

NATIONAL CAPITAL COMMISSION / CITY OF OTTAWA FEDERAL LAND USE, DESIGN, AND TRANSACTION APPROVAL & SITE PLAN APPROVAL SUBMISSION

NATIONAL CAPITAL BUSINESS PARK - SITE 2 4120 RUSSELL ROAD (1100 LAST MILE DRIVE), OTTAWA

DECEMBER 2022



NATIONAL CAPITAL COMMISSION / CITY OF OTTAWA

December 2022

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This document constitutes Avenue 31's Federal Land Use, Design, and Transaction Approvals (FLUDTA) & Planning Rationale submission in support of an application for Site Plan Approval on National Capital Business Park (NCBP) Site 2, located at 4120 Russell Road (to be updated to 1100 Last Mile Drive upon road completion) in the City of Ottawa. This document has been prepared in accordance with the submission requirements identified by the National Capital Commission (NCC) and City of Ottawa. The document is organized into nine sections:

- Introduction introduces the project, site, and intent of the proposal.
- Overview of the Subject Lands provides a description of the subject lands as well as an overview of the surrounding land use context.
- **Project Description** briefly summarizes the project, including building size, intended uses, and proposed organisation/circulation of the site.
- NCC FLUDTA Submission Process provides an overview of the National Capital Commission's Federal Land Use, Design, and Transaction Approval process undertaken for the NCBP, which supports the proposed development.

- Planning & Policy Context includes an analysis of the proposed development through the lens of the Provincial Policy Statement (PPS), City of Ottawa Official Plan, City of Ottawa Zoning By-law No. 2008-250, as well as applicable design principles & guidelines outlined in the NCBP Master Plan. This section also contains the design brief component per City of Ottawa requirements.
- Federal & National Capital Commission Policy – this section provides reference to relevant Federal and NCC policy applicable to the proposed development, reviewed and analysed as part of the master FLUDTA submission for the NCBP, approved by the NCC in early 2020.
- Technical Studies & Plans outlines the detailed technical documents, drawings, and studies prepared in support of the FLUDTA and Site Plan submission, as identified in consultation with the City of Ottawa.
- Conclusion the submission concludes with





1.0

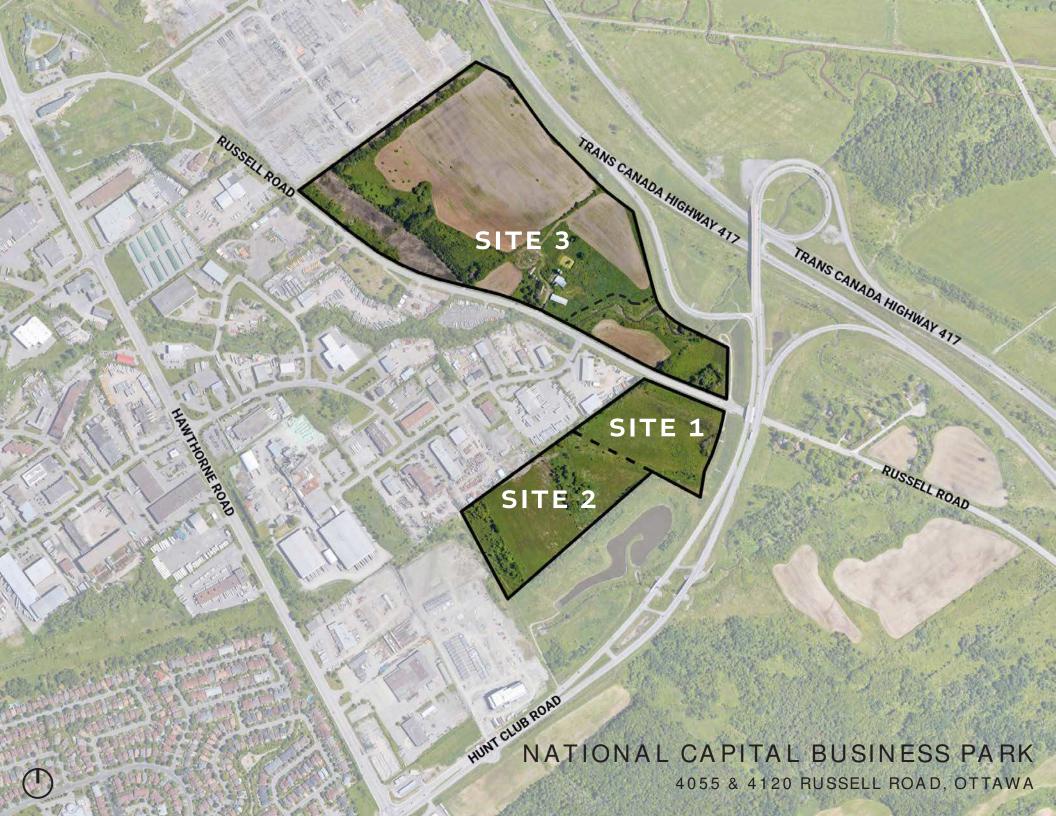
Re: public Urbanism has been retained by Avenue31 to prepare a planning rationale in support of an application for Federal Land Use, Design, and Transaction Approval (FLUDTA) with the National Capital Commission (NCC), and Site Plan Control with the City of Ottawa for lands located at 4120 Russell Road (to be updated to 1100 & 1200 Last Mile Drive upon road completion) in Ottawa - shown on the opposite page as **Site 2**. The purpose of the application is to facilitate the development of the subject lands to accommodate a new industrial building that will serve users in the warehousing, distribution, and general logistics sectors. More detailed information on the proposed development, site works, and building is provided in Section 3.0 of this document.

