



Planning Rationale in Support of an Application for Site Plan Control

**Hawthorne Commercial Centre
3020 Hawthorne Road
City of Ottawa**

**Prepared by:
Holzman Consultants Inc.
Land Development Consultants**

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1.0 Introduction

Holzman Consultants Inc. has been retained to prepare a planning rationale in support of an application for Site Plan Control, Manager Approval, Public Consultation at 3020 Hawthorne Road in the Gloucester – Southgate ward of the City of Ottawa (the “Subject Property”). The purpose of the application is to facilitate the development of two single-storey light industrial buildings.

This report provides a description of the existing conditions and proposed development and contains a review of the applicable land use planning policies, including the Provincial Policy Statement (PPS), the Official Plan (OP), the Hawthorne Business Park Design Guidelines, and Zoning By-law 2008-250. The proposed development is supported by the PPS, OP, Design Guidelines, and Zoning By-law and represents good and defensible land use planning.

2.0 Site Overview

The Subject Property is part of the Hawthorne Commercial Centre in the East Industrial neighbourhood. The site is located immediately to the west of the intersection of Hawthorne Road and Russel Road, and approximately 350 m to the south of the intersection of Hawthorne Road and Walkley Road (**Exhibit A**).

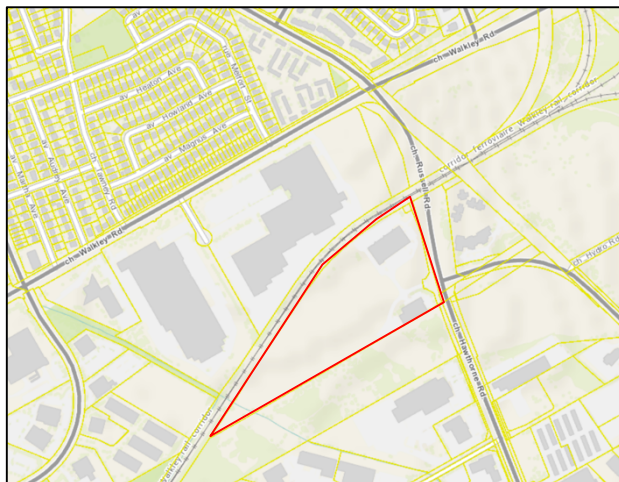


Exhibit A – Site context, Subject Property is outlined in red (GeoOttawa)



Exhibit B – 2017 Site aerial view, development areas are outlined in red (GeoOttawa)

The Subject Property is irregularly shaped with an area of 8.5 hectares and approximately 215 m of frontage on Hawthorne Road. The site is occupied by three single-storey buildings along the northern property line and one building at the

southeastern edge (**Exhibit B**). These buildings are used by light industrial and commercial businesses. Another building is under construction at the centre of the site. Development will occur in two areas of the Subject Property (**Exhibit B**). The eastern development area, which will house Building 100, is located immediately to the north of the primary site driveway. This area is currently vacant and has been left in a grassy state (**Exhibit C**). The western development area, which will house Building 550, is located immediately to the west of the under construction Building 600. This area has been cleared in support of the ongoing construction to the north and east (**Exhibit D**).



Exhibit C – The eastern development area facing northeast, 2016 (Google Earth)



Exhibit D – The western development facing west, 2016 (Google Earth)

The site context is defined by the following land uses:

- North: The Walkley Rail Corridor abuts the northern property line. Two large-format buildings housing a distribution centre, retail store, and various light industrial uses are located further to the north.
- West: A complex of institutional, commercial, professional business, and restaurant uses.
- South: A hydro transmission corridor.
- East: A multi-building youth services centre and a one-storey office and light industrial building.

3.0 Description of Proposed Development

The Subject Property will be developed with two single-storey multi-tenant buildings with Gross Floor Areas (GFAs) of 687 m² and 2,193 m² (**Exhibit E**). This is the final phase of the multi-year development of the Hawthorne Commercial Centre, representing the full build-out of the site. The western Building 550 measures 34 m by 24 m, with four entrances and two loading bays. The eastern Building 100 measures 54 m by 38 m, with seven entrances and five loading bays. The buildings have been designed to flexibly accommodate a range of potential tenants.

