

# 900 ALBERT

PLANNING RATIONALE  
MARCH 21, 2016

**B+H**



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**MARCH 21, 2016**



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## 1.0 INTRODUCTION

FOTENN Consultants and WND Associates have been retained by Trinity Development Group Inc. in support of a development proposal on lands municipally addressed as 900 Albert Street (the 'core site'), and on City-owned lands to the east including the Trillium Line rail corridor and a portion of lands occupied by Tom Brown Arena (the 'City-owned lands'). The applications include an Official Plan Amendment (OPA) to amend the current Bayview Secondary Plan and Community Design Plan (CDP); and a Zoning By-law Amendment to recognize site-specific provisions for the development.

Trinity proposes two development scenarios:

1. A development on the core site containing 19,800 m<sup>2</sup> of retail and approximately 1,500 residential units. The residential units are accommodated within three (3) 55-storey towers; and
2. A development on the core site, rail corridor, and a portion of the Tom Brown Arena lands containing 24,413m<sup>2</sup> of retail and a total of 2,000 residential units, with the possibility of 19,741m<sup>2</sup> of office uses and 10,265m<sup>2</sup> of institutional uses. The residential uses are accommodated within four (4) 55 storey towers.

Both development scenarios consist of a three (3) to five (5) storey podium inclusive of above-grade parking, with residential towers above and additional levels of below-grade parking.

### 1.1 Previous Applications and Approvals

In Fall 2012, Ottawa City Council approved a Zoning By-law Amendment application by DCR Phoenix to rezone the 900 Albert Street lands (previously known as 801 Albert Street) to allow the development of a three (3)-tower office complex (the 'Phoenix proposal'). The main feature of the Phoenix proposal was two (2) office towers, both characterized by large building footprints, with building heights of 30-storeys. A mid-rise office tower, 8-storeys in height, was also included. The office tower floor plates for the 30 storey buildings were in the 3,000 m<sup>2</sup> range. The Phoenix proposal was permitted a total gross floor area of 130,062m<sup>2</sup>. The DCR Phoenix proposal also included 22 surface and 275-structured parking spaces. A Site Plan Control application was submitted in 2013, and remains an active application.

Existing below-grade infrastructure that bisected portions of the site resulted in the towers being recessed from Albert Street, with an interrupted commercial podium and parking garage.