The subject lands comprise one of three main sites that make up the National Capital Business Park (NCBP) – a master planned business/industrial park in the south east area of the Hawthorne-Stevenage Industrial Park. A Master Site Plan Control Application for the entire NCBP was submitted to the City of Ottawa in March 2020 and subsequently approved, and the master plan and development concept for the NCBP was approved by the NCC through a FLUDTA process in July 2020. The FLUDTA submission required as part of the NCC's land use administration framework forms part of this submission.

Since undertaking the master FLUDTA process, a number of distinct proposals have progressed within the NCBP:

- A detailed site plan and building-level FLUDTA was approved for Site 1 in 2020, and a Site Plan Control Application was approved in 2021. Construction on Site 1 is now complete and composed of one building and associated shipping and parking areas.
- A detailed site plan and building-level FLUDTA was approved for Site 3 in 2021, and a Site Plan Control Application was approved in 2021. Buildings A2 and B on Site 3 are currently under construction, comprising 2 of the 3 distinct buildings proposed for final build out.
- The construction of Last Mile Drive is complete. This new road connects Russell Road and Hunt Club Road, flanking the south and western boundaries of Sites 1 & 2 of the NCBP while providing direct access. See Page 8 for location of Last Mile Drive.

The proposal described herein would be the latest within the NCBP. Pursuant to this, a Site Plan Control Application has been prepared and submitted to the City of Ottawa for the development of one new industrial buildings on Site 2 (Buildings D - described further in Section 3.0). This report provides an overview of the subject lands, development proposal, a brief overview of the FLUDTA submission carried out for the NCBP, a review of planning policy context, as well as an urban design compliance review of the project in accordance with the master plan developed for the NCBP and City of Ottawa requirements for Site Plan Control.



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NCBP SITE 3 3 BUILDINGS APPROVED UNDER CONSTRUCTION

HYDRO SUBSTATION

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EXISTING POND DEVELOPMENT

HAWTHORNE / STEVENAGE INDUSTRIAL PARK

> HYDRO OTTAWA OFFICES & YARD

HAW THORNE / STEVENAGE

2.0 OVERVIEW OF SUBJECT LANDS

The subject lands are located in the south east area of the Hawthorne-Stevenage Industrial Park, situated west of the Highway 417 / Hunt Club Road interchange, immediately north of Hunt Club Road. The subject lands measure a total of 61,146.8 m² (6.1 ha) in area, and form part of the 400,000 m² (40 ha) that make up the NCBP. As mentioned in the introduction to this report, construction of Site 1 is complete, and Site 3 has been substantially developed as of Fall 2022. Additionally, Last Mile Drive is now complete, connecting Hunt Club Road and Russell Road, and providing more direct access to Highway 417.

The Lands are currently vacant, and do not contain any substantial vegetation. The site was not previously developed nor does/did it contain any improvements or buildings. Access to the site will be provided direct from Last Mile Drive, via entrances on the west and southern sides of the site. See page 11 for a more detailed description of site access and development. The surrounding land use context is as follows:

North – beyond Last Mile Drive, there is existing heavy industrial development within the Hawthorne-Stevenage Industrial Park, along Belgreen Drive.

