

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7908-0312-00

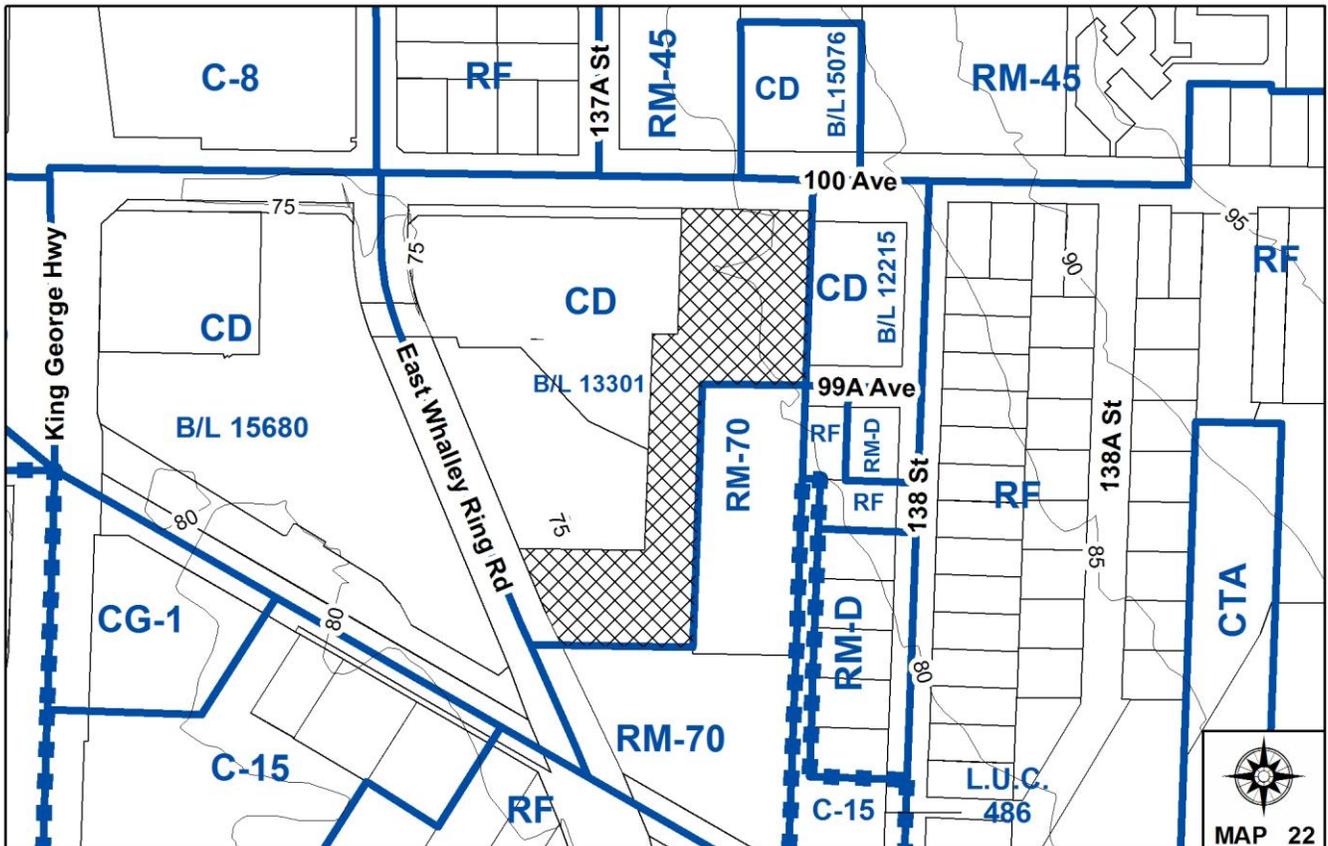
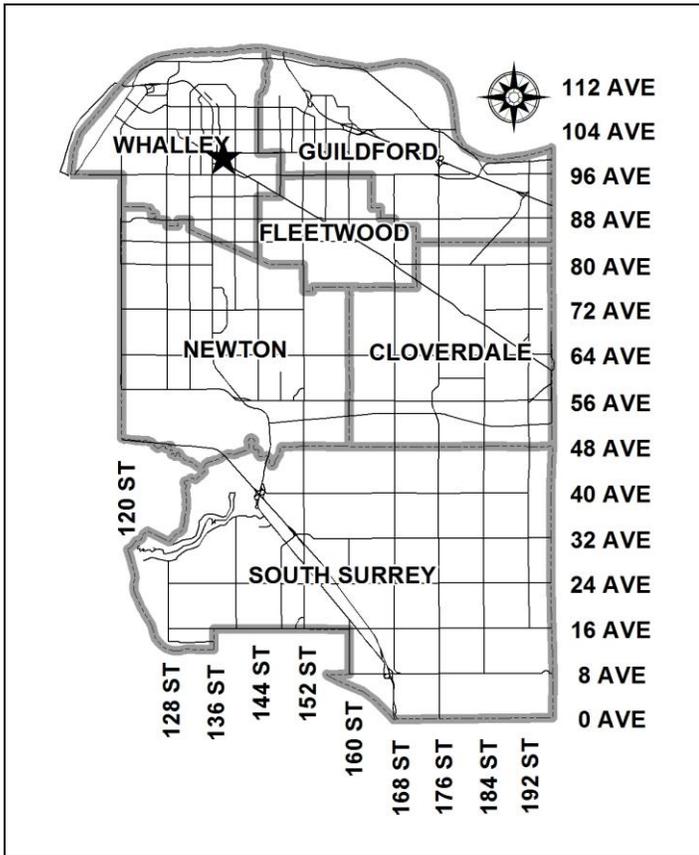
Planning Report Date: May 3, 2010

