



## CITY OF VANCOUVER

### POLICY REPORT URBAN STRUCTURE

Report Date: November 6, 2007  
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Meeting Date: November 29, 2007

TO: Standing Committee on Planning and Environment  
FROM: Director of Planning  
SUBJECT: Burrard Slopes IC Districts Rezoning Policies

#### RECOMMENDATION

- A. THAT Council repeal the Burrard Slopes IC Districts Interim Policies and adopt the Burrard Slopes IC Districts Rezoning Policies and Guidelines, attached as Appendix A and as described in the report dated January 30, 2007, with further amendments described in this report to encourage job producing space.
- B. THAT Council refer consideration of additional options for further encouraging job producing land uses in Burrard Slopes IC Districts to the Metro Core Jobs and Economy Land Use Plan.
- C. THAT Council direct Financing Growth Program staff to report back on amending the Policies for the City-Wide CAC Area to include the Burrard Slopes IC Districts.

#### GENERAL MANAGER'S COMMENTS

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

#### CITY MANAGER'S COMMENTS

The City Manager RECOMMENDS approval of the foregoing.

## **COUNCIL POLICY**

In December 1991, Council adopted the Central Area Plan which includes policy that Burrard Slopes provide for downtown support services and permit, but not require, housing with specifics to be determined as part of an area plan.

In June 1993, Council retained the IC-1 and IC-2 zoning for Burrard Slopes and adopted the Burrard Slopes IC Districts Interim Policies, which have been used to assess site specific CD-1 rezoning applications for mixed-use developments, including those containing residential uses, with the goal of retaining the support service uses and character of the area.

In July 1994, Council adopted an area-specific DCL By-law for Burrard Slopes and the Burrard Slopes Greenway and Open Space Plan.

In March 2005, Council approved undertaking the Metro Core Jobs and Economy Land Use Plan to develop a long term land use policy plan to accommodate the future economy and jobs in the Metro Core of Vancouver and, in July 2007, approved the recommendations of the Issues and Directions report.

## **PURPOSE AND SUMMARY**

On February 15, 2007 Council postponed making a decision on a report on the Burrard Slopes IC Districts Rezoning Policies and Guidelines due to concerns that the residential development provided for in the Rezoning Policies would displace job space and diminish the opportunity for future job growth. Council asked staff to report back on encouraging job producing space in the area. This report responds to that request by recommending some further changes to the policies and guidelines to:

- increase the density limits for office and service uses, from 2.0 to 2.5 FSR with a corresponding increase to the combined density limit for office, service, retail and residential uses from 2.0 to 2.5 (no changes are proposed to the density limits for residential and retail uses); and
- require that any residential floor area built in a new CD-1 development be matched by an equal or greater amount of non-residential floor area to maintain jobs in the area.

Further, while the revisions recommended in this report can be implemented immediately to protect and encourage job space, staff recommend that additional options for encouraging job producing land uses in Burrard Slopes be considered within the context of the Metro Core Jobs and Economy Land Use study and the Metro Core area. This study is currently being undertaken by staff to ensure an adequate land supply for future job growth and economic activity in the Metro Core area, which includes Burrard Slopes.

Additionally, staff recommend that, through the Financing Growth Program, the Burrard Slopes IC Districts be considered for inclusion in the City-Wide CAC Policy to provide additional amenities for area employees and residents when rezonings occur.

## BACKGROUND

Burrard Slopes has been a light industrial area since the 1950s. It was rezoned, in 1985, to IC-1/IC-2 which allows a mix of office, service, retail, manufacturing, wholesale and related light industrial uses in varying amounts. This zoning provides for a unique and more flexible mix of land uses than other industrial zones. The area also has an interim rezoning policy which permits rezoning to CD-1 to develop a limited amount of residential use and allows slightly more flexibility than the IC zoning for combining office, service and retail uses. The policies include guidelines which shape the design of new developments and the compatibility of residential and job uses.

On February 15, 2007 Council received a report (dated January 30, 2007) which reviewed the history of the Burrard Slopes IC Districts Interim Policies and their effectiveness in meeting the area goals to preserve the downtown support service role and retain its character, while allowing limited residential use. Based on a number of indicators, staff determined that the policies have been successful in achieving these goals. The Burrard Slopes IC District is a healthy and attractive industrial/commercial area which plays an important role serving the Downtown area and is functioning well with a broad range of uses, including residential use. The indicators staff reviewed include:

- low vacancy rates: industrial (below 1 percent) and commercial (approximately 3 percent);
- a 13 percent increase in the number of jobs in the area (1993 to 2001), and a 30 percent increase in non-residential floor space (1996 to 2006);
- a 28 percent increase in building improvement values (1996 to 2006); and
- a moderate pace of development activity with six new CD-1 mixed use developments approved through the Interim Policies (1993 to 2007) and a high level of reuse of the current building stock.

The report recommended replacing the Burrard Slopes IC Districts Interim Rezoning Policies with the Burrard Slopes IC Districts Rezoning Policies and Guidelines. The latter policies and guidelines update the Interim Policies, clarify some sections and respond to certain development industry concerns.

At the Planning and Environment Committee Meeting on February 15, 2007, Council expressed concerns about the potential loss of job space in the area as a result of residential CD-1 developments permitted by the rezoning policies.

The average density of commercial/industrial buildings in the Burrard Slopes IC district is currently about 1.0 FSR and new CD-1 rezonings in the area have generally met or exceeded the average density for job space. Of the six CD-1 developments rezoned under the policies, three have built 1.5 to 2.5 FSR of job space and two have built 1.0 FSR of job space.

However, a recent development raised concern because it did not maintain the existing supply of job space, replacing 0.75 FSR of office/service use with 1.0 FSR of residential use and only 0.3 FSR of retail use. To prevent similar losses in future developments, Council asked staff to report back on encouraging job producing space.

## DISCUSSION

### 1. Strategies for Maintaining and Encouraging Job Producing Space

This report is to be considered in conjunction with the report discussed by Council on February 15, 2007. Council postponed making a decision at that time and directed staff to provide further recommendations on encouraging job producing land uses in the area as part of the rezoning policies. This report addresses Council's request and suggests strategies to encourage job producing space. These strategies have been incorporated into the updated Burrard Slopes IC Districts Rezoning Policies and Guidelines, attached as Appendix A. These strategies are in addition to the changes recommended in the previous report.

Staff considered various ways to encourage job producing land uses in the Burrard Slopes IC Districts, while continuing to allow limited residential use and recommend a two-step process which is summarized here:

#### **Step 1. Immediate Measures--Additional Amendments to the Rezoning Policies and Guidelines:**

The following amendments to the draft Burrard Slopes IC Districts Rezoning Policies and Guidelines could be implemented quickly and would protect existing job space immediately:

- a) increase the density limits for job producing land uses by increasing the density limits for office and service uses; and
- b) match the provision of residential floor area in new developments with commercial and industrial floor area to ensure no loss of job space.

These revisions are in addition to the February 15, 2007 proposal to require that residential use be integrated into a mixed use building and, in multi-building developments, spread throughout the development to prevent the development of residential only buildings.

#### **Step 2. Longer Term Measures—Metro Core Jobs and Economy Study:**

For the longer term, staff will consider further options for encouraging job producing space in Burrard Slopes through the Metro Core Jobs and Economy study.

