



November 27th 2020

Township of Centre-Wellington
County Wellington (Fergus)
1 MacDonald Square
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N0B 1S0

Planning Rationale Report

820 Saint David's Street North
Township of Centre Wellington (Fergus)
County of Wellington

PREPARED ON BEHALF OF
SANJEEV RISHI

By: Greg Dell, Principal
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1. INTRODUCTION

This Planning Justification Report has been prepared by Harper Dell & Associates Inc. in support of a rezoning application for the property legally described as PART LOT 3, REGISTERED PLAN 132, Fergus, Country of Wellington. The current owner, Sanjeev Rishi, wishes to develop a one storey Mixed Use Commercial ground floor building with 4 storeys of residential apartments above, located at 820 St. David's St. N.

The vacant land area at this address is proposed to be infilled via rezoning and Site Plan Approval to create 42 Apartment Units on the upper 4 floors and approximately 10,000 square feet of commercial space on the ground floor. The proposed development will be accommodated by two existing accesses on Strathallan Street.

2. Background

This site was formerly a condominium under WELLINGTON CONDOMINIUM PLAN 167, which separated the above addresses into four (4) individual common element units. WCP 167 has since been dissolved via RZCD Law Firm. Documentation evidence of dissolution is provided in appendix A. Two of the previous condo units are vacant parcels to this day – 840 & the subject address 820.

Previous to this submission a proposed Zoning Bylaw Amendment was submitted to staff, a public meeting was held, and comments were received for a 6 Storey Retirement Residence. The issues that were uncovered during the review of the previous Rezoning have formed the basis for justification and compliance under the following Planning & Public Safety parameters:

- Dissolution of Condo;
- Council Bylaw 4.5.3 - Separation Distance from Gas Bar to Residential Units;
- Shadow Impact;
- Traffic Impact;
- Height; and
- Use.

At the behest of staff - and for ease of justification for the entire 0.96 hectares of area that comprises 820, 830, & 840 St. David's St. N. - the Site Plan Matrix for the proposed ground floor commercial and 4 storey residential building contemplates parking and landscape coverage for the future Drive-thru Restaurant and existing Best Western Hotel.

This site is intended to be reviewed in its entirety for its potential to present Good Planning to the Township & County – as instructed by the numerous Pre-consultation meetings with Staff and the Public in early 2020 and 2019 to constitute a complete application.

3. SUPPORTING DOCUMENTATION

Submitted in support, and referenced throughout this report, are the following studies, plans, and professional reports:

- Updated Transportation Study & Parking Justification Report
- Prepared by Trans-Plan Transportation Engineering.
- Site Plan, Elevations, Shadow Impact Analysis & Detailed Floor Plans
- Prepared by Khalsa Design.
- Civil Engineering Plan & Functional Servicing Report (incl. SWM brief)
- Prepared by VanHarten Surveying Inc.

4. SITE LOCATION & SURROUNDING LAND USES

The entirety of this site's 0.96 hectares and multiple addresses, together, are:

- 810 St. David's St. N. (1 Storey Gas Station w/ Tim Hortons drive-thru)
- 820 St. David's St. N. (Subject Vacant Site)
- 830 St. David's St. N. (2 Storey Existing Best Western Hotel)
- 840 St. David's St. N. (Vacant – Future Drive Thru Restaurant)

The surrounding uses include:

North: Car Dealership (Robinson Chrysler Jeep Dodge Ram)