PROPOSAL:

- **Rezoning** from CD (By-law No. 13301) to CD (based on RM-135)
- **Development Permit**
- **Development Variance Permit**

in order to permit the development of two high-rise residential towers in Surrey City Centre.

LOCATION: 13778 - 100 Avenue
OWNER: 3529 Investments Ltd.
ZONING: CD (By-law No. 13301)
OCP DESIGNATION: City Centre



RECOMMENDATION SUMMARY

- By-law Introduction and set date for Public Hearing for Rezoning.
- Approval to reduce indoor amenity space.
- Approval to draft Development Permit.
- Approval to draft Development Variance Permit to proceed to Public Notification.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Seeking building height exceeding proposed height in recent skyline and massing study.

RATIONALE OF RECOMMENDATION

- Complies with OCP Designation.
- Complies with the Surrey City Centre Plan Update Land Use and Density Concept
- The proposed density is appropriate for this part of Surrey City Centre.
- The proposed development conforms to the goal of achieving high-rise, high density development around the three SkyTrain stations.
- Proposed setbacks achieve a more urban, pedestrian streetscape in compliance with the Surrey City Centre Plan Update.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to amend "Comprehensive Development Zone (CD)" (By-law No. 13301) and a date be set for Public Hearing (Appendix VII).
2. a By-law be introduced to rezone the subject site from "Comprehensive Development Zone (CD)" (By-law No. 13301) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.
3. Council authorize staff to draft Development Permit No. 7908-0312-00 in accordance with the attached drawings (Appendix II).
4. Council approve Development Variance Permit No. 7908-0312-00, (Appendix VI) varying the following, to proceed to Public Notification:
 - (a) to vary the maximum building height of the proposed Comprehensive Development Zone allowed from 75 metres (250 ft.) to 137 metres (450 ft.).
5. Council instruct staff to resolve the following issues prior to final adoption:
 - (a) ensure that all engineering requirements and issues including restrictive covenants, and rights-of-way where necessary, are addressed to the satisfaction of the General Manager, Engineering;
 - (b) submission of an Arborist Report, tree survey and tree management plan to the satisfaction of the City Landscape Architect;
 - (c) submission of a landscaping plan, including increased landscaping along the stream setback protection area, to the specifications and satisfaction of the City Landscape Architect;
 - (d) submission of a landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect;
 - (e) resolution of all urban design issues to the satisfaction of the Planning and Development Department;
 - (f) the applicant address the concern that the development will place additional pressure on existing park facilities to the satisfaction of the General Manager, Parks, Recreation and Culture;
 - (g) extension of the existing reciprocal access agreement on the adjoining lot to the west or the redesign of the internal driveway access;
 - (h) registration of a Section 219 Restrictive Covenant amending the existing Fire Access easement on the subject site; and

- (i) registration of a Section 219 Restrictive Covenant to ensure protection of the 30-metre (100 ft.) stream setback protection area.

