TORONTO STAFF REPORT

August 25, 2003

To:	Toronto East York Community Council
From:	Director, Community Planning, South District
Subject:	Final Report Application to amend the Official Plan and Zoning By-law 56 Queen Street East and 51 Bond Street Metropolitan United Church c/o Lancer Metropolitan Corporation (Crang & Boake Inc. and Young + Wright Architects Inc.) TE CMB 2002002/File Number 102026 Toronto Centre Rosedale, Ward No. 27

Purpose:

This report reviews and recommends approval of an application to amend the Official Plan and former City of Toronto Zoning By-law 438-86 to permit a 36-storey residential development at the north end of the Metropolitan United Church property. A Section 37 Agreement is recommended to scure improvements to the church, relocation of the historic parsonage, renovation of the open space south of the church and streetscape improvements. The site

includes the church and covers the entire block bounded by Queen Street East, Bond, Shuter and Church Streets.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that City Council:

 amend the Official Plan for the former City of Toronto substantially in accordance with the draft Official Plan Amendment attached as Attachment No. 5;



- (2) amend Zoning By-law 438-86 of the former City of Toronto for the 56 Queen Street East and 51 Bond Street site substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 4;
- (3) authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendments and draft Zoning By-law Amendment as may be required;
- (4) before introducing the necessary Bills to City Council for enactment, require the owner to enter into a Section 37 Agreement and have completed registration on title securing the benefits outlined in this report; and
- (5) require that the owners provide an irrigation system at the applicant's expense for all street trees in the public right-of-way with automatic timer at the applicant's expense and that the irrigation system be designed to be water efficient by a Certified Landscape Irrigation Auditor (CLIA) and constructed with a back flow preventer to the satisfaction of the Commissioner of Works and Emergency Services, including requirements to maintain the entire system in continuing good order and operation.

Background:

The proposal by Lancer Metropolitan Corporation (Lancer) is to develop a 36-storey market rental building at the north end of the property bounded by Queen East, Bond, Shuter and Church Streets. The 1.3 ha. (3.27 acre) site belongs to the Metropolitan United Church (the Church). Policy 5.15 of the former City of Toronto Official Plan allows for the transfer of density for "Heritage Buildings with Significant Open Space" and applies to this site. This policy has been continued as Site and Area Specific Policy No. 191 contained in Chapter 7 of the new Official Plan. The Church has been looking to transfer its density for a number of years to generate income to help with maintenance of the church property and to continue providing outreach programs. The Church was unable to find an appropriate receiver site for the density. In response to a request for proposals, the Church selected Lancer as the successful proponent to pursue development on the Church property.

In August 2001, Lancer proposed two high rise towers (approximately 100 metres) on Shuter Street. The total proposed gross floor area was 51,000 square metres. This proposal represented about 4 times coverage of the entire site, the total amount currently permitted in the Zoning Bylaw. Staff did not support this proposal.

In negotiations through late 2002, in order to reduce the size of the proposed development, staff agreed to consider an underground commercial parking lot as a way to generate long term income for the Church, essentially replacing some above grade density in terms of value to the Church. Although building commercial parking is not consistent with City policies to minimize auto use, it was felt that this would reduce the amount of built density on the site. The commercial parking would be dependent on Lancer demonstrating that the demand existed. Lancer amended its proposal to place one 30-storey (83.3 metre) tower aligned axially north of the Church and one 19-storey (53.6 metre) tower just south of the corner of Shuter and Church Streets. The buildings were connected by a 6-storey podium. The historic parsonage building

was retained at the corner of Shuter and Bond Streets. The total new gross floor area proposed was 32,051 square metres. The Preliminary Report reported on this alternative.

Between March 4 and 6, 2003, the Shuter Street Design Initiative (the Charrette) took place. The two main goals of the Charrette were to:

- create a coherent neighbourhood urban design and streetscape plan; and
- study, re-examine or fine-tune individual development proposals to frame issues for further discussions with proponents.