Vehicular access to the Subject Property will be unchanged with the proposed development, with access maintained at the signalized intersection with Hawthorne Road at the eastern property edge. The development of Building 100 includes 20 new parking spaces along the northern building edge, including two accessible spaces. A total of 24 spaces, including two accessible spaces, will serve Building 550. Bicycle parking is also provided at both buildings. The site pathway network will be extended to link the proposed developments with the municipal sidewalks on Hawthorne.

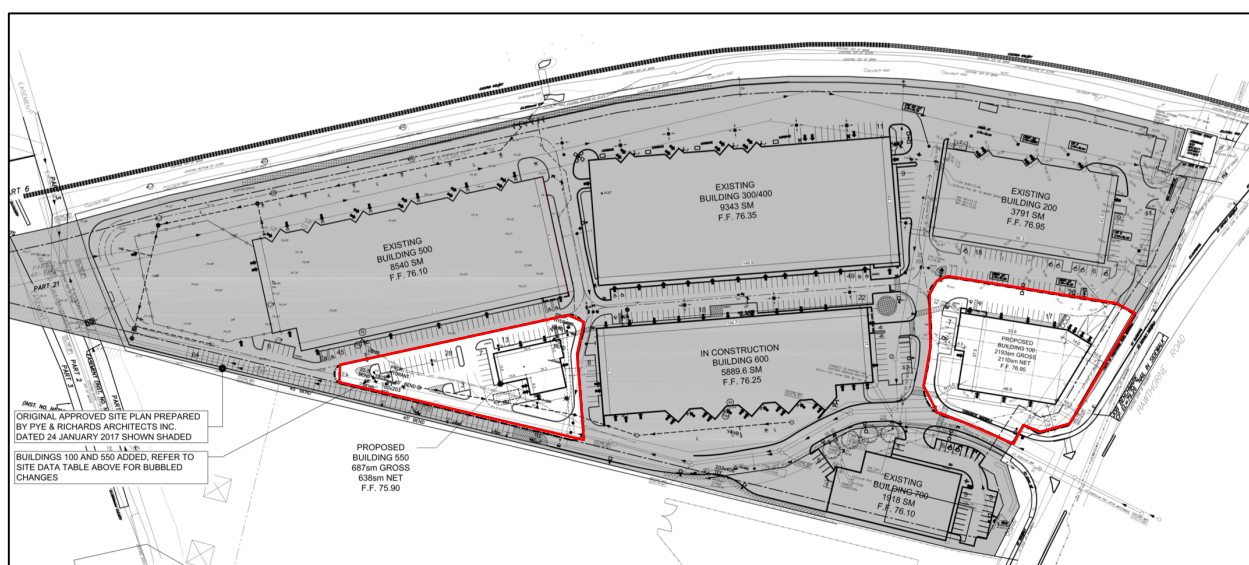


Exhibit E – Site plan, development areas are outlined in red

4.0 Planning Context

The applicable policy framework includes an examination of the Province of Ontario's land use planning directives expressed in the Provincial Policy Statement and the City of Ottawa's policies expressed in the Official Plan, Hawthorne Business Park Design Guidelines, and Zoning By-law 2008-250.

4.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) provides provincial-level policy direction on matters related to land use planning and development, with the current PPS released in 2014. Issued under the legislative authority of the *Planning Act*, development plans are to be consistent with the PPS.

Section 1.1 of the PPS provides direction on how efficient and residential land use patterns contribute to strong and healthy communities. Policy 1.1.1 provides eight criteria for how liveable communities are created, six of which are evaluated as follows:

- a) The final phase of development of the Hawthorne Commercial Centre will provide new opportunities for employment, improve the municipal tax base, and increase the overall economic activity of Ottawa.
- b) The two multi-tenant buildings will accommodate a mix of both light industrial and commercial employment in Ottawa's east end, helping to fulfill current and future demand.
- c) No environmental or public health and safety concerns can be expected with the proposed development.
- e) As the Subject Property is already serviced with residual capacity to accommodate the demands of Buildings 100 and 550, and as the land consumed is within the confines of the already developed site, the proposal represents a cost-effective form of development.
- f) Each building will be designed in compliance with the *Accessibility for Ontarians with Disabilities Act*.