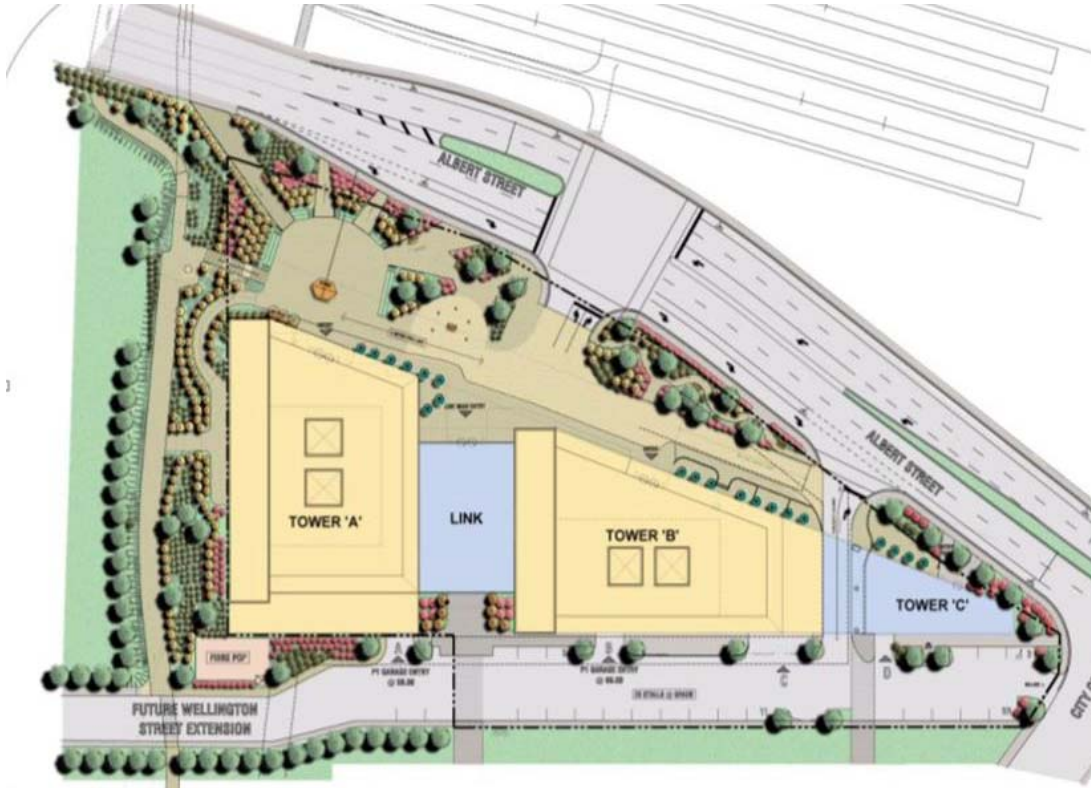


FIGURE 1: DCR PHOENIX PROPOSAL



## 1.2 Infrastructure

In support of the Trinity applications, Trinity has initiated a Risk Benefit Analysis with the City to assess the feasibility and municipal benefits of relocating and renewing the following infrastructure:

- / West Nepean Collector, a 1675mm sanitary sewer, located 10-15m below-grade with a 6.0m surface easement, bisecting the core site from east to west.
- / Nepean Bay Sewer, an 1800mm diameter storm sewer, bisecting the core site from the south.

The Lemieux Island Watermain is a 1220mm diameter high-pressure watermain located on the south portion of the core site, with a 20m wide surface easement. Although not proposed to be relocated, the watermain requires

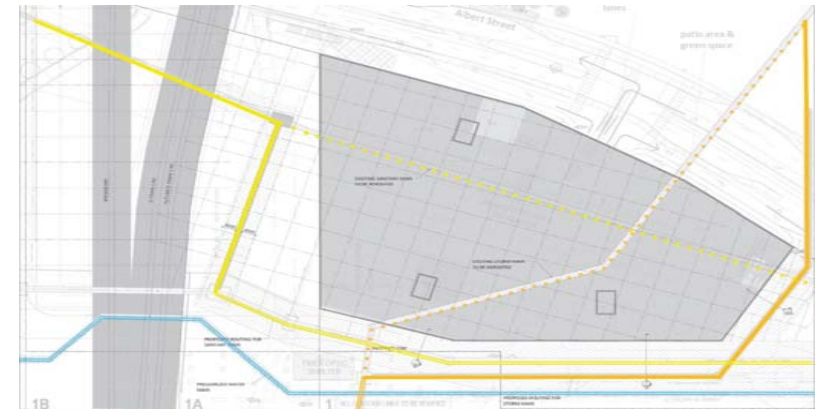


FIGURE 2: EXISTING MUNICIPAL INFRASTRUCTURE

clearances, shoring and other construction restrictions that influence the design and development of 900 Albert Street.

The initial Trinity proposals submitted to the City for pre-consultation scored very high in terms of municipal benefits, and the core site is considered an excellent candidate site for partnering with the City to reconfigure and replace the aging sanitary and storm infrastructure.

The property is immediately south of the future Bayview LRT station, which is the only nexus of the Confederation Line and the Trillium Line. The station will be completed in 2018. Trinity's proposed development scenarios support the City's investment in rapid transit by placing significant density adjacent to this transit hub.

### 1.3 Applications for the Core Site

The Trinity core site is designated Mixed-Use Centre in the City of Ottawa Official Plan. The core site is also designated Mixed-Use in the Bayview Station District Community Design Plan (CDP), adopted by Council as a Secondary Plan. The Mixed-Use designation requires that new development incorporate a wide range of transit-supportive land uses, including residential, office, institutional, employment, community and open space in a compact environment.

The building height and land use schedule of the Bayview Station Community Design Plan and Secondary Plan allow for a maximum building height of 30 storeys on the 900 Albert lands, consistent with the previous site-specific planning approvals for office uses.

The Official Plan Amendment on the core site would amend Secondary Plan Schedule 44: Height Strategy for the Bayview Station District and the policies of the CDP to permit building heights in the range of 55-storeys, in keeping with recent policy direction in (adopted) Official Plan Amendment No. 150 (OPA no. 150) for height in proximity to transit stations.

