



## **327 Richmond Road**

Planning Rationale  
Zoning By-law Amendment and Site Plan Control  
June 15, 2020



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## Introduction

Richmond Churchill Limited Partnership has retained Fotenn Consultants Inc. ('Fotenn') to complete a Planning Rationale and Design Brief for the proposed development of a mixed-use building at 319, 325, and 327 Richmond Road; 381 Churchill Avenue North; and 380 Winona Avenue ('the subject property').

The intent of this Planning Rationale and Design Brief is to assess the proposed development against the applicable policy and regulatory framework and determine if the development is appropriate for the site and compatible with adjacent development and the surrounding community. This review also includes an analysis of how the proposed development achieves the City's applicable design guidelines, including appropriate transition and building height along a Traditional Mainstreet and within close proximity to higher-order transit.

## 2.0 Site Context

### 2.1 Subject Property

The subject property is located on the north side of Richmond Road between Churchill Avenue North to the west and Winona Avenue to the east in Kitchissippi Ward (Ward 15). The subject property is comprised of five properties, including 319, 325 and 327 Richmond Road; 381 Churchill Avenue North; and 380 Winona Avenue. It has frontage of approximately 60 metres along Richmond, 55 metres along Churchill Avenue North, and 55 along Winona Avenue with a total site area of approximately 3,300 square metres.

Along the Richmond Road frontage, the subject property is currently developed with a one-storey automobile garage and surface parking at the east corner at Winona Avenue, and a two-storey mixed-use building with commercial at-grade and a rear surface parking lot at the corner of Churchill Avenue. On the Churchill Avenue portion of the subject property, there is currently a 2.5-storey residential apartment building that is surrounded by surface parking in the front, side, and rear yards. On the Winona Avenue portion, there is a two-storey dwelling that has been converted into a duplex. Overall, over half of the subject property is hard surfaced and is generally underdeveloped for the traditional mainstreet context.

Sidewalks are provided along all three frontages of the property. Elevated hydro distribution lines are present in the public right-of-way adjacent to the property line along Winona Ave. The wooden poles also feature light standards. Two dedicated light standards are located in the Richmond Road right-of-way adjacent to the south side of the property.

As the majority of the property is paved, vegetation on the property is limited to the frontages on Churchill Avenue and Winona Avenue. Some medium-sized trees are present the edges of the properties, but none are anticipated to be classified as distinctive.



Figure 1: Location Map



## 2.2 Surrounding Area

- / **North** of the subject property is generally characterized by a mix of small-scale retail and service commercial uses within converted dwellings along Churchill Avenue, as well as low-density residential uses ranging from low-rise apartment buildings to older 1.5-storey houses. Along Winona Avenue, low-density residential uses are found ranging from 1.5-storey older homes to 3 storey newly built dwellings. Generally, houses have front porches or stoops and parking is provided as surface parking within the front yard or along the side of the dwelling.
- / **East** of the subject property, directly adjacent on the northeast corner of Winona Avenue and Richmond Road, is a three-storey commercial building with small-scale retail and grade and office uses in the upper storeys. This building has surface parking at the rear that is accessed from Winona Avenue. Further east along the Richmond Road Traditional Mainstreet, the at-grade retail and commercial uses are continued generally within two- and three-storey buildings that range in character from glass and stucco to brick.
- / **South** of the subject property, across Richmond Road, are older one-storey retail and restaurant buildings that transition eastward to a two-storey commercial building and to a new four-storey commercial building at the southwest corner of Richmond Road and Eden Avenue. Moving south, these commercial uses and buildings on Richmond Road transition to residential uses along Eden Avenue, and transition to small commercial uses within converted dwellings along Churchill Avenue.
- / **West** of the subject property on the northwest corner of Churchill Avenue North and Richmond Road are a restaurant and small retail uses within two storey buildings. Further west along the north side of Richmond Road is the Churchill's Seniors' Recreation Centre at 345 Richmond Road, which is located partially within a heritage building dating from 1896. West of the subject property along the south side of Richmond Road is a continuation of the traditional mainstreet environment within two-storey buildings with ground floor retail and restaurant uses.



Figure 2: Surrounding Area (Image: Hobin Architects Inc.)

## 2.3 Transportation

The subject property is located along Richmond Road, which is designated as an Arterial road pursuant to Schedule E in the City of Ottawa's Official Plan. Arterial roads are intended to move traffic through the city in conjunction with lower-order roads. As an arterial road, Richmond Road acts as a main east-west vehicular connection west of the Downtown core. On the west side of the subject property, Churchill Avenue North is also designated as an Arterial Road and links to Scott Street, which acts as another east-west vehicular connection between the Westboro neighbourhood and the Downtown core.

Pursuant to Schedule D of the Official Plan, the portion of Richmond Road adjacent to the subject property is designated as a Transit Priority Corridor with isolated measures (Figure 3). OCTranspo Bus Route #11 runs along Richmond Road and provides a connection between the Downtown core at its east end and Bayshore Shopping Mall at its terminus to the west. Additional bus routes #50 and #153 run north-south along Churchill Ave, providing additional connections to the greater transit network.

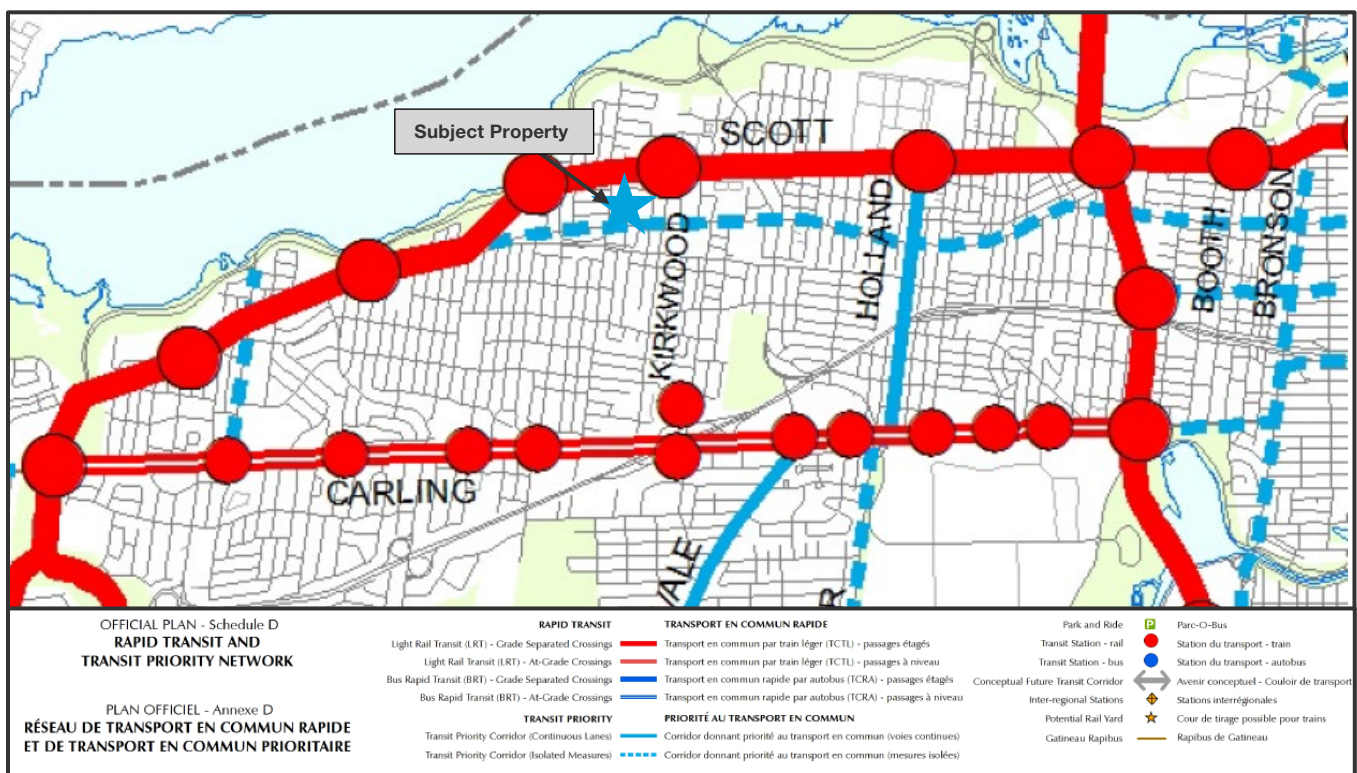


Figure 3: Rapid Transit and Transit Priority Network – Official Plan Schedule D

The subject property is also located within 600 metres distance of two Bus Rapid Transit stations that will be converted to Light Rail Transit (LRT) Stations in the next phase of the LRT development – Westboro Station to the northeast and Dominion Station to the northwest (Figure 4). Westboro Station, Dominion Station and the western continuation of the Confederation Line is expected to begin service in 2025 as part of the Phase 2 Confederation Line.