East – Site 1 of the NCBP. As mentioned, construction of an industrial building on this site as part of a previous phase is complete. Further east is Russell Road and the Highwa 417 / Hunt Club Road interchange, which border the Ottawa Greenbelt.

South – immediately south is an existing City of Ottawa stormwater management pond and beyond lies Hunt Club Road. The lands south of Hunt Club Road are located within the Ottawa Greenbelt and contain a mix of open space, natural heritage features, agricultural, and low density ruralresidential uses.

West – Ottawa Hydro's office building and associated yard are located immediately west of Last Mile Drive, along with additional industrial uses in the Hawthorne-Stevenage Industrial Park.

Overall, the subject lands are situated in an area that has been earmarked and developed for heavy industrial/employment uses. The subject lands consitute a logical rounding out of the industrial activity in the area, with Hunt Club Road acting as a physical termination point and dilineation between the Greenbelt and urban area. As explained later in

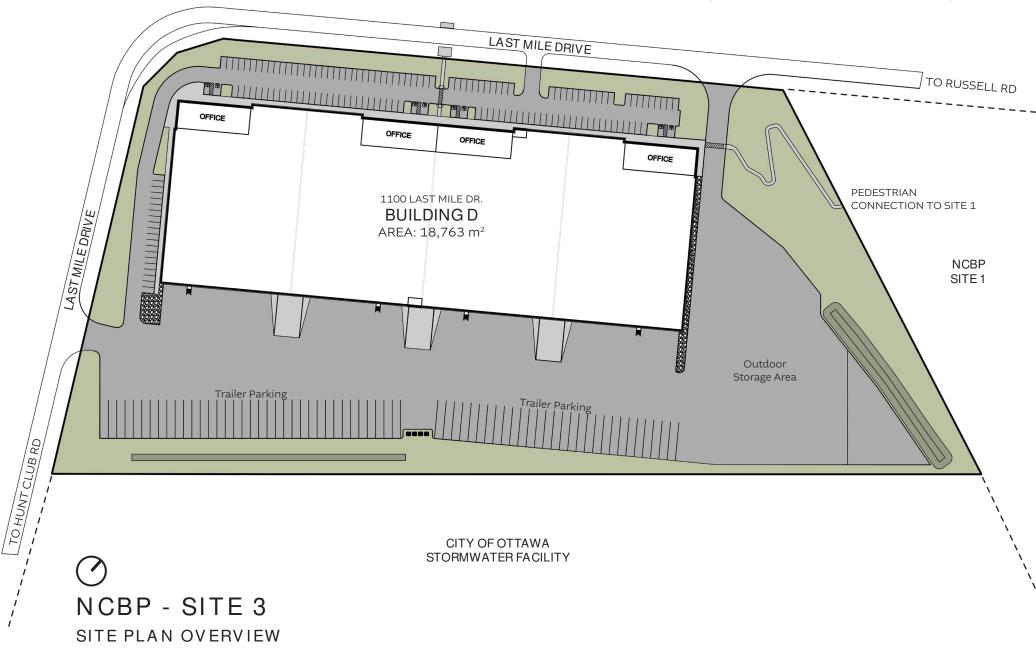
3.0 PROJECT DESCRIPTION

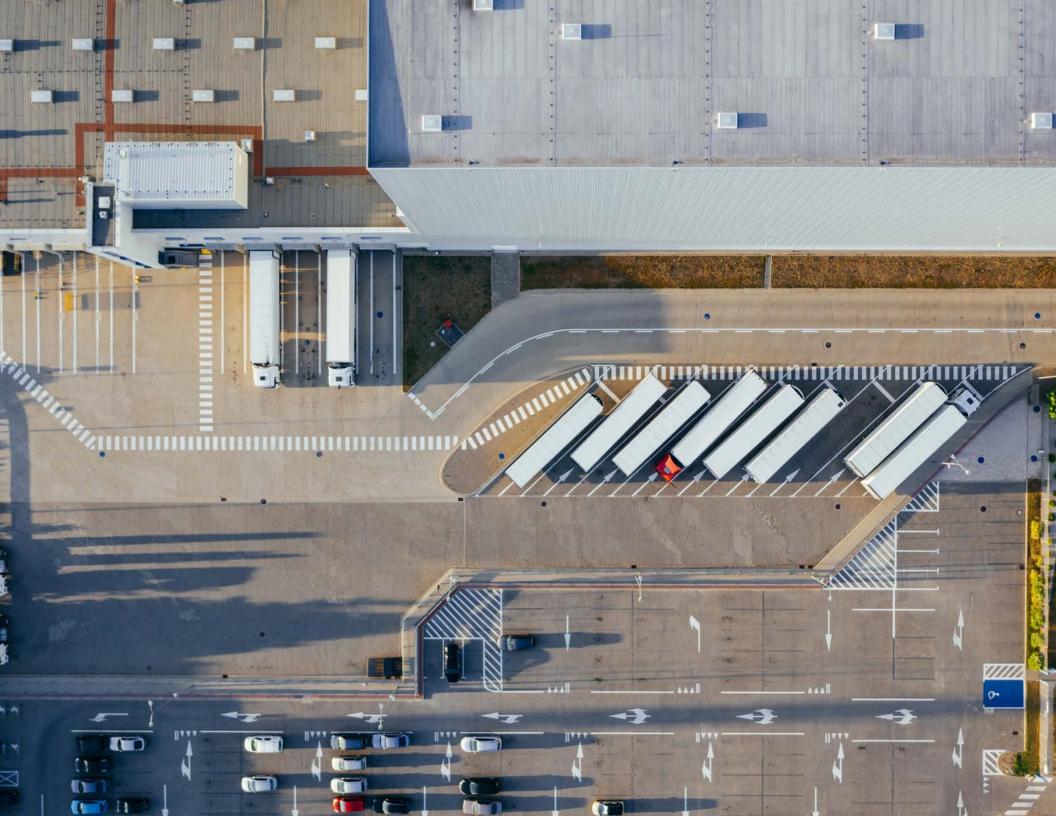
The proposal would see the development of Site 2 within the NCBP along Last Mile Drive, which measures approximately $61,146.8 \text{ m}^2$ (6.1 ha) in area. The NCBP is intended to be developed as a mixed business / industrial park to service the warehousing, data communications centre, distribution, and general employment needs of the National Capital Region. The purpose of the proposed site plan is therefore to create new opportunities for users in these sectors who wish to locate within the urban area, enjoy excellent access to major transportation networks (Highway 417), and co-locate with compatible neighbouring uses (Hawthorne-Stevenage Industrial Park). The park will be a gateway feature to the Nation's Capital on Highway 417.

