



Item .....
Meeting ..... 2018 June 25

COUNCIL REPORT

**TO:** CITY MANAGER 2018 June 20

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** **REZONING REFERENCE #17-27**  
**A Single High-Rise Apartment Building with Street-Oriented Townhouses and a Low-Rise Non-Market Rental Component**  
**Metrotown Downtown Plan**

**ADDRESS:** 6444 Willingdon Avenue and 4241 Maywood Street  
(see *attached* Sketches #1 and #2)

**LEGAL:** Lot G, DL 151, Group 1, NWD Plan 2069 and Lot 50, DL 151, Group 1, NWD Plan 25004

**FROM:** RM3 Multiple Family Residential District

**TO:** CD Comprehensive Development District (based on the RM5s and RM3 Multiple Family Residential Districts and Metrotown Downtown Plan as guidelines and in accordance with the development plan entitled "Willingdon" prepared by GBL Architects Inc.)

**APPLICANT:** Anthem Properties Group Ltd.  
300-550 Burrard Street  
Vancouver, BC V6C 2B5  
Attention: Melissa Howey

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2018 July 24.

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**RECOMMENDATIONS:**

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2018 July 09 and to a Public Hearing on 2018 July 24 at 7:00 p.m.
2. **THAT** the following be established as prerequisites to the completion of the rezoning:
  - a) The submission of a suitable plan of development.

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- b) The deposit of sufficient monies including a 4% Engineering Inspection Fee to cover the costs of all services necessary to serve the site and the completion of a servicing agreement covering all requisite services. All services are to be designed to City standards and constructed in accordance with the Engineering Design. One of the conditions for the release of occupancy permits will be the completion of all requisite services.
- c) The installation of all electrical, telephone and cable servicing, and all other wiring underground throughout the development (as well as underground switching and transformer/service boxes in town centre locations), and to the point of connection to the existing service where sufficient facilities are available to serve the development.
- d) The submission of an undertaking to remove all improvements for the site.
- e) The utilization of an amenity bonus through the provision of a cash in-lieu contribution in accordance with Section 3.3 of this report.
- f) The dedication of any rights-of-way deemed requisite.
- g) The granting of any necessary statutory rights-of-way, easements and/or covenants.
- h) The granting of a Section 219 Covenant:
  - restricting enclosure of balconies;
  - restricting the use of the guest room;
  - indicating that project surface driveway access will not be restricted by gates;
  - Section 219 Covenant to ensure that the density of development of air space parcels and strata lots comply with the approved CD zoning for the site and to ensure that the overall site continues to function as a single, integrated development;
  - ensuring compliance with the approved acoustical study;
  - guaranteeing the provision and ongoing maintenance of stormwater management facilities;
  - Section 219 Covenant ensuring the provision of a Housing Agreement, as outlined under Section 3.5 of this report;
  - ensuring handicap accessible parking stalls in the underground residential parking areas be held in common property to be administered by the Strata Corporation; and,
  - guaranteeing the provision and ongoing maintenance of public art.

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- i) Submission of a Tenant Assistance Plan is required in conjunction with this rezoning application.
- j) The review of a detailed Sediment Control System by the Director Engineering.
- k) The submission of a suitable on-site stormwater management system to the approval of the Director Engineering, the deposit of sufficient monies for its provision, and the granting of a Section 219 Covenant to guarantee its provision and continuing operation.
- l) The submission of a suitable Solid Waste and Recycling plan to the approval of the Director Engineering.
- m) The design and provision of units adaptable to persons with disabilities, the provision of customized hardware and cabinet work being subject to the sale/lease of the unit to a disabled person.
- n) The provision of five covered car wash stalls and an adequately sized and appropriately located garbage handling and recycling material holding space to the approval of the Director Engineering and a commitment to implement the recycling provisions.
- o) The review of on-site residential loading facilities by the Director Engineering.
- p) Compliance with the Council-adopted sound criteria.
- q) The undergrounding of existing overhead wiring abutting the site.
- r) Compliance with the guidelines for underground parking for visitors.
- s) The deposit of the applicable Parkland Acquisition Charge.
- t) The deposit of the applicable GVS & DD Sewerage Charge.
- u) The deposit of the applicable School Site Acquisition Charge.
- v) The submission of a written undertaking to distribute area plan notification forms, prepared by the City, with disclosure statements; and, to post area plan notification signs, also prepared by the City, on the development site and in the sales office in prominent and visible locations prior to Third Reading, or at the time marketing for the subject development commences, whichever is first, and remain posted for a period of one year, or until such time that all units are sold, whichever is greater.