These steps are discussed in greater detail below:

#### **1. Additional Amendments to the Rezoning Policies and Guidelines:**

##### **(a) Increased Density Limits for Job Producing Land Uses**

Staff propose the changes outlined in the table on the next page:

**Table 1: Densities Under the Interim Policies, Rezoning Policies Proposed February 2007 and Revised Rezoning Policies to Encourage Job Producing Land Uses**

Use	Interim Policies (currently in place)	Rezoning Policies Proposed February 2007 (not approved)	Revised Rezoning Policies to encourage job producing land uses (Appendix A)
	Maximum FSR	Maximum FSR	Maximum FSR
Office Service	1.0 FSR 1.0 FSR	2.0 FSR 2.0 FSR	2.5 FSR 2.5 FSR
Retail	1.0 FSR (1000 m <sup>2</sup> max.)	1.0 FSR (1000 m <sup>2</sup> max.)	1.0 FSR (1000 m <sup>2</sup> max.)
Residential	1.0 FSR	1.0 FSR	1.0 FSR *
Cultural, Recreational, Institutional	1.0 FSR	1.0 FSR	1.0 FSR
Max for these uses (combined)	2.0 FSR	2.0 FSR	2.5 FSR
Manufacturing Trans & Storage Wholesale Ancillary Office	no set limit  50% of manufacturing	no set limit  50% of manufacturing	no set limit  50% of manufacturing
<b>TOTAL FOR ALL USES (combined)</b>	no set limit	no set limit	no set limit**

\* *An equal or greater amount of non-residential floor space must also be built.*

\*\* *Based on what is achievable within the recommended building envelope. Built projects have shown a maximum achievable density of 2.5 FSR on most lots.*

As shown in Table 1, staff recommend providing more flexibility for office and service uses by increasing the individual density limits for these uses to 2.5 FSR with a related increase to the combined density limit for office, service, residential, and retail uses to 2.5 FSR. No additional density is recommended for residential and retail uses. These revisions would encourage job producing land uses in the area as part of CD-1 rezonings. The IC-1 and IC-2 Districts Schedule will continue to guide industrial uses to a maximum FSR of 3.0.

The increased densities would provide for 1.5 FSR of office/service and industrial uses as well as 1.0 FSR of residential use. These higher density limits would make office and service uses more attractive to build and more competitive with residential use. Further economic testing will be part of the Metro Core work this fall.

It has always been a goal of the rezoning policies to foster a moderate pace of development so as to retain the variety of uses and character of the area. Staff will continue to monitor rezonings in the area and will report to Council if it appears that either the type of rezonings or the pace of redevelopment might compromise the goals for the area and force out existing light industrial and commercial uses.

**(b) Match Residential Floor Area with Commercial/Industrial Floor Area**

In addition to increased density limits for job producing space, staff recommend that the policies and guidelines include a requirement to match residential floor area built (1.0 FSR maximum) with an equal or greater amount of job producing (non-residential) space. As a result, new CD-1 developments with a residential component would achieve 1.0 FSR or more of office/service and industrial space, as has been realized in five of the six CD-1 developments. This would assist in maintaining the existing average job space FSR in the area and, combined with (a) above, be likely to result in a growth in job space beyond the current area average.

**2. Longer Term Measures: Metro Core Jobs and Economy Land Use Plan**

In addition to the proposed changes outlined above, staff recommend that further options for encouraging job producing space be considered as part of the Metro Core Jobs and Economy Land Use Plan, currently underway. The purpose of the Metro Core study is to ensure that future job growth and economic activity in the Metro Core area can be accommodated in terms of land supply and transportation infrastructure. As Burrard Slopes is included in the Metro Core study area boundaries it would be appropriate to consider further options for the Burrard Slopes IC Districts in the context of the entire Metro Core area and the findings of the study, with a full public consultation process. On July 12, 2007 Council approved the Metro Core Issues and Directions Report which identifies areas, including Burrard Slopes, for development of policies to increase job space.

**2. Previously Recommended Amendments to the Burrard Slopes IC Districts Rezoning Policies and Guidelines**

The changes outlined in Step 1 above are in addition to those recommended in the report discussed by Council on February 15, 2007, which are as follows:

- a. Clarify that no individual building should contain more than 1 FSR of residential use;
- b. Note that although the policies do not set an overall maximum density for a mixed use development (including industrial uses), these developments typically achieve a maximum density of 2.5 FSR;
- c. Clarify that cultural/recreational and institutional uses will continue to be allowed to a combined maximum density of 1.0 FSR;
- d. Allow for sites on Burrard Street, north of 4th Avenue, to be exempt from an additional setback requirement above 9.1 m if views are not affected;

- e. Add a 3.6 m setback for residential uses on Burrard Street to be consistent with the C-3A zoning to the south; and
- f. Add standard CPTED (safety) guidelines.

The policy and guidelines document in Appendix A has also updated the Interim Policies to standard guideline format.

### 3. CACs

The Burrard Slopes IC Districts area is not currently included in the city-wide CAC policy. An area specific DCL By-law, which also includes the C-3A area to the south, collects funds for park space, daycare, replacement housing and transportation. At the time the DCL policy was written it was not expected that land values would increase significantly as a result of rezoning to CD-1 in the area. So far this has been the case. However, staff are concerned that DCL funds might not be sufficient to provide needed amenities and recommend that Council direct Financing Growth Program staff to consider including the Burrard Slopes IC area in the City-Wide CAC policy and report back to Council.

### 4. Public Consultation

In addition to public information meetings held previously in June 2003 and December 2006, an additional meeting was held on June 5<sup>th</sup>, 2007 to discuss the additional proposed amendments to the Burrard Slopes IC Districts Interim Policies. Approximately 26 people attended the meeting. Staff heard a wide variety of comments and concerns:

- *Heights and Views:*  
Just over half of the 26 people who attended the meeting are residential property owners who live in the Burrard Slopes C-3A area, south of the IC-1 District. They were concerned about the potential loss of private views should height limits be increased to accommodate additional density in the IC areas. Staff noted that there are no proposals for increases to the long-established height limits in the area;
- *Parking Requirements:*  
Some business owners had concerns about the parking requirements in the area, which are difficult for developments/businesses on small lots to meet. The Metro Core study will be looking at parking-related requirements; and
- *Mix of Uses and Densities:*  
Some non-residential property owners wanted to see greater increases to the density limits for office and service uses than is currently being proposed. Suggestions were also made to establish different density and height limits for sites north of 4<sup>th</sup> Avenue, which slope down from the C-3A residential area (south of 4<sup>th</sup> Avenue). These options will be explored in the Metro Core study.

Other non-residential property owners proposed increasing the residential density in the area to act as an incentive to develop and suggested this would encourage more job producing land uses if an equal or greater density of non-residential use was

required as part of each new development. On the other hand, another owner raised concern about increased property taxes on his and neighbouring sites because of new residential development nearby. Staff noted that City's Real Estate Services has confirmed that additional residential use in the area would increase land values and property taxes. This would make it more difficult for job space to operate and develop. It would also increase compatibility conflicts with non-residential space. The Metro Core study will be exploring ways to increase job space in the IC zoning without negatively impacting property values.

## CONCLUSION

A previous review of the Burrard Slopes IC area found that the Burrard Slopes IC Districts Interim Policies have been effective in meeting goals to preserve the area's downtown support service role and its character, while allowing limited residential use. This report provides further discussion of strategies for encouraging job producing space in the Burrard Slopes IC area, while continuing to meet the job-related goals for the area and allowing limited residential use.

Staff recommend that Council repeal the Burrard Slopes IC Districts Interim Policies and adopt the Burrard Slopes IC Districts Rezoning Policies, attached as Appendix A, which include amendments to encourage job producing land uses. In addition, staff recommend other approaches to further encourage job space in the Burrard Slopes area be considered in the Metro Core Jobs and Economy Land Use Plan study.

Finally, staff recommend that Financing Growth staff be asked to report back on amending the City-Wide CAC Policy to include the Burrard Slopes IC area to provide for amenities for area employees and residents.

\* \* \* \* \*





**City of Vancouver** *Land Use and Development Policies and Guidelines*

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***DRAFT***

**BURRARD SLOPES IC DISTRICTS  
REZONING POLICIES AND GUIDELINES**

*Adopted by Council \_\_\_\_\_ 2007*

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**NOTE:** The guidelines in this report are organized under standard headings. As a consequence, there are gaps in the numbering sequence where no guidelines apply.