As shown on the site plan overview (opposite), one new building measuring 18,763 m² is proposed on the lands. The building will accommodate a varying mix of general warehousing, loading areas, as well as associated office and administrative spaces. A concept layout for the building is shown on the opposite page; however, the final delineation of warehousing and office space may differ once constructed. The building will stand 11.4 m (37.4 ft) in height, and will have the capacity to accommodate up to 16 shipping bays, 4 of which are oversized and accessed via ramp. Shipping bay areas will be oriented toward the south of the site, where primary trailer parking will be located (65 spaces). An outdoor storage area is also proposed along the east area of the site. Visibility of the shipping and truck parking areas will be limited from both Last Mile Drive and Hunt Club Road - landscaping elements proposed and existing vegetation on the City stormwater facility will help to screen the site from Hunt Club Road

The main employee entrances and offices are located on the north facades, respectively. The building is designed to accommodate 4 tenants. Employee/visitor parking will be located largely around the north and west perimeter of the site, and will total 153 regular parking spaces, including 8 barrier-free. In addition to the vehicular parking spaces, a total of 14 bicycle parking spaces are also

*Detailed zoning information provided in Section 5.3 (page 16)





4.0 NCC FLUDTA SUBMISSION PROCESS

All of the lands within the NCBP are owned by the NCC, including the subject site and therefore, the proposed development of the lands requires approval under the NCC's Federal Land Use, Design, and Transaction Approval (FLUDTA) process. Through the FLUDTA process, the NCC ensures that land and building projects are planned and designed to a high standard, and are aligned with applicable federal plans, policies, and legislation.