## REPORT

### 1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit the construction of a single 42-storey apartment building located at the corner of Willingdon Avenue and Maywood Street, townhouse buildings fronting Maywood Street and Cassie Avenue, and a three storey non-market rental apartment building fronting Willingdon Avenue.

### 2.0 BACKGROUND

2.1 The subject development site is located within the Maywood neighbourhood of the Metrotown Downtown Plan Area (see Sketch #2 *attached*). The adopted Plan designates the subject development site for high-density multiple-family residential development. Specifically, the neighbourhood is intended to be pedestrian-oriented with neighbourhood linkages and a strong relationship to the Metrotown SkyTrain Station, the BC Parkway, the Metro Downtown neighbourhood to the north, and the single- and two-family neighbourhoods to the south. With respect to building form, such developments are intended for high-rise residential apartment buildings with low-rise apartments, townhousing or row-housing podiums that do not exceed four storeys.

2.2 On 2018 April 18, Council received an initial rezoning report, Rezoning Reference #17-27, which proposed to rezone the subject development site from its prevailing RM3 Multiple Family Residential District to the CD Comprehensive Development District, utilizing the RM5s and RM3 Multiple Family Residential Districts and Metrotown Downtown Plan as guidelines. The preliminary development concept indicated a proposal to develop the subject site with a single high-rise apartment building, street-oriented townhousing, and a low-rise non-market rental building.

The development concept has since been refined to encompass a 42-storey apartment building located at the corner of Willingdon Avenue and Maywood Street, three storey townhouse buildings fronting Maywood Street and Cassie Avenue, and a three storey non-market rental apartment building fronting Willingdon Avenue. The overall proposed density of the market residential component is 5.0 FAR (inclusive of the 1.6 FAR density bonus), and the overall proposed density of the non-market rental housing component is 0.32 FAR, which is in line with the proposed zoning district guidelines noted above.

2.3 Burnaby has and continues to benefit from sound planning principles established early on in the City's development. Key to these is the Official Community Plan's designation of four Town Centre areas within the City which have and are intended to continue to accommodate a significant portion of the City's population and job growth, and which provide locations for the provision of community amenities going forward.

The creation of Town Centres at Metrotown, Brentwood, Edmonds and Lougheed have served the City well in protecting single- and two-family residential neighbourhoods from pressures to accommodate new growth, and have also allowed the City to preserve a significant component of its land base for park and open space. At the same time, they contribute to Regional Planning objectives, established by Metro Vancouver in the Regional Growth Strategy, that are of benefit both locally and more broadly. Within Burnaby, and other neighbouring cities, Town Centres are helping to meet regional goals to reduce pressures for development of habitat and agricultural lands, to focus on jobs, people and services in walkable neighbourhoods that are and can be efficiently served by transit, and to reduce overall demands for travel by car with direct benefits to the environment, economy and the quality of life in the Region.

Further, Burnaby's Economic Development, Social and Environmental Sustainability Strategies, in addition to the Town Centre Plan, encourage: a varied range of housing options; improved neighbourhood livability, stability and accessibility; transit access and alternative forms of transportation; as well as green building policies. Finally, the City's Corporate Strategic Plan provides a vision for a world class city committed to creating and sustaining the best quality of life for our citizens; and one which is supported by goals for a safe, connected, inclusive, healthy and dynamic community.