The Subject Property is located within the Ottawa Urban Growth Boundary, which constitutes the existing settlement area of the municipality. By accommodating growth within this boundary without expanding outwards, land consumption and sprawl is minimized and the overall vitality of the settlement area is improved per Policy 1.1.3.1. As well, in keeping with Policy 1.1.3.2, the Subject Property enjoys direct access to several designated truck routes and Highway 417, ensuring that the development is freight-supportive. Peak transit service is provided via OC Transpo's Route 47.

Section 1.3 addresses the role of employment in communities. Economic development and competitiveness is directly linked to the availability of suitable employment lands. The Subject Property, with existing servicing and suitable road access, is a prime example of a site that can support the economic development of Ottawa. This point is further strengthened in Section 1.7, which links the availability of serviced and suitable land to long-term economic prosperity.

Therefore, the proposed development is consistent with the Provincial Policy Statement, 2014.

4.2 City of Ottawa Official Plan

The City of Ottawa Official Plan (OP) encompasses three documents – the Official Plan, Official Plan Amendment #150, and Official Plan Amendment #180. These policies have been assessed below as they pertain to the Subject Property. The documents have been interpreted to give precedence to the latest opinion of City Council where relevant.

Urban Design and Compatibility (Section 2.5.1)

Section 2.5.1 expresses high-level objectives and principles with respect to the urban design of new developments. The proposed development implements two of these objectives, which are discussed below.

Development should define quality public and private spaces. The Hawthorne Commercial Centre, while a private space, is accessible to the public as they visit the businesses that populate the centre. Buildings 100 and 550 are the final two elements of the broader development, completing the overall coherency of the site. Building 100 in particular will occupy a gap in the Hawthorne streetscape, creating visual interest and better defining and enclosing the site gateway at the driveway.

Development should also be safe and accessible to travel to and move through. Access to the Hawthorne Commercial Centre is expected to typically occur by car; accordingly, access at the existing signalized intersection is maintained, and the internal roadway follows an easily understandable alignment. Truck traffic is directed to the periphery of the Subject Property through the alignment of the building loading bays. Pedestrian access is also possible, as pathways are provided internal to the site to connect to the municipal sidewalk network and to the OC Transpo Route 47 bus stops.

Urban Employment Area (Section 3.6.5)

The Subject Property is designated Urban Employment Area per Schedule B of the Official Plan (**Exhibit F**). A key objective of the Official Plan is to ensure that sufficient areas of land are reserved for places of business and economic activity, hence the use of the Urban Employment Area designation. The Subject Property has a number of competitive advantages that make it well-suited for intense economic activities, including its ease of access to Highway 417, large parcel size, and peak-period transit service. Further, the development will not encumber access to Highway 417 as the existing site driveway will be maintained.

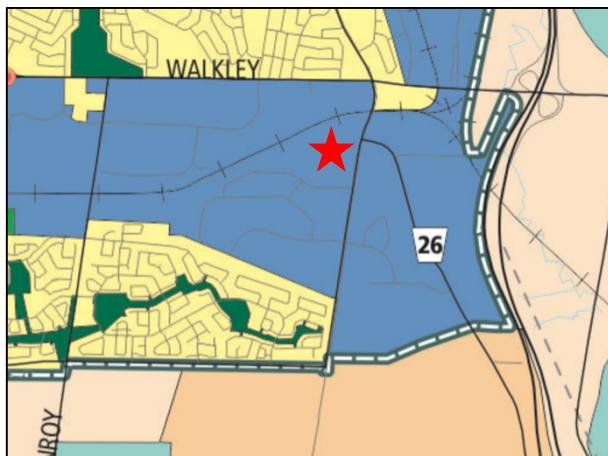


Exhibit F – Official Plan, Schedule B, the Subject Property is shown in red.

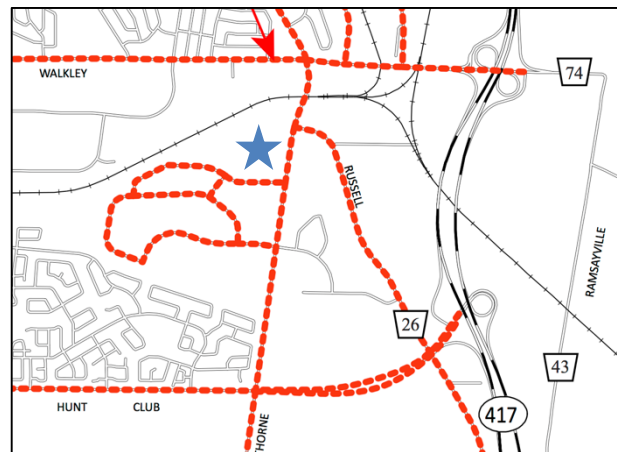


Exhibit G – Designated truck routes, the Subject Property is shown in blue.