The subject property is well-served by the greater cycling network (Figure 5). The site is located at the intersection of two cycling spine routes and the cross-town bikeway providing increased access to the greater cycling network. This will allow cyclists to connect to various other routes throughout the city and rapid transit, promoting multi-modal transportation.





Figure 4: Subject Property in relation to the proposed Dominion and Westboro stations.

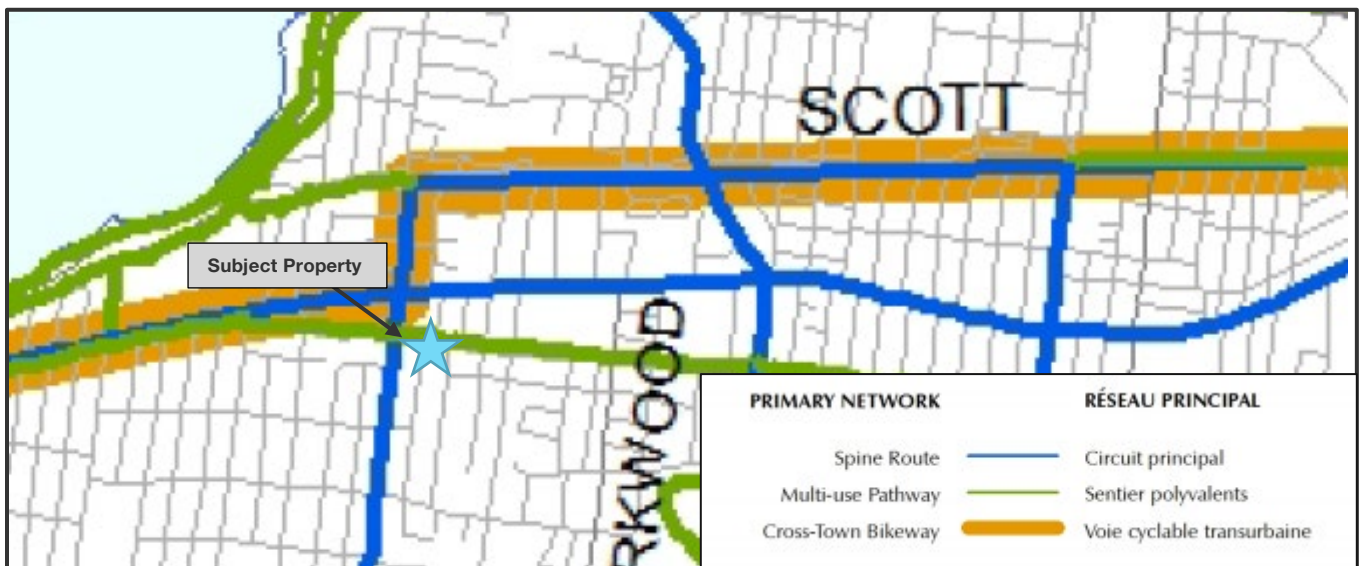


Figure 5: Schedule C - Primary Urban Cycling Network

## 2.4 Neighbourhood Amenities

As a site along a Traditional Mainstreet, the subject property enjoys close proximity to many neighbourhood amenities including a variety of small and locally-oriented commercial uses including restaurants, retail shops, and coffee shops. The surrounding neighbourhood also benefits from access to two large grocery stores within a 10-minute walk – Farm Boy at 317 McRae Avenue and Great Canadian Superstore at 190 Richmond Road. The site is well-served with respect to parks and community facilities being within walking distance of Lion's Park to the northeast, the Byron Linear Park to the south, and the Churchill Seniors' Recreation Centre to the west.



## 3.0

# Proposed Development and Design Brief

## 3.1 Proposed Development

The proposed development for the subject property is a mixed-use building, including at-grade commercial uses, 184 residential units located within the upper eight storeys, and a tenth storey that is limited exclusively to indoor and outdoor amenity space. The development also proposes underground parking for 130 vehicles.

The proposed development features a focal point at the Richmond Road and Churchill Avenue North corner with a pedestrian plaza area and clocktower. This will complement the streetscape, while contributing to a well-established pedestrian realm and demarcating a significant corner at the heart of Westboro Village. Residential access to the building will be from a lobby via Richmond Road with individual storefronts having active entrances along the Traditional Mainstreet.

Regular vehicular access is provided off Churchill Avenue North into the underground parking garage, with loading access provided off Winona Avenue. This loading space will serve both the residential and commercial portion of the building. A combination of common amenity areas and private balconies is proposed for building residents, and an internal courtyard provides the opportunity for more intimate outdoor space that can be used by the retail units or residents.

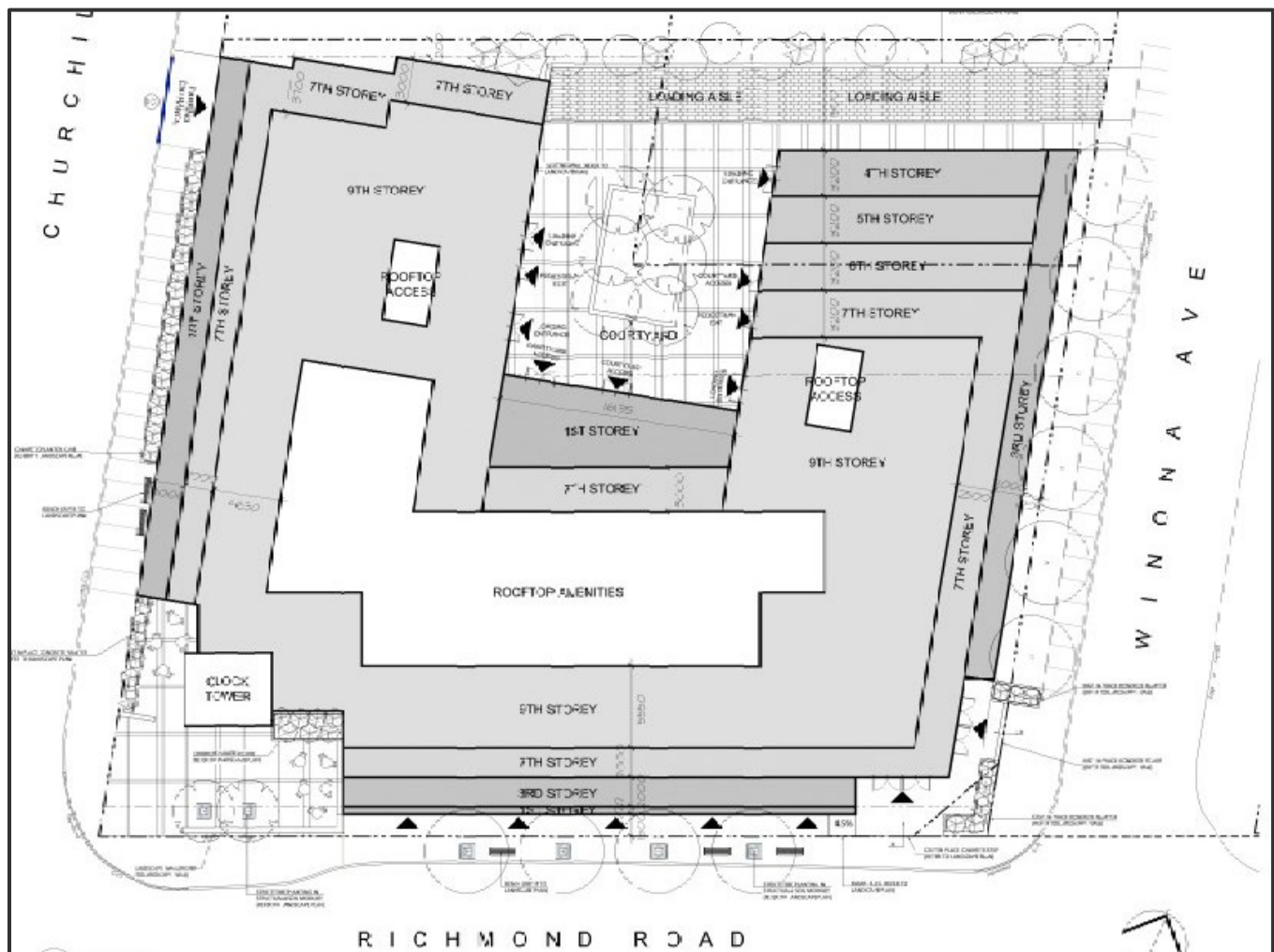


Figure 6: Site Plan

### 3.2 Massing and Scale

The built form of the proposed development transitions from Richmond Road down to four storeys along Winona Avenue and seven storeys at the north end of the Churchill Avenue frontage. These stepbacks provide an appropriate height transition to the low-rise residential neighbourhood north along Winona Avenue, as well as to the evolving built form along Churchill Avenue.