The subject rezoning application is consistent with these regional and municipal plans and policies.

- 2.4 The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

### 3.0 GENERAL COMMENTS

- 3.1 The proposed development plan is for a single 42-storey apartment building located at the corner of Willingdon Avenue and Maywood Street, three storey townhouse buildings fronting Maywood Street and Cassie Avenue, and a three storey non-market rental apartment building fronting Willingdon Avenue. All parking is to be provided underground with vehicular access provided via Cassie Avenue. Based on the proposed rezoning to the CD (RM5s, RM3) District, the overall density for the development would be 5.32 FAR, of which the market residential component is 5.0 FAR (inclusive of the 1.6 FAR density bonus) and the non-market rental housing component is 0.32 FAR. The overall proposed density is in line with the proposed zoning district guidelines.

A total of 333 strata apartment units are proposed (of which 22% are adaptable) and 15 strata townhouses. It is noted that the smaller one-bedroom apartment units are 51.5 m<sup>2</sup> (554 sq. ft.) in area, in accordance with the P11e District (SFU). This is balanced with a high percentage of two- and three-bedroom units proposed within the overall development, all of which exceed the minimum unit size requirements of the Zoning

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Bylaw. The use of the P11e District for smaller one-bedroom units supports the affordability of units for those looking to enter the housing market.

A total of 30 non-market rental units are proposed (of which 20% are adaptable) within the low-rise apartment building. It is noted that the smaller one-bedroom units are 50 - 50.2 m<sup>2</sup> (538 - 540 sq. ft.) in area, in accordance with the P11e District (SFU). The use of the P11e District for smaller one-bedroom units supports the affordability of the non-market rental units. Details regarding the proposed non-market rental housing component are discussed in Section 3.5 of this report.

- 3.2 Overall, the proposal is considered to embody exceptional urban design and architectural expression in terms of the building's siting, massing, pedestrian orientation and materiality, thus meeting the standards and objectives for such development in the Marlborough Neighbourhood. To complement and soften the urban environment, a progressive landscape treatment is proposed which includes boulevards and street trees along Willington and Cassie Avenues, Maywood Street, and the neighbourhood linkage proposed along the north property line. On-site planting is integrated with the outdoor amenity spaces, including a common patio, dog area, and outdoor fitness area.

All required parking for the development is proposed to be located underground, with access taken from Cassie Avenue. A parking ratio of 1.3 parking spaces per unit (0.1 of which is for visitor parking) is proposed for the market strata units, which exceeds the minimum standard of 1.1 parking spaces per unit required by the Burnaby Zoning Bylaw. To supplement the proposed parking standard, the developer will be providing a comprehensive Transportation Demand Management Strategy, as well as a communications strategy that provides the Owners, Strata and Strata Management Company an understanding of how best to use each of the alternative transportation options.

It has been determined that the parking demand for non-market rental component of the project is significantly below that of residential strata developments. As such, the applicant is proposing that 0.62 spaces per non-market rental unit, as supported by a Rental Parking Analysis and Transportation Demand Management Analysis. To supplement the proposed parking standard, a comprehensive Transportation Demand Management Strategy will be provided, as well as a communications strategy that provides the tenants and rental housing operators an understanding of how best to utilize each of the alternative transportation options.

- 3.3 Given the site's Town Centre location, the applicant is proposing to utilize the allowable supplemental density provisions indicated within the Zoning Bylaw. In so doing, the applicant would achieve an additional 1.6 FAR in amenity bonus, which translates into 9,734.2 m<sup>2</sup> (104,778 sq. ft.) of bonused gross floor area (GFA) included in the development proposal. The Realty and Lands Division of the Department of Public Safety and Community Services has initiated discussion with the applicant on the

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amenity bonus value. A separate report detailing the value of the density bonus will be forwarded to Council for consideration and approval prior to the subject amendment bylaw receiving Third Reading. Council approval of the density bonus value is a prerequisite condition of the rezoning.