Per Policy 1, Urban Employment Areas should be able to accommodate over 2,000 jobs across a diversified range of business types. Buildings 100 and 550 will be able to accommodate a cumulative occupant load of up to 59 employees. The flexible multi-tenant design of these buildings will ensure that businesses of different types can be accommodated. Also consistent with Policy 1, the Subject Property has access to the Hawthorne Road designated truck route (**Exhibit G**).

Policy 2 provides direction on the range of uses that shall be accommodated in Urban Employment Areas, as implemented by the Zoning By-law. The Hawthorne Commercial Centre, through the range of businesses on the site, has developed in compliance with the policy, and now offers large-format light industrial uses and commercial uses such as equipment and hardware stores. The development of Buildings 100 and 550, as the final phase of the build-out of the Hawthorne Commercial Centre, will continue to offer spaces for tenants whose uses conform to Policy 2.

Urban Design and Compatibility (Section 4.11)

Section 4.11 provides a range of urban design and compatibility criteria to be evaluated when considering applications for development. Policy 2 establishes 10 compatibility criteria, of which seven are evaluated as follows:

- a) **Traffic:** The Subject Property is well-served by the existing municipal road network, with Hawthorne Road, Walkley Road, and Hunt Club all designated as Urban Arterial Roadways. The site is approximately 5 minutes from Highway 417, ensuring efficient movements by vehicles serving the property. As stated above, truck traffic to the site can be accommodated on the Hawthorne Road designated truck route (**Exhibit G**).
- b) **Vehicular Access:** Vehicular access will continue to be provided at the signalized intersection at the eastern side of the site.
- c) **Parking Requirements:** The proposed development, at final build-out, will have 421 parking spaces, exceeding the by-law minimum of 258. This includes accessible parking spaces, truck loading bays, and bicycle parking.
- d) **Outdoor Amenity Areas:** The development areas are approximately 500 m from the nearest residential properties, therefore no impacts to outdoor amenity areas can be anticipated.
- e) **Loading Areas, Service Areas, and Outdoor Storage:** The loading areas of both buildings are sufficiently dimensioned to permit the unrestricted access of transport vehicles. The loading area of Building 550 will not be visible from Hawthorne Road, as the sightlines are blocked by Buildings 600 and 700. While the loading bays of Building 100 are located on the northern façade, the grade change to the street limits views from northbound motorists. No outdoor storage is proposed.
- f) **Lighting:** Significant distance exists to the nearest light-sensitive residential uses. Light spillover onto the youth center across Hawthorne Road to the east is minimized by the grade change on both sides of the road and the vegetated buffer on the property.
- g) **Noise and Air Quality:** The light industrial and commercial tenants expected to use the proposed buildings will not cause significant noise or air quality issues.

Despite the suburban industrial character of Hawthorne Road, a semi-continuous line of building frontages partially encloses the public space. Per Policy 4, Building 100 will improve the partial enclosure by filling one of the remaining gaps along the west side of Hawthorne.

Therefore, the proposal conforms to the City of Ottawa Official Plan.

4.3 Hawthorne Business Park Design Guidelines

The Hawthorne Business Park Design Guidelines were prepared in 1989 to ensure that development in the plan area is functionally effective and aesthetically pleasing. The guidelines are registered on title and are to be implemented through Site Plan Control.

The design guidelines establish several objectives for the Hawthorne Business Park which are reflected in the proposed development. The Subject Property has developed with a range of differently sized multi-tenant buildings, which has proven to be a marketable and economically viable approach. The periphery of the site is sensitive to its surroundings through the provision of appropriate setbacks and attractive building treatments. The internal circulation pattern of the site is both safe and efficient, and can accommodate the truck traffic accessing the businesses. Finally, the site is adequately serviced.