The Secondary Plan also contains site-specific policies for the core site, specific to the previously approved DCR Phoenix proposal for the lands. These site-specific policies generally include the requirement for pedestrian and cycling links through the site, the extension of the street grid, and other design considerations. In FOTENN and WND's opinion, the Trinity development concept, and

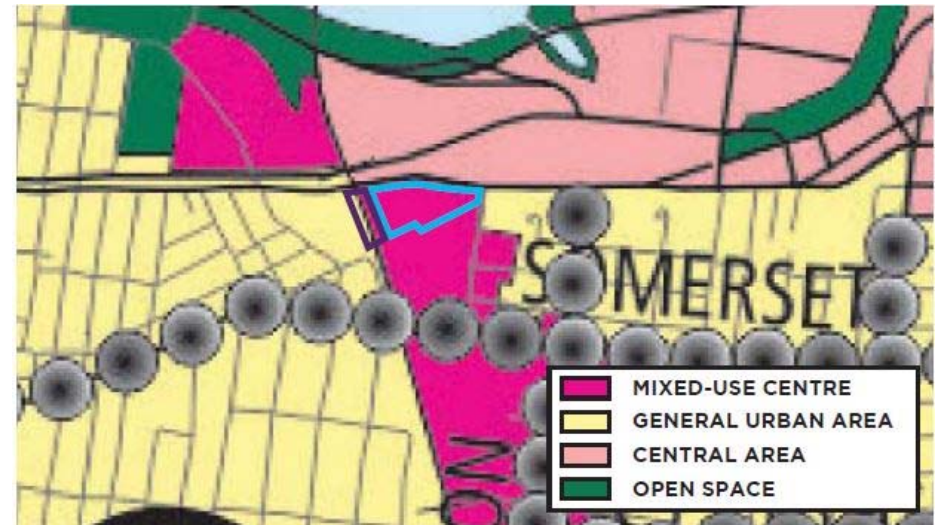


FIGURE 3: SCHEDULE B - CITY OF OTTAWA OFFICIAL PLAN



FIGURE 4: BAYVIEW STATION DISTRICT SECONDARY PLAN - BUILDING HEIGHTS



the design and modification of the rail corridor can alter the pathway network alignments in the Secondary Plan Schedules, without the need for an OPA given the conceptual alignments.

The core site lands are currently zoned Mixed-Use Centre with Exceptions and subject to site-specific schedules (MC [1967] S291, S292-h). Schedule 292 depicts the detailed proposed mixed-use development site plan negotiated with the City by the previous owner of the site. The Mixed Use Centre zoning permits building heights of 30-storeys. A Zoning By-law Amendment is required to revise zone provisions for the Trinity proposal, including setbacks, building and podium heights, parking rates and other requirements.

A Site Plan Control application would be submitted at later time, subject to the resolution of the policy and zoning considerations.

#### 1.4 Applications for City-Owned Lands

Additional applications for an Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBLA) are being submitted separately on behalf of the City of

Ottawa, on City-owned lands. Those lands include a portion of the Trillium Line rail corridor, for the depth of the corridor abutting the 900 Albert Street lands, and for a portion of the Tom Brown Arena lands.

The eastern half of the rail corridor is designated Mixed-Use Centre in Schedule B of the Ottawa Official Plan. The Mixed Use Centre designation permits building heights in the 12-storey to 30-storey range, like the abutting 900 Albert lands. The westernmost half of the rail corridor, abutting the Tom Brown Arena, is designated General Urban Area. The General Urban Area designation permits buildings in the 4 to -6 storey range, subject to specific policies outlined in OPA no. 150.

The proposed OPA for the City's lands would amend the land use designation on the west portion of the rail corridor from General Urban Area to the Mixed Use Centre designation to provide a broader range of permitted uses and increase height permissions above 4 to 6 storeys, up to in the range of 55-storeys.

The Zoning By-law Amendment for the City's lands would rezone the rail corridor to the Mixed-Use Centre Zone with Exceptions and site-specific schedules, and would revise zone provisions including setbacks, building and podium heights, and parking rates.

The Tom Brown Arena has not been contemplated for large-scale intensification or redevelopment in any applicable planning documents. The site is designated General Urban Area in the Official Plan, General Urban Area and Park Space in the Bayview Secondary Plan, and zoned General Urban Area in Zoning By-law 2008-250. As part of the development proposal discussed below, a driveway for additional vehicle access to the 900 Albert Street lands could be constructed on the easternmost portion of the Tom Brown Arena lands, which are otherwise not currently being used.