The Lancer proposal was reviewed at the Charette and a number of ideas were put forward as summarized below:

- introduce a continuous east-west lane at the northern edge of the Church to delineate the Church site from the development and to maintain the historic concept of the Church located in a park setting;
- relocate the parsonage and possibly other historic structures south of this new lane to reinforce a campus-like atmosphere around the Church;
- develop a single point tower (up to a height limit as determined by the flight path of the helicopter landing pad) on axis with the Church and a four-storey podium building on Shuter and Bond Streets. The podium could possibly be higher on Church Street provided there were setbacks at the four storey level; and
- identify Shuter Street as a special "place" between the Church and St. Michael's Cathedral as well as an important connection which links new and existing buildings in the community.

In response to the Charette and ongoing discussions between the City and the Church, Lancer revised its development proposal to address many of these issues.

The current proposal includes a 36-storey (106 metre) (112 metres including mechanical penthouse) residential rental building which becomes more slender at it rises. Along Shuter Street there is a continuous 4-storey (17 metre) podium building. On either side of the tower, the building steps up to 6 storeys (25 metre) behind the four-storey base. The building will include 340 rental units. The applicant is intending that the podium (4-6 storey) building will be entirely commercial office and retail uses (up to 10,000 square metres). The zoning by-law amendments will allow the flexibility for this base to be residential if the owner is unable to lease the office space. A total of 815 parking spaces including public parking are proposed. The public parking would be in an underground commercial garage on the east and west sides of the church replacing existing surface parking on the east side of the property.

The historic Parsonage building is proposed to be moved south of the new building along Bond Street. The project also includes streetscape improvements on all street frontages and improvements to the open space in front of the Church. The landscape improvements and Section 37 benefits to be secured as part of this project are described in detail below.

Site and Surrounding Area

The site is comprised of the Parsonage and Church House facing Shuter Street and the historic church fronting on Queen Street East. A large open space forms a U-shape on the south, east and west sides of the property. Some of the frontage on Bond and Church Streets is used for surface parking and a portion of the Church Street frontage is fenced in to provide a playground for the Bond Street Nursery. The open space fronting onto Queen Street East is leased to the City for a nominal amount and maintained by the City's Parks and Recreation Division.

The entire Church site is bordered by Queen Street East to the south, Shuter Street to the north, Bond Street to the west and Church Street to the east. To the north is St. Michael's Cathedral, to the west is St. Michael's Hospital, on Church Street to the east are low rise retail uses and to the south on Queen Street East is a mix of street-related retail and other uses. Generally the area is a transitional institutional zone between the more intense development along Yonge Street and in the Central Core and the lower rise residential neighbourhood to the east. The overall height limit in this area is 30 metres. The area along Shuter Street has several development applications including a recently approved 28-storey (78.2 metres) building at the corner of Church and Shuter Streets. St. Micheal's hospital has also recently built a heliport which will constrain some development in this area. Transport Canada has confirmed in writing that shifting the approved helicopter flight path north of the proposed tower is possible.

Official Plan

The property is designated Medium Density Mixed Commercial Residential Area (MDMCR) in the former City of Toronto Official Plan and has a maximum density permission of up to four times the area of the lot. The Plan states that new development in MDMCR districts should be compatible with adjacent areas. Retail and other non-residential development can be located at grade or on lower floors in this district. The property is also subject to a U-shaped open space designation fronting on Queen Street East.

The site is subject to the general heritage policies identified in Section 5 of the Plan as well as Section 5.15 the "Density Transfer Policy for Heritage Buildings with Significant Open Space". This policy essentially allows for the transfer/sale of density off site to protect the heritage and open space amenities.

New City of Toronto Official Plan

At its meeting of November 26, 27 and 28, 2002, City Council adopted the new Official Plan for the City of Toronto. The Minister of Municipal Affairs and Housing approved the new plan, in part, with modifications. The Minister's decision has been appealed in its entirety. The Official Plan is now before the Ontario Municipal Board. No hearing date is set. Once the new Official Plan comes into force and effect, the designation for this property will be Mixed Use Area and Open Space.

The new Plan identifies a dynamic Downtown as an important goal for successful city-building and includes support of the Downtown as one of the five strategic campaigns of action implementing the new Official Plan. The new Plan also outlines a set of built form principles for tall buildings to ensure they fit into their new context and minimize their impacts. Other policies refer to the importance of residential intensification, especially in the vicinity of existing transit lines as well as the importance of protecting heritage buildings and landscapes.