Figure 7: Massing along Winona Avenue frontage



Figure 8: Massing along Richmond Road frontage





Figure 9: Massing along Churchill Avenue North frontage

In addition to the use of various strategically placed stepbacks, the mass of the building is further broken up through the use of differing materiality, fenestration and balconies. A three-storey podium is provided along the Richmond Road (Figure 10) and Winona Avenue (Figure 11) frontages and is reinforced through the high quality materials (red brick and stone) that compliment the existing streetscape. Along Churchill Avenue, the podium shifts to a high single storey in order to reflect the existing streetscape heading north.

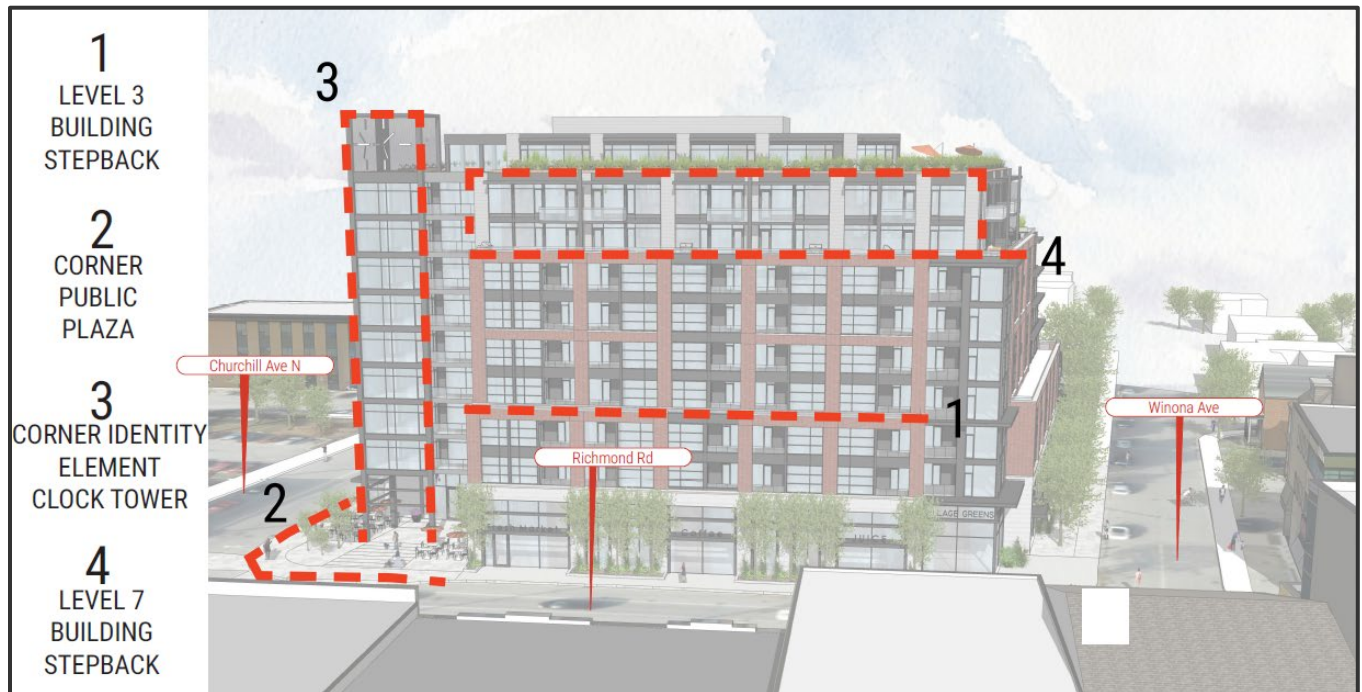


Figure 10: South Elevation along Richmond Road, showing the building form and features





Figure 11: East facade of the building along Winona Avenue, showing the stepbacks and massing



Figure 12: View looking east on Richmond Road

A 45-degree angular plane is achieved through stepdowns to four storeys heading north along Winona Street (Figure 14), which creates a transition between the mixed-use building and the low-rise residential neighbourhood.





Figure 13: View looking west on Richmond Road



Figure 14: View looking north on Winona Avenue



Figure 15: View looking north on Churchill Avenue

Views along Richmond Road, Churchill Avenue and Winona Avenue show how the building stepbacks and materiality complement the existing context and provide transition. Outdoor terraces on the stepbacks provide opportunity for efficient use of the building while also animating the exterior facades. The outdoor terraces are located to take advantage of sunlight exposure for users, while also reducing massing impacts for neighbouring residents. The residential component of the building also includes balconies on all sides, creating visual interest and architectural articulation, while providing private amenity space.

The building design includes a range of materials, including stone and brick, and colours intended to create a unique and recognizable character for the development. Specifically, the materiality has been chosen to carefully break up the building façade, delineating the commercial and residential uses and creating a taller appearance for the commercial units along Richmond road and Churchill Avenue. Ground level façades are heavily fenestrated to create a positive relationship and interface between the building and the public realm. The remainder of the building is heavily fenestrated to increase natural light for its residents, while the variety of material creates visual interest in the podium and tower.





Figure 16: Elevation of the building from the corner of Richmond Road and Churchill Ave

### 3.3 Public Realm

The proposed development includes improvements along the public right-of-way, including Richmond Road, Churchill Avenue, and Winona Avenue. The inclusion of new street trees and active at-grade uses advance the animation and pedestrian friendliness along both frontages. The treatment of the first three storeys, with generous fenestration provides visual transparency and improved safety for pedestrians in the area. The design of the access/egress to the parking garage has been located away from Richmond Road, avoiding any interruptions in the active frontage along the mainstreet while reducing conflicts between vehicles, pedestrians and cyclists.

The front or south-facing façade of the building along Richmond Road features entrances to the commercial units and the residential building. The façade will also include a corner plaza, which is intended to accommodate a commercial patio area to further animate the pedestrian realm (Figure 17). Landscaping is being proposed along all frontages to reconstitute the public realm and create a more pleasant environment for pedestrians. In addition to landscaping along Richmond Road, the facades include generous glazing to improve sociability and safety through passive interaction and surveillance at the corner of the site.





Figure 17: View showing the corner treatment of the proposed courtyard plaza

The u-shaped design of the building allows for natural light and balcony space to be maximized for all units, while allowing for an internal courtyard in the base of the building. This space which is linked through a central corridor that is accessed from the corner plaza, offers a more intimate outdoor setting for customers and/or residents than the much more animated experience of the corner plaza.

