Subject: Zoning By-Law Amendment – 326 and 330 Wilbrod Street

File Number: ACS2023-PRE-PS-0031

Report to Planning and Housing Committee on 5 April 2023

and Council 12 April 2023

Submitted on March 23, 2023 by Derrick Moodie, Director, Planning Services, Planning, Real Estate and Economic Development

Contact Person: Eric Forhan, Planner II, Development Review Central

613-580-2424 x 21891; eric.forhan@ottawa.ca

Ward: Rideau-Vanier (12)

Objet: Modification du Règlement de zonage – 326 et 330, rue Wilbrod

Dossier: ACS2023-PRE-PS-0031

Rapport au Comité de la planification et du logement le 5 avril 2023

et au Conseil le 12 avril 2023

Soumis le 23 mars 2023 par Derrick Moodie, directeur, Services de planification, Direction générale de la planification, de l'immobilier et du développement économique

Personne-ressource : Eric Forhan, urbaniste II, Examen des demandes d'aménagement centrale

613-580-2424, poste 21891; eric.forhan@ottawa.ca

Quartier : Rideau-Vanier (12)

REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 326 and 330 Wilbrod Street, as shown in Document 1, from Residential Fourth Density, Subzone 'UD', Urban Exception 480 suffix 'c' (R4UD[480]-c) to "Residential Fourth Density, Subzone 'UD', Urban Exception XXXX, suffix 'c' (R4UD[XXXX]-c) to permit a four-storey low-rise apartment building with site-specific zoning provisions, as detailed in Document 2.

2. That Planning and Housing Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to the Planning Act 'Explanation Requirements' at the City Council Meeting of April 12, 2023 subject to submissions received between the publication of this report and the time of Council's decision.

RECOMMANDATIONS DU RAPPORT

- 1. Que le Comité de la planification et du logement recommande au Conseil d'approuver une modification du Règlement de zonage (n° 2008-250) pour le 326 et le 330, rue Wilbrod, comme l'indique le document 1, ayant pour objet d'autoriser la construction d'un immeuble résidentiel de quatre (4) étages de faible hauteur, assorti de dispositions de zonage propres à l'emplacement, comme le précise le document 2.
- 2. Que le Comité de la planification et du logement donne son approbation afin que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux "exigences d'explication" aux termes de la *Loi sur l'aménagement du territoire*, à la réunion du Conseil municipal prévue le 12 avril 2023 », sous réserve des observations reçues entre le moment de la publication du présent rapport et la date à laquelle le Conseil rendra sa décision.

BACKGROUND

Learn more about **link to Development Application process - Zoning Amendment**

For all the supporting documents related to this application visit the <u>link to</u> <u>Development Application Search Tool</u>.

Site location

326 and 330 Wilbrod Street

Owner

12784220 CANADA INC.

Applicant

Novatech Engineers, Planners & Landscape Architects (c/o Murray Chown)

Architect

Rosaline J. Hill Architect Inc.

Description of site and surroundings

The subject lands are located on the south side of Wilbrod Street, between Friel Street to the west and Chapel Street to the east. The subject lands are approximately 900 square metres in size with approximately 30 metres of lot frontage along Wilbrod Street and a lot depth of 30 metres. The previous buildings have been demolished to facilitate the redevelopment of the site. The site is currently vacant with three (3) existing trees, all of which are in fair to poor health and are proposed to be removed.

The subject lands are located in the Sandy Hill neighbourhood, in the east downtown core of the City. The Sandy Hill neighbourhood is a predominantly residential area with significant value from a heritage perspective. The neighbourhood is complete with local convenience, transit, parks, mainstreets, cycling infrastructure, and schools, all within a walking distance. The subject lands are within 400 metres of Rideau Street, a Transit Priority Corridor, and approximately 800 metres from the Campus O-Train Station.