## 1.0 Application and Intent

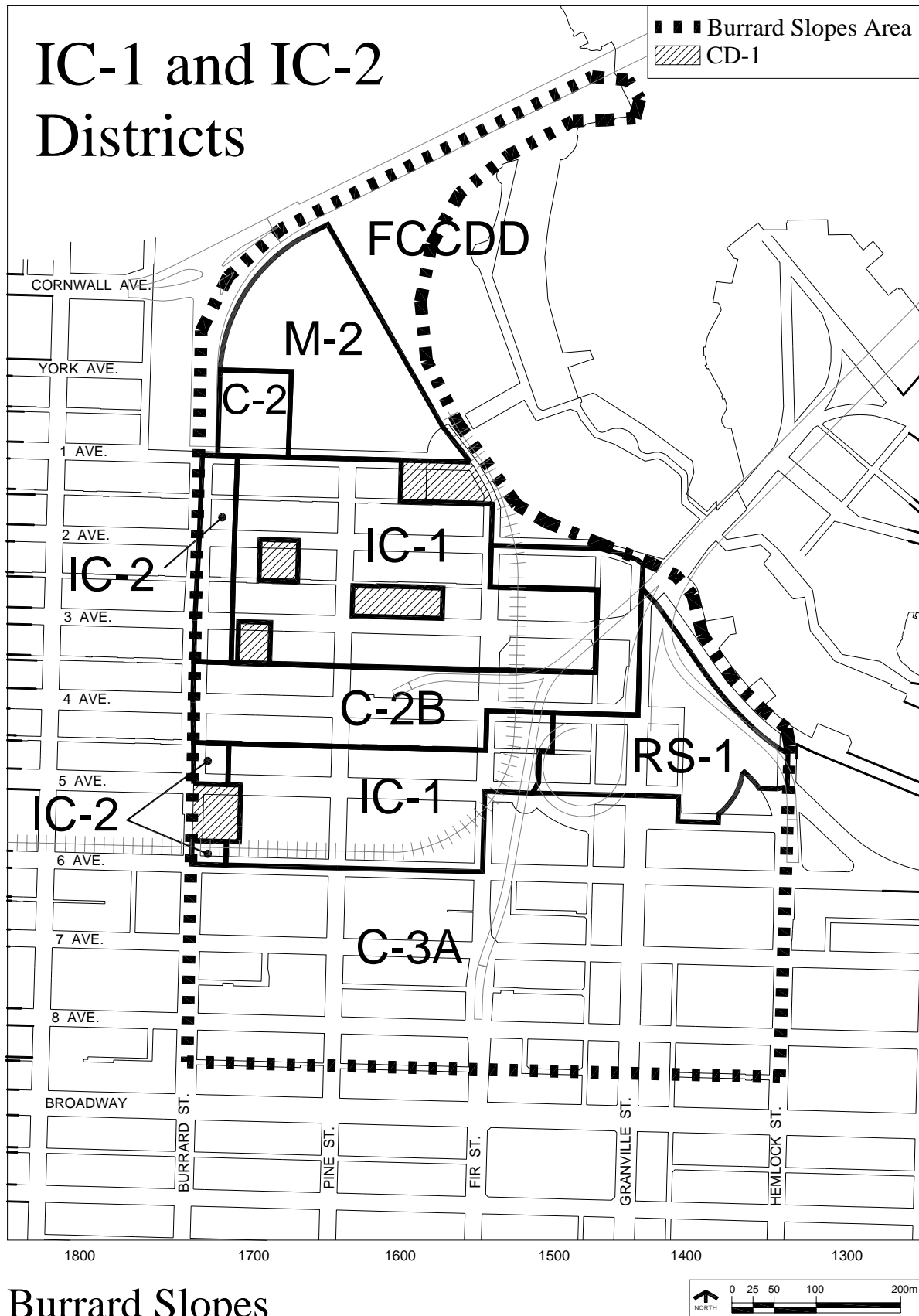
The following policies and guidelines apply to rezoning applications for sites in the Burrard Slopes IC Districts shown on the map on the following page. They are intended to assist applicants in preparing, and staff and Council in assessing site specific rezoning applications to CD-1.

The goal of the Burrard Slopes rezoning policies and guidelines is to preserve the area's downtown "support service" role and its existing small scale and architecturally varied character, while allowing some residential use to be introduced into the area. The major directions to achieve this goal are:

- to support the provisions of diverse job space in the City's Metropolitan Core;
- to help prevent service (including light industrial) uses from being forced out of the area by residential, office, and retail use;
- to maintain and enhance existing area character and ensure liveability;
- to reinforce the office use policies of the Central Area plan i.e. To preserve the area's downtown support service role;
- to allow laboratory and high tech development (industrial uses);
- to ensure adequate access and parking; and
- to allow limited residential use where compatible.

Wherever reference is made in these guidelines to residential uses, the provision also applies to Artist Studio - Class A, Artist Studio - Class B and the associated residential unit, except in the Compatibility Matrix, Appendix A.

Figure 1. Burrard Slopes Area



## 2.0 General Design Considerations

### 2.1/2.2 Neighbourhood and Street Character

The area is generally comprised of two and three storey buildings with varied architectural character accommodating office, service and light industrial uses. The area to the south is zoned C-3A and is to become mainly residential in character while the area to the north is mainly industrial (M-2) with one commercial (C-2) site currently occupied by the Seaforth Armoury. The west side of Burrard is a mixed commercial/residential area (C-3A) and the area to the east includes both commercial (C-2B) and residential uses (FCCDD). In order to emphasize the industrial/service architectural character of the area, the character and form of the residential portion of a building should be balanced with the non-residential character.

A CPR right-of-way runs through the area along 6<sup>th</sup> Avenue and then curves and runs adjacent to Fir Street, passing through the IC area again at 3<sup>rd</sup> Avenue. The Arbutus Corridor Official Development Plan, adopted in July 2000, calls for the rail right-of-way to be preserved for transportation and greenways.

### 2.3 Orientation

- (a) All buildings should be oriented to the existing street grid; and
- (b) On corner sites, both street facing facades should be fully developed as front elevations.