South: St. Joseph's Catholic Church

West: Wal-Mart Supercentre Plaza

East: Low Density Residential, Single Family Dwellings

Figure 1 – Aerial View of Subject Site



5. PROPOSED DEVELOPMENT

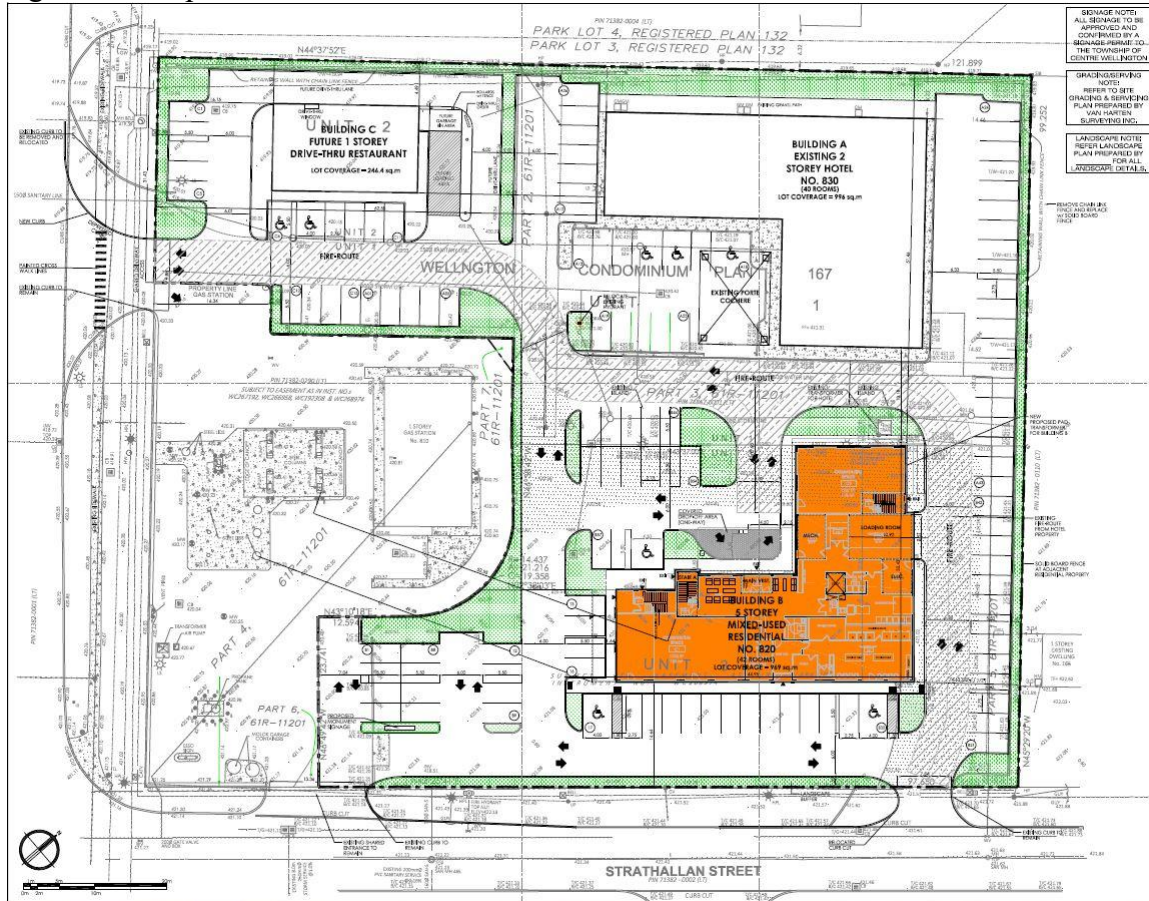
The area of 820 St. David's St. N., subject to the proposed Zone change, termed "Proposed Phase 1", is 4,051.9m², or ~0.4 hectares in size. The proponent is proposing to infill 67.2 residential units per hectare and supply approximately 10,000 square feet of commercial spaces to the Town's current vacancy in Urban Centers.

The second to fifth storey of residential units is setback as far into this site as possible, forming an 'L shape' building for compatibility with the existing and surrounding land uses. The distance from the gas station's nearest T.S.S.A certified pumping station to a residential unit is 52.55m; the nearest portion of the ground floor commercial to the same is 49.98m. Harper Dell requested more information from Centre Wellington's Council Archives re the passing of Bylaw 4.5.3, and confirmed that none exist with respect to the Gas Bar Separation Distance to Residential Uses.

Furthermore, the Gas Bar separation Bylaw speaks specifically to separation distances from Gas Bars to Residential Dwellings on the same lot only. Therefore, from a Planning perspective, the separation distance cannot apply in this instance as the proposed 5 storey Mixed-Use Development is not within the same lot as the Gas Bar. Despite this fact, Khalsa and Harper Dell have designed a structure that mitigates the distance as much as possible.