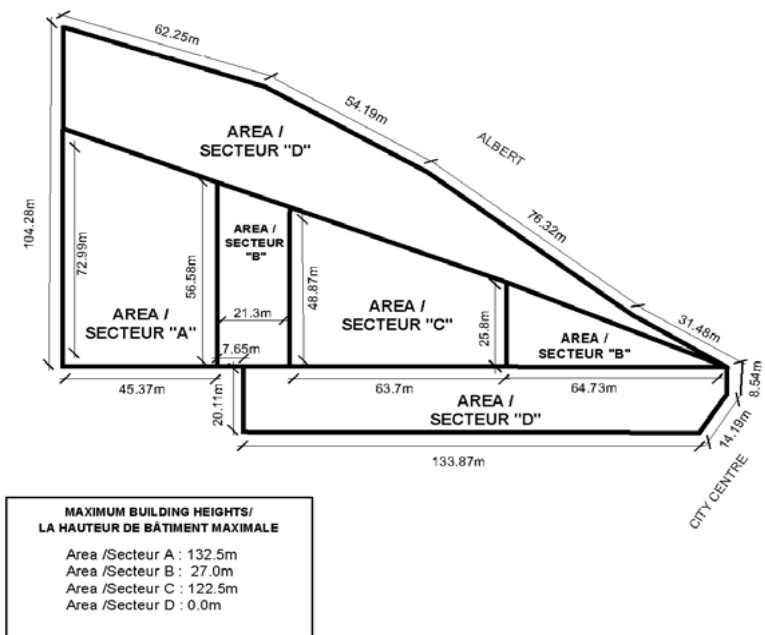


FIGURE 5: SCHEDULE 291 - CITY OF OTTAWA ZONING BY-LAW

A Site Plan Control application would be submitted for the City-owned lands a later time, subject to the resolution of the policy and zoning considerations and negotiation of an air rights deal between Trinity and the City.

## 2.0 PURPOSE OF THE APPLICATIONS

The following discussion is an inventory of requested changes to the Bayview Station Secondary Plan and Ottawa Comprehensive Zoning By-law (2008-250), and an opinion as to the appropriateness of proposed building heights, uses and form. The opinion was formed based on a review of the above documents and consultations with Planning Staff, RPAM and Transit Services and in working with Trinity and their Consultants.

### 2.1 Location

The core site is a triangular parcel of vacant land approximately 1.44 hectares in size. The property is located immediately southwest of the intersection of Albert Street (formerly Scott Street) and City Centre Avenue (formerly Champagne Avenue), bound on the west by the Trillium Line rail corridor. The O-Train platform and the Bayview bus station are located approximately 140 metres from the signaled crossing on Albert Street along the northern limit of the property.

The property is immediately south of the imminent Bayview LRT station on the Confederation Line, subject for completion in 2018. The proposed development scenarios support the City's investment in rapid transit by placing significant density adjacent to the only confluence of the Trillium Line and the Confederation Line.

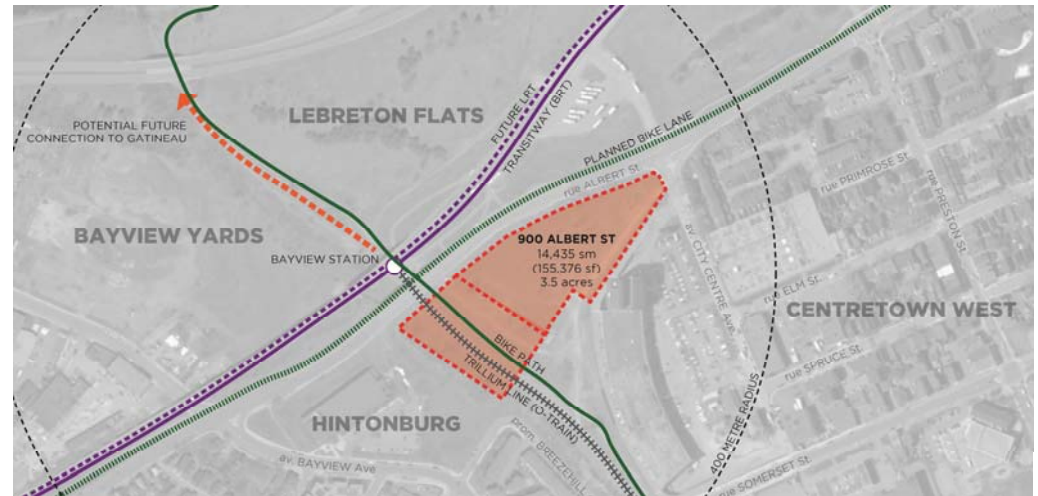


FIGURE 6: LOCATION MAP

### 2.2 Development Concept

The design concept prepared by Trinity and B+H Architects for the Core site includes a three (3)-tower, mixed-use development complex (residential and commercial) with a common, multi-level podium (24,400m<sup>2</sup>). Parking would be provided below and above-grade parking structures with some surface spaces associated with exterior facing retail tenant spaces. Residential densities could be in the range of 1,500 units, distributed amongst the three (3) residential towers. The towers are currently proposed at a height of 55-stories, with tower floor plates in the 1000m<sup>2</sup> range.