### 2.4 Views

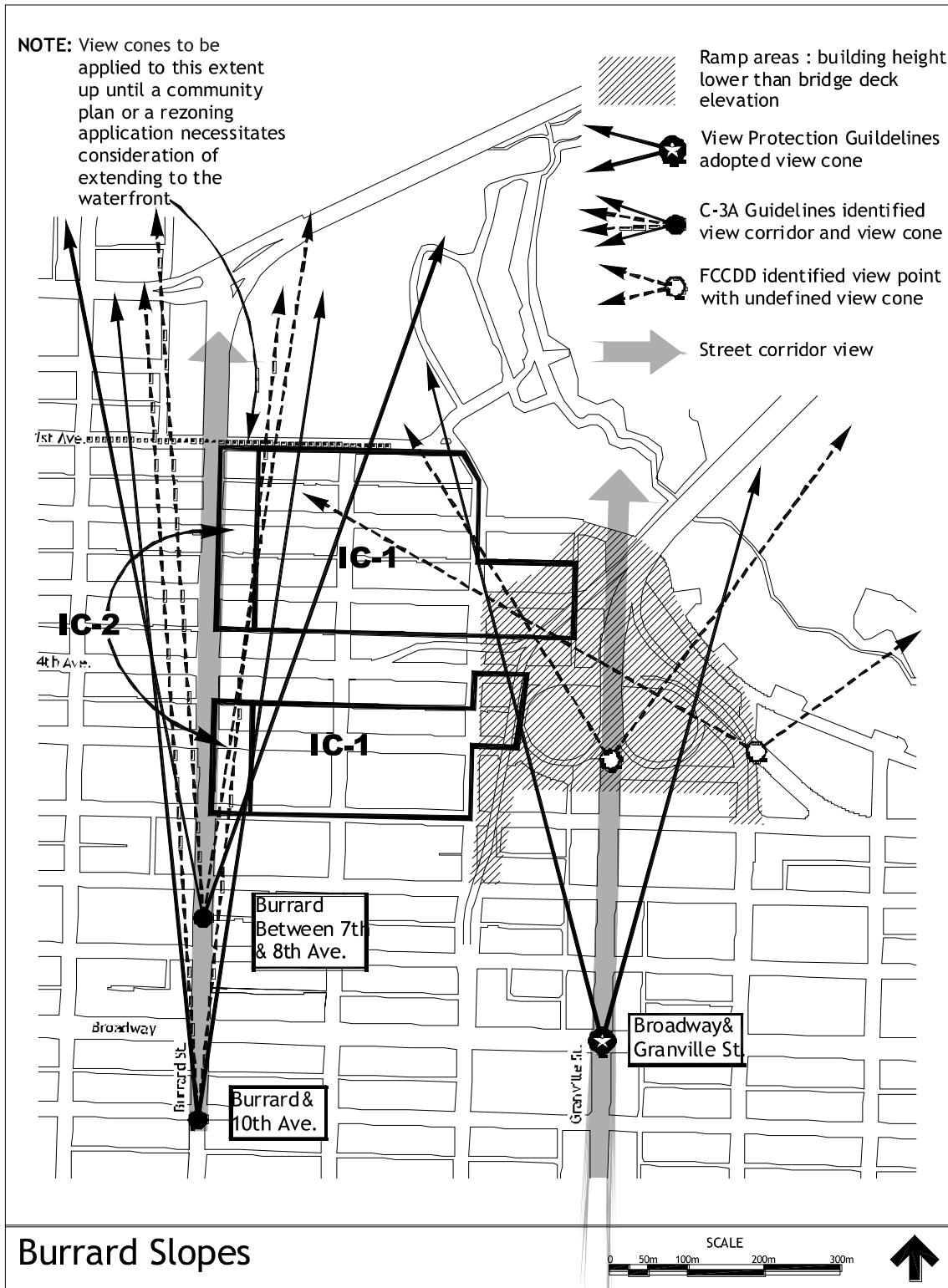
#### 2.4.1 Public Views

- (a) A number of public view cones have been identified for protection by City Council (see Figures 2 and 3). These should not be compromised; and
- (b) The maximum height of 13.7 m is intended to preserve the public views. The maximum height could be increased to 15.3m if no identified public views are negatively affected. Applicants requesting this height increase will be required to prepare a public view impact analysis to the satisfaction of the Director of Planning taking into consideration input from affected neighbours.

#### 2.4.2 Private Views

- (a) Existing views enjoyed by adjacent developments should not be unduly compromised by incompatible siting, massing or orientation; and
- (b) Opportunities for near views of roof gardens and landscaped areas should be provided for residents.

Figure 2. Public Views



**Figure 3. Burrard and 8<sup>th</sup> View Cone****2.6****Light and Ventilation**

Provision of sufficient daylight access is one of the most challenging aspects in the design of high density low rise housing. In order to ensure sunlight on the streets, as well as in residential units, buildings should be articulated above the 2<sup>nd</sup> storey to allow sunlight through and also to achieve vertical elements while maintaining a strong sense of street enclosure (see figure 4, p.12).

Residential units should orient to the street and/or lane, and away from adjacent properties. The following should also be taken into consideration:

- (a) Living rooms should not face into courtyards;
- (b) Secondary living spaces (bedrooms, dining rooms, dens) in double-fronting units (i.e. street/courtyard or lane/courtyard) may face into a courtyard, provided it has a minimum clear dimension of 9.2 m and a maximum height/width ratio of 1.5 to 1.0;
- (c) Courtyard width will be measured to any obstruction including exterior corridors;
- (d) Courtyard configuration and building massing should maximize sun access to courtyard level including terracing of upper levels on the south side of courtyards;
- (e) Unwanted odours from uses such as restaurants located in the development should be controlled by providing adequate venting and odour control equipment;
- (f) Mechanical ventilation of commercial space should be exhausted at a location having least impact on residential liveability;
- (g) Residential units and open spaces should be located away from areas of noxious odours and fumes related to nearby traffic or land uses; and
- (h) Where odours and fumes from nearby industries/activities are present, residential uses should have alternative mechanical ventilation.

## 2.7 Weather

Weather protection should be provided as follows:

- (a) Weather protection should be provided for the ground floor of street frontages, common entrances, and for grade level and upper level individual residential entrances;
- (b) Weather protection should include continuous, high quality, architecturally integrated weather protection, signage system and lighting;
- (c) Awnings and canopies should, generally, be composed of glass and steel or textured vinyl with a metal frame. They should be designed as part of the building and function principally as weather protection; and
- (d) Awnings and canopies should be deep enough and close enough to the ground to provide adequate shelter (minimum height of 2.8 m above the sidewalk and depth of 1.8 m).

## 2.8 Noise

Non-residential components of mixed use developments, such as parking and loading, exhaust fans, and restaurant entertainment, can create noise which disturbs residents. The restrictions on the mix of uses noted in Appendix A will ensure a level of compatibility for uses within buildings and with adjacent buildings.

An acoustical report, prepared by persons trained in acoustics and current techniques of noise measurements, is required for all new developments with residential units. The report must demonstrate that the noise levels in those portions of the dwelling units listed below shall not exceed the noise levels expressed in decibels set opposite such portions of the dwelling units. For the purpose of this section, the noise level is the A-weighted 24-hour equivalent (Leq) sound level and will be defined simply as noise levels in decibels.

Portion of Dwelling Unit	Noise Level (Decibels)
Bedrooms	35
Living, Dining, Recreation Rooms	40
Kitchen, Bathrooms, Hallways	45

- (a) Appropriate design and construction techniques should be used to buffer residential units from noise including:
  - (i) orienting outdoor areas and bedrooms away from noise sources;
  - (ii) providing mechanical ventilation (to allow the choice of keeping windows closed);
  - (iii) using sound-deadening construction materials (e.g., concrete, acoustically rated glazing or glass block walls) and other techniques;
  - (iv) enclosing balconies or using sound absorptive materials and sound barriers; and
  - (v) for sites directly adjacent to the Arbutus Corridor, additional noise mitigation measures should be considered:
    - locating areas not affected by noise such as stairwells and single-loaded corridors between the noise source and the dwelling units; and
    - constructing noise fences adjacent to the right-of-way using materials compatible with the main building.
- (b) Local noise generated by the development itself, such as parking and loading activities, exhaust fans, and restaurant entertainment, should be mitigated by location and design; and
- (c) City regulations governing the noise levels that may be produced in various areas may affect some non-residential uses proposed. The Licences and Inspection Department and Vancouver Coastal Health Authority should be contacted for details.



## 2.9 Privacy

Privacy in relation to other units, passersby, and adjacent development is a crucial aspect of liveability and neighbourliness.

- (a) Minimum distances of approximately 18 m between residential portions of buildings (back to back) through required setbacks will provide visual privacy;
- (b) Unit orientation, window placement, and screening should be used to enhance privacy;
- (c) Balconies and patios should be oriented, screened or landscaped to reduce direct overlook of adjacent residential uses or other units in the project;
- (d) Habitable rooms within the developments should be oriented away from pedestrian corridors; and
- (e) In developments with courtyards, stacked units are encouraged to reduce privacy conflicts due to access corridors.

## 2.10 Safety

Safety and security are key components of liveability. New development, both residential and non-residential, must provide a secure environment. The principles of “crime prevention through environmental design” (CPTED) should be incorporated in all new development.