REFERRALS

Engineering: The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as outlined in Appendix III.

School District: **Projected number of students from this development:**

14 Elementary students at Lena Shaw Elementary School
6 Secondary students at Guildford Park Secondary School

(Appendix IV)

Parks, Recreation & Culture: The Parks, Recreation & Culture Department has concerns that the development will place additional pressure on existing park facilities and wishes to see better landscape and public interface along the stream setback area.

SITE CHARACTERISTICS

Existing Land Use: Vacant.

Adjacent Area:

Direction	Existing Use	OCP Designation	Existing Zone
North (Across 100 Avenue):	Three-storey apartment building. Four-storey assisted living building.	Multiple Residential	RM-45
East:	Three-storey apartment building.	Multiple Residential	CD (By-law No. 15076)
South:	Four-storey apartment building.	Multiple Residential	CD (By-law No. 12215)
West:	Vacant lot.	City Centre	RM-70
		City Centre	CD (By-law No. 13301)

DEVELOPMENT CONSIDERATIONS

- The 1.15-hectare (2.4-acre) subject site at 13778-100 Avenue in Surrey City Centre is designated City Centre under the Official Community Plan (OCP) and is currently zoned Comprehensive Development (CD) Zone (By-law No. 13301). The subject site and the site to the west were rezoned to CD By-law No. 13301 in 1998, however, development of these sites did not proceed at that time.

- The Surrey City Centre Land Use and Density Concept adopted by Council on February 6, 2009 as part of the Surrey City Centre Plan Update-Phase II, Stage 1 report, indicates that the area around the King George SkyTrain station, including the subject site, may be appropriate for high-density residential development with Floor Area Ratios (FAR) of up to 5.5, depending upon the specific site and the specific development being proposed.
- With respect to the subject site, the applicant is proposing to construct two high-rise residential towers, 20 storeys and 46 storeys in height, with a gross floor area of approximately 48,000 square metres (516,000 sq. ft.)
- CD By-law No. 13301, which defines density in terms of gross floor area and not in terms of FAR, limits the gross floor area on the site to 18,500 square metres (199,000 sq. ft.). As a result, the applicant has applied to rezone the subject site from CD By-law No. 13301 to a new CD Zone in order to increase the density by 160%, from 18,500 (199,000 sq. ft.) to 48,000 square metres (516,000 sq. ft.) to permit the proposed development to proceed.
- As the subject site is being rezoned from CD By-law No. 13301 to a new CD Zone, CD By-law No. 13301 will need to be amended to remove all references to the subject lot (Lot 3), as outlined in Appendix VII.
- The proposed project is eligible to take advantage of the City's Economic Incentive Action Plan and, as a result, they are intending to proceed with the project as soon as market conditions permit.

Density

- Quibble Creek flows through the southern end of the subject site. As a result, a stream setback protection Restrictive Covenant is registered over the Quibble Creek creek channel, and over an area 5 metres (16 ft.) from the top-of-bank of the channel, in order to ensure that the stream area is protected and is free of development. These stream and stream setback protection measures were undertaken as part of a previous development application for the site (6789-0296-00).
- A large portion of the adjoining lot to the west (13790-100 Avenue), that lies within the 30- metre (100 ft.) stream setback protection area, was recently transferred to the City as a fee simple lot (9910 Whalley Boulevard) as part of the Sky Towers proposal (7906-0225-00).
- In 2009, the City of Surrey constructed a water quality pond along Quibble Creek within this fee simple lot (9910 Whalley Boulevard) that was recently transferred to the City. As a result of the construction of this water quality pond, the top-of-bank of Quibble Creek has shifted slightly to the east, which results in small additional area of the subject site falling within the 30-metre (100 ft.) stream setback protection area.
- Under the provisions of Surrey Zoning By-law No. 12000, undevelopable areas such as stream channels and setback areas 5 metres (16 ft.) from top-of-bank are excluded from the area of a lot for the purpose of calculating density.