T.S.S.A. safety policies and 'area of influence' setbacks are an *ultra vires* priority of this rezoning application. Site Plan Approval will ultimately determine this measure.

Figure 2 – Proposed Site Plan



6. POTENTIAL IMPACT

The previous Retirement Residence Rezoning Application revealed resident comments concerning traffic and shadow impacts. The current height reduction, shaping and massing of the proposed built-form, and Use have all been revised in an effort to address these concerns from a Planning perspective.

Shadow: the shadow impact analysis provided by Khalsa Design demonstrates that shadow will only fall across the neighboring single family neighborhood at approximately 5 p.m. during the winter equinox. It should be noted that the current shadow of the St. Joseph’s church across the street imposes the same shadowing.

Traffic: a revised Transportation Impact Study by Trans-Plan has included an analysis and additional data from the surrounding Strathallan Street’s capacity for pick-up-and-drop-off during the School Season.

Height: The proposed height has been lowered to 4 storeys of residential dwelling units from the previous 5 storeys under the retirement home proposal.

Parking: The requirements of the zoning bylaw's parking standards for residential, commercial, and visitor parking spaces have been identified as negligible by the revised Parking Analysis submitted by Trans-Plan. The assumption of impact has been gently challenged by Proxy Analysis and simulation of typical visitor and resident parking needs for the commercial spaces as well as the residential.

Location: the building has been setback further from the street to allow for less impact to the street frontage on Strathallan and additional 'curb-appeal'. The proposed 'L' shape allows for better internal parking, traffic flow and diminishes the potential for congestion and pedestrian safety.

7. PLANNING FRAMEWORK

7.1 Provincial Policy Statement (2014)

The Policy Statement defines **Intensification** as follows:

Development of a vacant or underutilized property within a developed area at a higher density than currently exists (paraphrased by Harper Dell).

The proposed ground floor commercial and 4 storey residential building constitutes **Intensification**. Policy 1.1.3 of the PPS promotes intensification within Settlement Areas:

- *Settlement areas shall be the focus of growth and development (1.1.3.1);*
- *Land-use patterns within a settlement area shall be based on a range of uses and opportunities for intensification and redevelopment (1.1.3.2b);*
- *Planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment (1.1.3.3);*
- *Appropriate development standards should be promoted which facilitate intensification and redevelopment, and compact form (1.1.3.4);*
- *Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas (1.1.3.5).*

The provincial policy that most directly pertains in this instance is the following excerpt:

- *New development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact form and a mix of uses and densities that allow for the efficient use of land, infrastructure, and public service facilities (1.1.3.6).*
- *To provide for an appropriate range of housing types and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall (1.4.1):*

a. maintain at all times the ability to accommodate residential growth for a minimum of 10 years through residential intensification and redevelopment, and if necessary, lands which are designated and available for residential development.

7.2 Growth Plan for Greater Golden Horseshoe (2017)

Much of Fergus is identified as a Built-Up Area in **Places to Grow**. The subject property is situated within the Built Boundary. Policy 2.2.2 of the Growth Plan states:

- Annually, a minimum of 50% of all residential development shall occur within delineated Built-Up Areas;
- Municipalities are required to develop a strategy to promote intensification throughout the delineated Built-Up Area.

7.3 Places to Grow

The Growth Plan directs growth through intensification to the Built-Up Area in compact and efficient form that optimizes the use of Municipal Infrastructure.

1.2.2 Guiding Principles

- * Building compact, vibrant and complete communities
- * Optimize the use of existing and new infrastructure to support growth in a compact, efficient form.

“Since the introduction of the Growth Plan for the Greater Golden Horseshoe in 2006, the region has seen a shift to more compact development patterns, a greater variety of housing options, more mixed-use development in urban growth centres and other strategic growth areas, and greater integration of transit and land use planning.” (Excerpt from *Places to Grow Introduction*)

Harper Dell relies on the submitted Functional Servicing Brief attached to this submission by VanHarten for the available servicing capacities of the existing municipal infrastructure. This reporting further justifies that the proposed mixed use ground floor commercial and 4 storey residential apartment building conforms to (and contributes to the achievement of) all the foregoing provincial policies.