The area immediately surrounding the subject lands is characterized by a range of uses and building typologies. To the north, across Wilbrod Street, are low-rise residential uses and the Francojeunesse School. To the east are low-rise residential uses and Sir Wilfrid Laurier Park. Further east is Chapel Street, where an improved cycling connection is planned along this street, between Somerset Street East to the south and Rideau Street to the north. To the south are low-rise residential uses and a mixed-use, mid-rise building located at the northwest corner of the intersection of Friel Street and Laurier Avenue. To the west are more low-rise local convenience and residential uses.

The proposed development is a four-storey (4) apartment building, consisting of 40 dwelling units, 45 bicycle parking spaces and three (3) visitor parking spaces at the rear of the site. The proposed development provides an outdoor communal amenity space at the rear of the site for eight (8) bachelor units, eight (8) one-bedroom units and 24 two-bedroom units, all equipped with private balconies except for the apartment units found in the basement level. Four (4) bicycle parking spaces are proposed in the front yard for building visitors.

The development proposes to add four (4) new trees, including three (3) in the front yard, where none previously existed, in order to enhance the streetscape. Soft

landscaping is provided in the front and rear yards. The rear parking area is accessed by a 3.0-metre-wide driveway and there is an existing easement along the western property line that is shared with the abutting property and is proposed to be maintained.

Summary of requested Zoning By-law amendment proposal

The applicant proposes to rezone the subject lands from "Residential Fourth Density, Subzone 'UD', Urban Exception 480 suffix 'c' (R4UD[480]-c)" to "Residential Fourth Density, Subzone 'UD', Urban Exception XXXX, suffix 'c' (R4UD[XXXX]-c)" in order to introduce new site-specific zoning provisions that will accommodate the proposed four (4) storey low-rise apartment building.

The applicant is seeking relief from Zoning By-Law 2008-250 through the following site-specific zoning provisions:

- A reduced minimum rear yard setback of 2 metres, whereas a minimum rear yard setback of approximately 9.1 metres is required.
- A reduced rear yard area of at least seven per cent of the total lot area, whereas at least 25 per cent of the total lot area is required.
- A reduced landscaped area of 26 per cent of the total lot area, whereas a landscaped area of at least 30 per cent of the total lot area is required.
- To provide zero residential parking spaces, whereas fourteen residential parking spaces are required.
- An increased bicycle parking rate of 1.1 spaces per dwelling unit, whereas the zoning by-law requires 0.5 spaces per dwelling unit.

DISCUSSION

Public consultation

Notification and public consultation were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. Comments were received from 9 residents within the community.

Comments expressing opposition identified height, parking, unit sizes, bicycle parking, waste management, outdoor amenity areas, trees, heritage and setbacks as the main concerns. Comments expressing support welcomed the reduced residential parking.

For this proposal's consultation details, see Document 3 of this report.

Official Plan designation

2022 Official Plan

The City of Ottawa's Official Plan was approved by the Minister of Municipal Affairs and Housing (Ontario) on November 4th, 2022 and is now in full force and effect.

Section 2 of the Official Plan provides the strategic direction for the City through a range of broad policies that support intensification and diversifying housing options throughout the City, including directing residential growth within the built-up urban area to support the evolution towards 15-minute neighbourhoods and providing housing options for larger households.

Section 3 of the Official Plan provides the growth management framework for the City and Section 4 of the Official Plan provides city-wide housing and urban design polices; both of which include policies that encourage low-rise built forms that are dense, context-sensitive and respond well to existing neighbourhood character and function.

Section 5 of the Official Plan provides policies for the City's six concentric policy areas called transects. Schedule 'A' of the Official Plan shows the subject lands within the Downtown Core Transect Policy Area. This transect policy area is considered the historical, geographic, physical cultural, symbolic and employment hub of the National Capital Region, as well as a mature built environment whose urban characteristics of high density, mixed uses and sustainable transportation orientation are to be maintained and enhanced.