- However, the implementation strategy outlined in the Surrey City Centre Plan Update-Phase II, Stage 1 report indicates that, for the purpose of calculating density in City Centre, density may be calculated on the gross site area, without the stream and stream setback area being excluded from the site area.
- In the case of the subject lot, approximately 30% of the site falls within the stream channel and 5-metre (16 ft.) from top-of-bank protection area. Approximately 50% of the site falls within the stream channel and the 30-metre (100 ft.) stream setback protection area.
- When the policy to include stream and stream setback areas for the purpose of calculating density was recommended (Corporate Report No. C001 on February 9, 2009), it was not anticipated that there would be sites in City Centre that would be so greatly impacted by stream protection setbacks.
- Although the Surrey City Centre Land Use and Density Concept indicates that a number of sites within 400 metres (¼ mile) of the King George SkyTrain Station are appropriate for densities of up to 5.5 FAR as noted previously, this maximum density may not be achievable on all sites due to the constraints and challenges of an individual site.
- As approximately 50% of the subject site is encumbered by Quibble Creek and the stream setback protection area, the applicant is attempting to achieve as much density as possible by concentrating building area onto the northern portion of the site along 100 Avenue and accommodating the density in one, 20-storey mid-rise residential tower and one very tall 46-storey tower.
- However, as the proposed development complies with the provisions of the Surrey City Centre Plan Update-Phase II, Stage 1 report in terms of land use and density, the proposed development is being supported by the Planning & Development Department.
- It should be noted that, normally, developers are requested to transfer stream setback areas to the City as a fee simple lot. In this case, the applicant has declined to transfer the 30-metre (100 ft.) setback area to the City and, instead, proposes to place a Restrictive Covenant over this area in order to protect and preserve this important environmental feature.

Proposed CD Zone

- As a result of the density, size and scale of the proposed development, there is no existing residential zone in Surrey Zoning By-law No. 12000 that can accommodate the proposed development to any degree.
- The residential zone that permits the highest residential-only densities is the RM-135 Zone.
- However, the proposed development does not conform to the requirements of the RM-135 Zone in terms of density, lot coverage, setbacks, height of buildings, and off-street parking, and some of the landscaping and special regulation requirements, such as balconies.
- As a result, the subject site must be rezoned to a CD Zone that is specifically tailored to accommodate the proposed development.

PRE-NOTIFICATION

- Pre-notification letters were sent on November 4, 2009. Staff received four telephone calls in response to the pre-notification letters and the Development Proposal Sign.
- Two of the telephone calls were seeking additional information about the project.
- One telephone caller felt that the proposed density was too high and that the proposed buildings were too tall and would block her view of the North Shore mountains.
- One telephone caller raised concern about the quality of the architecture of the new building, indicating that he did not want to see a repetition of the types of building(s) constructed recently to the west of the subject site. The caller also felt that the development should take advantage of the creek and that the creek area should be opened up for access by the public for “restful” recreation.

DESIGN PROPOSAL AND REVIEW

Site Layout

- The proposal consists of one mid-rise and one high-rise residential tower that sit atop a common podium base, located on the northern portion of the site adjacent to 100 Avenue.
- Vehicle access to the site will be located along 100 Avenue and 99A Avenue. An internal driveway will be located along the west and south sides of the building, providing vehicle access to the underground parking and loading and garbage areas. This internal driveway also provides pedestrian access to the “green” areas south of the proposed building.
- The drive aisle along the western side of the proposed building is actually located on the adjoining lot but is located within a reciprocal access easement area that allows the development of a joint driveway for the subject proposal and the Sky Towers project (Development Permit No. 7906-0225-00, which has recently expired) to the west.
- It should be noted that a portion of the driveway on the western side of the site, however, is located on a portion of the adjoining lot that is not currently included in the reciprocal access easement area.
- As a result, the applicant will be required to extend the current reciprocal access easement area on the adjoining lot or will be required to redesign the internal driveway to ensure that it is located completely within the subject lot and within the current reciprocal access easement area.

Building Design

- The proposed building consists of a 4-storey podium that forms a “u” shape and encloses a heavily landscaped open courtyard located on the southwest corner of the building.
- The north façade of the building along 100 Avenue, and the southern façade along the internal driveway, are comprised of two-storey townhouses on the lower levels and two storeys of traditional one-level apartments above.