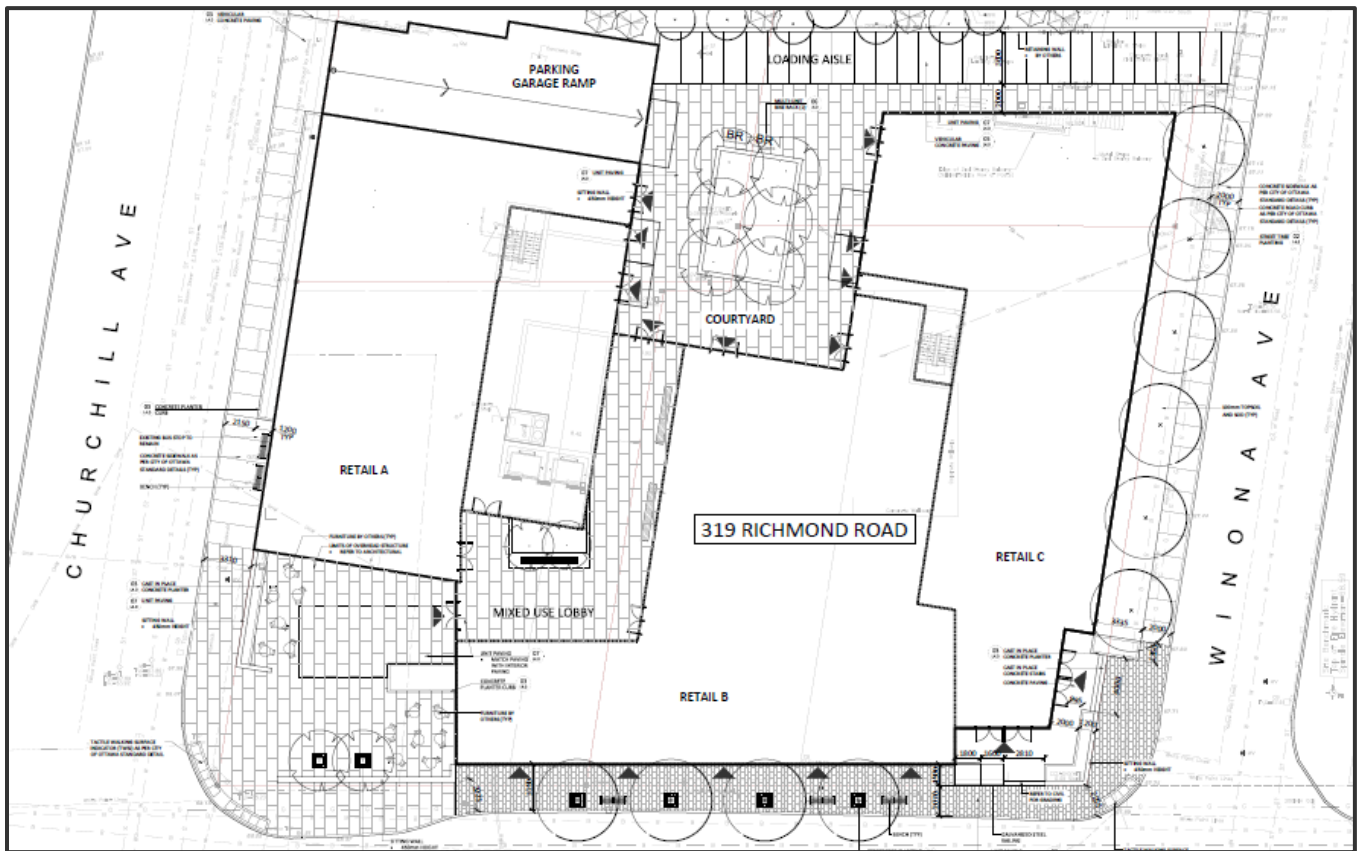


Figure 18: Landscape Plan showing the at-grade treatment of the site

## 4.0 Policy and Regulatory Framework

### 4.1 Provincial Policy Statement, 2020

The Provincial Planning Statement (PPS) is a policy document issued under the Planning Act. It provides direction on matters of provincial interest related to land use planning and development. All decisions on planning matters “shall be consistent with” the PPS. Generally, the PPS recognizes that “land use must be carefully managed to accommodate appropriate development to meet the full range of current and future needs, while achieving efficient development patterns...”. In order to respond to current and future needs, a range of housing options is encouraged through new development and intensification.

Policies for achieving the vision of the PPS address efficient development and land use patterns; accommodating an appropriate range and mix of residential types to meet long-term needs; promoting cost-effective development patterns; and supporting transit and active transportation. Furthermore, the policies direct development to locations that have been identified for intensification and redevelopment by the municipality.

**The proposed development is consistent with the Provincial Policy Statement, 2020. As a site located on a Traditional Mainstreet and within proximity of two rapid transit stations and future Light Rail Transit stations, the redevelopment of an underutilized property advances the provincial goals of healthy, livable and safe communities that efficiently use infrastructure, improve the range and mix of housing types, and support transit use.**

### 4.2 City of Ottawa Official Plan

The City of Ottawa Official Plan provides the policy framework for strategic growth and development of the city to the year 2036. The City plans to meet Ottawa’s growth and development by managing it in ways that support liveable communities and healthy environments. Objectives and policies direct the creation of ‘complete’ communities where residents can live, work and play.

#### 4.2.1 Managing Growth

Section 2.2 of the Official Plan addresses how growth is to be managed within Ottawa, including the urban area and village boundaries, managing intensification, and employment area policies.

The policies in Section 2.2.2 deal specifically with the management of intensification within the urban area. Residential intensification is defined as “the development of a property, building or area that results in a net increase in residential units or accommodation”. It is recognized that intensification is generally the most cost-effective pattern of development for the provision of municipal services, transit and other infrastructure, and can be provided through redevelopment, the development of vacant or underutilized lots, infill development, and conversions. Mainstreets are identified as a target area for intensification (Policy 3).

Policy 10 of Section 2.2.2 recognizes that intensification may occur in a variety of built forms, from low-rise to high-rise, provided urban design and compatibility objectives are met. Denser development, that often means taller buildings, should be located in areas that support the Rapid Transit and Transit Priority networks and in areas with a mix of uses. Building heights and densities for different areas may be established through this plan or a secondary plan and will be implemented through zoning. Policy 11 further specifies that the distribution of appropriate building heights will be determined by:

- a) The location in a Target Area for Intensification or by proximity to a Rapid Transit station or Transit Priority corridor, with the greatest density and tallest building heights being located closest to the station or corridor; and

- b) The design and compatibility of the development with the surrounding existing context and planned function, with buildings clustered with other buildings of similar height.

**The proposed development represents residential intensification through the redevelopment of underutilized lots within an existing neighbourhood and in a Target Area for Intensification. The development provides a compatible design and an appropriate building height as further discussed herein.**

#### 4.2.2 Land Use Designation

The subject property is designated 'Traditional Mainstreet' pursuant to Schedule B of the Official Plan (Figure 19). Pursuant to Section 3.6.3, Traditional Mainstreets are identified as streets that have generally developed pre-1945 and are characterized by being pedestrian-oriented and supporting small and local-oriented retail uses within buildings typically in low- and mid-rise formats. Traditional Mainstreets are intended to continue developing as pedestrian-oriented environments with sensitive intensification on underdeveloped lots and in a building format that encloses and defines the street edge with active frontages that provide direct pedestrian access to the sidewalk (Policy 10). Policy 11 supports mid-rise buildings (e.g., buildings up to nine storeys) on Traditional Mainstreets and recognizes that secondary plans may permit different building heights. A broad range of uses are permitted as detailed in Policy 5, but vehicular-oriented uses, such as automobile service stations, are generally discouraged as outlined in Policy 8.

When considering lot consolidation that includes properties along a Traditional Mainstreet, Policy 3 recognizes that the Traditional Mainstreet boundary can vary depending on site circumstances and lot configuration, including the ability to include properties on abutting side streets that exist within the same corridor.

Policy 7 requires that development proposals on Traditional Mainstreets will be evaluated in the context of Traditional Mainstreet policies, the policies set out in Section 4.11 with respect to compatibility, as well as the design objectives and principles contained within Section 2.5.1.



Figure 79: City of Ottawa Official Plan Schedule B - Urban Policy Plan

**The proposed development meets the policies for Traditional Mainstreets by providing a building format that provides a continuous street edge, supports the pedestrian environment, and minimizes**



vehicular entrances. The proposed height of nine storeys (excluding the small internal amenity space on the rooftop) is consistent with the policy intent for Traditional Mainstreets and as further discussed is also consistent with respect to the policies of the Richmond Road/Westboro Secondary Plan. Design and compatibility of the proposed development are further discussed herein.

#### 4.2.3 Designing Ottawa

Section 2.5.1 of the Official Plan provides objectives and policies for achieving compatibility between form and function when introducing new development into existing areas. Compatible development means development that, although not necessarily the same as or similar to existing buildings in the vicinity, nonetheless enhances an established community and coexists without causing undue adverse impact on surrounding properties; it “fits well” within its physical context and “works well” among those functions that surround it.

The following Design Objectives, which are intended to influence Ottawa’s built environment as it grows, are applicable to the subject property and proposed development:

- / Enhances the sense of community by creating and maintaining places with their own identity;
- / Defines quality public and private spaces through development;
- / Creates places that are safe, accessible and are easy to get to, and move through;
- / Ensures that new development respects the character of existing areas; and
- / Considers adaptability and diversity by introducing new residential land uses in a compact built form that contributes to the range of housing choices and transportation options in the area.

Traditional Mainstreets are recognized as ‘Design Priority Areas’ (Policy 2), which are required to participate in an enhanced review by the Ottawa Urban Design Panel (Policy 4) to understand how the proposed development will contribute to the Design Objectives and achieve good urban design.

**The proposed development addresses the Design Objectives through a design that enhances the heart of Westboro with a new urban plaza and community focal point at Richmond Road and Churchill Avenue. The development will enhance the pedestrian environment, respect the surrounding character by creating a building height transition, and contribute to the community’s range of housing options. As a development within a Design Priority Area, the Urban Design Review Panel will review and provide comments on the proposed development with respect to urban design, including the public realm and compatibility.**

#### 4.2.4 Urban Design and Compatibility

Compatibility of scale and use are to be carefully understood to mitigate the design impacts of intensification. Similar to Section 2.5.1 of the Official Plan, Section 4.11 outlines a set of criteria that can be used to objectively measure the compatibility of a development proposal. At the scale of neighbourhoods or individual properties, consideration for views, design, massing, and amenity space, among others, are key factors for assessing the relationship between new and existing development. The following table provides an analysis of how the proposed development meets the applicable policies of Section 4.11.