FIGURE 6: CORE SITE DEVELOPMENT

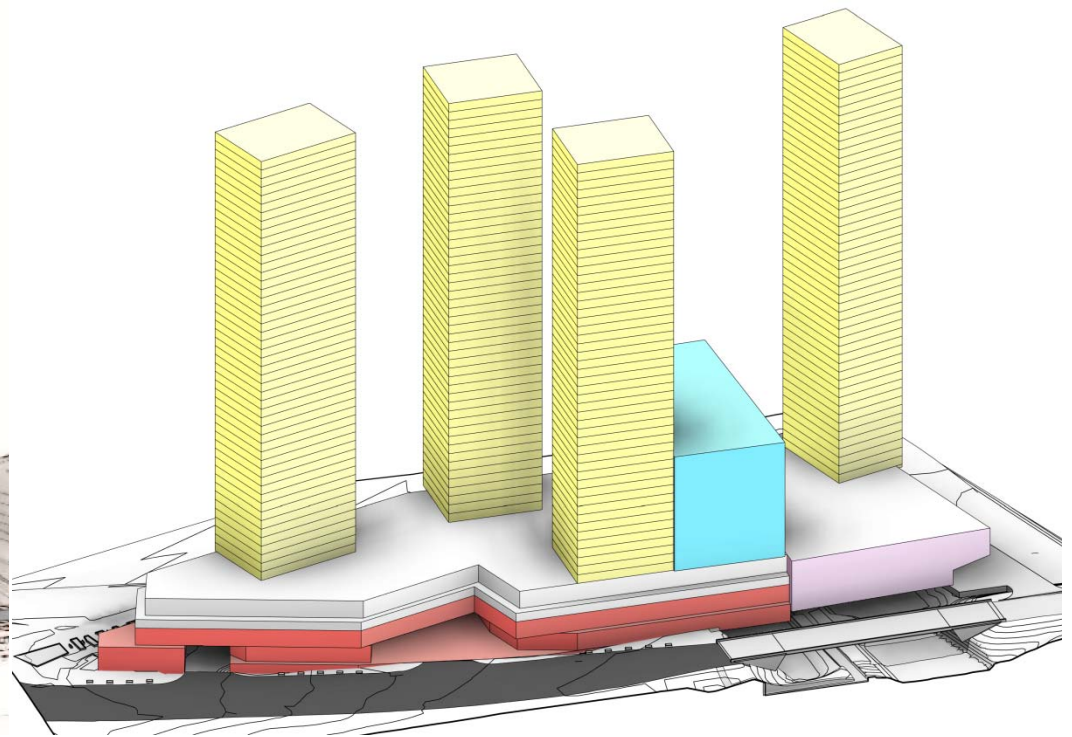


FIGURE 7: CORE SITE + CITY OWNED LANDS DEVELOPMENT

An additional 55 storey tower and podium space is proposed on the rail corridor lands and a portion of the Tom Brown Arena lands, accommodating an additional 500 residential units and a total of 24,413m<sup>2</sup> of commercial space. The podium and the fourth, westernmost tower are designed, subject to municipal approvals, to encroach and build-over a north-south section of the Trillium Line corridor, south of the Bayview transit station and Albert Street. The design also contemplates a public institutional use (municipal library or other community-serving uses) over the rail corridor, and approximately 19,741m<sup>2</sup> of office space. Trinity has initiated discussions with the Real Property Asset Management Branch (RPAM) of the Corporate Services Department and with the Ottawa Transit Service Group to obtain the necessary air rights and development rights on the City-owned lands.

If supported by the City, some encroachment on the easternmost portion of the Tom Brown Arena lands is contemplated for the purpose of a roadway for the enhanced vehicle access to the proposed complex.



## **2.3 Scope of Official Plan and Secondary Plan Amendments (OPA)**

The core site is designated Mixed-Use Centre in the City of Ottawa Official Plan. Mixed-use Centres offer substantial opportunities for new development or redevelopment, with the highest densities occurring within 400 metres of rapid transit stations. The site is located in the Bayview Preston Mixed-Use Centre, one of the target areas with the greatest potential to support the rapid transit network.

The site is designated Mixed-Use in the Bayview Station District Community Design Plan (CDP), adopted by Council as a Secondary Plan. The Mixed-Use designation requires that new development incorporates a wide range of transit-supportive land uses, including residential, office, institutional, employment, community and open space in a compact environment.