The heritage density transfer policies contained in the former City of Toronto Official Plan are continued through Site and Area Specific Policy No. 191 found in chapter 7 of the new Plan.

Zoning By-law

The property is zoned CR T4.0 C2.0 R4.0 which permits a wide range of commercial and residential uses with a maximum height of 30 metres across the entire site and a maximum density of up to four times the area of the site. The property is also subject to an angular plane requirement on the Church Street frontage.

At the time of Cityplan and with the introduction of Section 5.15, the height limit on the property was reduced from 45 to 30 metres.

Site Plan Control

No site plan application has been received yet.

Reasons for Application

This proposal exceeds the requirement in the in-force Official Plan that buildings in Medium Density Mixed Commercial-Residential Areas should be of a mid-rise form with heights generally in the range of 6 to 10 storeys. If a commercial parking lot was to be constructed under any portion of the area on the site designated as Open Space in the Official Plan, Section 4.8 requires that these lands be redesignated. The penetration of the angular plane on Church Street is contrary to Section 3.27 which specifies certain standards of sunlight on parks and important pedestrian streets.

The total density proposed is less than that permitted by the Zoning By-law. Of the 4.0 times the area of the lot permitted, the applicant is proposing 2.4 times the area of the lot (not including the existing floor area of the Church and Parsonage building). The proposed residential tower exceeds the permitted height of 30 metres by 76 metres.

Community Consultation

A Community Meeting held on March 3, 2003, was attended by approximately 50 persons. Issues raised at the meeting and in writing to staff following the meeting include: physical impact such as height, shadow and setbacks, the importance of preserving heritage buildings, the future use of the open space, traffic and parking, impact on St. Michael's Cathedral and hospital, the need to improve Shuter Street and community infrastructure.

Since the community meeting, planning staff have consulted with the Toronto Downtown East Neighbourhood Association (TEDNA) and representatives of St. Michael's Cathedral and St. Michael's Hospital, the immediate neighbours. Metropolitan United Church has been represented throughout the negotiation.

St. Michael's Cathedral does not oppose the project although it does have an effect on the Cathedral. There is some shadowing mid to late morning and the Cathedral is concerned about added congestion in the area related to servicing and parking for the new project. The Cathedral supports the proposed commercial parking to serve the area and the up to 8,000 people per week who attend services. Representatives of the Cathedral have raised concerns about the potential cumulative effect of new development to shadow their site throughout the day. They have asked the City to consider this in the context of any new development proposals in the area.

St. Michael's Hospital does not oppose the project provided the flight path to their new heliport can be adjusted to go around the new residential tower. Transport Canada has confirmed that the flight path can be diverted slightly northward.

Representatives of TEDNA have been involved throughout the process. They are not opposed in principle to new residential development in the area and would welcome neighbourhood retail services. They have raised concern about the general lack of community services and facilities in the area. They are interested in school, library and community centre space. They have also asked about availability of space for neighbourhood services such as parent/child drop in centres, community meeting space, etc. This is discussed in more detail later in this report. They have also raised some concerns about the size of the new residential tower in the context of the East Downtown.

Agency Circulation

The application was circulated to all appropriate agencies and City Departments. Responses received have been used to assist in evaluating the application and to formulate appropriate by-law standards.

Comments:

Overall Direction

The issues related to the deployment of density on the Church site have evolved over time. The original intent of the density transfer policy was, as noted earlier, to allow density transfer from

historic properties and to use the proceeds of the sale to maintain and improve the heritage site. The intent of the policy was to keep development off the Church site.

In the case of Metropolitan United Church, it was not possible to find a receiver site for the density. To allow the Church to sell some density, staff agreed to look at using some of the density on site. The project, as it has evolved, has focussed on permitting some development on the Church site with the objective of minimizing any negative impact on the Church and grounds. The development at the north end of the site and the refinements to the project mitigate the effect on the Church while still achieving the following policy objectives:

- neighbourhood regeneration;
- housing intensification close to the downtown and transit;
- introduction of office and neighbourhood retail;
- streetscape improvements;
- protection and enhancement of the historic Church and Parsonage buildings;
- protection and enhancement of publicly accessible open space; and
- securing of public benefits through Section 37 of the Planning Act.