A FLUDTA application was prepared for the NCBP in early 2020, submitted in March 2020, and subsequently approved in July 2020 by the NCC. This existing FLUDTA submission/approval forms part of the background materials associated with this site plan submission, as well as future site plan submissions within the NCBP, and is comprised of the following information:

- Project Summary for the NCBP
- The Proposed Guiding Principles and Guidelines for the NCBP
- The Proposed Demonstration Plan or "Proof of Concept" for the NCBP
- Policy Conformance Review for the NCBP
- Implementation Plan for the NCBP
- Long Term Implementation Plan for the NCBP



NCBP Master Concept Plan, March 2020

5.0 PLANNING & POLICY CONTEXT

The following section provides an evaluation of the project against applicable planning policy and legislation, which includes the Provincial Policy Statement, City of Ottawa Official Plan, City of Ottawa Zoning By-law No. 2008-250, as well as the Master Plan Design Principles and Guidelines approved by the NCC as part of the FLUDTA submission for the NCBP.

such as the City of Ottawa will be essential to the success of this development and the NCBP.

Section 1.3.1 of the PPS states that one of the ways in which planning authorities shall promote economic development and competitiveness is by providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses. While the regional economy is continuing to grow around its established government, high-tech, and knowledge- based sectors, it will be crucial for the region to support the growth of other sectors.

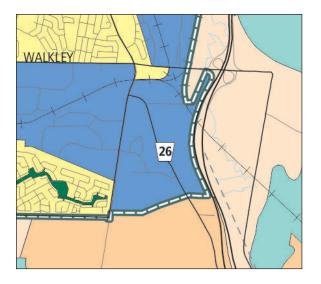
The proposed development has been designed to meet the needs of uses associated with distribution and logistics (considering the site's proximity and access to major transportation corridors); opportunities which are becoming rare within the bounds of the Ottawa Greenbelt, and closer to potential clients.

Section 1.6.8.2 of the PPS states that major goods movement facilities and corridors shall be protected for the long term, and that freight-supportive approaches should be used in the development of lands within or adjacent to these facilities or corridors.

The subject site is situated proximal to Highway 417 and located 12 kilometres from the Ottawa

Section 1.8.1 of the PPS states that planning authorities shall support steps towards energy conservation, environmental sustainability, and climate change adaptation. This can be done through the promotion of land use patterns that maximize opportunities for energy efficiency and conservation, consider the mitigating effects of vegetation, and maximize vegetation within settlement areas.

The proposed development has been designed to incorporate landscaping that will make up part of a larger extensive green space network geared to maximizing the amount of vegetation and permeable surfaces throughout the NCBP. This will help mitigate impacts such as the "heat-island" effect caused from the introduction of significant amounts of asphalt and building materials and can also assist with the management of stormwater.



The subject lands offer an excellent opportunity for employment intensification and diversification within the urban area as they are vacant and arguably underutilized considering they are designated for employment uses and can be developed adjacent to existing employment areas, distant from sensitive or incompatible uses.

Section 2.2.3 of the OP outlines the City's employment area policies as they relate to growth management. *This section generally states that the maintenance* of an adequate supply of suitable employment land, especially those lands able to accommodate uses requiring larger sites and separation distances from other uses, is essential to diversifying and strengthening Ottawa's economy. This section further recognises that many of the larger Urban Employment Areas and sites are located inside the Greenbelt and the City encourages intensification and renewal of employment uses within these areas; however, these areas have been largely built out and have a limited supply of vacant lands to accommodate growth in certain sectors. Furthermore, opportunities for these urban employment areas to expand are also greatly limited as they are typically embedded within, and constrained by, adjacent uses in the surrounding urban fabric.

With the above in mind, the proposed development presents a unique opportunity to develop employment lands suitable for those users requiring larger sites, access to multi-modal transportation networks (Highway 417, Ottawa International Airport), and proximity to the local client base, all within the bounds of the Greenbelt. This development would not only contribute to the diversification of the East Industrial Area in which the site is situated, but also promotes a more compact form of development and efficient use of existing lands, in lieu of expanding to areas outside the greenbelt which may require more expensive servicing options, less public transit access for

5.3 CITY OF OTTAWA ZONING BY-LAW NO. 2008-250

By-law 2008-250 is the comprehensive zoning bylaw for the City of Ottawa. All development in the City is required to comply with the provisions of this by-law.