Section 6 of the Official Plan provides the urban designations with specific policy direction for permitted land uses. Schedule 'B1' of the Official Plan designates the subject lands as "Neighbourhood". Low-rise building heights are permitted in the Neighbourhood designation.

Other applicable policies and guidelines

The subject property is found within the Central and East Downtown Core Secondary plan. Schedule 'A' of the Secondary Plan shows the subject lands within the Sandy Hill Character Area and Schedule 'B' further designates the Subject Lands as "Local Neighbourhood". According to Schedule 'C', the maximum building height for the subject lands is four (4) storeys.

The proposed development is also subject to the City of Ottawa's Urban Design Guidelines for Low-Rise Infill Housing.

Planning rationale

The subject lands are found within the Downtown Core Transect Policy Area and are designated Neighbourhood. The Downtown Core Transect Policy Area provides direction to Neighbourhoods and permits building heights up to four (4) storeys to allow for higher-density, low-rise residential development.

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The Neighbourhood designation permits a mix of building forms, densities and housing options through primarily low-rise development. The Neighbourhood designation in the Downtown Core Transect Policy Area encourages low-rise developments that support the strategic direction and growth management framework objectives of the Official Plan, including intensification within the built-up urban area and the development of 15-minute neighbourhoods. The proposed development provides an appropriate level of residential density for the site based on the surrounding context, where transit connections, active transportation infrastructure, employment uses, parks, and major neighbourhood amenities are nearby. The proposal provides 45 bicycle parking spaces for 40 dwelling units and a range of unit types and sizes, with over sixty (60) per cent of the dwelling unit mix consisting of two-bedroom units. These proposed totals exceed the minimum requirements of Zoning By-Law 2008-250 and align with the policies of the Downtown Core Transect Policy area which prioritize sustainable transportation and a mix of unit types and sizes, with a focus on larger household dwellings. The proposed development is dense, context-sensitive and responds well to the surrounding neighbourhood character and function, including the mature built environment. A Streetscape Character Analysis (SCA) was produced by the applicant in support of the proposed Zoning By-Law Amendment and confirms compatibility with the existing development pattern within this mature neighbourhood. Therefore, the proposed development conforms to the policies of the Official Plan.

The subject property is further subject to the Central and East Downtown Core Secondary Plan and is designated Local Neighbourhood, with a maximum building height of four (4) storeys. The Local Neighbourhood designation encourages development that preserves and enhances a stock of good housing, as well as new housing types in areas appropriate to them. The proposed development complements the variety of housing found in this area of the downtown core and adds to the local stock. The proposed development generally adheres to the Site Development requirements for the Sandy Hill Character Area in Section 4.7.6 of the Secondary Plan by improving the physical environment (streetside); providing an outdoor amenity area; and adding new landscaped areas and buffers around the parking area and the perimeter of the site. The proposed development further frames the public realm and enhances the streetscape by replacing front yard parking with trees and soft landscaping. The proposal conforms to the policies of the Secondary Plan.

The City of Ottawa's Urban Design Guidelines for Low-Rise Infill Housing were also reviewed for consistency. The proposal is consistent with these guidelines.

Finally, the design, as it evolved through application review, was informed by public consultation feedback and staff comments. The request to reduce bicycle parking in the front yard and increase the requirement for bicycle parking for the proposed development were inspired by the comments received. Furthermore, the design provides for an indoor waste collection room for ease of use by the building residents and can be collected via the driveway.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2020 Provincial Policy Statement.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

COMMENTS BY THE WARD COUNCILLOR(S)

The Councillor is aware of the application related to this report.

LEGAL IMPLICATIONS

There are no legal impediments to adopting the recommendations in this report

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with the recommendations of this report.

ASSET MANAGEMENT IMPLICATIONS

There are no servicing constraints identified for the proposed rezoning at this time. Servicing capacity requirements to be confirmed at time of site plan.