Under the Priority Amenity Program, the community benefit funds received will be directed into the Metrotown Town Centre Account to be utilized in the future to achieve priority amenities, as established by Council, including a new Metrotown Performance / Events Centre. In accordance with Council's adopted policy, 80% of the cash-in-lieu contributions are applied toward a Town Centre Financial Account and 20% to the Community Benefit Housing Fund.

- 3.4 The developer has committed to demonstrating sustainability through building design, materiality and efficiency (water, energy and waste management) initiatives.
- 3.5 The non-market housing component of the development is being advanced by the proponent, the New Vista Society (also the housing operator for this project) in partnership with Anthem Properties Group Ltd. (also referred to as Anthem) and BC Housing. Anthem has agreed to make the development site available for the construction of a low-rise non-market rental apartment building through an air space parcel subdivision of the land. Anthem has also agreed to undertake the construction and completion of the development, including the non-market housing component, as part of the overall rezoning process. BC Housing has indicated support for the project and has advised that their capacity to support the project include the following options:
- Financial resources and grants;
  - Development expertise;
  - Access to sector housing partners; and,
  - Low cost financing

The New Vista Society would also be eligible to apply for a housing grant from the City through the Community Benefit Bonus Housing Fund to off-set permit fees and other development costs associated with the non-market housing component of the project. Any future grant application for use of the Community Benefit Bonus Housing Funds will be submitted through the Planning and Development Committee for Council's consideration and approval.

A Housing Agreement is required between the proponent (New Vista Society), developer (Anthem) and the City to address the following:

- Overall density and land use of the non-market housing component; and,
- Non-profit nature of the housing project with the provision of 30 non-market rental units.

In terms of affordability levels, rental rates for the units would meet BC Housing's definition and criteria of affordable housing; and, the non-market objectives of the New Vista Society.

3.6 The Director Engineering will assess the need for any further required services to the site, including, but not necessarily limited to:

- construction of Willingdon Avenue to its final Town Centre standard including sidewalk, cycle track, front boulevard, pedestrian lighting, rain water amenities, curb bulges, and street trees;
- construction of Maywood Street to its final Town Centre standard including sidewalk, cycle track, front boulevard, pedestrian lighting, rain water amenities, curb bulges, and street trees;
- construction of Cassie Avenue to its final Town Centre standard including sidewalk, cycle track, front boulevard, pedestrian lighting, rain water amenities, curb bulges, and street trees;
- construction of a Neighbourhood Linkage along the north property line, connecting Willingdon Avenue to Cassie Avenue, with landscaping, shared pedestrian and cycle path and pedestrian lighting; and,
- storm, sanitary sewer and water main upgrades as required.

A 4.0 m (13 ft.) statutory right-of-way along the north property line is required for a Neighbourhood Linkage, connecting Willingdon Avenue to Cassie Avenue.

3.7 Any required road dedications and/or statutory rights-of-way along Willingdon Avenue, Maywood Street, Cassie Avenue are to be determined as part of a suitable road geometric.

3.8 The development is providing 74 adaptable units within the high-rise strata apartment building and 6 adaptable units within the low-rise apartment building, which is in line with the 20% minimum requirements of the Council-adopted Adaptable Housing policy. All handicap parking stalls provided as part of the development will be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation.

3.9 Any necessary easements and covenants and statutory rights-of-way for the site are to be provided, including, but not necessarily limited to:

- restricting enclosure of balconies;
- restricting the use of the guest room;
- indicating that project surface driveway access will not be restricted by gates;