Policy	Proposed Development
<b>Building Design</b>	
5. Design of the parts of the structure adjacent to existing buildings and facing the public realm will achieve compatibility through design of: <ul style="list-style-type: none"> <li>a. Setbacks, heights and transition;</li> <li>b. Façade and roofline articulation;</li> </ul>	The proposed development is providing a consistent street wall along Richmond Road, Winona Avenue and Churchill Avenue. The architectural articulation and stepbacks to the building façade create visual interest

Policy	Proposed Development
<ul style="list-style-type: none"> <li>c. Colours and materials;</li> <li>d. Architectural elements including windows, doors and projections;</li> <li>e. On site grading; and</li> <li>f. Elements and details that reference common characteristics of the area.</li> </ul>	<p>and an appropriate building transition to surrounding development in the neighbourhood.</p> <p>Architectural treatments such as materiality, colours, and projections have been carefully chosen to be compatible with the surroundings while contributing to high-quality design. The building design creates visual interest in the area and reduces the impact of massing.</p>
<p>6. Orient the principle façade and entrances to the street, include windows on elevations adjacent to public spaces, and use architectural elements, massing and landscaping to accentuate entrances.</p>	<p>Principal entrances are oriented towards the abutting public streets, improving interaction with the public realm. The main building entrance is accentuated through two-storey treatments and additional fenestration and an interesting corner treatment. All building walls are fenestrated to better interface with the street and improve safety through passive surveillance.</p>
<p>7. The intersections of arterial and collector roads can serve as gateways into communities and can support high levels of pedestrian and vehicular traffic, the greatest density of housing, and other land uses and services, and commercial services and other land uses that are focal points for a community.</p>	<p>The subject property is located at the northeast corner of Richmond Road and Churchill Avenue – two arterial streets that act as connections through the community. At this corner, the design includes a small urban plaza together with a visual landmark to promote community gathering and identification of the site as the heart of the community.</p>
<p>8. To maintain a high quality, obstacle free pedestrian environment, all servicing, loading areas, and other required mechanical equipment and utilities should be internalized and integrated into the design of the base of the building where possible. If they cannot be internalized these services are to be screened from public view (i.e. trees, landscaping, decorative walls and fences etc.) and are to be acoustically dampened where possible. The location and operation these areas and equipment should be designed to maintain a pedestrian friendly environment and not impede public use of the sidewalk.</p>	<p>Servicing, loading areas, and mechanical equipment are generally located internal to the site and away from the public realm.</p>
<p>9. Roof-top mechanical or telecommunications equipment, signage, and amenity spaces should be incorporated into the design and massing of the upper floors of the building.</p>	<p>The rooftop mechanical equipment and amenity spaces have been incorporated as one penthouse level that steps back from the top storey of the building.</p>
<b>Massing and Scale</b>	
<p>10. Where a secondary planning process establishes criteria for compatibility of new development or redevelopment in terms of the character of the surrounding area, the City will assess the appropriateness of the development using the criteria for massing and scale established in that Plan. Where there are no established criteria</p>	<p>The Richmond Road/Westboro Secondary Plan provides general policies that direct a transition in height and density in a north-south direction. Higher building heights are permitted at a corner location where the development provides a community focus.</p>

Policy	Proposed Development
<p>provided in an approved Plan, the City will assess the appropriateness of the proposal relying upon its approved Design Guidelines, as applicable, and the following criteria:</p> <ul style="list-style-type: none"> <li>a. Building height, massing and scale permitted by the planned function of adjacent properties as well as the character established by the prevailing pattern of abutting development and development that is across the street;</li> <li>b. Prevailing patterns of rear and side yard setbacks, building separation and landscaped open spaces and outdoor amenity areas as established by existing zoning where that pattern is different from the existing pattern of development;</li> <li>c. The need to provide a transition between areas of different development intensity and scale as set out in policy 12 of this section.</li> </ul>	<p>The proposed development provides a height transition from the highest point along Richmond Road down to four storeys along Winona Avenue in keeping with the low-rise residential neighbourhood. The height transitions to seven storeys along Churchill Avenue where higher heights and densities are permitted along this arterial road.</p>
<p>11. Transition refers to the integration of buildings that have greater height or massing than their surroundings. Transition is an important building design element to minimize conflicts when development that is higher or has greater massing is proposed abutting established or planned areas of Low-Rise development. Proponents for developments that are taller in height than the existing or planned context or are adjacent to a public open space or street shall demonstrate that an effective transition in height and massing, that respects the surrounding planned context, such as a stepping down or variation in building form has been incorporated into the design.</p>	<p>As discussed above, the proposed development provides a height transition from Richmond Road down to four storeys along Winona Avenue in keeping with the low-rise residential neighbourhood. The height transitions to seven storeys along Churchill Avenue where higher heights and densities are permitted along this arterial road.</p>
<p>12. Building height and massing transitions will be accomplished through a variety of means, including:</p> <ul style="list-style-type: none"> <li>a. Incremental changes in building height (e.g. angular planes or stepping building profile up or down);</li> <li>b. Massing (e.g. inserting ground-oriented housing adjacent to the street as part of a high-profile development or incorporating podiums along a Mainstreet);</li> <li>c. Building setbacks and step-backs.</li> </ul>	<p>Transition has been provided via increased setbacks at each corner of the building, along with building stepbacks, including a 45-degree angular plane to the residential neighbourhood to the north.</p>
<b>Outdoor Amenity Areas</b>	
<p>19. Applicants will demonstrate that the development minimizes undesirable impacts on the existing private amenity spaces of adjacent residential units through the siting and design of the new building(s). Design measures include the</p>	<p>Balconies in the development are sensitively located to mitigate issues of overlook and privacy. Amenity areas for residents are being provided in the form of balconies and rooftop patio. The u-shaped building</p>



Policy	Proposed Development
use of transitions or terracing and the use of screening, lighting, landscaping, or other design measures that achieve the same objective.	maintains the pattern of residential backyards to the north along Winona Avenue.
20.Applications to develop residential or mixed-use buildings incorporating residences will include well-designed, usable amenity areas for the residents that meet the requirements of the Zoning By-law, and are appropriate to the size, location and type of development. These areas may include private amenity areas and communal amenity spaces such as: balconies or terraces, rooftop patios, and communal outdoor at-grade spaces (e.g. plazas, courtyards, squares, yards). The specific requirements for the private amenity areas and the communal amenity spaces shall be determined by the City and implemented through the Zoning By-law and site plan agreement.	Amenity space is provided via a combination of private balconies and a rooftop patio with amenity room. A small urban plaza is to be developed at the corner of Richmond Road and Churchill Avenue as well as an internal courtyard space to promote community gathering and interaction.
<b>Design Priority Areas</b>	
22.The portion of the building(s) which are adjacent to the public realm will be held to the highest building design standards by incorporating specific building design features.	The site is located along the Richmond Road Traditional Mainstreet Design Priority Area. The proposal has been designed to meet high design standards, including building materials, continuous building lines, articulation, and fenestration, while helping to define and improve this section of Richmond Road. Sidewalks and landscaping elements are also provided adjacent to the building. The massing and scale of the proposed development is designed to define and enclose public and private spaces.
23.The portion of the development which impacts the public realm will be held to the highest site design standards and should incorporate enhanced public realm improvements.	As part of the development, streetscape improvements will be made including new street trees and the creation of a small urban plaza with permanent seating features.
24.The massing and scale of development will define and enclose public and private spaces (e.g. streets, parks, courtyards, squares) using buildings, structures and landscaping; and relate to the scale and importance of the space they define (e.g. street width to height ratios).	An internal u-shaped courtyard is proposed as part of the development. This shape is in keeping with the backyards of the residential neighbourhoods to the north along Winona Avenue and maintains sufficient space for a variety of activities. The recessed corner plaza also provides a unique, pedestrian oriented, frame to a key intersection in the Village of Westboro.

**The proposed development conforms to the policy direction of Section 4.11. The proposed development will positively contribute to the Richmond Road Traditional Mainstreet and the surrounding neighbourhood through streetscape improvements and a high-quality design. The development has been designed in a manner that will minimize impacts to surrounding properties by providing appropriate height transition, internalizing traffic and waste, and respecting residential rear yards through the u-shaped design.**

### 4.3 New Ottawa Official Plan (Anticipated 2021-2046)

The City of Ottawa is currently undertaking the preparation of a new Official Plan, to apply to a 25-year planning horizon from 2021 to 2046. The City has released key preliminary policy directions, which are oriented around the “Five Big Moves” that include:

- / Growth Management;
- / Mobility;
- / Urban and Community Design;
- / Climate, Energy and Public Health; and
- / Economic Development.

Preliminary policy directions applicable to the proposed development include:

- / Achieve an intensification target of 60%-70%;
- / Orient land use designations around nodes, corridors, and neighbourhoods;
- / Evolve to denser, walkable, 15-minute neighbourhoods;
- / A renewed emphasis on building form; and
- / Establishing minimum densities for new developments in proximity to important rapid transit stations.

**In summary, the new proposed Official Plan policies trend toward a greater focus on transit-oriented development, intensification, and urban design. The proposed development is consistent with these directions.**

### 4.4 Richmond Road/Westboro Secondary Plan

The subject property is located within the Richmond Road/Westboro Secondary Plan area and, specifically, within the ‘Westboro Village’ and ‘McRae and Churchill Avenue’ planning sectors pursuant to Schedule A of the Secondary Plan. General policies for the entire Secondary Plan area are detailed, as well as policies for each planning sector.