FINANCIAL IMPLICATIONS

There are no direct financial implications

ACCESSIBILITY IMPACTS

The proposed new building will be required to meet the accessibility criteria contained within the Ontario Building Code. Staff have no concerns about accessibility.

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-22-0027) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to the need for multiple revisions and resourcing issues, such as Staff change-over.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Public Consultation Details

Document 5 Site Plan

Document 6 Building Elevations and Renderings

CONCLUSION

The Planning, Real Estate and Economic Development Department supports the application and proposed Zoning By-law Amendment. The proposal represents an appropriate form of intensification that is transit-supportive and responds well to the local context, including the mature built-environment. The proposal is consistent with PPS 2020; conforms to the Official Plan policies in the Neighbourhood designation as well as the policies of the Central and East Downtown Core Secondary Plan; and respects the applicable design guidelines.

The amendment represents good planning and, for the reasons stated above, Staff recommend approval of the Zoning By-law amendment.

DISPOSITION

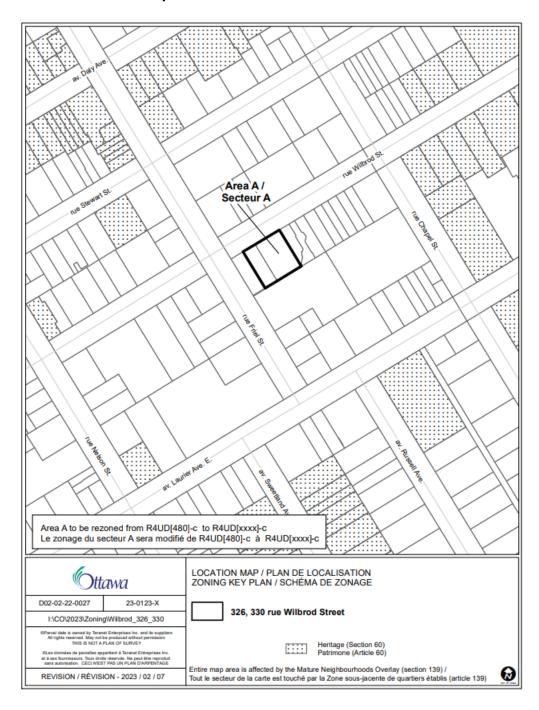
Office of the City Clerk, Council and Committee Services to notify the owner; applicant; Krista O'Brien, Program Manager, Tax Billing & Control, Finance Services Department (Mail Code: 26-76) of City Council's decision.

Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, Innovative Client Services Department to forward the implementing by-law to City Council.

Planning Operations, Planning Services to undertake the statutory notification.

Document 1 - Location Map



For an interactive Zoning map of Ottawa visit geoOttawa.

Document 2 - Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 326 and 330 Wilbrod Street:

- 1. Rezone lands as shown in Document 1 to R4UD[XXXX]-c
- 2. Amend Section 239 Urban Exception, by adding a new exception [XXXX] with provisions similar in effect to the following:
 - a. In Column II, add the text, "R4UD[XXXX]-c"
 - b. In Column V, add provisions similar in effect to the following:

The following provisions apply to an Apartment Dwelling, Low Rise:

- 1. Rear Yard Setback:
 - a. A portion of the building no wider than 9.5 metres may be set back a minimum of 2m from the rear lot line
 - b. In all other cases, the minimum required setback from the rear lot line is 8m.
- 2. Despite Section 144(3)(a), the rear yard must comprise at least 7 per cent of the total lot area.
- 3. Despite Section 161(8), the minimum required landscaped area is 26 per cent of the total lot area.
- 4. Minimum residential parking rate: no minimum.
- 5. Minimum bicycle parking rate: 1.1 spaces per dwelling unit

Document 3 - Consultation Details

Notification and Consultation Process

Notification and public consultation were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments.

Public Comments and Responses are organized by theme below.