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- Section 219 Covenant to ensure that the density of development of air space parcels and strata lots comply with the approved CD zoning for the site and to ensure that the overall site continues to function as a single, integrated development;
  - ensuring compliance with the approved acoustical study;
  - guaranteeing the provision and ongoing maintenance of stormwater management facilities;
  - Section 219 Covenant ensuring the provision of a Housing Agreement, as outlined under Section 3.5 of this report;
  - ensuring that all handicap accessible parking stalls in the underground residential parking areas be held in common property to be administered by the Strata Corporation; and,
  - guaranteeing the provision and ongoing maintenance of public art.
- 3.10 The applicant is required to provide an acoustical study showing that the proposed development would meet the Council-adopted noise criteria.
- 3.11 Provision of five car/bike washes is required for the residential development.
- 3.12 As the site will be fully excavated for development, a tree survey will be required identifying trees to be removed from the site. The applicant will be required to obtain a tree removal permit for all trees over 20 cm (8 inches) in diameter. A detailed landscape and tree planting plan has been provided as part of the suitable plan of development to replace existing trees to be removed from the site.
- 3.13 A suitable engineered design to the approval of the Director Engineering will be required for the on-site stormwater management system, as well as a Section 219 Covenant to guarantee its provision and continuing operation. The deposit of sufficient monies to guarantee the provision of the stormwater drainage and landscape features will be required.
- 3.14 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.
- 3.15 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 3.16 The submission of a detailed residential loading management plan to the approval of the Director Engineering is required.
- 3.17 A site profile application is not required given the sites past residential use.

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- 3.18 Bicycle storage lockers and surface parking racks are to be provided for the residential tenants, and visitors of the development.
- 3.19 A Tenant Assistance Plan, in line with Council's adopted policy, has been submitted and is being implemented accordingly.
- 3.20 Applicable Development Cost Charges are:
  - a) Parkland Acquisition Charge
  - b) School Site Acquisition Charge
  - c) GVS&DD Sewerage Charge

#### 4.0 DEVELOPMENT PROPOSAL

##### 4.1 Site Area (subject to detailed survey)

Gross Site Area (area for calculation of density) - 6083.9 m<sup>2</sup> (65,486.24 sq. ft.)

Dedications  
 (subject to a detailed civil design) - 495.7 m<sup>2</sup> (5,335.7 sq. ft.)

##### 4.2 Site Coverage - 37.5%

##### 4.3 Density and Gross Floor Area

**Overall Residential Density - 5.32 FAR**

Market Residential Tower and Townhouses - 5.0 FAR  
 (inclusive of 1.6 FAR amenity bonus)

Non-Market Rental - 0.32 FAR

##### ***Market Residential Tower and Townhouses***

Residential Gross Floor Area - 30,415.2 m<sup>2</sup> (327,386 sq. ft.)

Residential Amenity Space  
 (Exempt from FAR calculations) - 667.5 m<sup>2</sup> (7,185 sq. ft.)

Adaptable Unit FAR Exemption - 204.4 m<sup>2</sup> (2,200 sq. ft.)

##### ***Non-Market Rental Apartment Building***

Non-Market Residential Gross Floor Area - 1,915.9 m<sup>2</sup> (20,622 sq. ft.)

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Residential Amenity Space (Exempt from FAR calculations)	- 77 m <sup>2</sup> (829 sq. ft.)
Adaptable Unit Exemption	- 14.9 m <sup>2</sup> (160 sq. ft.)

#### 4.4 Residential Unit Mix

##### ***Market Residential Tower and Townhouses***

<u>Unit Type</u>	<u>Unit Size</u>
6 – Three bedroom units + den units	- 143.1 m <sup>2</sup> (1,540 sq. ft.)
2 – Three bedroom units	- 104.4- 123.2 m <sup>2</sup> (1,124 – 1,326 sq. ft.)
37 – Three bedroom units ( <i>adaptable</i> )	- 102.6 m <sup>2</sup> (1,104 sq. ft.)
37 – Two bedroom + den units	- 85.6 m <sup>2</sup> (921 sq. ft.)
140 – Two bedroom units	- 74.3 - 78.7 m <sup>2</sup> (800 - 847 sq. ft.)
37 – One bedroom units	- 51.5 m <sup>2</sup> (554 sq. ft.)
37 – Studio units	- 43.8 - 47.2 m <sup>2</sup> (471 - 508 sq. ft.)
37 – Studio units ( <i>adaptable</i> )	- 43.9 m <sup>2</sup> (472 sq. ft.)
<u>15 – Townhouse units</u>	- 149.6 - 164.1 m <sup>2</sup> (1,610 – 1,766 sq. ft.)