The proposal for the subject site is consistent with the Provincial Policy Statement 2014 in that land use patterns within the Fergus Settlement Area and Urban Centre designation should have a density with efficient compact form that utilizes and conforms to existing infrastructure.

6.3.1 SCHEDULE 4 – URBAN GROWTH CENTRES

Designates the Urban Centre of Fergus as a Built-Up Area

2.2.2 Delineated Built-up Areas

2.2.2.1. By the time the next municipal comprehensive review is approved and in effect, and for each year thereafter, the applicable minimum intensification target is as follows:

b) The City of Kawartha Lakes and the Counties of Brant, Dufferin, Haldimand, Northumberland, Peterborough, Simcoe and Wellington will, through the next municipal comprehensive review, each establish the minimum percentage of all residential development occurring annually that will be within the delineated built-up area, based on maintaining or improving upon the minimum intensification target contained in the applicable upper- or single-tier official plan.

3. All municipalities will develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will:

- a) identify strategic growth areas to support achievement of the intensification target and recognize them as a key focus for development;*
- b) identify the appropriate type and scale of development in strategic growth areas and transition of built form to adjacent areas;*
- c) encourage intensification generally throughout the delineated built-up area;*
- d) ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities;*

5.2.3 Co-ordination

5.2.3.2. Upper-tier municipalities, in consultation with lower-tier municipalities, will, through a municipal comprehensive review, provide policy direction to implement this Plan, including:

a) identifying minimum intensification targets for lower-tier municipalities based on the capacity of delineated built-up areas, including the applicable minimum density targets for strategic growth areas in this Plan, to achieve the minimum intensification target in this Plan;

b) identifying minimum density targets for strategic growth areas, including any urban growth centres or major transit station areas, in accordance with this Plan;

Yours truly,

d) identifying minimum density targets for the designated Greenfield areas of the lower-tier municipalities, to achieve the minimum density target for the upper- or single-tier municipality;

5.2.5 Targets

5.2.5.3. For the purposes of implementing the minimum intensification and density targets in this Plan, upper- and single-tier municipalities will, through a municipal comprehensive review, delineate the following in their official plans, where applicable: a) delineated built-up areas; b) **urban growth centres**;

The proposal for the Subject site is consistent with the letter and planned intent of the foregoing provincial policies. Underlined sections demonstrate support for this report.

8. Centre-Wellington Official Plan

3.1 Land-Use Designations & Permitted Uses

The subject property is situated within an area designated **Highway Commercial** (Figure 3). Permitted uses within that land-use designation include those that cater to the travelling public, such as:

- Motels;
- Restaurants;
- Automotive Sales and Service;
- Convenience Commercial;
- Residential Uses provided that:
 - commercial uses be located at the ground floor
 - land-use compatibility can be addressed (8.5.3)

3.3 GUIDING GROWTH

- to encourage efficient cost effective development patterns;
- to take advantage of capacities in existing and planned water, waste water, utilities and transportation systems;
- to encourage growth in urban areas;
- to identify and promote opportunities for growth in the built up areas of urban centres through intensification and redevelopment where this can be accommodated, taking into account small town scale and historic streetscapes;
- to encourage more efficient use of land through increased densities in designated Greenfield areas of urban centres;

3.3.1 Targets

Residential Intensification: By the year 2015 and for each year thereafter, a minimum of 20 percent of all residential development occurring annually will be within the built-up area.

Greenfield Density: the designated Greenfield area of the County will be planned to achieve an overall minimum density of not less than 40 residents and jobs per hectare.

4.4.3 Residential Intensification

- c) encouraging added housing above commercial uses in and near the downtown, in residential transition areas, and in other main commercial areas;
- d) encouraging intensification within urban centres along major roadways and arterial roads;
- e) encouraging modest intensification in stable residential areas respecting the character of the area. Stable residential areas are considered to be established areas generally consisting of predominantly low density housing on local roads with the built boundary;
- g) encouraging intensification which results in new rental accommodation;
- i) encouraging the development of appropriate standards for residential intensification, redevelopment and new residential development which are cost effective, environmentally sound and compatible with existing uses, small town scale and character;
- j) ensuring that adequate infrastructure is, or will be, established to serve the anticipated development.