Comments Theme 1: Built-Form

Comments:

- · Concerns with the proposed building height
- Would like to see the new building set back as far as adjacent house
- Access to the ground floor units the separate entrances, create a breakup of the look and feel of the one building and I would prefer to see a building that lives with one main, safe, well-lit entrance. It would be better to have one access in and out.
- There are more apartment buildings on this block with the red brick, one entrance, and it would be fitting if this building could function as an apartment building
- Important to note the mature character of neighbourhood, proximity to HCDs and apartment type style and character of the area.
- Remove the undesired cantilever, which is not aligned with the neighbourhood character, creates garbage enclaves, safety and aesthetic concerns. The hangover design is directly across from the neighbourhood school and takes away from Sandy Hill's natural historical red brick, front building character of the street, and neighbouring streets. I propose using up the entire space, to create a complete full front, red brick building, similar to the below picture.

Responses:

- The proposed building height is 14.2 metres (m) and complies with the maximum permitted building height of 14.5 metres for lands that are zoned R4UD. The proposal complies with the zoning requirement for maximum building height.
- The proposed development exceeds the minimum required interior side yard setbacks from both the east and west lot lines. The proposed amendment seeks

a reduction in the required rear yard setback from approximately 9 metres to 2 metres. The proposed 2 metre setback is consistent with the rear yard setback of the previous building and takes up less space in the rear of the site as compared to the previous building footprint. Also, the proposed rezoning reflects that only a portion of the building is to be setback 2.0 metres from the rear lot line.

- Independent entrances for at-grade or near grade units, as well as
 ground-oriented units are encouraged within an urban context. The proposed
 building has been designed with great care and sensitivity to the architectural
 context. The front porches are designed to provide a principal access to ground
 floor dwelling units, as required by provisions of Section 161(15)(f)(ii) of the
 zoning by-law. These architectural elements further break up the building façade
 and complement the architecture of existing buildings found along Wilbrod Street.
- The proposed development incorporates brick material to complement the built-form character of the area.
- The context surrounding the subject lands has been reviewed. The subject lands are not subject to a heritage overlay and the requirements of the mature neighbourhood overlay have been reviewed. The applicant submitted a Streetscape Character Analysis (SCA) for the City's review and meets the requirements of Section 140 of Zoning By-Law 2008-250.
- The cantilevered portion of the building is setback more than 1.5 metres from the nearest side lot line which makes it zoning compliant. The driveway underneath is required to provide access to the parking area containing the required visitor parking spaces. There is no other appropriate location for on-site parking and the building design maximizes the developable area while meeting most of the requirements of Zoning By-Law 2008-250. All identified zoning deficiencies are being addressed through this Zoning By-Law Amendment.

Comments Theme 2: Vehicular Parking

Comments:

- Public transportation in the area is good, but not so much that all residents will live without vehicles.
- Providing no parking likely to cause potential parking problems on adjacent streets.

- There are multiple proposals in the immediate area with no resident parking. How many more parking-less dwelling units can the neighbourhood absorb without creating vehicle storage problems?
- My request is that the parking be brought to the front of the building, to allow for soft landscaping and greater amenity space for residents.

Responses:

- The reduction of on-site parking to zero is appropriate for the subject lands based on context, which includes:
 - Location within a downtown neighbourhood containing a broad mix of uses (15-minute neighbourhoods)
 - Walkability of the surrounding neighbourhood
 - Nearby cycling infrastructure, existing and planned (Chapel Street).
 - Proximity to transit stops along frequent transit routes at the intersection of Friel Street and Rideau Street.
 - Proximity to Rideau Street, a transit priority corridor.
 - Approximately 800 metres from the Campus O-train Station
- The developer is required to provided three (3) visitor parking spaces based on the proposed dwelling unit total. The Site Plan currently shows three (3) zoning compliant parking spaces.
- Although front yard parking is an existing condition of the previous development, Section 109(3) of the Zoning By-Law 2008-250 prohibits parking in the front yard. A Streetscape Character Analysis (SCA) was prepared in support of the proposed development and confirms that there will be no adverse impacts on the streetscape resulting from the proposed driveway and a 3.0 metre (m) wide driveway is permitted.
- The Official Plan supports parking reductions in the Downtown Core where active transit opportunities and the 15-minute neighbourhood principles can be met.