Total Number of Market Units: 348

##### ***Non-Market Rental Apartment Building***

<u>Unit Type</u>	<u>Unit Size</u>
2 – Three bedroom units ( <i>adaptable</i> )	- 84.9 m <sup>2</sup> (914 sq. ft.)
8 – Two bedroom units	- 70.1 m <sup>2</sup> (755 sq. ft.)
14 – One bedroom units	- 50 - 50.2 m <sup>2</sup> (538 - 540 sq. ft.)
2– Studio units	- 37.3 m <sup>2</sup> (401 sq. ft.)
<u>4 – Studio units (<i>adaptable</i>)</u>	- 37.1 m <sup>2</sup> (399 sq. ft.)

Total Number of Non-Market Units: 30

Overall Unit Count: 378 units

#### 4.5 Building Height

Market Residential Tower	131.2 m (430 feet); 42 storeys
Market Residential Townhouses	11.3 m (37 feet); 3 storeys
Non-Market Apartment Building	11.3 m (37 feet); 3 storeys

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4.6 Vehicle Parking

***Market Residential Tower and Townhouses***

***Required and Provided***

348 units @ 1.1 spaces per unit:

Required: 383 spaces  
Provided: 451 spaces

***Non-Market Rental Apartment Building***

***Required and Provided***

30 units @ 0.62 spaces per unit:

Required: 19 spaces  
Provided: 19 spaces

4.7 Bicycle Parking/Storage Area

***Market Residential Tower and Townhouses***

***Required and Provided***

348 units @ 2 spaces per unit:

Required: 696 spaces  
Provided: 696 spaces

***Visitor Bicycle Parking***

***Required and Provided***

348 units @ 0.2 spaces per unit:

Required: 70 spaces  
Provided: 70 spaces

***Non-Market Rental Apartment Building***

***Long-Term Bicycle Parking***

***Required and Provided***

30 units @ 2 spaces per unit:

Required: 60 spaces  
Provided: 60 spaces

***Visitor Bicycle Parking***

***Required and Provided***

30 units @ 0.2 spaces per unit:

Required: 6 spaces  
Provided: 6 spaces

4.8 Loading


Required and Provided

- 2 spaces

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4.9 Communal Facilities  
(Excluded from FAR Calculations)

Common amenity facilities for market strata development are located over levels one and four. Level one includes an amenity lobby, seating area, cold package storage, concierge, sauna, fitness area, and lounge amenity. Level four includes meeting space, games room, media room and a guest suite. Collectively, this amenity area amounts to 667.5m<sup>2</sup> (7,185 sq. ft.), which is less than the 1,671.26 m<sup>2</sup> (17,989.25 sq. ft.), or 5% of Gross Floor Area, that is permitted to be exempted as amenity space within the Zoning Bylaw.