The discussion with the Church, the developer, community stakeholders and the City over the last several years has attempted to reconcile very strongly held views, including the position that the site should not experience any further development. In the end, if development must take place on the site, then staff are of the view that the project now before Council represents a balance of interests and results in a good physical, social, economic and environmental outcome. It is recognized that the project will contribute significantly to change in this neighbourhood, along with other projects under consideration, but it is change that will regenerate the area, stimulate others to invest and address many community objectives.

The Preliminary Report suggested that the total scope of development then proposed must be reduced including less density and less parking. More specifically, the buildings then proposed needed to be slimmer, shorter and more architecturally sensitive and the parking needed to be relocated and reduced. The applicant has, in fact, reduced the total floor area of the project by 6,000 square metres. Although the parking numbers have not gone down the effect of the underground parking has been reduced because less of it is under the open space south of the Church.

Physical Impact

The physical and visual impact of this development on the area has been an important consideration. Both physical and computer modelling of alternatives and the submission and review of a pedestrian wind study and shadow impact studies have been completed. This work

supports the overall direction that the massing has taken – to permit one point tower, wellarticulated and stepped, on axis with the church tower with a low podium base. Particular emphasis has been given to narrowing the floor plates as the tower rises, keeping the shoulders of the building low to provide visual relief, reduce impact to the north and preserve clear views of the church roofline and tower from nearby intersections. Further work will be required during site plan approval with respect to elevations and pedestrian comfort in order to properly resolve the massing approach.

Traffic and Transportation Impact

Works and Emergency Services staff have reviewed this proposal and have advised that the application is generally acceptable, the following issues will be resolved at the site plan stage:

- confirmation of the amount of residential, non-residential and public parking, parking standards for this site will be as set out in the Zoning By-law 438-86;
- provision of one more loading bay to serve the increase in non-residential space;
- the final width of the Bond Street sidewalk and any necessary encroachments to accommodate the relocated Parsonage;
- final configuration and location of loading and access ramps;
- relocation of parking from the east to west side of Bond Street; and
- phasing.

Tree Preservation

The preservation of trees within the open space has been an important consideration as the project has been revised. Generally, the conceptual landscape plan now maximizes the opportunity for tree preservation, provides compensation with new trees and reintroduces a open space plan appropriate for the heritage significance of the site.

The City Forester has provided conditions which will be implemented in conjunction with Site Plan Approval. The owner has submitted conceptual landscape plans and an arborist report. The owner will require permits to injure or destroy privately owned trees subject to the City's Municipal Code protection provisions. Prior to site plan, the owner will provide a Tree Preservation Plan and a detailed landscape plan identifying which trees will be injured or destroyed and the trees provided to compensate for the loss.

Heritage Assessment

At its meeting held on August 19, 2003, the Heritage Preservation Board adopted a report from the Manager, Heritage Preservation Services containing recommendations which implement and secure heritage objectives related to the development. The key considerations include the placement of a Heritage Easement Agreement on the parsonage and church buildings, the provision of conservation strategies and plans which detail the work, financial securities and architectural control. The report from Preservation Services requested that easements be registered prior to introduction of Bills in Council. Due to its approval structure, the United Church cannot sign off on these reports prior to Council but has agreed to execute agreements prior to Site Plan Approval.

Official Plan and Zoning By-law Amendments

The attached draft Official Plan and Zoning By-law amendments clearly define the land uses permissions and general form of the development. The in-force Official Plan for the former City of Toronto is proposed to be amended to:

- permit a 36 storey (107 metre) building;
- permit a commercial parking lot on the west side of the lands which are now designated open space; and
- confirm that public benefits will be secured through a Section 37 Agreement.

The new Council-approved Official Plan does not require any amendments.

The Zoning By-law amendments would permit a total density of 32,060 square metres of which up to 10,000 square metres could be non-residential. The by-law also proposes a maximum of 815 parking spaces on site including underground public parking

Specific height limits for the various areas of the site are as follows:

- at the north end, where the residential building is proposed, the maximum height for the tower is 107 metres with the podium buildings on Shuter Street stepping up from 17 to 25 metres;
- the Church maintains the 30 metre height permission around the building but the open space to the east and west is limited to 4.5 metres to allow elevator access to the proposed public parking; and
- the publicly accessible open space south of the Church has a 0.0 metre height limit.