- (a) Public, private and semi-private territories should be clearly defined. Public and semi-private spaces should be configured to maximize surveillance. Spaces which are neither clearly public nor private spaces tend to be unsupervised and unkempt areas, and should be avoided. Design that may invite the public to cut through a site is not encouraged;
- (b) Separate lobbies and circulation (including elevators) should be provided for non-residential and residential uses. Lobbies should be visible from the street and main entrances to buildings should front the street;
- (c) Personal safety and security should be integral to the design of parking facilities. Underground residential parking, including pedestrian access routes from parking into the building, should be secure and separate from non-residential parking;
- (d) Both residential and non-residential uses should maximize opportunities for surveillance of sidewalks, entries, circulation routes, semi-private areas, children’s play areas and parking entrances. Blind corners and recessed entries should be avoided. Visibility into stairwells and halls is desirable. Laundry facilities, amenity rooms, and storage rooms should be grouped together and visible for surveillance. Mail boxes should be located to be visible from the elevators with no areas of concealment from that view;
- (e) Residential lighting should ensure good visibility of access routes and landscaped areas without excessive lighting levels, glare or overspill to neighbours;
- (f) Landscaping and screening design should not provide opportunities for intruders to hide; and
- (g) Access routes from the building to residential garbage facilities should be separate and secure from those to non-residential garbage facilities.

## 2.11 Access and Circulation

### 2.11.1 Pedestrian Access

- (a) Primary pedestrian access to all uses should be highly visible and accessed from the street at street level;
- (b) The on-site shared open spaces, private walkways, and principal entrances of all buildings, should be accessible to the physically disabled;
- (c) Open exit stairs from the underground parking typically located on the lane provide increased opportunity for theft. Exit stairs from the underground parking should be located within the building with an exterior door at the building face;
- (d) Corridors should be adequately sized for moving furniture and should not be overly long (no more than 23.0 m in any one direction) or circuitous;
- (e) Residential entries should be separate and distinct from non-residential entries and lobbies;

- (f) Elevators should be provided on sites with frontage exceeding 15.0m, where the vertical travel distance from parking to the highest unit entry exceeds three storeys; and
- (g) Open exterior corridors are discouraged due to concern over privacy, weather protection and security.

### 2.11.2 Vehicular Access

To ensure an active pedestrian environment, vehicular and service functions should not conflict with street frontage and pedestrian activity.

- (a) Negative impacts of vehicular entrance parking ramps and service areas should be minimized through proper treatment such as enclosure, screening, high quality finishes, sensitive lighting, and landscaping;
- (b) In order to preserve a welcoming pedestrian environment, vehicular access to underground parking, loading, and service areas should be provided from the lane only, where one exists;
- (c) On corner sites where there is no lane, access should be from the flanking street (except on Burrard). On interior sites with no lane, vehicular access should be located and designed to minimize impact on the pedestrian realm and designed to minimum standard crossing width;
- (d) Vehicular entries should be designed integrally with the building. Any vehicular entrance from the street should minimize interruption to pedestrian movement and building frontage on the street. In particular, large or long access ramps located directly off the street should be avoided; and
- (e) Where curb crossings are necessary, access from the side street or lane should be utilized so that no more than one crossing occurs on the Burrard Street sidewalk, provided that local circulation and tanker truck access is not adversely impacted.

## 3.0 Uses

### 3.1 Residential Use

- (a) Residential use should not be considered:
  - i. on the ground floor;
  - ii. within 7.6 m of bridge ramps;
  - iii. within 7.6 m of the potential rail transit corridor and the CPR right-of-way; or
  - iv. within 7.6 m of, or across a lane from noxious uses (as identified in Appendix A).
- (b) Residential use should be integrated into a mixed-use building. In multi-building developments, residential use should be spread throughout the development so that no individual building exceeds 1.0 FSR of residential use. Buildings containing only residential use will not be permitted;
- (c) Any residential floor area built in a development should be matched by an equal or greater amount of non-residential floor space to encourage job producing land uses in the area;
- (d) Buildings containing residential uses and located adjacent to the CPR right-of-way should mitigate against potential noise impacts through the use of setbacks, soundproof construction, and/or advantageous unit orientation (see section 2.8 on noise);
- (e) In the block bounded by Burrard, 5th, Pine, and the CPR right-of-way, a number of properties have no lane access and are unusually deep. Residential uses may be considered on the ground floor if more than 13.7 m from 5th Avenue. To facilitate this, floor space can be exchanged (i.e. residential for commercial) with adjacent sites if they form part of a single CD-1 rezoning application. Overall density limits would still apply to the rezoning and built form, and liveability criteria may limit the floor space achievable due to restraints caused by irregular parcel configuration;
- (f) Non-market housing is not a requirement under these policies. However, if social housing or guaranteed rental housing is proposed, some flexibility in the land use and density policies may be considered; and

- (g) Residential uses, with the exception of ground floor lobbies and vertical circulation, should be located on the second storey and above except as noted above in 3.1 (e).

### **3.2 Non-Residential Uses**

- (a) Non-residential uses (not including parking) should be provided on the ground floor to a site depth of at least 10.7 m from the front property line;
- (b) Retail use will be allowed up to the lesser of 1.0 FSR or 1 000 m<sup>2</sup> preferably at the street front;
- (c) Residentially-compatible uses are to be combined with residential use in a mixed-use building (Refer to Appendix A.);
- (d) Non-residential uses will be considered up to the densities indicated in Table 1 in section 4.7; and
- (e) Cultural/Recreational and Institutional uses may be considered as part of individual rezonings and will be subject to a 1.0 FSR combined maximum within the 2.5 FSR combined maximum noted in Table 1 of section 4.7.

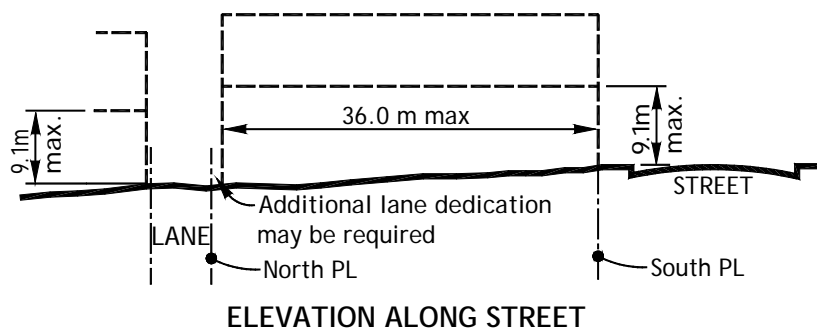
## **4.0 Guidelines Pertaining to the Regulations of the Zoning and Development By-law and the Parking By-law**

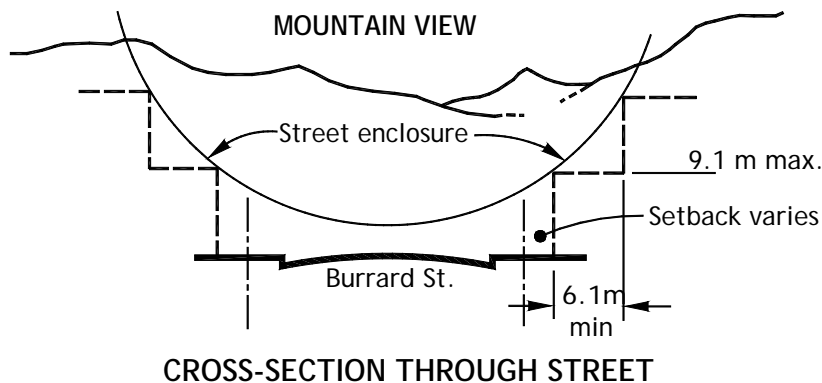
### **4.2 Frontage**

- (a) Continuation of the existing built form and clear definition of the street should be provided by requiring continuous buildings, extending at least two storeys in height at the property line of fronting and flanking streets. Above the 2nd storey, buildings should provide vertical elements and setback elements to allow sunlight through to the street and to avoid monotonous, unarticulated facades (see figure 4, p.12). Variety and colour and material changes should also be incorporated to add interest;
- (b) Development should reflect the existing small-scale building pattern that results from a subdivision pattern of 7.6 m in width and assemblies of predominantly 15.2 to 30.5 m in width;
- (c) Building mass along Burrard Street between 1st and 6th Avenues should extend no more than approximately 36.0 m north/south without incorporating step transitions. These policies will reinforce the existing pattern of buildings stepping down the slope, and will preserve views over buildings (see figure 5); and
- (d) Corner sites should be characterized by prominent and transparent main entries and elevator lobbies that are properly illuminated.

