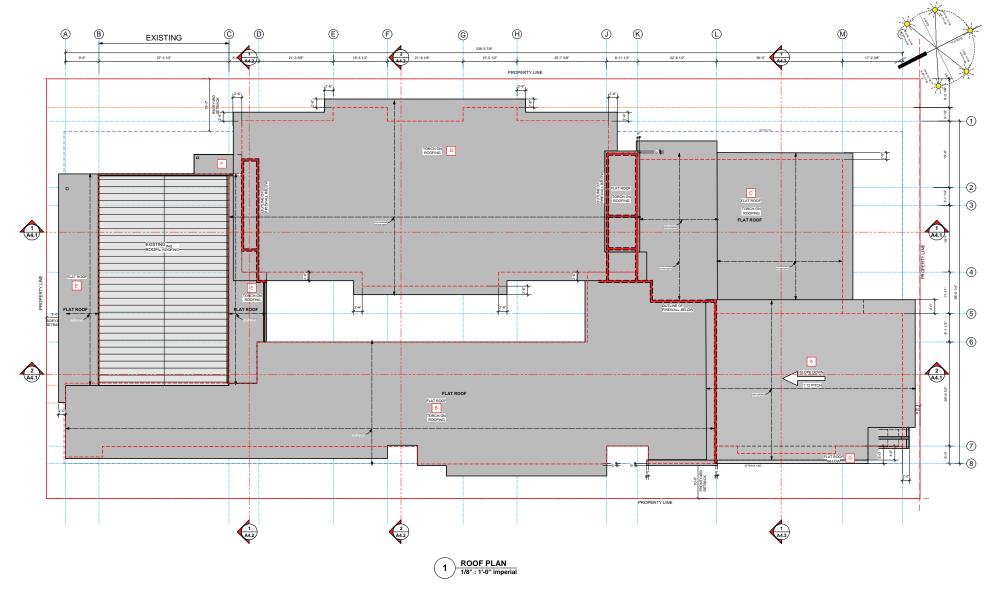
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Schedule C, CD-68



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CONSULTANT REVIEW	11.APRIL.2014	_		
CONSULTANT COORDINATION	22.APRIL 2014			
REZONING & DP	05.MAY.2014			
REVIEW	10.JUNE.2014			
DESIGN DEVELOPMENT & DP APPLICATION	19.JUNE.2014	=		
DESIGN DEVELOPMENT & DP APPLICATION	15.August 2014			



CENTREPOINT

FOURTH AVENUE & VICTORIA STREET, SQUAMISH, B.C.

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