The zoning by-law also describes in detail the Section 37 benefits to be secured as a condition of the rezoning.

City staff are continuing to discuss fine tuning of the By-laws and may need to report directly to Council on further amendments.

Section 37 Benefits

Lancer has agreed to enter into a Section 37 agreement securing public benefits to the City and confirming its agreement with the Church to provide lease payments which will enhance the

Church buildings and functions. The package of benefits in exchange for the height increase contributes to the planning merit of the proposal and implements Official Plan objectives. The Section 37 Agreement will be executed and registered on title prior to the introduction of bills in Council.

The following is a list of benefits.

- (a) Heritage:
 - execution of a heritage easement agreement on the Church building, and some interior elements, prior to site plan approval;
 - phased restoration of the Church building funded through revenues from the lease with the developer;
 - relocation and restoration of the Parsonage Building;
 - execution of a heritage easement agreement on the Parsonage after it is relocated; and
 - preparation of a Heritage Conversation Plan for both buildings.
- (b) Open Space:
 - landscape redevelopment of the open space to the south of the Church while maintaining as many existing trees as possible (the landscape development will be generally as shown on the landscape concept attached as Attachment 3) Approximate value \$1.6million;
 - execution of a public easement in favour of the City for the entire open space during daylight hours;
 - replacement of the historic fence which once defined this space including participation of an artist in the design (this is over and above the landscape improvements);
 - maintenance of the public space by the owner, this would eliminate the City's current maintenance obligation; and
 - streetscape improvements, including a 1.5 metre sidewalk widening on Shuter Street (as revised in accordance with the emerging design for Shuter Street improvements) and an up to 3.0m wide sidewalk on Bond Street.

- (c) Community Space:
 - funding for renovated community service space in the basement of the Church allowing the Church to provide expanded service for:
 - Out of the Cold programs;
 - meeting space for groups such as AA and Weight Watchers;
 - job search and computer training;
 - arts and crafts training;
 - a 240 square metre multi-purpose room for additional community functions;
 - continuing availability of the sanctuary for public events and meetings;
 - renovated space for continuing operation of the Bond Street Nursery, providing services for special needs children;
 - provision of community space within the new development which will be made available at no cost to community groups such as TEDNA and the St. Michael's Boy's Choir
- (d) Architectural Controls:
 - approval authority to the City on the materials, colours and architectural elevations of the new building to ensure compatibility with St. Michael's Cathedral and Metropolitan United Church;
- (e) Benefits to Metropolitan United Church:
 - annual rent from a 60-year lease agreement. At the end of the lease term, the Church becomes the owner of the residential building;
 - a lump sum of \$1.0 million upon approval of the Rezoning and Official Plan Amendment for the development;
 - a loan of \$1.2 million up front which the Church will repay with annual lease revenues;
 - 90 commercial parking spaces in the residential project to replace the existing 90 surface parking spaces being last. All revenue from these 90 spaces goes to the Church;
 - profit sharing on revenues from the additional underground public parking to the east and west of the Church;
 - the front end cash payment and loan will allow the Church to expand and continue a number of community services which it provides;

(f) Other Issues to be Resolved at Site Plan Approval:

Planning staff are satisfied with the general form and massing of the proposal. The following more detailed issues will be resolved at the site plan approval stage.

- final configuration of ramps and service access both to the residential building and the commercial parking garage and location of building entrances and lobbies;
- detailed design of the landscape south of the Church including the fence surrounding the space and protection of private trees;
- final approval of building colours and materials and architectural elevations;
- inclusion of a warning clause in all lease agreements acknowledging the proximity of the helicopter flight path.

(g) Other:

- requirement for the developer to pay for any changes to the St. Michael's Hospital helipad resulting from changes to the flight path; and
- commitment for the City to consult with St. Michael's Cathedral and St. Michael's Hospital during review of site plans for the development.

Conclusions:

The proposed development at the north end of the Metropolitan United Church property is the result of many years of consultation including all interested parties and neighbourhood groups. Although an ideal solution would have been to relocate the density away from the Church, this was not possible. The Lancer proposal has evolved significantly over the past year to address issues raised by the City and ideas coming out of the Shuter Street Design Initiative. The original reason for creating density transfer policies in the City's Official Plan were two-fold: to move density away from the site; and to create cash flow to preserve historic properties and associated open space.