The subject lands are zoned "Heavy Industrial (IH)" under the City of Ottawa Zoning By-law No. 2008-250. The purpose of this zone is to: permit a wide range of industrial uses in accordance with the policy direction established for the Employment Area and General Urban Area designations of the Official Plan; allow certain complementary uses (e.g. health and fitness, recreation, service commercial) to be established for the purpose of serving the employees and general public in the immediate area; prohibit standalone retail uses within the Employment Area, but allowing for limited sample and showroom space ancillary to the primary employment use; and, implement development standards intended to ensure industrial uses do not negatively impact adjacent nonindustrial uses and areas. Sections 201 through 202 outline the permitted uses, zoning standards, and general regulations applicable to the IH zone, which have been briefly summarized in the following tables.

For the purposes of the following review, the intended users for the development would be considered *"Warehouse"* under the Zoning Bylaw and are therefore subject to the applicable provisions described to the right.

Applicable IH Zone Performance Standards for the proposed development are provided in accordance with Sections 201 & 202 of the Zoning By-law. Applicable Parking Provisions for the proposed development are provided in accordance with Tables 101, 111A, & 113A of the Zoning By-law.

As part of the FLUDTA submission for the NCBP, a master planning concept complete with design principles and guidelines were created to guide the future development of the park. These design principles and guidelines were built on the guidance provided by applicable Federal, NCC, provincial, and City planning policy and are intended to implement the overarching goals of these documents. Accordingly, these are applicable to all future development within the NCBP, including the proposed development. This section provides an overview of how the proposed development is consistent with the applicable site-specific NCBP design principles and guidelines.

Site Layout

 The location of proposed buildings, alignment of access roads and parking areas will consider existing features of the site, to create a unique identity for the project.

The site layout and building has been oriented in a manner which frames Last Mile Drive and Hunt Club Road, and provides visually appealing façades with insets and relief to add interest to travelers. The proposed development (including stormwater works) has also taken in to account the existing topography and natural drainage patterns of the site, soil types, seeking to minimize earthworks and work with the natural drainage of the site.

 Site elements such as buildings, parking, driveways, walking paths and amenity areas will be arranged to emphasize the stronger design components of the site (e.g., landscaping, view corridors, naturalized areas) and deemphasize and functional elements (e.g., service facilities, parking areas, and refuse enclosures) through proper placement and design of buildings and landscaping. The development has been arranged in a manner which allows for the most efficient use of the site, while allowing for an interconnected network of pedestrian entryways, parking areas, open space, and landscaping, which has been planned for integration with other NCBP sites. A sufficient amount of open space has been allocated around the building and the steeper topographical grade on the north side of the site to ensure safe and efficient use and maintenance of the natural topography.

• Loading areas will be located and designed to minimize direct exposure to public view. These conflict. Furthermore, the site layout allows for the separation of the employee/smaller vehicle parking areas from the shipping and receiving areas. It is also of note that Russell Road is also identified as a designated truck route, designed to accommodate the needs of the heavier truck traffic generated from the proposed uses on site. Notwithstanding this, Last Mile Drive will allow for direct access to Highway 417 via Hunt Club Road.

Service Areas & Utilities

 Where practical and feasible, installed equipment, electrical rooms, and service rooms will be placed within the footprint of the buildings, or screened from view; and, when possible, refuse storage and loading areas should be screened from public view from Highway 417 and Hunt Club Road.

The majority of the utilities equipment, systems, infrastructure, and garbage storage areas will be located within or as part of the building. Minor utilities equipment may be situated on the exterior of the building, but will be screened/buffered to the satisfaction of the City.

Heritage & Culture of the National Capital Region

• The character of the Park and buildings within will communicate its special nature to users and visitors and create a high-quality environment that sets it apart from other industrial parks.

The proposed building will employ the colour palette and design elements prescribed for the NCBP (shown to the right), strengthening the building's vibrancy and presence within one of the City's major gateways at the Highway 417/ Hunt Club Road interchange. Strategic façade/site lighting will also work to highlight the palette of interesting colours and façade elements. The proposed signage for the building is designed to be integrated into the front façades and will follow a consistent character in terms of form and colour. Pylon (beacon) site identification and guidance signs are planned throughout the NCBP, and envisioned along the perimeter extents of the site, along Last Mile Drive.

Architectural Design

 Vertical and horizontal offsets will be integrated within building façades to minimize building bulk and primary building entries will be readily 1D 899 B.8 (set10.2 D s /T20.1 (erms e int 0 9 0 J EMC /P 0 10 /P

TYPICAL BUILDING ELEVATIONS

11.4m

North Elevation



West Elevation

Front facades and high visibility areas of buildings to contain architectural treatments (colour, depressions, material changes) to ensure high quality views from Last Mile Drive and Hunt Club Road. Building materials and design consistent across NCBP.