4.4.4 Greenfield Housing

- a) encourage approved but undeveloped plans of subdivision to consider revisions which add additional housing units in appropriate locations;
- b) require new developments to achieve densities which promote the overall Greenfield density target of 40 persons and jobs per hectare and specifically:
 - i) strive to attain at least 16 units per gross hectare (6.5 units per gross acre) in newly developing subdivisions;
 - iv) encourage the introduction of medium density housing types in new subdivisions and other Greenfield areas.

C5.0 Housing Policies

C5.1 Variety of Housing

“The Township of Centre Wellington encourages the production of a wide range of housing types to meet future housing need(s). Council shall provide for the opportunity, through subdivision approval and zoning bylaw approvals, for a variety of housing types to be provided. Prior to approving new development or redevelopment, Council will consider the housing need within the community and the housing market area and provide opportunities for a range of housing type throughout the community that are appropriate given existing site conditions, neighboring developments, and servicing options.”

D.2 Residential

D.2.1 Overview

The single-detached home is currently the dominant housing type in the urban centres and this situation is expected to continue. However, new housing types are needed to provide a greater variety of residential accommodation as well as a

more affordable housing supply. The Municipal Plan anticipates that semi-detached, townhouse, and apartment dwellings will be developed to respond to this need and that these units may eventually account for at least one quarter of all housing units in Fergus, and Elora-Salem where full municipal services are available.

D.2.3 Permitted Uses

The predominant use of land in those areas designated RESIDENTIAL on Schedule 'A' of the Plan shall be residential development. A variety of housing types shall be allowed, but low rise and low-density housing forms such as single-detached and semi-detached dwelling units shall continue to predominate.

7.2 The Urban System

"New development along with increases in population will be directed to the urban system and, in particular, to those areas with full municipal services."

7.3 PLANNING APPROACH

Development based on municipal services which promote environmental protection and efficient land use will be encouraged.

Land use patterns in the urban system shall be based on:

a) densities and a mix of land uses which:

- i) efficiently use land and resources;
- ii) ii) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion; and
- iii) minimize negative impacts to air quality and climate change, and promote energy efficiency.

b) a range of uses and opportunities for intensification and redevelopment.

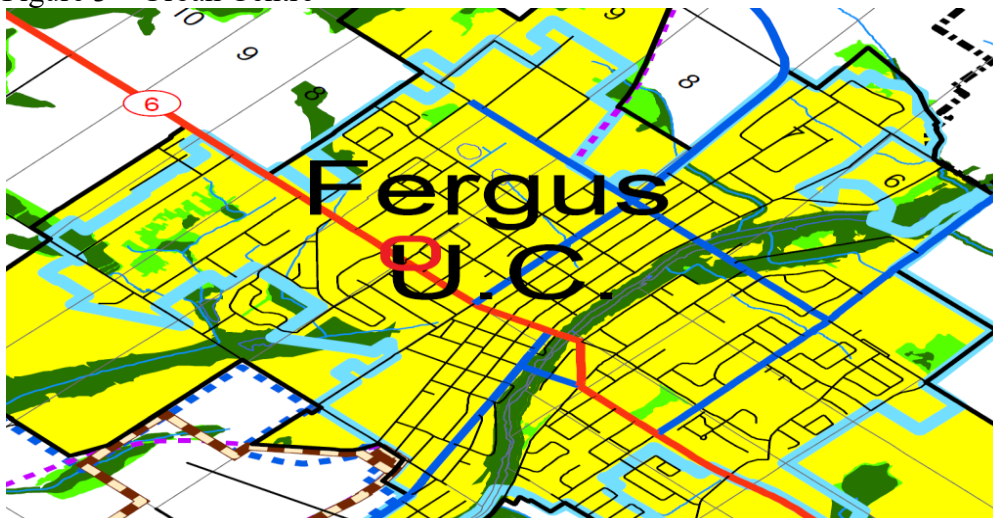
Urban centre policies will be developed to recognize the larger urban places in Wellington which usually have sewer and water services. **These areas will be expected to provide the greatest opportunities for growth in Wellington.**

Strong "main street" commercial areas are supported.