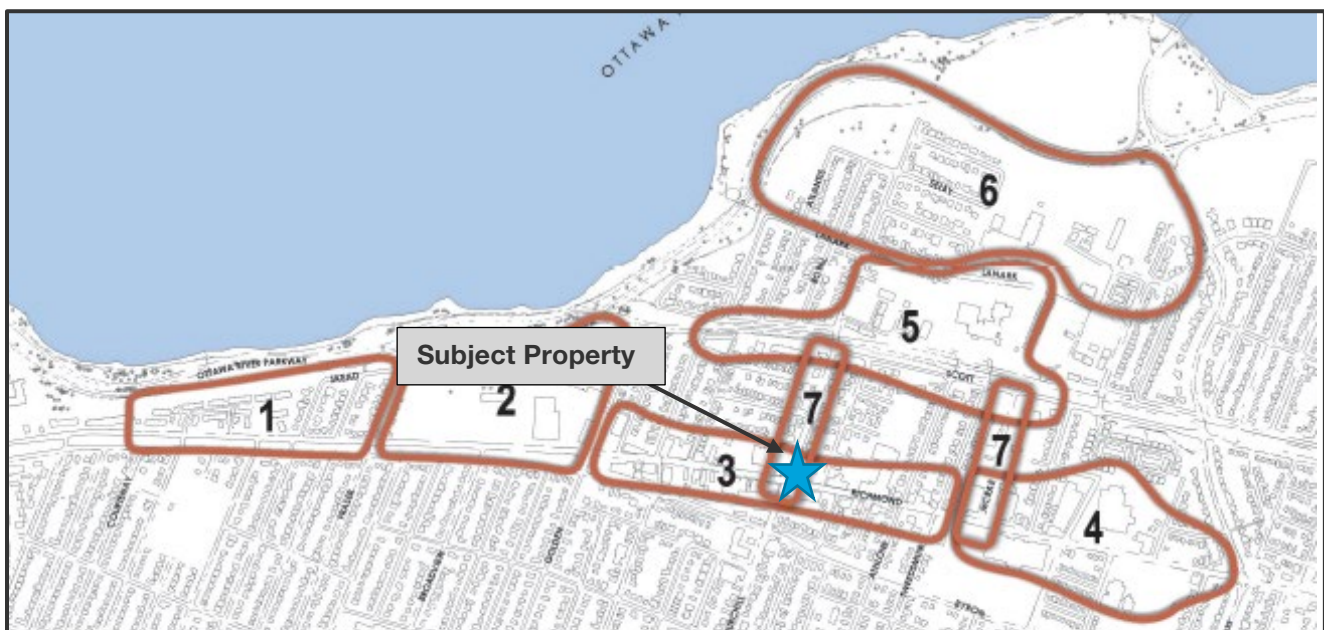


Figure 20: Richmond Road/Westboro Secondary Plan Area

The general policies for the entire Secondary Plan area contemplate redevelopment and infill along both Richmond Road and Scott Street Traditional Mainstreets to optimize the use of land through increased building height and density. Generally, building heights in the range of four to six storeys are permitted, however, greater building heights will be considered in any of the following circumstances as outlined in Policy 1.3.3 without the need for an Official Plan Amendment:

- / Specific building heights are established in the Zoning By-law based on the Richmond Road/Westboro Community Design Plan or other Council-approved study;
- / The proposed building height conforms with prevailing building heights or provides a transition between existing buildings;
- / The development fosters the creation of a community focus where the proposal is on a corner lot, or at a gateway location or at a location where there are opportunities to support transit at a transit stop or station;
- / The development incorporates facilities, services or matters as set out in Section 5.2.1 of the Official Plan with respect to the authorization of increases in height and density that, in the opinion of the City, significantly advance the vision for Mainstreets;
- / Where the application of the provisions of Section 2.5.1 and Section 4.11 of the Official Plan determine that additional height is appropriate.

General maximum building height ranges for the Secondary Plan area are outlined in Schedule C of the Secondary Plan. The subject property is contemplated for development at heights between four and six storeys as shown in the figure below.

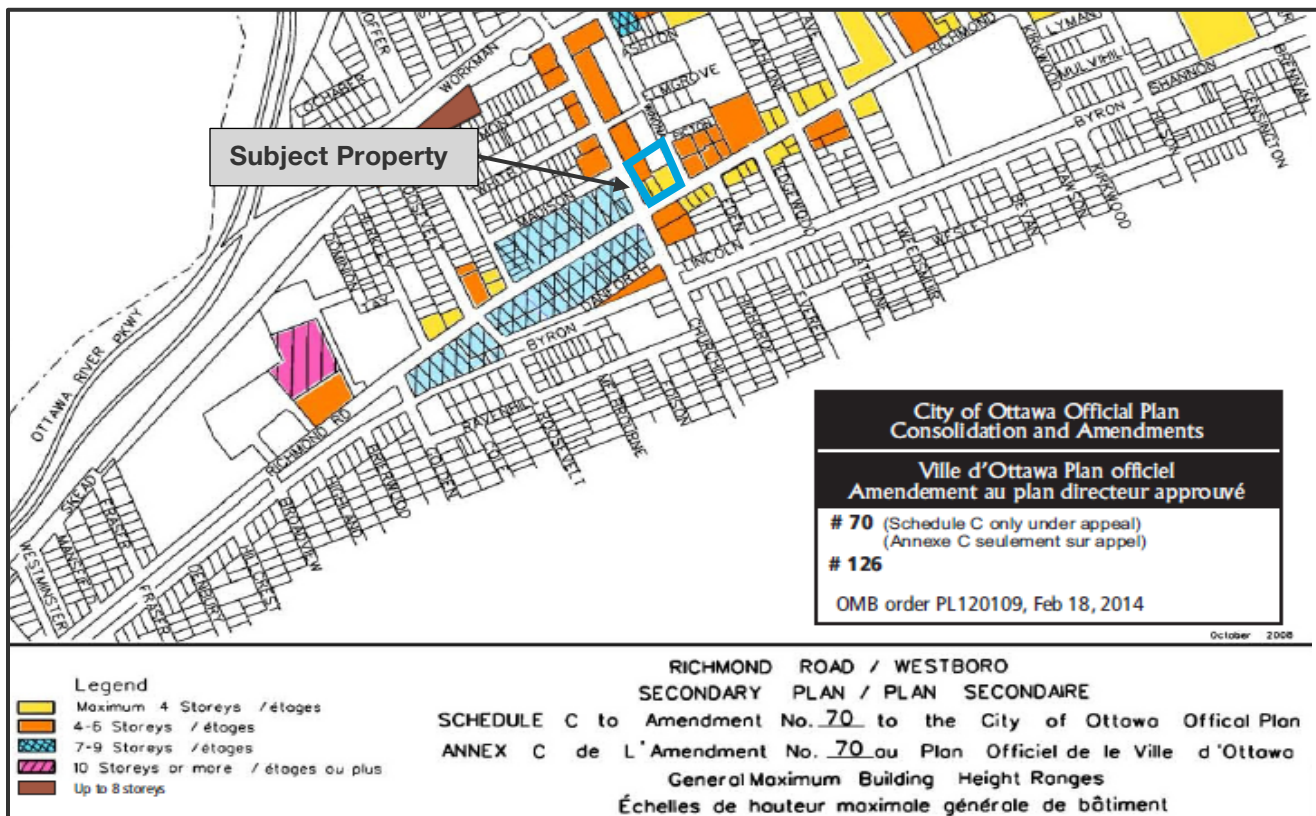


Figure 21: Schedule C – Richmond Road/Westboro Secondary Plan (subject property in blue)

The policies for each planning sector are provided in Policy 1.3.4 including those for the Westboro Village planning sector (Sector 3), which address maintaining a sense of human scale by providing mixed-use buildings generally in the four- to six-storey range with a minimum of two storeys. Buildings are to be located



close to the street, except at the intersection of Churchill Avenue and Richmond Road where it has been identified that wider side walks are needed. Buildings in the seven- to nine-storeys range are also permitted as shown on Schedule C where block sizes and the street network aid in minimizing impacts on low-rise residential neighbourhoods. Mixed-use development is encouraged in order to provide a continuity of retail and restaurant uses on the ground floor.

Within the McRae and Churchill Avenues planning sector (Sector 7), support for redevelopment of Churchill Avenue for mixed-use buildings, generally in the four- to six-storey range is identified. Additionally, residential, employment and commercial uses are permitted provided they do not affect the viability of Richmond Road as a traditional mainstreet.