**Figure 4. Appropriate Use of Vertical Elements****4.3 Height**

- (a) The maximum height for CD-1 rezonings should be 13.7 m. Providing no identified public views are negatively affected, the maximum height could be increased to 15.3 m; and
- (b) Street corridor views along Burrard Street should be preserved by conforming to:
  - (i) a maximum height of 9.1 m at the south property line, with any massing above that to be setback at least 6.1 m from the Burrard Street wall face (see figure 6). If, through a view analysis, it can be shown that public views will not be affected, the additional 6.1 m setback may not be necessary for sites on Burrard Street north of 4<sup>th</sup> Avenue; and
  - (ii) sites within the bridge deck area identified in Figure 2 will be required to be below the nearest bridge deck level.

**Figure 5. Burrard Street Building Form**

**Figure 6. Burrard Street Height and Setbacks****4.4 Front Yard and Setbacks**

- (a) The current pattern in the area is for buildings to be built to the property line so that a continuous frontage and street definition is maintained. However, a 0.6 m setback on the street may be necessary to allow building articulation, balconies and cornices and setbacks and to respond to views as required in 4.3 (b)(i);
- (b) Along Burrard Street residential uses should have a front setback of 3.6 m from the front property line to provide for privacy and liveability; and
- (c) In locations along Burrard Street where sidewalks are less than 3.6 m from the street property line, a setback should be provided to achieve this width. The additional space is to be integrated with the public sidewalk and remain unobstructed.

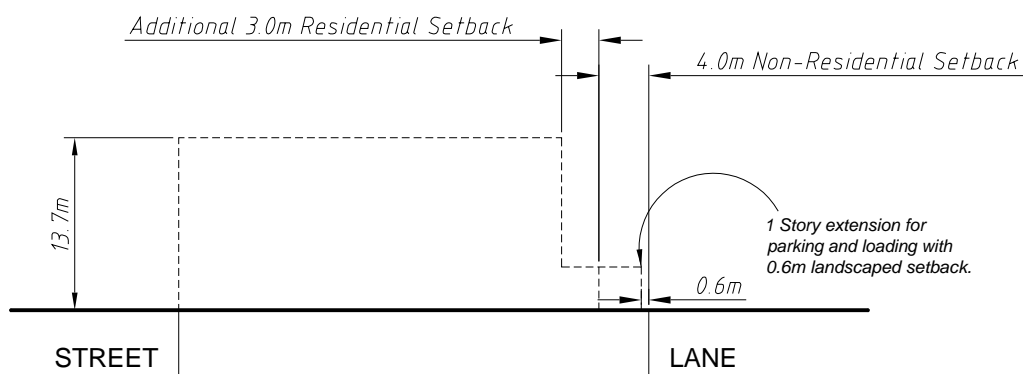
**4.5 Side Yard and Setbacks**

A side yard setback of 1.5 m should be provided for sites adjacent to Pine Street or Fir Street in order to improve the pedestrian environment and public realm.

**4.6 Rear Yard and Setbacks**

- (a) A minimum rear setback of 4.0 m from the property line, (7.0 m if no lane exists), should be provided for all non-residential uses. An additional rear setback of 3.0 m from the property line should be provided for residential use. Setbacks should be landscaped including trees, specialty paving and lighting; and
- (b) Notwithstanding 4.6 (a), if a lane exists, the ground floor can extend up to 0.6 m from the rear property line for parking, loading, and service uses (see Figure 7). Where the 0.6 m setback occurs, a continuous landscape strip should be provided. Gas meters, transformers and parking vents should be located so as not to interrupt the landscaping.

Figure 7. Building Envelope North/South Section



#### 4.7 Floor Space Ratio

The maximum total FSR achievable will be based on a review of conformity with built form and other policies in this document.

Table 1: Uses and Densities: Existing Zoning and Rezoning Policies

Use	Existing IC Zoning Maximum FSR	IC Rezoning Policies Maximum FSR
Office	1.0 FSR	2.5 FSR
Service	1.0 FSR	2.5 FSR
Retail	1.0 FSR ( max of 1000 m <sup>2</sup> )	1.0 FSR( max of 1000 m <sup>2</sup> )
Residential	not permitted	1.0 FSR*
Cultural, Recreational, Institutional	1.0 FSR	1.0 FSR
Max. for these uses combined	1.0 FSR	2.5 FSR
Manufacturing	3.0 FSR	no set limit**
Trans. & Storage	3.0 FSR	
Wholesale	3.0 FSR	
Ancillary Office	50% of Manufacturing	
<b>OVERALL TOTAL OF ALL USES</b>	<b>3.0 FSR</b>	<b>no set limit***</b>

\* An equal or greater amount of non-residential floor space must also be built, based on the Residential Compatibility Matrix in Appendix A.

\*\* Combining some of these uses with residential will require special provisions to meet Building By-law requirements. Early discussions with the Development Services Department is advised.

\*\*\* To be determined depending on site size, location, use mix, built form, compatibility etc. Experience with built projects indicates a maximum achievable density of 2.5 FSR within the permitted building envelope.

#### 4.9 Off-Street Parking and Loading

- (a) Off-street parking should be provided and maintained in accordance with the provisions of the Parking By-law in order to take pressure off on-street parking. Parking should generally be located underground; exceptions may be considered for small sites, or where a limited number of at-grade stalls are provided for visitor parking;
- (b) Where it is not possible to place all parking underground, any at-grade stalls should be located at the rear of the site and treated with high quality surface materials, such as interlocking concrete pavers;

- (c) For slabs over parking/loading areas, under slab height should be limited to 3.7 m other than when a higher loading bay is required under the Parking By-law. When structural or mechanical elements must project below the slab, requiring an increase in the 3.7 m slab height, these elements should be screened from lane view through a dropped bulkhead or similar detail;
- (d) Parking for non-residential uses and residential visitors should be separate from residential parking, which should be secured by overhead garage doors;
- (e) Curb-side parking should be retained where safety and traffic conditions permit, in order to serve street level businesses and enhance the residential "feel" of the area;
- (f) On-site bicycle parking should be provided and maintained in accordance with Council-adopted standards;
- (g) Parking at or above grade and vehicle and loading entrances should be screened effectively from the view of pedestrians and neighbours. Depending on the specific site, this should include solid roofs to avoid noise and visual impacts to dwelling units above, appropriate lighting, architecturally treated surfaces, screen walls, doors and landscaping along the lane; and
- (h) Loading, garbage and recycling areas should be screened and/or designed to minimize negative visual and acoustic impacts. Loading bays and service areas should be gated for optional closure during non-business hours. Convenient loading of furniture to residential units should be facilitated by the design of loading areas and access routes.

## 5.0 Architectural Components

### 5.1 Roofs

- (a) Usable roof decks and terraces are encouraged. Roofs should be designed to be attractive as seen from above through landscaping, elements such as trellises, and choice of materials and colour. Elements such as roof gardens and roof decks should be provided to increase usability of roofs whenever issues of overview and privacy can be adequately addressed. Sloping or terracing roof forms are not encouraged other than as small appurtenances designed to add architectural interest to the roofscape as viewed from above (particularly from bridges);
- (b) Elevator penthouses, mechanical rooms, equipment and vents should be integrated with the building's urban form and architectural treatment of the roof; and
- (c) Universal elevator access to shared roof areas should be provided.