7.5.1 Permitted Uses

Urban Centres are expected to provide a full range of land use opportunities. Residential uses of various types and densities, commercial, industrial and institutional uses as well as parks and open space uses will be permitted where compatible and where services are available. More detailed official plan designations and policies as well as zoning regulations will identify the location and nature of various permitted uses in urban centres.

Figure 3 – Urban Centre



7.5.2 Services

Sewage and water services will be provided in accordance with Section 11.2 of this Plan.

7.5.5 Residential Use

In Wellington, the single-family residence will continue to be the dominant use of urban lands. Other forms of housing at densities appropriate to the servicing and the nature of the community will also be developed including semi-detached, duplex townhouse and apartment units.

7.5.8 Other Commercial Uses

A variety of other commercial uses will be required in Urban Centres including areas to serve highway oriented business including gas sales and motels, commercial uses requiring large sites and unable to locate in the “main street” area and convenience commercial uses to serve neighbourhood needs.

PART 8 DETAILED URBAN CENTRE POLICIES

8.1.4 Major Objectives

h) to maintain appropriate standards for development and redevelopment which encourage controlled growth and represent a long term benefit to the community;

8.1.2 Overview

The urban centres of Wellington are the primary focus for housing, commerce, services, job creation, recreation, and community facilities. This Plan will recognize and reinforce the role of urban centres as central places in Wellington. Of equal importance is maintaining the livability of urban centres.

The residents of Wellington's urban centres value a small town lifestyle which is distinct from that of larger urban centres. The character of the county's urban centres needs to be protected as growth takes place.

8.3.11 Compatibility of New Development

This Plan attempts to preserve the charm and integrity of these neighbourhoods and will make efforts to ensure that future development is sensitive to and compatible with existing residential development.

8.6 HIGHWAY COMMERCIAL

8.6.3 Permitted Uses

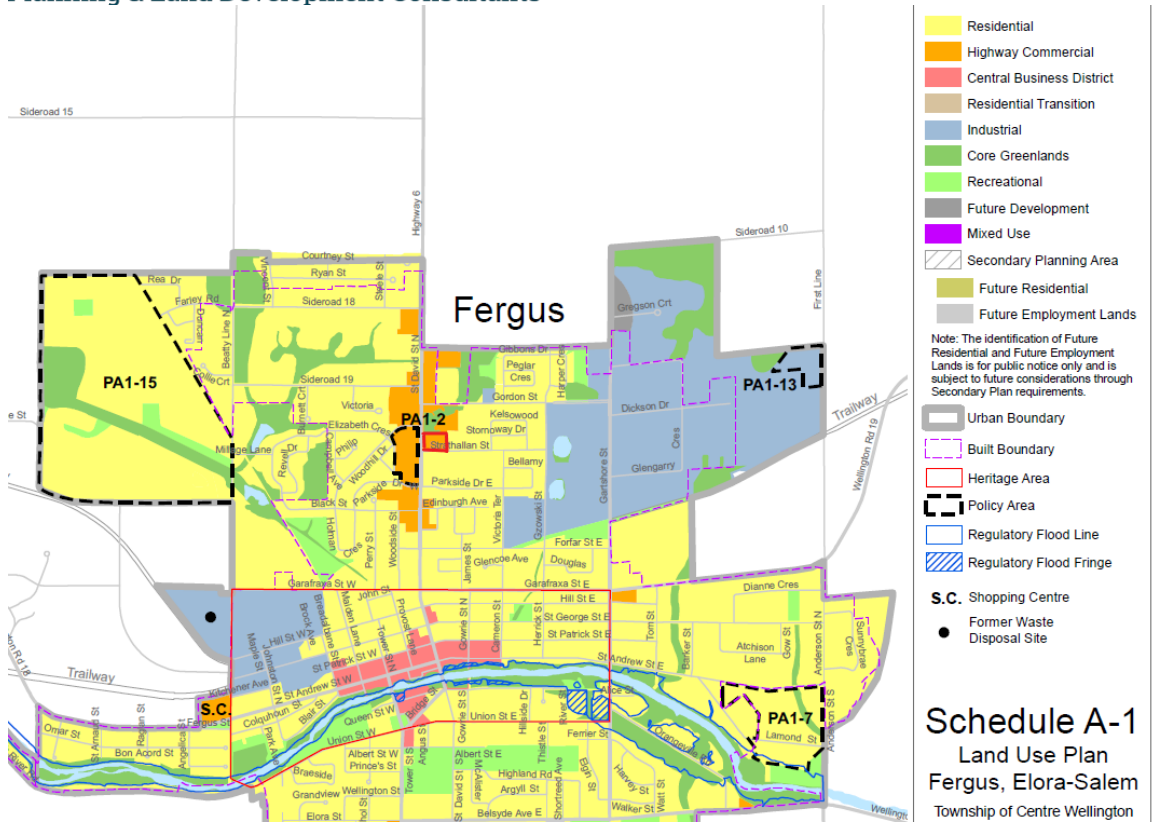
Residential uses may be permitted within mixed use developments provided that commercial uses are located at street level, and land use compatibility can be addressed.