**While heights in the four to six storey range are contemplated for the portion of the subject property fronting onto Richmond Road, Policy 1.3.3 of the Secondary Plan permits consideration for greater building heights without the need for an Official Plan Amendment. Pursuant to Policy 1.3.3., the proposed development provides a community focus at the corner of Richmond Road and Churchill Avenue, which is the heart of the Westboro neighbourhood, while also supporting transit due to its proximity to both the Westboro and Dominion transit stations. It is also important to note the Schedule C permits up to nine storey heights on the block immediately west of the subject lands due to the increased depth of that block. Not only do the subject lands provide a similar depth due to recent consolidation of ownership but they will also satisfy another criteria within Section 1.3.3 related to transition of similar area heights when the lands to the west redevelop. Finally, Section 37 of the Planning Act is applicable to the proposed development and will be discussed and negotiated as part of the approvals process. Sections 2.5.1 and 4.11 of the Official Plan are discussed in greater detail earlier in Section 4.2 of this report.**

#### 4.5 Urban Design Guidelines for Development along Traditional Mainstreets

The Urban Design Guidelines for Development along Traditional Mainstreets were approved by City Council in 2006 and serve to “provide urban design guidance...to assess, promote and achieve appropriate development along Traditional Mainstreets”. The objectives of the guidelines are:

- / To promote development that will enhance and reinforce the recognized or planned scale and character of the street;
- / To promote development that is compatible with, and complements its surroundings;
- / To achieve high-quality built form and strengthen building continuity along Traditional Mainstreets;
- / To foster compact, pedestrian-oriented development that is linked to street-level amenities; and
- / To accommodate a broad range of uses including retail, services commercial uses, offices, residential and institutional uses where one can live, shop and access amenities.

These objectives are achieved by meeting the various guidelines, including the following that are applicable to the proposed development:

- / The proposed development maintains a setback along Richmond Road that is consistent with the prevailing character of a minimal front yard setback (Guideline1);
- / The proposed development maintains the current streetscape design, which includes a sidewalk and treed boulevard (Guideline 3);
- / A semi-public plaza will be developed at the corner of Richmond Road and Churchill Avenue. This plaza will serve as a community focal point within the neighbourhood and will provide opportunities for seating, gathering, and use of the space for larger community events along Richmond Road (Guideline 6);
- / The building form respects the rhythm and pattern of Richmond Road by providing active street entrances (Guideline 8);

- / The building is u-shaped and transitions in height down to four storeys along Winona Avenue. This serves to complement the existing rear-yard pattern of the residential neighbourhood along Winona Avenue while also providing light and privacy (Guideline 9);
- / The building design includes street-level windows and retail uses along Richmond Road to promote an active streetfront (Guideline 11);
- / A building setback is provided at the third and seventh storeys (Guideline 12);
- / The corner of Richmond Road and Churchill Avenue will include a semi-public urban plaza together with a visual landmark to highlight this important intersection in the community (Guideline 16).

**The proposed development responds to the Urban Design Guidelines for Development Along Traditional Mainstreets by providing a building that includes a high level of architectural detail, including glazing, active entrances, and building setbacks.**

#### 4.6 Transit-Oriented Development Guidelines

The Transit-Oriented Development Guidelines, which were approved by City Council in 2007, are to be applied throughout Ottawa for all development within a 600 metre walking distance of a rapid transit station or stop. As the proposed development is within 600 metres of two transit stations, these guidelines apply. The following is a summary of how the proposed development meets the various guidelines for transit-oriented development.

- / The proposed development provides residential intensification, as well as new commercial opportunities, on an underdeveloped lot within close proximity to two rapid transit stations (Guideline 1);
- / The commercial uses within the development are small allowing them to be oriented to local businesses and encourage pedestrian travel over vehicle travel. The Zoning By-law Amendment associated with the proposed development does not seek to introduce any new uses to the Traditional Mainstreet zoning applicable to the subject property (Guideline 2);
- / The proposed development is to be mixed-use and include both residential uses with a variety of units sizes, and ground-floor retail space. Further to this, the proposed development incorporates a corner plaza to encourage pedestrian activity and opportunity for seating (Guideline 3);
- / The proposed development creates an active streetfront along this block of Richmond Road, which connects to Churchill Avenue North and the greater street network supporting connections to the rapid transit network and stations (Guideline 7);
- / The building includes setbacks at the third and seventh storeys along the Richmond Road frontage (Guideline 11);
- / The proposed development includes a courtyard and landmark design feature at the corner of Richmond Road and Churchill Avenue (Guideline 12);
- / The ground level units include a high level of fenestration to provide an active streetfront (Guidelines 14 and 15).

**The proposed development responds to the Transit-Oriented Development Guidelines by providing a building that provides intensification as well as a range of housing choices and retail opportunities within close proximity to two transit stations.**

#### 4.7 Zoning By-law 2008-250

The subject property is currently subject to three zone categories as follows:

- / **319-327 Richmond Road:** 'Traditional Mainstreet, Maximum Building Height of 15 metres' (TM H(15)). The TM zone permits a wide range of uses that support the Traditional Mainstreet, including retail, restaurant and personal service businesses, as well as residential uses. The maximum building height

of 15 metres permits approximately a four-storey building consisting of a commercial ground floor and three residential floors above.

- / **381 Churchill Avenue North:** 'General Mixed Use, Subzone 1' (GM1). The GM zone permits residential, commercial and institutional uses. Commercial uses are intended to be developed as individual occupancies or groupings so as to not affect the development of the Traditional Mainstreet as a viable mixed-use area. The GM1 zone permits a maximum height of 18 metres.
- / **380 Winona Avenue:** 'Residential Fourth Density, Subzone G, Urban Exception 623' (R4G[623]). The R4 zone permits a maximum of height of 11 metres within a low-rise apartment building form. The urban exception applicable to the site permits front yard parking for up to one vehicle.

The site is located within the Mature Neighbourhoods Overlay. The intent of the overlay is to regulate the character of low-rise development including front door location, driveway width, and parking. While the provisions of the overlay do not generally apply beyond low rise built form, some of the characters of the overlay, such as walkway width and driveway width, are required to be met.

#### 4.7.1 Traditional Mainstreet Zone Provisions and Analysis

As permitted through the Official Plan, the Traditional Mainstreet land use designation can be extended to properties on abutting side streets when they are to be developed within the Traditional Mainstreet corridor. As such, the proposed Zoning By-law Amendment for the subject property is to rezone it entirely to a Traditional Mainstreet zone with site-specific provisions to address the proposed development. Further to this, the amendment includes exempting the site from the Mature Neighbourhoods Overlay.

Table 1 provides a summary of the Traditional Mainstreet zoning provisions as detailed in Zoning By-law 2008-250 and how the proposed development meets the provisions.

Table 1: Zoning Summary

Provision	Required	Provided	Compliance
<b>Min. Lot Area</b>	No minimum	3,270 m <sup>2</sup>	✓
<b>Min. Lot Width</b>	No minimum	60.4 m	✓
<b>Max. Front Yard setback</b>	2 m  Except for any part of a building above 15 metres, for which a min. front yard setback of 2 m must be provided	1.5 m ground floor (most of frontage) increasing to greater than 2 m at corners of site (urban plaza at Churchill and active entrance at Winona)  3.8 m setback above 15 m	✓ Front yard of 1.5 m is provided for majority of Richmond frontage (except where noted)  ✓ Building above 15 metres
<b>Min. Corner Side Yard setback</b>	3 m  Except for any part of building >15 m for which an additional 2 m setback is required	Churchill: 0 m / 2 m setback above first storey Winona: 1.2 m / 2 m additional setback above third storey	Churchill: ✗/✗ Winona: ✗/✓
<b>Transparent Glazing</b>	Min. 50% ground floor façade to a height of 4.5 m facing the main street must comprise transparent windows and active entrances.	> 50%	✓



Provision	Required	Provided	Compliance
<b>Min. Rear Yard</b>	Abutting a residential zone: 7.5 m Other cases: No minimum	Abutting Winona residential properties: 7.5 m Abutting Churchill properties: 1.2 m	✓
<b>Building Height</b>	Min. 6.7m for distance of 20 m from front lot line	Height varies	✗
	Max. 15 metres	30 m	✗
	No part of a lot line abutting an R4 zone may project about a 45° angular plane measured at a height of 15 m from a point 7.5 metres from the rear lot line, projecting upwards towards the front lot line	Proposed development meets the 45° angular plane as required abutting the R4 zone	✓
<b>Min. width of landscaped area</b>	When abutting a residential area: 3m – may be reduced to 1 m where a min. 1.4m high opaque fence is provided All other cases: No minimum	Winona: Min. 1 m with fence Churchill: 1.2 m	✓
<b>Active Entrances</b>	Min. one active entrance per each residential or non-residential use on ground floor	Residential: Corner entrance Retail: One entrance/unit	✓
<b>Amenity Area</b>	Total min. 6m <sup>2</sup> /unit = 184 x 6 = 1,104 m <sup>2</sup> Communal: min. 50% of total = 552 m <sup>2</sup>	Total: 2,596 m <sup>2</sup> Balconies: 1,696 m <sup>2</sup> Communal: 900 m <sup>2</sup>	✓
<b>Min. Vehicle Parking</b>	Resident: 0.5/DU, not including first 12 units = 184 – 12 = (172 x 0.5) - 10% for all underground = 86 – 9 = 77 spaces Visitor: 0.1/DU, not including first 12 units = 184 – 12 = 172 x 0.1 = 17 spaces Commercial: 0 spaces TOTAL = 94 spaces	130 spaces	✓
<b>Min. Bicycle Parking</b>	Residential: 0.5/DU = 184*0.5 = 92 spaces Commercial: 1/250 m <sup>2</sup> = 1,738 / 250 = 7 spaces TOTAL = 99 spaces	99 spaces (92 interior/7 exterior)	✓
<b>Aisle and Driveway Width</b>	Min. 6m for parking lot ≥20 spaces	6.3 m	✓
<b>Minimum Bicycle Parking</b>	Min. 0.5/DU = 184 x 0.5 = 92	92	✓

Provision	Required	Provided	Compliance
<b>Loading space</b>	Min. 3.5 m wide / 7 m long	Min. 3.5 m wide / 7 m long	✓

The proposal meets the general intent of the provisions of the Traditional Mainstreet zone, however, relief will be required from the zoning provisions as detailed below.