As previously noted, the building height and land use schedule of the Bayview Station Community Design Plan and Secondary Plan allow a maximum building height of 30-storeys on the core site. The Official Plan Amendment would revise the permitted building heights above 30-storeys, in keeping with recent policy direction of Official Plan Amendment no. 150 (OPA no. 150) for height in proximity to transit stations. Amendments to Secondary Plans are carried out by Official Plan Amendment applications. The Trinity development concept exceeds 30-storeys on the core site, and contemplates height in the range of 55-storeys. An amendment to the Secondary Plan, Schedule 44: Height Strategy for the Bayview Station District and the policies of the CDP is required and requested.

The Secondary Plan also contains site-specific policies for the core site, specific to the previously approved DCR Phoenix development proposal scenario for the lands, as previously described, which policies need to be amended.

The eastern half of the corridor is designated Mixed-Use Centre in Schedule B of the Ottawa Official Plan. The Mixed Use Centre designation permits building heights in the 12-storey to 30-storeys range, like the abutting core site. The westernmost half of the rail corridor, abutting the Tom Brown Arena, is designated General Urban Area. The General Urban Area designation permits buildings in the 4 to 6 storey range, subject to specific policies outlines in OPA no. 150.

The OPA would amend the land use designation on the west portion of the transit corridor in the parent Official Plan from General Urban Area to the Mixed Use Centre designation to provide a broader range of permitted uses and increase height above the permitted 4 to 6 storeys. By way of the second Official Plan Amendment on the City lands, FOTENN and WND are recommending that the City consider amending the Secondary Plan Schedule 44: Height Strategy for the Bayview Station District to assign greater heights to the rail corridor lands. It is FOTENN and WND's opinion that additional height within the rail corridor is appropriate given the proximity to the transit station and network and would not have adverse negative impacts to the abutting Tom Brown lands, or the lands to the north of Scott Street.

It is also FOTENN and WND's opinion that regardless of heights requested, the portion of the rail corridor should be re-designated Mixed-Use Centre. Heights of 55-storeys are appropriate and in keeping with the City's most recent policy direction in OPA no. 150.

The Secondary Plan also contains site-specific policies for Core site and the City-owned rail corridor lands and generally include the requirement for pedestrian and cycling links through the site, the extension of the street grid, and other design considerations. In FOTENN's opinion, the Trinity development Concept, and the design and modification of the rail corridor can alter the pathway network alignments in the Secondary Plan Schedules, without the need for an OPA given the conceptual alignments.

And finally, the OPA would re-designate from Park Space to Mixed Use Centre designation portion of the rail corridor and the area of the driveway on the Tom Brown Arena lands and allow greater building height, recognizing the lands proximity to both the Core site at 900 Albert Street and the rapid transit station north of Albert Street.

Please note that the building height restrictions noted above for the Mixed Use Centre and General Urban Area designations are based on Official Plan Amendment (OPA no. 150) adopted by Ottawa City Council in December 2013, but not in full force and effect. The above considerations are based on both current OP direction and OPA no. 150.

## 2.4 Additional Policy Considerations

### 2.4.1 Amendments to the Bayview Station Community Design Plan (CDP)

The Bayview Station Community Design Plan (CDP) is a design-based document, and does not have the same legislative authority as a Secondary Plan. The following is a discussion of specific policies and schedules.

Figure 44 of the CDP: Parks and Open Space of the Bayview Station CDP recognize the entire width of the rail corridor as “Proposed Open Space”. With development on a portion of the rail corridor, the figure in the CDP would need to be revised to reflect development. The revision to the figure would be amended in the CDP but does not require an OPA, and can be considered by the City as part of a Zoning By-law Amendment application. Alternative pedestrian linkages established through the Trinity proposal would be shown on the revised schedule.

Figure 41 of the CDP: Pedestrian connections in the Bayview Station CDP and 43: Pathway Connections show locations of existing and future pedestrian and cycling linkages through the rail corridor. If the pathways are substantially relocated, only an amendment to the CDP, as discussed above would be required.

### 2.4.2 Multi-Use Pathway Considerations

In the event that Trinity proposes to relocate or reconfigure the following are design considerations from various municipal policy and design



FIGURE 8: PARKS AND OPEN SPACE



FIGURE 9: PEDESTRIAN CONNECTIONS



documents.

The pathway is identified as a Proposed Pathway in Map 4: “Proposed citywide and community pathways” of the (see attached). The City’s GMP also contains provisions for multi-use pathways and states that the pathways require 6.0m, free and clear, including a 3.0m wide pathway and a 1.5m wide shoulder on either side, of clear width. Please note that this is a generic site wide standard, including suburban locations and that adjustment can be made on a design-specific basis. Ultimately, the required width would be site-specific and determined through design discussions with City Staff.