8.6.4 Scale of Development

The Zoning By-law will establish setback, height, lot coverage and parking standards that encourage low density and low coverage commercial development.

8.6.6 Design Considerations

Site design standards will be encouraged which provide aesthetically acceptable development. Where HIGHWAY COMMERCIAL areas are adjacent to residential areas, appropriate measures shall be taken to provide adequate setbacks, landscaping and screening and to control design elements which may detract from the residential area.



POLICY ANALYSIS

8.3.12 Intensification Criteria

a) *...the compatibility of the proposed development in built form, including height, massing, scale, setbacks, orientation, use, built form, architectural character and materials, separation distances, shadowing and privacy. Compatible development is considered to be development that may not be the same as existing adjacent development but which can co-exist with existing development while not creating unacceptable adverse impacts;*

The proposed is compatible, as evidenced by the submitted Transportation Study, Site Servicing Brief, and Shadow Impact Analysis. The separation distances and setbacks required by the zoning by-law are met. The four storey apartment building will not have any adverse impact on any existing homes.

The existing zoning permits a 3 storey development for residential buildings above a commercial ground floor. The location of the 4 storey residential apartment is located deep enough into the site to allow for a safe separation distance from the existing Gas Station and yet is located close enough to Strathallan Street to allow for continuous flow of Traffic to the existing Tim Hortons, Church, and School located nearby.

b) the degree to which building height and massing shall provide a transition between planned and existing development;

The proposed ground floor commercial and 4 storey residential apartment building provides a tiered transition from the previously approved 3 storey Motel and the existing 2 storey Best Western. The setback and impact of massing from St. David's St. N. allows for a softer scale from the Major Roadway. The setbacks of the Zoning Bylaw are also respected.

c) the maintenance of a lotting pattern that is generally consistent and compatible with the predominant character of the areas;

The surrounding neighborhood character provides the built-form of a Highway Commercial major road. A Wal-Mart, a Car Dealership, a Church, and the subject site development provide an adequate buffer to the large lot single family dwelling neighborhood located behind the fringe of these Highway Commercial Designations.

d) the ability of roads or municipal infrastructure to accommodate the proposal;

Both the VanHarten servicing report and the Trans-Plan transportation report provide adequate data and analysis of both existing and projected impact as a result of this intensification. The existing infrastructure is able to accommodate the increase in sanitary and servicing capacities, and the existing traffic generated by the Church and School(s) on Strathallan will not be negatively impacted accordingly.

e) the impact of the development on the streetscape including, where feasible, the protection of municipal street trees;

No existing municipal trees existing along Strathallan. Despite this fact, the appropriate landscape buffers have been applied to comply with the Zoning Bylaw.

f) the degree to which impact on the adjacent properties is minimized in relation to grading, drainage, location of service areas, access and circulation, privacy, views, enjoyment of outdoor amenities, and shadowing;

The preliminary Servicing & Stormwater management report by VanHarten Surveying & Engineering services determined that the existing services and gradient changes on site will be sufficient to contain all storm water and over-land flows within the site in-and-of-itself. The massing and tiered elevation of the proposed building creates a cushion and sound barrier to the residential community behind (read: east) of the subject site. The existing entrances from Strathallen Street will not be altered but upgraded to create a wider method of egress to decrease the possibility of congestion.