#### 4.7.2 Proposed Zoning Schedule

A zoning schedule is proposed for the site to clearly identify and delineate the maximum building heights, as well as the required building setbacks and stepbacks. The height schedule will be confirmed as the project moves forward and will follow the building envelope as shown on the Site Plan associated with this application. The Zoning Schedule will address the following site-specific zoning provisions:

- / **Maximum Building Height:** As shown on the site plan and described herein, the maximum proposed height is 30 metres with a number of height transitions incorporated within the building design to provide appropriate setbacks and stepbacks to the surrounding neighbourhood. The proposed 30 m height conforms to the Official Plan and Secondary Plan policies and is an appropriate height for the site.
- / **Minimum Building Height:** The Traditional Mainstreet is intended to maintain a consistent streetfront and, in order to ensure this continuity, a minimum building height of 6.7 metres is required for a depth of 20 metres. Due to the proposed building articulation along the Richmond Road frontage, a very small portion that is approximately 0.5 metres deep has a building height of 4.5 metres, which does not meet the minimum requirement of 6.7 metres. As this building height is minimal and is intended for building design and articulation, this is an appropriate relief that has no impact on the desired continuity along Richmond Road.
- / **Maximum Front yard setback:** The front yard setback at the two corners of the site is proposed to be greater than 2 metres as required by the Traditional Mainstreet zoning provisions. These increased setbacks are appropriate as they allow for a community-focused plaza at the corner of Richmond Road and Churchill Avenue, as well as active entrances at the corner of Richmond Road and Winona Avenue, while maintaining the intent of the zoning provisions to provide a continuous streetfront.
- / **Corner yard setback:** The zoning provisions require that a minimum 3 metre setback is provided along both Winona Avenue and Churchill Avenue, however the proposed development requires relief to decrease the setback. A reduced setback is appropriate along both these frontages as, through the built form and massing, it provides a transition from the Traditional Mainstreet to the residential neighbourhood along Winona Avenue and the general mixed-use form along Churchill Avenue.

#### 4.7.3 Site-Specific Zone Provision

In addition to the zoning provisions to be addressed in the zoning schedule, a site-specific provision is required as follows:

- / **Rooftop Enclosed Amenity Space:** The provisions of the Zoning By-law with respect to height and the permitted projections above the height limit are intended to accommodate a limited number of uses on the rooftops of new buildings, while also mitigating their visual impact. The permitted projections of Section 64 are permitted because their impact is deemed appropriate and acceptable. The proposed relief from the Zoning By-law to permit an enclosed amenity area will maintain the intent of the Zoning By-law by using existing space connected to the mechanical penthouse for the proposed amenity area. The height of the mechanical penthouse is already considered in this proposal, the proposed enclosed amenity area will repurpose a portion of this space without impacting the height or footprint of the penthouse and, therefore, without any impacts on adjacent properties.

## 5.0 Supporting Studies

### 5.1 Landscape Plan and Tree Conservation Report

As part of the submission for the proposed development, a Landscape Plan and Tree Conservation Report have been prepared. As identified on the Tree Conservation Report (TCR), a total of 23 trees will be removed from the property with the majority of these trees being along the rear property line and one within the Winona Avenue right-of-way. Out of these 23 trees, only one tree has been identified as a 'high quality tree' – a Pyramidal English Oak – with most of them being Manitoba Maple (an invasive species).

With the redevelopment of the site, trees will be replaced in the form of street trees along both Richmond Road and Winona Avenue. Along Richmond Road, this will improve the pedestrian environment and will continue the existing treed streetscape both east and west of the site. Along Winona Avenue, new street trees will be planted to provide transition into the residential neighbourhood. The corner of the site, at Richmond Road and Churchill Avenue, will be developed as a publicly accessible and community focused gathering space with pavers, sitting walls, and street trees.

### 5.2 Shadow Study

A shadow study has been submitted in support of the proposed development. The study shows that there will be some impact on adjacent properties as is expected in an urban context. However, the incremental shadowing beyond the as-of-right building height is minor and the shadows move quickly throughout the day, and the U-shaped building helps to mitigate the impact on the rear yards of residential properties along Winona Avenue.

### 5.3 Roadway Traffic Noise Assessment

As Richmond Road and Churchill Avenue are arterial roads, roadway traffic noise was evaluated for the proposed development to ensure that noise impacts can be mitigated. As noted in the report, impacts will be mitigated by the requirement that all units will require central air conditioning so that windows may remain closed. The rooftop amenity area is expected to experience typical and acceptable noise levels and no mitigation is required.

### 5.4 Wind Analysis

A wind study was undertaken to understand the impact and required mitigation for wind effects on both the proposed development and the surrounding streetscape. The study concluded that conditions around the site at grade level are acceptable for their intended uses through the year. On the rooftop amenity area, wind conditions will be mostly suitable for sitting during the summer with a small area (less than 5% of the terrace) suitable for standing.

### 5.5 Environmental Site Assessment

The Phase I Environmental Site Assessment (ESA) for the subject property shows that there is the presence of some contaminants on the site. As such, a Phase II ESA is also required for the site which will determine the level of contamination that is present. Further to this, the ESA has indicated that a Record of Site Condition (RSC) will be required due to the change in land use from commercial and automotive to residential, which is a more sensitive land use. The RSC will be addressed within the conditions of approval for the Site Plan Control application.



## 6.0

# Public Consultation Strategy

In partnership with the City of Ottawa, all public engagement activities will comply with Planning Act requirements, including circulation of notices and the Statutory Public Meeting. The following Public Engagement steps and activities have already been undertaken in preparation of this application submission or will be undertaken in the following months after the application has been submitted.

- / Notification of Ward Councillor, Councillor Jeff Leiper
  - o The Ward Councillor was notified of the proposed development for the subject property prior to the application being submitted.
- / Community Information and Comment Session
  - o An online webinar was held on Wednesday, May 6, 2020. Approximately 50 members of the public logged in to the webinar where they were able to post questions to be answered by the applicant team. The webinar was organized and moderated by the Ward Councillor's assistant and all questions were able to be answered during the webinar session by the Owner and the applicant team. The webinar was recorded for future access by residents who were not able to attend the webinar.
- / Community "Heads Up" to local registered Community Associations (City of Ottawa)
- / Committee Meeting Advertisement and Report Mail out to Public (City of Ottawa)
- / Urban Design Review Panel Formal Consultation
  - o Formal review of the proposed development will be undertaken by the Urban Design Review Panel during the City's review of the initial application submission.
- / Statutory Public Meeting - Planning Committee

## 7.0 Conclusions

It is our professional opinion that the proposed Zoning By-law Amendment and concurrent Site Plan Control Application to permit a nine-storey (plus tenth storey rooftop amenity space) building on the subject property constitutes good planning and is in the public interest. As outlined in the preceding sections:

- / The proposed development is consistent with the Provincial Policy Statement (2020) by providing residential development that will provide increase choices for housing within an existing and established neighbourhood that is close to transit and is walkable.
- / The proposed development will allow greater intensification and the addition of residential density to a target area for intensification, helping to implement the growth management policies of Section 2.2. of the Official Plan, while also conforming to the policies for urban design and compatibility.
- / The proposed development conforms to the policies for increased height within the Richmond Road/Westboro Secondary Plan by providing a community focus at the corner of Richmond Road and Churchill Avenue.
- / The proposed development responds strongly to the Urban Design Guidelines for Development along Traditional Mainstreets by enhancing the public environment and streetscape, as well as providing transition to the adjacent low-rise residential neighbourhood.
- / The proposed development responds to the Transit-oriented Design Guidelines by introducing intensification and broader range of housing options within 600 metres of two (2) rapid transit stations.
- / The proposed development will allow the redevelopment of an underutilized site in a target area for intensification.
- / The proposed development is supported by technical studies submitted as part of this application.

Sincerely,



Emilie Coyle  
Planner



Kersten Nitsche, MCIP RPP  
Senior Planner