- In addition to the podium, the project consists of one high-rise residential tower and one mid-rise residential tower. The high-rise tower, 46 storeys in height, is located on the north side of the building and the site, adjacent to 100 Avenue. The mid-rise tower, 20 storeys in height, is located on the south side of the building, facing the internal east-west driveway that runs along the south side of the building.
- The 46-storey tower will be a unique, oval shape that is oriented toward the green area along Quibble Creek, located to the southwest of the proposed building.
- The shorter tower will be a rhomboid shape with units, and most windows, facing east, west and south, and with a reduced number of windows facing north toward the taller tower.
- The base of the building will be clad in bright, silver-coloured aluminum panels. Slender projecting concrete fins, located at various points along the façade, will be clad in green and yellow metal panels to provide additional interest and contrast.
- The high-rise tower will be clad in crystal grey-coloured glass and silver-coloured window mullions. Slab edges will be clad in spandrel glass to give the building a continuous glass façade. Concrete slab and fins that project past the edge of building will be clad in silver-coloured metal panels, as will the underside of balcony projections.
- Balcony railings will consist of crystal grey-coloured glass to match the crystal-grey vision glass.
- Roof-top mechanical equipment will be screened by a glass wall that will extend along the outer walls, up past the roof-line.
- The mid-rise apartment tower will be clad in a combination of crystal grey-coloured vision glass, silver-coloured metal panels and silver-coloured metal mullions.
- It should be noted that it has become apparent that the exterior cladding of a number of high-rise towers completed or currently under construction in City Centre do not meet levels of quality and sophistication currently envisioned for City Centre buildings
- The applicant's architect has indicated that the proposed exterior cladding for the proposed building will differ from that of other area buildings.
- One of the high-rise buildings in the area, for example, employs window wall construction that is comprised of grey vision glass and powder-coated (painted) window frames and mullions and which also has exposed concrete exterior and extruded balcony slabs which are painted a light-grey colour very similar to the colour of concrete.
- The applicant indicates that the proposed building will incorporate a curtain wall design, rather than a window-wall design. There will be no exposed concrete on either of the proposed towers or on the podium base. Metal panels and metal mullions are intended to be a bright, shiny silver-coloured metal as opposed to a dull, painted silver. As a result, the architect indicates that the proposed high-rise tower will have a sleeker, more reflective appearance than other area high-rises and that, overall, the project will have a more upscale, sophisticated appearance.

- In order to maintain the sleekness of the building and to accommodate the unique oval shape, some units will have balconies smaller than the minimum 4.6 square metres (50 sq. ft.) normally required under Zoning By-law No. 12000. Similarly, to maintain the integrity of the building shape and design, some units, particularly at the upper levels, have enclosed, rather than open, balconies.

Building Height

- In the late 1980s and 1990s, King George Developments was the owner of the lands bounded, roughly, by 100 Avenue to the north, King George Boulevard to the west, Fraser Highway to the south, and the eastern boundary of the subject site to the east.
- In the late 1980s, King George Developments put forward a proposal to develop these lands. The land between King George Boulevard and Whalley Boulevard was to be developed for commercial purposes while the land east of Whalley Boulevard was to be developed as three high-rise, 2 mid-rise and one low-rise residential buildings.
- The development concept proposed the three tallest residential buildings to be located along 100 Avenue toward the western portions of the King George Development lands, while the two shorter mid-rise buildings, 15 storeys in height, were to be located along the eastern edge of the site. The building proposed for the subject site, at 15 storeys, was to be the shortest of the four buildings along 100 Avenue in order to provide an appropriate transition to the existing, and future, lower densities to the east.
- The Surrey City Centre Land Use and Density Concept adopted by Council on February 9, 2009 as part of the Surrey City Centre Plan Update-Phase II, Stage 1 report reinforces this concept of lower densities to the west of the subject site and indicates that the lands to the east of the subject site, south of 100 Avenue, are appropriate for 4- to 6-storey buildings with a density of up to 2.5 FAR.
- A three-storey apartment building, built and still owned by the developer of the subject site, occupies the site immediately to the east of the proposed 46-storey tower. This three-storey building will be located 6 metres (20 ft.) from the podium of the proposed building and 15 metres (50 ft.) from the 46-storey tower itself.
- In the Surrey City Centre Plan Update-Phase II, Stage 1 report adopted by Council on February 9, 2009, staff indicated that work would be undertaken on other components of the Surrey City Centre Plan Update that were not addressed in the report. Two of the areas that were to be investigated were a skyline study and building height study.
- These studies are now nearing completion and will be presented to Council for their consideration in the next few months.
- These studies indicate that, in order to achieve a distinctive skyline in Surrey, the tallest buildings in the vicinity of the subject site should be concentrated along King George Boulevard, in close proximity to the King George SkyTrain station, and then decrease in height, moving away from this central point.
- The skyline and building height studies indicate that a building of approximately 26 storeys in height would be appropriate for the subject site, which is just over half the height of the proposed 46-storey building.