New designs for the existing multi-use pathway within the rail corridor would be carried out and based on direction from the Greenspace Master Plan (GMP) and the City’s “Park and Pathway Development Manual” (2012 that provides standards and definitions for the development of parks and pathways.

### **2.4.3 View Corridor Considerations**

FOTENN and WND have assessed potential conflict with the City’ prescribed view corridor and height restrictions relative to the Parliament buildings, subject to Annex 8A of the Ottawa Official Plan. This Annex shows the key view points and view corridors identified throughout the downtown core for protection. The core site and the abutting lands are located outside of the study area and the protected view corridors. There are no adverse visual effects to the view corridors and the policies do not apply.

### **2.5 Zoning By-Law Amendment (ZBLA)**

The core site, 900 Albert Street is zoned Mixed-Use Centre with Exceptions and site-specific schedules (MC [1967] S291, S292-h). Schedule 292 depicts the detailed proposed mixed-use development site plan previously negotiated with the City for the DCR Phoenix proposal. The schedule is very prescriptive in terms of building form and areas of no-construction. These areas, for the most part, correspond with existing below-grade municipal infrastructure (sanitary and storm sewers) that bisect the 900 Albert Street lands, and areas set aside for pedestrian connections to the transit station.

As part of the development of the core site, the infrastructure would be relocated and upgraded to current standards. The benefit of the reconfigured sanitary and storm sewers is the flexibility to design the site with improved building form, including un-interrupted below-grade parking, a continuous pedestrian-accessible retail podium and better podium treatment and building orientation along Albert Street. A Zoning By-law Amendment would amend required provisions and applicable development specific schedules to respond to the Trinity proposal. The second Zoning By-law Amendment would assign heights and setbacks to any development within the City’s rail corridor lands.

### **2.6 FOTENN and WND Recommendations for Amendments to Policy Documents**

In general terms, the proposed changes to the applicable Secondary Plan and CDP policies and schedules achieve the following municipal benefits can be outlined as below:

- / The Trinity proposal on the Core site and on all or parts of the City-owned rail corridor lands revise the Secondary Plan and CDP to allow a more complete, mixed-use development, in keeping with Mixed- Use Official Plan designation and land use.

- / FOTENN and WND fully support increasing residential densities, in the range of 1,500-2,000-units within a mixed-use development (residential, commercial, and potentially institutional uses) in proximity to the City's transit station. The project is appropriate and in keeping with the strategic direction of the Official Plan.
- / In light of substantial municipal investments in the LRT system, including station construction costs and the double-tracking of the O-Train line of approximately \$2.13 billion, injecting residential densities in proximity to the Bayview Station supports transit ridership and is consistent with principles of good land use planning.
- / The building heights of 55-storeys (or variations) and densities are consistent with the policy direction of OPA no. 150 for tall buildings located within 200m of rapid transit stations. FOTENN and WND have not identified any significant adverse negative impacts in terms of shadowing, loss of privacy, and interface / transition to the abutting neighbourhoods.
- / The current Bayview Station Secondary Plan and CDP assign building heights of 30-storey and 20-storeys to the lands north of Albert Street and Scott Street. The proposed tower height on the Trinity lands is in keeping with heights envisioned in the CDP, and will not be impactful to abutting properties.
- / The tower footprints of 836m<sup>2</sup>, although larger than the Ottawa OPA no. 150 direction of 750m<sup>2</sup>, are appropriate and reasonable given the separation between towers, and still ensure liveability for future and existing residents in terms of appropriate access to sunlight, privacy, and air circulation, as well as to mitigate microclimate impacts of high-rise buildings on adjacent public realm.
- / Consistent with the design direction of the City's Urban Design Guidelines for High-Rise Buildings (2006), the 5-storey podium is appropriately proportioned to the height of the towers, although some variations in height would be encouraged for visual interest to the skyline.
- / The design of the Core site and rail corridor lands will allow for enhanced and enclosed pedestrian connections to the transit station and can provide opportunities for better integration to Tom Brown arena site and open space corridor, currently under-utilized lands in proximity to transit.
- / The design contemplates residential intensification and a public institutional use over the rail corridor and a driveway on a portion of the Tom Brown arena site. For a range of reasons (revenue generation, public and residential uses at a transit station, making use of under-developed lands, the development over the rail corridor is desirable. Special attention will be given to any development to achieve a reasonable and appropriate transition to the Tom Brown arena site and the low-rise residential community located to the west of Bayview Street. The separation of the 4<sup>th</sup> residential tower within the rail corridor to the residential community is considered sufficient and appropriate.