Loading areas for the building are oriented to rear of the site, allowing for reduced visibility from Last Mile Drive and Hunt Club Road. Truck parking and shipping areas will be centralized.



East Elevation



South Elevation

throughout the site to ensure a clear distinction between more formalized amenity areas and passive naturalized landscape areas, as outlined in the original urban design vision for the project.

Location & Transportation

Targeting LEED Credits, the proposed development will seek to achieve the following objectives:

• To promote bicycling and transportation efficiency and reduce vehicle distance traveled, aiming to improve public health by encouraging utilitarian and recreational physical activity.

The proposed development will introduce 14 bicycle parking spaces split between the two buildings for use by employees/visitors.

Sustainable Sites

Targeting LEED Credits, the proposed development will seek to achieve the following objectives:

• To create exterior open space that encourages interaction with the environment, social interaction, passive recreation, and physical activities.

The design of the open spaces and landscaping on the site is organized around a larger open space network that will be developed as part of the full build out of the NCBP. The open spaces on the site ha (bui i O (s.) IJ EMC /P @1001Aer)10 di5r Tf

Landscaping

Buildings will provide a high level of landscaping at the street frontage and along the interface with Highway 417, and landscaping will be used strategically in the parking lot areas to provide tree cover to reduce heat island impacts, and to provide natural stormwater infiltration.

The site is located proximal to the Hunt Club Road / Highway 417 interchange, which is a major gateway to the City with a considerable volume of traffic. The proposed landscaping plan intends to address the visual impacts of the development on this gateway by introducing new planting/interventions around the site perimeter where it abuts primary corridors – the frontage along Last Mile Drive will also be landscaped in order to foster a good mix of open space on the site and tie into Site 1 of the NCBP. The landscaping plan will also obtain a high level of tree coverage within the employee parking areas at mature growth, achieving a minimum canopy of 30%, but will strive to achieve a canopy of 40%, where possible.

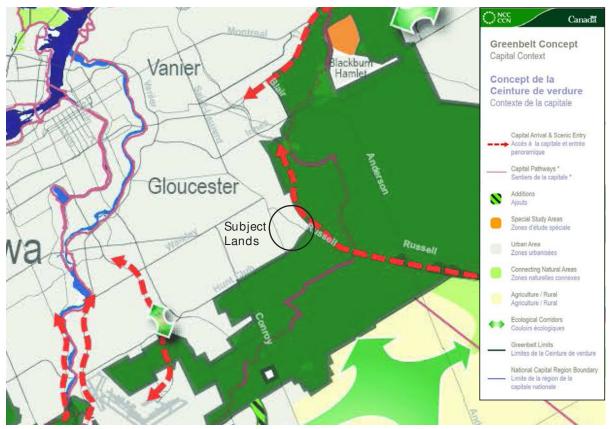
A tactful landscaping approach will be employed



As shown on the above images of the lands (taken from Google Streetview, image date July 2022), the site has low visibility from Hunt Club Road, largely due to the presence of existing vegetation that will not be removed following construction as it is located on City-owned lands. Image 1 also provides an snapshot of adjacent development (NCBP Site 1, Building C), a similar warehouse building constructed in the last year as part of the National Capital Business Park.