### 5.5 Exterior Walls and Finishing

- (a) All buildings (including residential portions) should reflect the industrial/service architectural expression predominant in the area through the use of high quality glazing systems and materials such as masonry, glass and metal panel (no stucco or cement-plank siding);
- (b) The lower levels of developments should be carefully designed to relate to pedestrian scale, and enhance the close-up view of the pedestrian. The use of high quality materials and more intensive detailing that contribute to pedestrian interest is encouraged;
- (c) When party walls are likely to remain exposed for the foreseeable future, as a result of adjacent low scale development, they should be carefully designed emphasizing quality materials, textures, articulation, colour and/or landscaped with climbing or hanging plants;
- (d) Blank walls at ground level should be minimized to reduce opportunities for graffiti through a slight setback and landscaping such as vines or hedges;
- (e) Walls abutting the lane should be carefully designed to be attractive to neighbouring developments and passersby through articulation, the use of quality materials, and landscaping; and
- (f) Wall treatment and composition should reflect solar orientation.

## 5.7 Lighting

Buildings, open spaces and parking areas should have lighting located and designed to ensure that all areas are well lit. However, exterior lighting should be sensitive to the residential uses in the project and adjacent buildings. Visible glaring light sources can be avoided through using down-lights mounted on lower walls, or on landscaped elements, or free-standing pole lights with shaded fixtures.

## 7.0 Open Space

### 7.1 Public Open Space

Providing parks and public open space is the most critical public need in Burrard Slopes. The goal of the Burrard Slopes Greenway and Open Space Plan is to develop a variety of parks and open spaces that are well connected with the greenway system. The only existing park/open space in the area is located in the Granville Loops. Future park space locations are proposed on City-owned land between 5th, Pine, 6th, and Fir and on larger industrial sites north of the IC districts (Seaforth Armouries, Molson Brewery, should they redevelop (see Figure 8).

- (a) The potential for a "community court yard" around the City-owned land on West 5th Avenue between Pine and Fir, should be recognized through providing active uses at grade adjacent to this site. Building massing should also respond to the need to maintain sun access. Pedestrian access through any development on the site's edges should be considered;
- (b) A number of potential off-street linkages exist in the area. These include the rail right-of-ways and the areas under the Fir and Hemlock ramps. In the design of adjacent development, consideration should be given to reinforcing the interest and amenity of these routes. Where possible, uses which would encourage surveillance of these public spaces are encouraged. Landscaping and lighting should allow open views through and around these spaces;
- (c) A linked web of small public open spaces should be located along the existing pedestrian routes to the waterfront. Nearby private developments should be designed to reinforce the presence and amenity of this public open space network, whether with pedestrian oriented uses, access ways, or complementary massing and landscaping; and
- (d) Open spaces should be designed to reduce opportunities for skateboarding unless a specific skateboard facility is programmed in coordination with Parks Board and Engineering Services.

### 7.2 Semi-Private Open Space

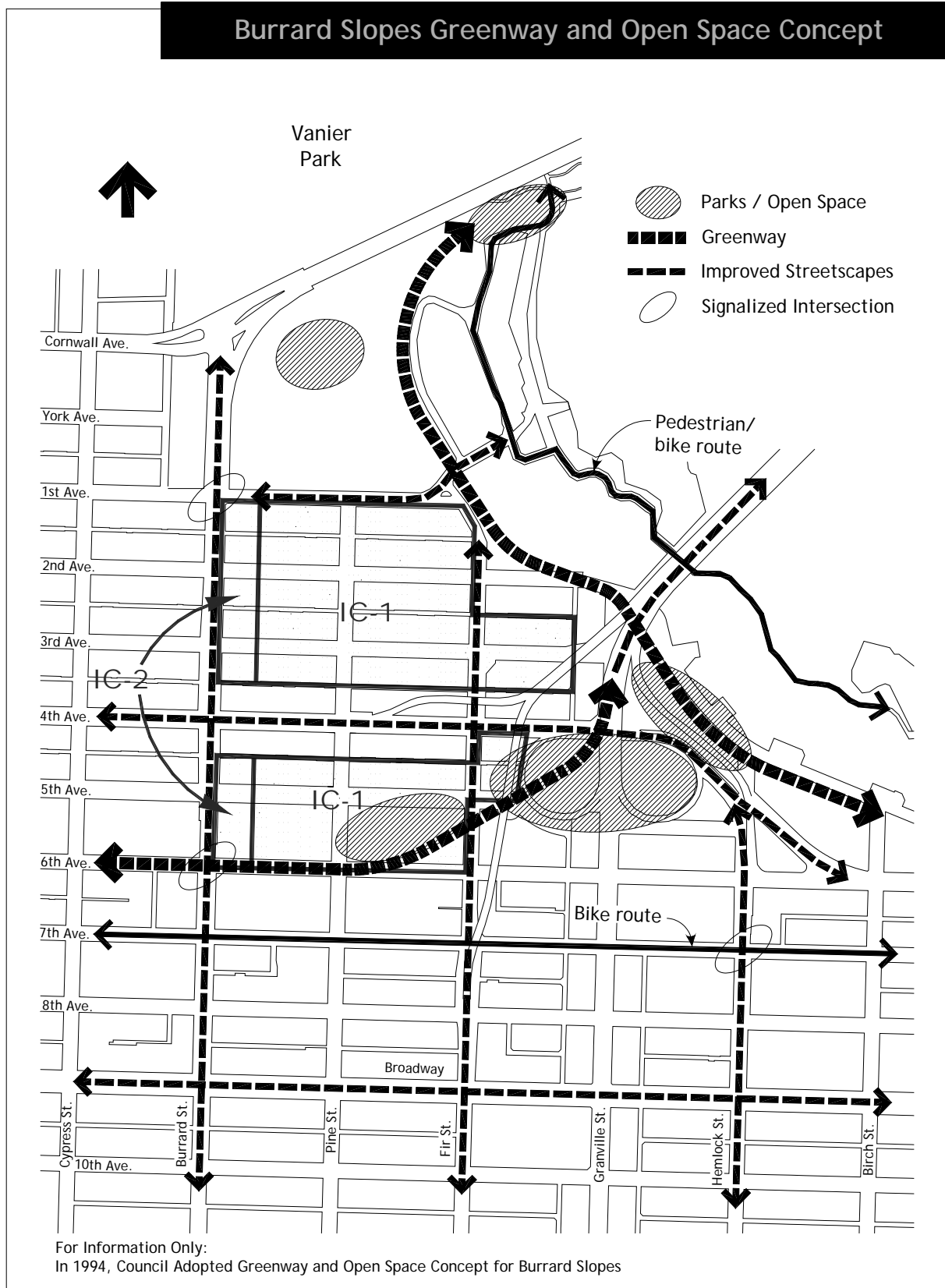
Semi-private outdoor space should be provided for residents. It should be located above the commercial level or on the roof top, have an aggregate size of 4.6 m<sup>2</sup> per unit or more, and should be located so as to receive direct sunlight during most days of the year. It should be protected from noise and overlook from neighbouring buildings. Privacy of adjacent units and properties, view blockage and noise impact on units and properties below should be addressed.

### 7.3 Private Open Space

- (a) Each unit should have direct access to a private outdoor space in the form of a balcony, deck or patio with a minimum area of 4.6 m<sup>2</sup> and a minimum depth of 2.0 m;
- (b) Wherever possible it should be oriented to capture sun and views, as well as to avoid noise and to take account of visual privacy and security.



Figure 8. Burrard Slopes Greenway and Open Space Plan



## 8.0 Landscaping

### 8.1 Streetscape

In keeping with the Burrard Slopes Greenways and Open Space Plan (figure 8), the following standard treatments should be followed for new development:

The legacy of green boulevards and street trees in Burrard Slopes should be added to by new developments.

- (a) Street trees should be provided on all streets, as well as pedestrian lighting and street furniture to improve pedestrian amenities. Park Board and Engineering staff will approve species, spacing, and location; and
- (b) Except on Burrard Street, the boulevard between curb and sidewalk should be grassed. The inner boulevard may also be predominantly green with low, layered planting. Paving should be limited to areas where foot traffic necessitates a more durable surface.

### 8.2 Site Landscaping

- (a) Existing on-site trees and significant landscape features should be retained where possible, in accordance with the Private Property Tree By-Law;
- (b) Landscaping should be provided on amenity roof decks and for screening to provide privacy where required; and
- (c) Parking and exhaust vents should be located away from streets and landscaped setback areas.