The physical environment of the Subject Property should be safe for pedestrians moving throughout the site. Accordingly, an understandable and coherent network of walkways is provided that directs pedestrians through the site while separating them from truck loading bays. These walkways are at least 1.5 m per the design guidelines, and link the functional areas of the site with the building entrances. Likewise, the vehicular circulation system is efficient and facilitates the movement of both personal vehicles and trucks. In addition to the standards of the Zoning By-law, the design guidelines recommend that front yard setbacks be at least 10 m; this standard is exceeded by Building 100. Additionally, no loading or storage areas are included within 6 m of the front property line.

Therefore, the proposed development is aligned with the Hawthorne Business Park Design Guidelines.

4.4 Zoning By-law No. 2008-250

Part 4 – Parking, Queueing, and Loading Provisions

Table 1 shows the parking requirements of the site per Section 101 of the Zoning By-law, with the Light Industrial (N49) use applied to calculate the parking requirements. A total of 421 parking spaces will be provided in the completed development, meeting and exceeding the 259 spaces required by the by-law.

Table 1 - Parking Requirements

Row – Land Use	Gross Floor Area (m ²)	Parking Rate	Spaces
Buildings 200, 300, 400, 500, 600, 700	29,482	0.8 per 100 m ² Gross Floor Area	236
Building 100 (New)	2,193		18
Building 550 (New)	687		5
REQUIRED			259
PROVIDED			421

Note: Parking rate uses N49 – Light Industrial Use, Area C per Schedule 1A

Per Table 111A, bicycle parking must be provided for Light Industrial uses at a rate of 1 space per 1000 m² GFA. A total of 30 bicycle parking spaces are provided throughout the site, including racks located near the entrances of Buildings 100 and 550.

Per Table 113A, no loading spaces are required for Building 550 and 1 loading space is required for Building 100. A total of 4 and 2 loading spaces are provided for Buildings 100 and 550, respectively to meet anticipated tenant demands.

Part 11 – Industrial Zones

The Subject Property is zoned Light Industrial (IL). The Light Industrial zone offers flexibility in the permitted uses on the Subject Property, including:

- Light industrial uses;
- Offices;
- Service and repair shops;
- Training centres;
- Truck transport terminals;
- Warehouses;
- Convenience stores; and,
- Restaurants.

Therefore, it is anticipated that the uses of all future tenants can proceed per the IL zone. The IL zoning provisions are included in **Table 2**.

Table 2 - IL Zoning Provisions

Zoning Mechanism	Required	Proposed
Minimum lot area (m ²)	2,000	88,504
Minimum lot width (m)	No minimum	215
Maximum lot coverage (%)	65	36
Minimum front yard setback (m)	7.5	10.6
Minimum interior side yard setback (m)	7.5	7.5
Minimum rear yard setback (m)	3.5	15
Maximum floor space index	2	0.36
Maximum building height (m)	18	9.9
Minimum width of landscaped area (m)	Abutting a street: 3	3

Therefore, the proposed development conforms to all relevant provisions of Zoning By-law 2008-250.

5.0 Technical Studies and Plans

Along with this Planning Rationale, the following technical studies and plans have been prepared in support of this Site Plan Control application:

1. Site Servicing Plan
2. Grade Control and Drainage Plan
3. Erosion and Sediment Control Plan
4. Stormwater Management Plan
5. Site Servicing Brief
6. Geotechnical Study
7. Transportation Impact Brief
8. Site Plan
9. Landscape Plan
10. Survey Plan
11. Architectural Elevation Drawings
12. Phase I Environmental Site Assessment

6.0 Summary and Conclusions

1. The application for Site Plan Control to allow for the proposed light industrial buildings is consistent with the Provincial Policy Statement;
2. The application is consistent with the Urban Employment Area and urban design policies of the Official Plan;
3. The proposed development meets the intent of the Hawthorne Business Park Design Guidelines;
4. The proposal conforms to the Zoning By-law; and,
5. The multi-tenant buildings will strengthen the vitality of the Hawthorne Commercial Centre and will be a catalyst for economic growth in Ottawa.

Based on the above noted rationale, this application for Site Plan Control is appropriate and represents sound and defensible land use planning.

Prepared by;

William S. Holzman, MCIP, RPP
President
Holzman Consultants Inc.

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