Comments Theme 3: Bicycle Parking

Comments:

- Too much parking in front yard. They should be relocated to more discrete locations to the back of the building or in an internal secure bicycle room.
- Theft is a very big issue. It is a good idea to have extra bike parking outside for visitors or a quick park but not for keeping a bike secure
- People will use their balconies for bike storage. This does not feel like a real solution for bikes at all.
- Provide bike racks rather than parking space, enough for residents and guests.

Responses:

- Bicycle parking in the front yard has been removed and is limited to four (4) spaces intended for visitors. Currently, the applicant is proposing 41 bicycle parking spaces to be secured in storage rooms found within the building.
- Through this rezoning, the requirement for bicycle parking will be increased from 0.5 bicycle spaces per dwelling unit to 1.1 bicycle parking spaces per dwelling unit, more than double the zoning requirement. There will be sufficient bicycle parking for each tenant and some guests on a first-come-first-serve basis.

Comments Theme 4: Dwelling Unit Mix and Size

Comments:

- Does the proposal provide the minimum number of 2-bedroom apartments?
- Built housing should be designed to accommodate a variety of needs and demographics. Concern that the development will exclusively serve the student population
- Developments that cater to a wider demographic will help maintain a more healthy balanced community, which is important given the sharp recent drop in the number of kids, adults 35 and over living in Sandy Hill - as confirmed by the most recent census.

Responses:

 Over 60 per cent of the units provided are 2-bedroom units. The Zoning By-Law requires that at least 25 per cent of the total dwelling units be 2-bedroom dwelling units. The proposed development by far exceeds the minimum zoning requirement and is consistent with the Official Plan and Secondary Plan by providing a mix of unit types and sizes, with a focus on larger house dwellings.

Comments Theme 5: Trees and Landscaping

Comments:

- If the city is serious about climate change we can't have hard landscaping taking up a large portion of the property and must have trees in both the front and rear yard.
- What age of new trees are anticipated to be re-planted, considering the loss of mature tree coverage on the lots?
- Will the trees have good access to soil next to the parking lot? Trees often die because of lack of proper space to grow.

Responses:

- At least 26 per cent of the site will be landscaped. This is four (4) per cent less than the current R4 zoning requirement of at least 30 per cent but will be changed through this rezoning. The request is appropriate since the proposal improves overall landscaping for the site as compared to the previous development. The site is landscaped and planted with trees to Staff's satisfaction. Final landscaping details will be confirmed prior to Site Plan Approval.
- One (1) additional tree will be added to the site as a result of the proposed development. Trees are proposed in either the front yard or in the outdoor amenity area, at the rear of the building. Final tree planting details will be confirmed prior to Site Plan Approval.
- Trees are specified using the Canadian Nursery Landscape Association Guidelines, in this case 50-60 milimetre caliper. Soil Volume Requirements are being met or exceeded for Trees and Shrubs on Private and Public Property.
 Final tree planting details will be confirmed prior to Site Plan Approval.

Comments Theme 6: Other Planning / Building related comments

Comments:

 Where will waste be stored and how will waste be managed (private or public pickup)? How often will it be picked up?