## 9.0 Utilities, Sanitation and Public Services

### 9.2 Underground Wiring

New development should be responsible for upgrading adjacent streetscape, and providing underground utility connections in order to improve the residential environment.

### 9.3 Garbage, Recycling and Utilities

Garbage and recycling are essential services that can seriously detract from residential liveability unless skilful design is used to screen them.

- (a) Utility requirements and garbage and recycling facilities should be located adjacent to the lane and fully integrated by enclosure on the roof and sides, with screening from the lane; and
- (b) Separate and secure access should be provided for residential users.

## 10.0 Environmental Considerations

### 10.3 Soils: Retention, Cleansing and Replacement

A soils report identifying historical land use and potential soil contamination may be required for a rezoning application and will be determined at the time of application. Soils are to be remediated if determined to be contaminated.

## 11.0 Public Benefits and Infrastructure

The area-specific Development Cost Levy By-law for the Burrard Slopes Neighbourhood applies to new development in the area and specifies that money collected from new development is to be spent on providing and improving park land, day care facilities, replacement housing and transportation. The City-Wide CAC policies may apply to rezonings in the area based on future work under the Financing Growth Program.

### Residential Compatibility Matrix

This chart indicates the compatibility of uses with residential development. It does not indicate the acceptability of potential proposals, as other factors such as land use objectives, Noise By-law, Parking By-law, and servicing requirements may take precedence.

#### Compatibility Rating Definitions:

- Compatible - Suitable for mixed-use building with a residential component  
 Incompatible - Unsuitable for a mixed-use building with a residential component  
 Noxious - Unsuitable to be within 7.6 m of a mixed-use building with a residential component and therefore residential applications are unsuitable within 7.6 m of any existing noxious uses

- <sup>1</sup> Uses which are not permitted under the IC-1 and IC-2 zoning, but which could be considered as part of a mixed-use residential CD-1 rezoning in Burrard Slopes have been rated in this category. Certain uses which would not be considered as part of a mixed-use residential rezoning are indicated with an “x”, or are not listed if not applicable to this district.
- \* Residential compatibility can be improved one rating (i.e. from noxious to incompatible or from incompatible to compatible) depending on specific use, scale, and design of either the proposed use or the existing adjacent uses.

Uses	IC -1 and IC-2 Districts Schedule		
	Outright	Conditional	Not Permitted in IC-1/2 <sup>1</sup>
<b>CULTURE AND RECREATIONAL</b>			
Arcade			x
Artist Studio - Class A		Compatible	
Artist Studio - Class B		Incompatible*	
Billiard Hall			x
Bowling Alley			x
Club		Incompatible*	
Community Centre or Neigh. House			x
Fitness Centre			Compatible
Hall			x
Library			Compatible
Museum or Archives			Compatible
Rink			x
Swimming Pool			x
Theatre			x

Uses	IC -1 and IC-2 Districts Schedule		
	Outright	Conditional	Not Permitted in IC-1/2 <sup>1</sup>
<b>INSTITUTIONAL</b>			
Ambulance Station		Noxious	
Child Day Care Facility			Compatible
Church			x
Detoxification Centre			x
Hospital			x
Public Authority		Incompatible	
School (elementary or secondary)			x
Social Service Centre		Incompatible*	
Special Needs Residential Facility (All)			Incompatible*
<b>MANUFACTURING</b>			
Bakery Products	Incompatible*		
Batteries	Incompatible*		
Brewing or Distilling		Noxious	
Chemicals or Chem Products, Class A		Noxious	
Chemicals or Chem Products, Class B	Noxious*		
Clothing	Incompatible*		
Dairy Products	Incompatible*		
Electrical Products or Appliances	Incompatible*		
Food or Beverages, Class A		Noxious	
Food or Beverages, Class B	Incompatible*		
Furniture or Fixtures	Incompatible*		
Ice Manu	Incompatible*		
Jewellery	Incompatible*		
Leather Products	Incompatible*		
Linoleum or Coated Fabrics		Noxious	
Machinery or Equipment		Noxious	
Metal Products, Class B		Noxious	

Uses	IC -1 and IC-2 Districts Schedule		
	Outright	Conditional	Not Permitted in IC-1/2 <sup>1</sup>
Miscellaneous Products, Class A		Noxious	
Miscellaneous Products, Class B	Incompatible*		
Motor Vehicle Parts		Noxious	
Non-metallic Mineral, Class A		Noxious	
Non-metallic Mineral, Class B	Incompatible*		
Paper Products	Noxious*		
Plastic Products	Incompatible*		
Printing or Publishing	Incompatible*		
Rubber Manufacturing		Noxious	
Rubber Products	Incompatible*		
Shoes or Boots	Compatible		
Software	Incompatible*		
Textiles or Knit Goods		Incompatible*	
Tobacco Products	Incompatible*		
Transportation Equipment		Noxious	
Vegetable Oil		Noxious	
Wood Products, Class B	Incompatible*		
<b>OFFICE</b>			
Financial Institution			Compatible
General	Compatible		
Health Care			Compatible
Health Enhancement Centre			Compatible
<b>PARKING</b>			
Parking Uses (Garage or area)		Compatible	
<b>RETAIL</b>			
Furniture or Appliance Store	Compatible		
Gasoline Station Full Serve	Incompatible		
Gasoline Station Split Serve		Incompatible	
Grocery or Drug Store			Compatible
Liquor Store			x

Uses	IC -1 and IC-2 Districts Schedule		
	Outright	Conditional	Not Permitted in IC-1/2 <sup>1</sup>
Neighbourhood Grocery Store			Compatible
Retail Store	Compatible		
Vehicle Dealer Including Rentals	Incompatible*		
<b>SERVICE</b>			
Animal Clinic	Incompatible		
Auction Hall		Incompatible	
Barber Shop or Beauty Parlour			Compatible
Bed and Breakfast Accommodation			Compatible
Cabaret			x
Catering Establishment	Incompatible		
Drive-Through Service			x
Funeral Home			x
Hotel			x
Laboratory	Noxious*		
Laundry or Cleaning Plant	Noxious		
Laundromat or Dry Cleaning Estab.			Incompatible*
Motor Vehicle Repair Shop	Noxious		
Motor Vehicle Wash	Noxious		
Neighbourhood Public House			x
Photofinishing or Photography Laboratory	Compatible		
Photofinishing or Photography Studio	Compatible		
Print Shop	Compatible		
Production or Rehearsal Studio	Incompatible		
Repair Shop, Class A	Noxious		
Repair Shop, Class B	Incompatible		
Restaurant, Class 1	Incompatible*		
Restaurant, Class 2			x
Restaurant Drive-In			x
School, Arts or Self-Improvement	Compatible		

Uses	IC -1 and IC-2 Districts Schedule		
	Outright	Conditional	Not Permitted in IC-1/2 <sup>1</sup>
School, Business	Compatible		
Sign Painting Shop	Noxious		
School, Trade or Vocational	Incompatible		
Workshop	Incompatible		
<b>TRANSPORTATION</b>			
Cold Storage Plant	Incompatible		
Mini-Storage Warehouse		Incompatible*	
Packaging Plant	Incompatible		
Storage Warehouse	Incompatible*		
Storage Yard		Noxious*	
Taxicab or Limousine Station		Noxious*	
Truck Terminal or Courier Depot		Noxious*	
Weighing or Inspection Station		Noxious*	
Works Yard		Noxious*	
<b>UTILITY AND COMMUNICATION</b>			
Public Utility		Incompatible	
Radio communication Station	Incompatible		
Recycling Depot		Noxious*	
Waste Disposal Facility			X
<b>WHOLESALE</b>			
Bulk Fuel Depot			X
Cardlock Fuel Station		Noxious	
Lumber & Building Materials Est.	Incompatible		
Wholesaling, Class A	Incompatible*		
Wholesaling, Class B	Incompatible*		

\* \* \* \* \*