Although it was not possible to move the density off-site, this project serves to protect the heritage properties and to secure significant improvements to the open space as well as other community benefits. The result is a reasonable solution which also provides market rental housing. Considering the significant benefits to the area and the fact that through a Section 37 Agreement the City will have considerable architectural controls, planning staff are recommending approval of the proposed Official Plan and Zoning By-law amendments.

Contact:

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Ted Tyndorf Director, Community Planning, South District

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List of Attachments:

Application Data Sheet Attachment 1: Site Plan Attachment 2: Elevations Attachment 3: Landscape Concept Attachment 4: Draft Zoning By-law Amendment Attachment 5: Draft former City of Toronto Official Plan Amendment

APPLICATION DATA SHEET

Application Type	Official Plan Amendment		Application Numbe		imber:	er: 02 035316 STE 27 OZ			
Details	Rezoning Standard		Application Da		ate: Octobe		er 18, 2002		
Municipal Address:	88 Queen Street and	1 51 Bond St, To	oronto	ON					
Location Description:	Description: Block bounded by Queen Street East, Bond, Shuter and Church Street						ets		
Project Description:	Construct a 36 storey commercial and residential building and commercial parking garage.								
Applicant:	Agent:	Architect:			Owner:				
Richard Dabrus Crange & Boake Inc. 101 Thorncliffe Park Dr. Toronto ON M4H 1M2		Richard Dabrus Crange & Boake Inc. 101 Thorncliffe Park Dr. Toronto ON M4H 1M2		Metropolitan United Church c/o Lancer Metropolitan Corporation 1200 Sheppard Ave. E. Suite 200 Toronto ON M2K 2S5					
PLANNING CONTROLS									
Official Plan Designation:	MDMCR	Site	Site Specific Provision			n: No			
Zoning:	CR T4.0 C2.0 R4.0	Hist	Historical Status:			Y			
Height Limit (m):	30	Site Plan Control Area: Y							
PROJECT INFORMATION									
Site Area:	13257.5	Heig	ht:	Storeys:		36			
Frontage:	77.2			Metres:		107			
Depth:	171.5								
Ground Floor GFA:	1855				Tota	I			
Residential GFA:	30871	Park	ing S	paces:	815				
Non-Residential GFA:	1180	Load	ding D	ocks	1				
Total GFA:	32060								
Lot Coverage Ratio:	0.36								
Floor Space Index:	2.42								
DWELLING UNITS FLOOR AREA BREAKDOWN									
Tenure Type:	Rental				Above	e Grade	Below Grade		
Rooms:	0	Residential	GFA:		31160)	0		
Bachelor:	0	Retail GFA:			1300		0		
1 Bedroom:	230	Office GFA:			8700		0		
2 Bedroom:	110	Industrial G	SFA:		0		0		

3 + Bedroom:	0	Institutional/Other GFA:	0	0	
Total Units:	340				
CONTACT:	PLANNER NAME:	Lynda Macdonald, Planning Manager			
	TELEPHONE:	(416) 392-7618			





QUEEN STREET EAST

56 Queen Street East & 51 Bond Street

Applicant's Submitted Drawing



Site Plan



NORTH ELEVATION

North Elevation

56 Queen Street East & 51 Bond Street

Applicant's Submitted Drawing Not to Scale 08/20/03



South Elevation

56 Queen Street East & 51 Bond Street

Applicant's Submitted Drawing Not to Scale 08/20/03



East Elevation

56 Queen Street East & 51 Bond Street

Applicant's Submitted Drawing Not to Scale 08/20/03



West Elevation

56 Queen Street East & 51 Bond Street

Applicant's Submitted Drawing Not to Scale 08/20/03



QUEEN STREET EAST

Landscape Plan

56 Queen Street East & 51 Bond Street

Applicant's Submitted Drawing



File # TE CMB 2002 0020

BOND STREET



- CR Mixed-Use District
- 0 Mixed-Use District

Not to Scale Zoning By-law 438-86 as amended Extracted 12/11/02 - DR



Medium Density Mixed Commercial - Residential Areas High Density Mixed Commercial - Residential Areas 'A'

Open Space

Hospital Areas

Not to Scale 08/20/03