- An existing side yard fence is in need of repair/replacing. Will this fence be replaced?
- Is there a heritage overlay in this area of Sandy Hill? Or close by?
- Where are the Air Conditioning (AC) unit(s) be located for this building?
- Make it a 5 over 1 building with a grocery shop and/or clinic on the ground floor.
 Yes we have lots of amenities overall, but the further you are from Rideau St the
 less "walkable" it is, especially for residents with mobility issues. Better access
 would benefit everyone
- The common outdoor (amenity) space consists of a picnic table and a bbq facing the parked cars. Does not seem desirable or sufficient.
- My only concern is that though there are more than the minimum 2-bed units proposed (25, by my count), the units are quite small (as are the other units), making it less likely that they will meet the needs of families (in addition to no available parking) and more likely to be student focused rentals.

Response:

- A waste storage/ collection room will be provided internally, accessed from the proposed driveway. The proposed room will meet the City's requirements for City collection. Further details will be confirmed prior to Site Plan Approval.
- New board fencing is proposed along the east property line in the interior side yard and along the rear property line to the existing shed on the adjacent property. A fence may not be possible along the west property line as this location is within the boundary of a shared easement with the abutting property. Fencing details will be confirmed on the final landscaping plan, prior to Site Plan Approval.
- The proposed development is not subject to a Heritage Overlay, nor the provisions of Section 60 of Zoning By-Law 2008-250.
- All mechanical systems, including air conditioning units, are centralized and will be located entirely within or on the roof of the proposed building.
- A six (6) storey building would not be permitted by the current R4UD Zoning or the underlying Neighbourhood Designation without an Amendment to the City's Official Plan. A mixed-use development (ground floor commercial) is not currently

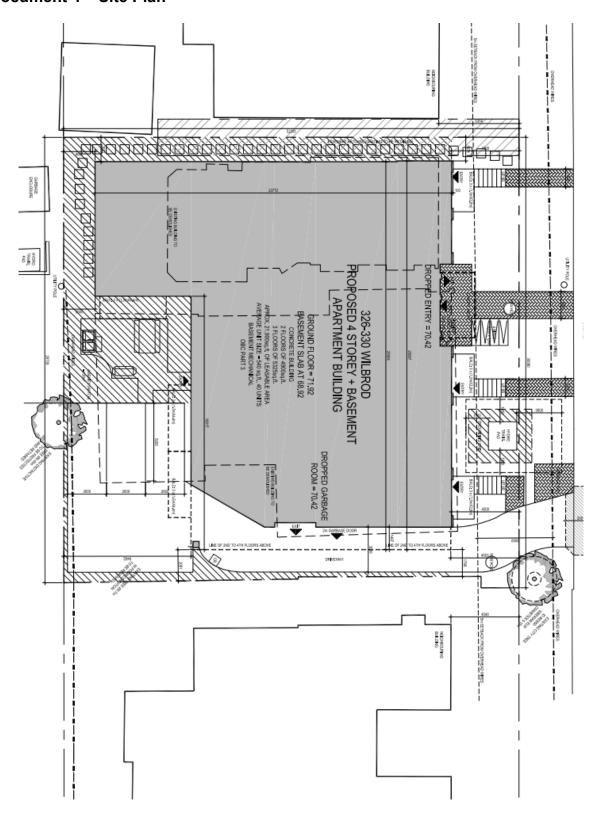
- proposed; however, a suffix "c" has been maintained through this rezoning to ensure that a neighbourhood commercial use is still an option for the site.
- The proposed picnic/ seating area will be separated from the proposed parking by landscaped/ sodded area and a new tree, according to the Landscape Plan. Landscaping details will be confirmed prior to Site Plan approval.
- The number of 2-bedroom units provided exceeds the minimum number of 2-bedroom units required by Zoning By-Law 2008-250. The proposal helps to diversify the existing housing stock in an area that is walkable, with excellent access to a variety of services and amenities.

Comments Theme 7: Supportive Comments

Comments:

- The lack of parking is welcome and will ensure the development doesn't add additional car traffic to the neighbourhood.
- This is exactly the sort of nearby missing middle density that will allow community retail to flourish.

Document 4 – Site Plan



Document 5 - Elevations