## 3.0 PROCESS

### 3.1 Intent of the Applications

This planning letter is not a comprehensive planning rationale but rather an inventory of requested changes to the Secondary Plan and Zoning By-law, in order to initiate further discussions with the City of Ottawa and to engage the Community, including City Councillors, Community Associations and interested parties. The intent of the applications is to stimulate dialogue and discussions for a re-evaluation of the Bayview Station District CDP and Secondary Plan, the strategic direction for the lands at 900 Albert Street, and the potential acquisition of development rights over and within City-owned lands.



The OPA and ZBA applications are intended to contribute to the creation of new development principles for the lands at 900 Albert Street in light of the following:

- / New and additional strategic direction in Official Plan Amendment no 150 (OPA no. 150);
- / A changing vision for the lands at 900 Albert Street to a more complete mixed-use development;
- / Opportunities to consolidate the development of 900 Albert Street with a north-south section of the rapid transit corridor and, if appropriate the easternmost portion of the Tom Brown Arena lands.

For the applications to be deemed complete and be fully process by the City of Ottawa Planning and Growth Management Department, additional technical studies and consultation will be required at the time of Site Plan Control application. These steps and studies generally include:

- / Confirmation of the development vision for the core site, and impacts to rail corridor and Tom Brown Arena lands;
- / Development-specific studies including transportation (traffic, cycling and transit analysis for existing and future transit facilities), environmental (wind, vibration, noise), and engineering studies (servicing, grading, and impacts to relocation of municipal services);
- / Additional Community engagement; and
- / Further consultation with the City's Urban Design Review Panel (UDRP).

### **3.2 Consultation**

Prior to application submission, Trinity and their Consultants participated in pre-application consultation meetings with Planning and Growth Management Staff, Real Property Asset Management Branch (RPAM) of the Corporate Services Department and with the Ottawa Transit Service Group. Trinity also consulted directly with the Ward Councillor and representatives of abutting Community Associations. As required, Trinity submitted applications to the City's Urban Design Review Panel (UDRP) and participated in two (2) UDRP review and comment sessions including an all-day working session and site visit on March 4th, 2016.

A well-attended visioning session and consultation was held with attendees from the Community on March 8th, 2016. Approximately 50 residents attended the session to discuss development principles and review the Trinity development proposal, including the potential development into a portion of the municipal rail corridor. The input arising from these discussions will be incorporated into the design and City-review process to refine the development principles for this proposal.

### **3.3 Parallel Applications**

In keeping with the City of Ottawa's Disposal of Real Property Policy and Procedures By-law, in March 2016 Trinity submitted a Letter of Interest to the City to request development rights within and over a portion of the Trillium Line / O-Train corridor. The Letter of Interest also requests that the City consider transferring a portion of the Tom Brown arena lands to the City to allow a driveway for enhanced site

circulation and access the Core site. Together the air rights and driveway would allow a more coordinated and integrated development with the Core site, providing enhanced opportunities for better building form and design, and increased densities in proximity to transit stations.

As discussed in Section 1.2, in support of the above noted applications, Trinity has initiated a risk-benefit analysis with the City to assess the feasibility and municipal benefits of relocating and renewing the existing below-grade infrastructure, including the West Nepean Collector and the Nepean Bay Sewer.

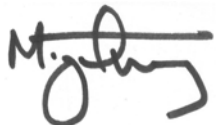
The infrastructure relocation work itemized in the risk-benefit analysis scored 485 out of 500 points and is considered an excellent candidate site for partnering with the City to reconfigure and replace the aging sanitary and storm infrastructure, both important municipal benefits on the Core site.

#### 4.0 CONCLUSIONS

This letter provides a rationale for increasing development permissions on lands municipally addressed as 900 Albert and lands owned by the City and immediately adjacent to 900 Albert. The Official Plan Amendment, the amendment to the Bayview Secondary Plan, and the Zoning By-law Amendment provide an opportunity to re-evaluate the CDP and Secondary Plan, revise development principles for the new vision for the lands at 900 Albert Street, and provide a framework for additional community and stakeholder engagement for abutting municipal lands. Please consider the above applications and advise on opportunities for future discussion with Staff.

Please feel free to contact Miguel Tremblay at (613)-730-5709, ext. 233 should you have any questions.

Regards,



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Director, Planning + Development



Wendy Nott, FCIP, RPP  
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