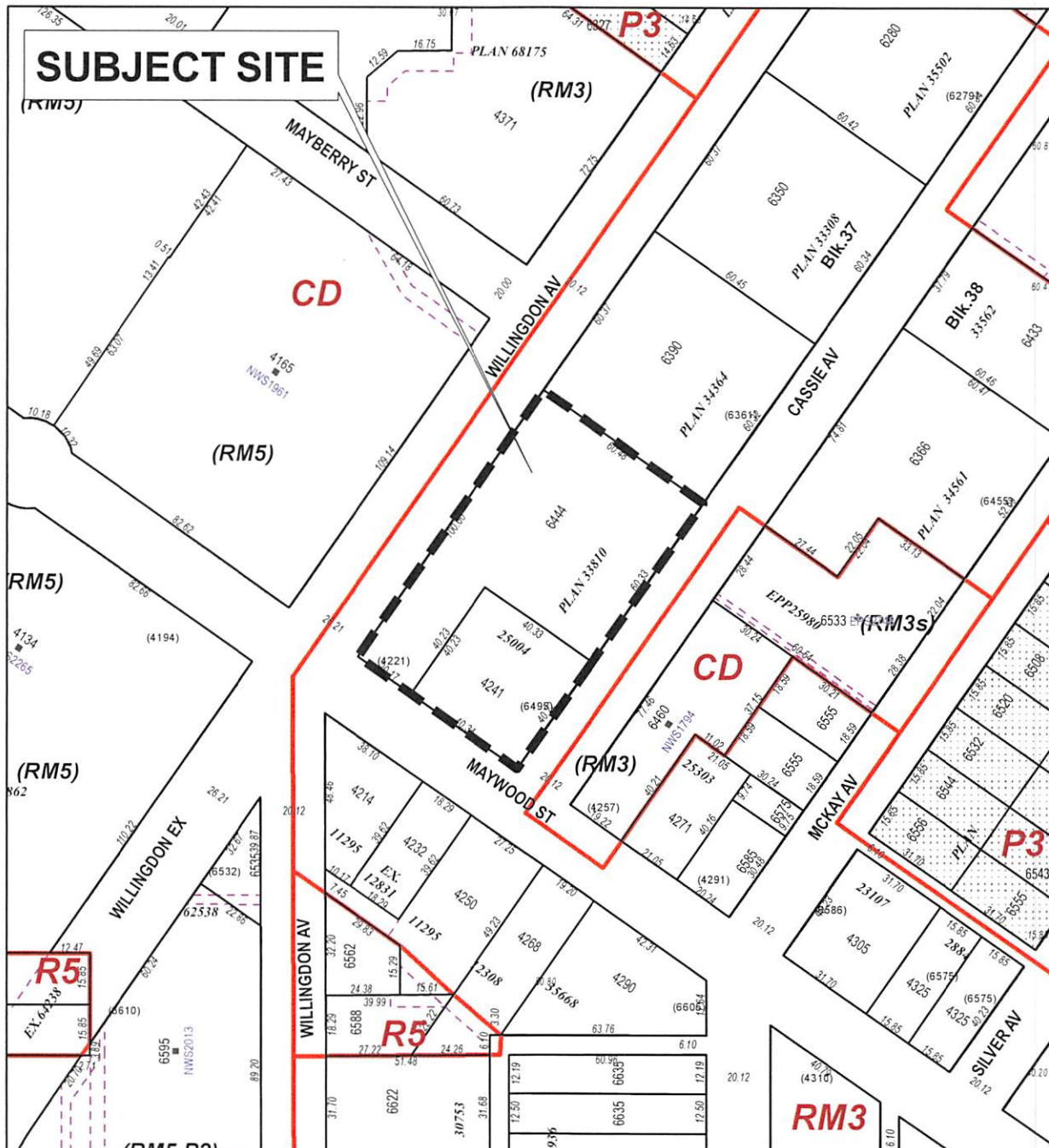


Lou Pelletier, Director  
PLANNING AND BUILDING

JD:tn

**Attachments**

cc: Director Public Safety and Community Services  
City Solicitor  
City Clerk



PLANNING & BUILDING DEPARTMENT




DATE:  
MAR 06 2018

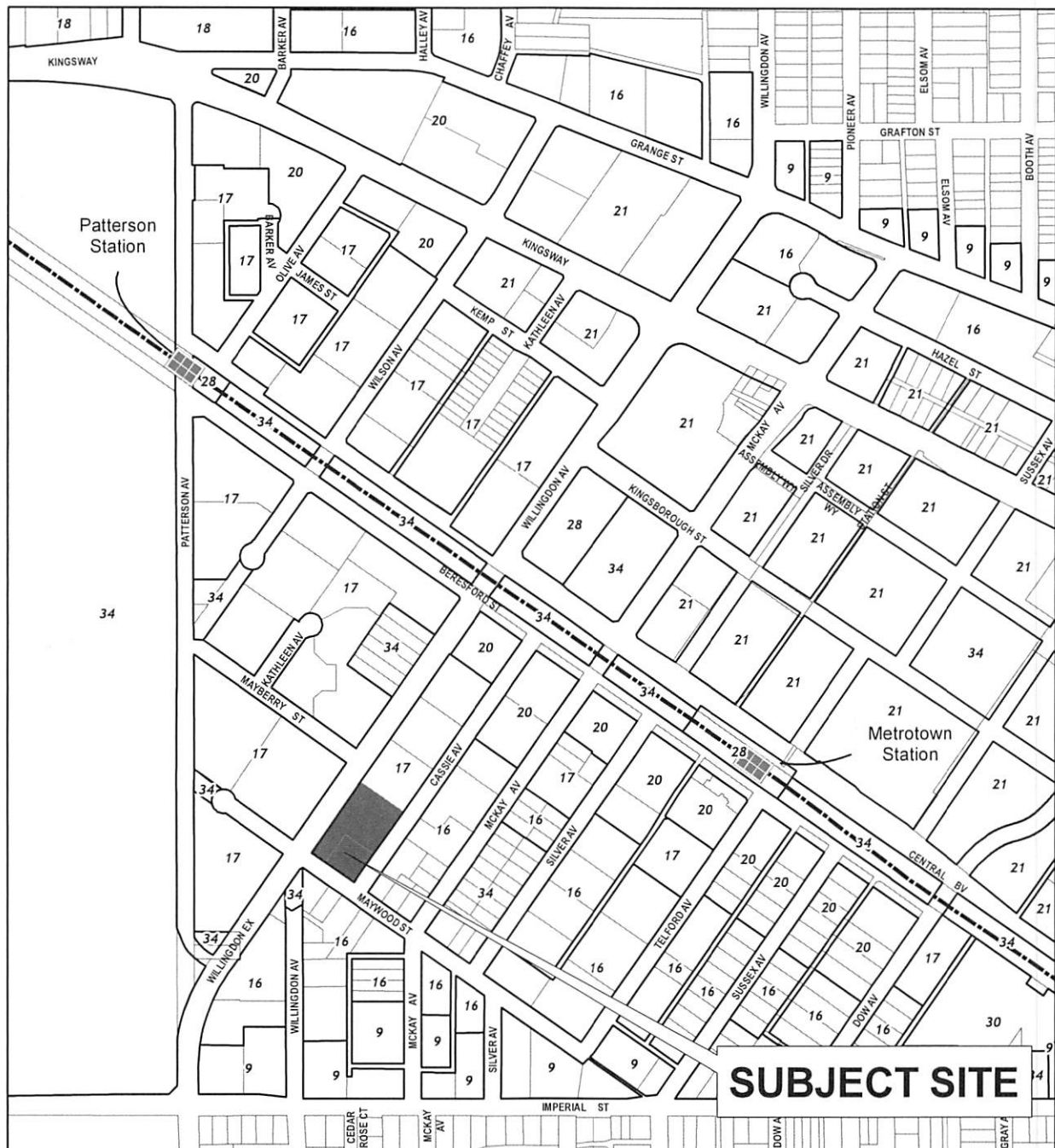
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REZONING REFERENCE #17-27  
4241 MAYWOOD STREET  
6444 WILLINGDON AVENUE

 Subject Site

Sketch #1



- 9** Medium Density Residential (RM3s)
- 15** High Density Residential (RM5)
- 16** High Density Residential (RM4s)
- 17** High Density Residential (RM5s)
- 18** High Density Mixed Use (RM4s/C2)
- 19** High Density Mixed Use (RM4s/C3)

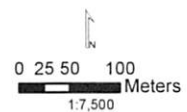
- 20** High Density Mixed Use (RM5s/C2)
- 21** High Density Mixed Use (RM5s/C3)
- 28** Institutional
- 30** Public School (P3)
- 34** Park and Public Use (P3)



Planning and Building Dept

Printed on March 6, 2018

## Metrotown Plan



Sketch #2