The 4 storey residential apartment building will not have a significant negative impact on any existing homes.

g) the conservation of significant heritage resources

There are no significant heritage resources within the subject site.

9. EXISTING ZONING BYLAW: C2

PART 10 COMMERCIAL ZONES

10.3.2 Building Regulations (C2)

- a) Minimum Lot Area 1,000 m² (10,764.3 ft²)
- b) Minimum Lot Frontage 30 m (98.4 ft)
- c) Minimum Front Yard 3 m (9.8 ft)
- d) Minimum Rear Yard 7.5 m (24.6 ft)
- e) Minimum Side Yard 3 m (9.8 ft)
- f) Maximum Lot Coverage 40%
- g) Minimum Landscaped Area 20%

- h) Maximum Building Height 3 storeys but not more than 11 m (36 ft)
- i) Buffer Strip A buffer strip is required along any interior side lot line and rear lot line which abuts land zoned for residential or institutional purposes.

- j) Outdoor Storage Outdoor storage is permitted in the C2 zone but shall comply with the provisions of Section 4.29

- k) Outdoor Display Areas The outdoor display of merchandise for sale or hire is permitted within the C2 Zone subject to the provisions of Section 4.28.

10. Proposed Zoning C2 Special Section 82.8

C2.82.8

Notwithstanding any other provision of this by-law to the contrary, in a C2.82.8 Zone the following special provisions shall apply:

Permitted Uses All uses permitted by the C2 zone, plus the following uses:

- Ground floor retail stores with a gross leasable area of less than 350m²

Lot Regulations

- a) Minimum Lot Frontage 23m;
- b) Maximum Height of Building 5 storeys;
- c) Min. Landscape Open Space 16.3%; and
- d) Providing a total number of parking equal 57 spaces, whereas the zoning bylaw requires that 72 be provided; and
- e) That a minimum common amenity area of 302.22m² be provided for the four storey residential apartment.

It is expected that a significant proportion of the residents and commercial tenants of the proposed Mixed Use building will be drawn from the immediate area; that is, Wellington County and surrounding municipalities and rural hinterland. In an attempt to quantify existing and future demand, Harper Dell has reproduced data obtained by Statistics Canada via the 2016 census below:

Extrapolation of 2016 Census Population Statistics for Wellington County				
AGE	YEAR			
CATEGORY	2011	2016	2021	2026
0-14		39,125	39,690	40,355
15-64		147,815	150,689	152,174
65-89		33,945	45,143	58,455
90+		1,840	2,562	3,504
TOTAL	208,360	222,725	238,084	254,489

This application seeks to encourage the fulfillment of the County's residential vacancy goals for future affordable rental residential needs.

The reduction in Landscape Open Space is an increase from the previous 15% coverage approved under Site Plan Approval for the previous Condominium Unit #3 (3 storey Motel). Furthermore, given the variety of uses sharing a common parking lot the typical 20% coverage is not conducive to traffic flow and pedestrian connectivity.

11. SUMMARY & CONCLUSION

The subject property permits the Provincially sought-after intensification by assisting the Township in meeting its residential intensification targets. Both the County Official Plan, Municipal Plan, Provincial Policy Statement and Places to Grow policy direction of directing growth to serviced urban centre, built-up areas is compatible with what is being proposed.

While intensification is encourage, it is only to be done elegantly with respect to demonstrating a lack of adverse impact i.e. is compatible with the existing community. In this case the surrounding land uses are an ideal opportunity for a blend of both an increase in commercial vacancy and medium density residential development to service the planned intent of the Highway Commercial Corridor: Commercial across the street and to the north, institutional (place of religious assembly) and large single family dwelling adjacent and beside.

We trust that the enclosed package meets all necessary standards, and should you have any further questions please do not hesitate to contact our offices for clarification.

Yours truly,

Greg Dell

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Gregory H. Dell
Principal