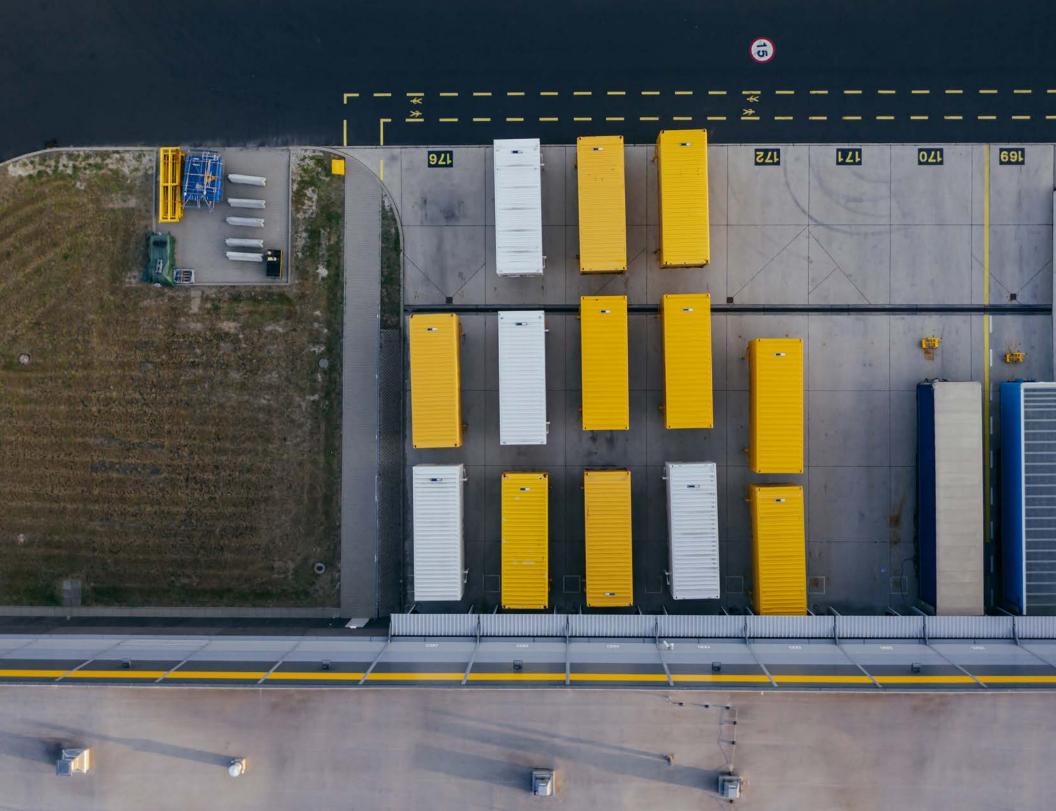
6.0 FEDERAL & NCC POLICY

As part of the development of the aforementioned FLUDTA submission approved by the NCC, five federal and NCC documents were identified as having some potential relevance to the development of the National Capital Business Park. These are: The Plan for Canada's Capital; the Capital Urban Lands Plan; the Greenbelt Master Plan; the Federal Sustainable Development Strategy; and the NCC Sustainable Development Strategy. Section 4.0 of the NCBP FLUDTA submission, forming part of this site plan submission, presents the findings of the Policy Conformance Review for these documents, which is applicable to the proposed development.



Greenbelt Concept, Capital Context Source: Greenbelt Master Plan





7.0 TECHNICAL STUDIES & PLANS

The following detailed technical documents and studies, identified by the City of Ottawa, have been prepared for review and circulation in support of the proposed development. Where applicable, these technical documents and studies will be implemented and enforced through the eventual site plan agreement and servicing agreement entered into between the City of Ottawa and Avenue31.

- Planning Rationale & Design Brief (contained in this report)
- Site Servicing Plan
- Site Servicing Study
- Grade Control & Drainage Plan
- Geotechnical Study
- Transportation Impact Assessment
- Erosion & Sediment Control Brief
- Storm Water Management Brief
- Site Plan
- Landscape Plan
- Archaeological Resource Assessment
- Survey Plan
- Architectural Building Elevation Drawings
- Phase I ESA
- Tree Conservation Report
- Environmental Impact Statement
- Photometric (Lighting) Plan

8.0 SUMMARY & CONCLUSION

Following an examination and evaluation of applicable policy, development standards, design guidelines, and surrounding land use and economic context, it is the opinion of the undersigned that the proposed development:

- is consistent with the policies of the Provincial Policy Statement;
- conforms to the City of Ottawa Official Plan;
- complies with the City of Ottawa Zoning By-law 2008-250;
- meets the intent of the NCBP Master Plan Design Principles and Guidelines approved by the NCC; and,
- aligns with the policies of relevant NCC and Federal Government plans, policies, and legislation applicable to development on federal lands within Canada's Capital Region.

Considering the above, the application for Site Plan Control should be considered for approval as the proposed development conforms will all relevant policies and plans, represents, good planning, exhibits design excellence, and is aligned with the City of Ottawa and National Capital Commission's economic, social, environmental, and design priorities for employment uses of this nature.

Paul Hicks, MCIP, RPP Urban Planner | Principal Re:Public Urbanism

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NCBP Conceptual Rendering (June 2020)

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