- It should be noted that, to date, the tallest building constructed in Surrey is the Central City tower, at a height of 25 storeys or 114 metres (374 ft.) (and 119 metres (390 ft.) to the peak of the architectural roof element). The tallest residential building constructed in City Centre is the Infinity building at 100 Avenue and King George Boulevard at a height of 36 storeys or 106 metres (348 ft.). If constructed, the proposed tower, at 46 storeys or 130 metres (427 ft.) (and 137 metres/450 ft. to the top of the glass parapet), would be by far the tallest building in City Centre and in Surrey. (Conceptually, a 50-storey (138 metre/453 ft.) building was endorsed by Council along King George Boulevard, to the west of the King George SkyTrain station, as part of the Holland Pointe development, but this project (application no. 7908-0093-00) has been in abeyance for over two years, and it is unclear at this time if the project will be proceeding in its present form.)
- However, when the subject application was submitted in 2008, Council had not yet received the Surrey City Centre Plan Update-Phase II, Stage 1 report for consideration and staff did not have the benefit of the results of the skyline, massing and other three-dimensional models that have been developed as subsequent stages of the Surrey City Centre Plan Update process.
- Further, when the application for the proposed building was first submitted, the height of the proposed building was evaluated in relation to the adjacent Sky Towers residential project to the west which comprised a 36-storey tower adjacent to the subject site and a 40-storey building at the intersection of 100 Avenue and Whalley Drive (Development Permit No. 7906-0225-00).
- However, Development Permit No. 7906-0225-00 for Sky Towers has now expired and it is unknown what form and height any future development on the adjoining lot may take. Any future proposals on the former Sky Towers lot will be evaluated in relation to City policies and procedures in place at the time, including skyline and building height considerations.
- As the subject application was submitted and reviewed prior to the completion of the skyline and building height studies, and prior to the expiration of the Development Permit for the Sky Towers project, the Planning & Development Department is prepared to support the applicant's current proposal, including a 46-storey building, on the subject site at this time.
- However, the support of the Planning & Development Department on the proposed building height is restricted to the current proposal only and may not extend to any future proposals on the site, should the current proposal not proceed.
- Should construction of the proposed 46-storey tower not proceed, to ensure that any future buildings on the subject site are consistent with the skyline and building height study, the maximum height permitted under the proposed CD By-law for the site is set at 75 metres (124 ft.), which is equivalent to 26 storeys and is consistent with the skyline and building height study, but which is below the 130 metres (427 ft.) proposed by the applicant for the current 46-storey building.
- In order to permit the current proposal to proceed, it is being proposed that Council consider a variance to the proposed CD By-law through the issuance of the Development Variance Permit that would permit the proposed 46-storey tower to proceed without jeopardizing the proposed development.

Indoor Amenity Space

- The indoor amenity space for the project consists of 10 rooms and areas located on the ground, second and third levels of the building.
- Currently, none of these rooms are programmed, but a number of them are located adjacent to the ground level outdoor amenity space and to the outdoor amenity space located on the third floor roof of the podium section of the building.
- The applicant will be required to show proper programming of the indoor amenity areas prior to consideration of the issuance of the Development Permit to ensure that the spaces are, in fact, acceptable indoor amenity areas.
- The indoor amenity space will total 1,990 square metres (21,400 sq. ft.), which is 325 square metres (3,500 sq. ft.) more than the 1,665 square metres (18,000 sq. ft.) required under the proposed CD Zone for the project (3.0 square metres/32 sq. ft. per dwelling unit).

Landscaping and Outdoor Amenity Space

- A large courtyard area, enclosed on three sides by the building podium, will be intensely landscaped and will include a water feature, small stream and small pond that will terminate at the intersection of the internal north-south, and east-west drive aisles.
- A landscaped island will be located in the middle of the intersection of these two internal drive aisles.
- The stream from the courtyard area will extend, symbolically, through the intersection and towards the stream setback protection area along Quibble Creek.
- The outdoor amenity area will be located on the roof of the podium, adjacent to the indoor amenity space.
- The outdoor amenity area will consist of outdoor patios, a children's play area, an orchard, and grassed areas.
- The outdoor amenity space will total 1,854 square metres (20,000 sq. ft.), which is 189 square metres (2,000 sq. ft.) more than the 1,665 square metres (18,000 sq. ft.) required under the proposed CD By-law for the site (3.0 square metres/32 sq. ft. per dwelling unit).
- It should be noted, however, that the applicant will be required to undertake additional landscaping and works along the stream setback protection area to meet the rationale of including stream and stream setback areas in the area of a site for the purposes of calculating density.

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Parking

- The applicant is proposing to construct 5 levels of underground parking as part of the proposed project. The underground parking facility will contain a total of 650 parking spaces.
- The applicant is proposing to provide one parking space per residential unit, which is consistent with the parking ratios supported for other multiple residential projects that are also located within 400 metres (¼ mile) of a SkyTrain Station.
- Under the parking standard of 1 parking space per unit, a total of 555 resident parking spaces would be required. The applicant is proposing to provide 559 resident parking spaces.
- Under the provisions of Zoning By-law No. 12000, the applicant would be required to provide 89 visitor parking spaces. The applicant is proposing to provide 91 parking spaces for visitors, which is 2 more parking spaces than is required.

ADVISORY DESIGN PANEL

ADP Meetings: March 26, 2009, November 26, 2009 and February 4, 2010

Some of the ADP suggestions have been satisfactorily addressed and are reflected on the attached plans. However, most issues remain outstanding and will need to be addressed prior to consideration of final approval. The principal issues that still need to be addressed are as follows:

- Resolution of the loading/unloading area at the southeast corner of the building
- Resolution of the landscaping interface between the proposed building and the existing 3-storey apartment building to the east.
- Possible redesign of the internal driveway road network
- Revised landscaping along the stream setback protection area
- Detailed programming of indoor amenity space

The applicant has agreed to address these issues prior to consideration of Final Reading of the Rezoning By-law and issuance of the Development Permit.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary and Project Data Sheets
Appendix II.	Proposed Site Plan, Building Elevations, Landscape Plans and Perspective
Appendix III.	Engineering Summary
Appendix IV.	School District Comments
Appendix V.	ADP Comments
Appendix VI.	Development Variance Permit No. 7908-0312-00
Appendix VII.	Amendments to CD By-law No. 13301
Appendix VIII.	Proposed CD By-law

INFORMATION AVAILABLE ON FILE

- Complete Set of Architectural and Landscape Plans prepared by Colin Shrubbs, dys Architecture and Durante Kruek Ltd., respectively.
- CD By-law No. 13301

Jean Lamontagne
General Manager
Planning and Development

GAG/kms

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DEVELOPMENT DATA SHEET

Proposed Zoning: CD

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total		
Road Widening area		
Undevelopable area		
Net Total		11,527 m ²
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	35%	33%
Paved & Hard Surfaced Areas		
Total Site Coverage		
SETBACKS (in metres)		
North	1.0 m	1.3 m
West	2.5 m	2.9 m
South	9.0 m	9.0 m
East	0	0.7 m
BUILDING HEIGHT (in metres/storeys)		
Principal	75 m	137 m
Accessory	4.5 m	
NUMBER OF RESIDENTIAL UNITS		
One Bedroom		300
One Bed + Den		81
Two Bedroom		160
Townhouse		14
Total		555
FLOOR AREA: Residential		47,931 m ²
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		
FLOOR AREA: Institutional		
TOTAL BUILDING FLOOR AREA		47,931 m ²

* If the development site consists of more than one lot, lot dimensions pertain to the entire site.

Development Data Sheet cont'd

Required Development Data	Minimum Required / Maximum Allowed	Proposed
DENSITY		
# of units/ha /# units/acre (gross)		
# of units/ha /# units/acre (net)		
FAR (gross)		4.2
FAR (net)		
AMENITY SPACE (area in square metres)		
Indoor	1,660 m	1,990 m ²
Outdoor	1,660 m ²	1,854 m ²
PARKING (number of stalls)		
Commercial		
Industrial		
Residential	555	559
Residential Visitors	89	91
Institutional		
Total Number of Parking Spaces		
Number of disabled stalls		
Number of small cars		
Tandem Parking Spaces: Number / % of Total Number of Units		
Size of Tandem Parking Spaces width/length		

Heritage Site	NO	Tree Survey/Assessment Provided	NO
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