



Purolator Facility 1400 Upper Canada Street

Planning Rationale
Site Plan Control
September 18, 2020



Prepared for Taggart Realty Management

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1.0

Introduction

Fotenn Planning + Design, acting as agents for Purolator Inc. c/o Taggart Realty Management, is pleased to submit this Planning Rationale as part of the enclosed Site Plan Control Application for the lands municipally known as 1400 Upper Canada Street in the Kanata West Business Park of the City of Ottawa.

1.1 Application History

The subject site forms part of the Kanata West Business Park, located north of Highway 417 and west of Huntmar Drive, approved through Official Plan and Zoning By-law Amendments (D01-01-14-0001 & D02-02-14-0018) in 2014. A Plan of Subdivision (D07-16-14-003) was draft approved in 2015 and phases 1 through 5 have now been registered. The subject site is identified as Block 5 on the Phase 5 Plan of Subdivision.

1.2 Public Consultation

Based on the City of Ottawa's "Site Plan Control Subtype Thresholds" summary, the proposed development consists of a "Complex – Manager Approval" subtype. This type of application requires public consultation. Public consultation will be directed through the City of Ottawa including the posting of signs on the subject site and posting of all development application plans and studies on the City of Ottawa's "DevApps" development application search tool. The public is invited to submit their comments directly to staff which will be distributed as part of the technical circulation.

Site Context and Surrounding Area

2.1 Subject Site

The subject site is identified as Block 5 on Phase 5 of the approved Plan of Subdivision and is municipally known as 1400 Upper Canada Street. Located on the northwest corner of the intersection of Palladium Drive and Upper Canada Street in the Kanata West Business Park, the subject site is currently vacant.



Figure 1: Aerial image of the subject site within the Kanata West Business Park.

The subject site has approximately 118 metres of frontage on Palladium Drive to the east and approximately 257 metres of frontage along Upper Canada Street to the south. The subject site has a total area of 31,969.7 square metres. Palladium Drive terminates in a cul-de-sac at the northeast corner of the subject site. As per the approved Plan of Subdivision and the proposed Site Plan, the subject site will be easily accessed by pedestrians via sidewalks and dedicated cycling lanes and “sharrow” lanes along Palladium Drive.

2.2 Surrounding Area

The surrounding land uses are as follows:

North: The subject site is located on the northern boundary of the Kanata West Business Park, which is also the Urban Boundary as identified in the City of Ottawa Official Plan. To the north of the site beyond the boundary are agricultural lands.

South: To the south of the subject site are other vacant lands to be developed as part of the Kanata West Business Park. Lots that have already been developed includes such businesses as a UPS warehouse, McDonald’s, Cabela’s and Princess Auto. Other lands have existing development applications currently in development review at the City of Ottawa.

East: To the east of the subject site are lots within the Kanata West Business Park that have been, or will be developed, including Palladium Orthodontics. Further east, outside the business park and east of Huntmar Road, is a low-rise residential subdivision.

West: To the west of the subject site are other lands to be developed within the Kanata West Business Park. Further west are existing agricultural lands and an aggregate extraction operation.

2.3 Transportation

As the Kanata West Business Park is under construction, Upper Canada Street and the terminus of Palladium Drive are not yet identified on Schedule E – Urban Road Network of the Official Plan. Both the portion of Palladium Drive south of Campeau Drive, and the portion of Campeau Drive east of Palladium Drive, are identified as Arterial Roads (proposed or existing) on Schedule E.



Figure 2: Schedule E - Urban Road Network, City of Ottawa Official Plan.

The subject site is not located along a transit priority corridor, but it is in close proximity (~850 metres walking distance) to the planned rapid transit stations at Huntmar and Palladium Drives. The Business Park is currently served by OC Transpo bus routes including rapid route 62 and local route 162, which have stops at the intersection of Campeau Drive and Palladium Drive, approximately 175 metres south of the subject site.

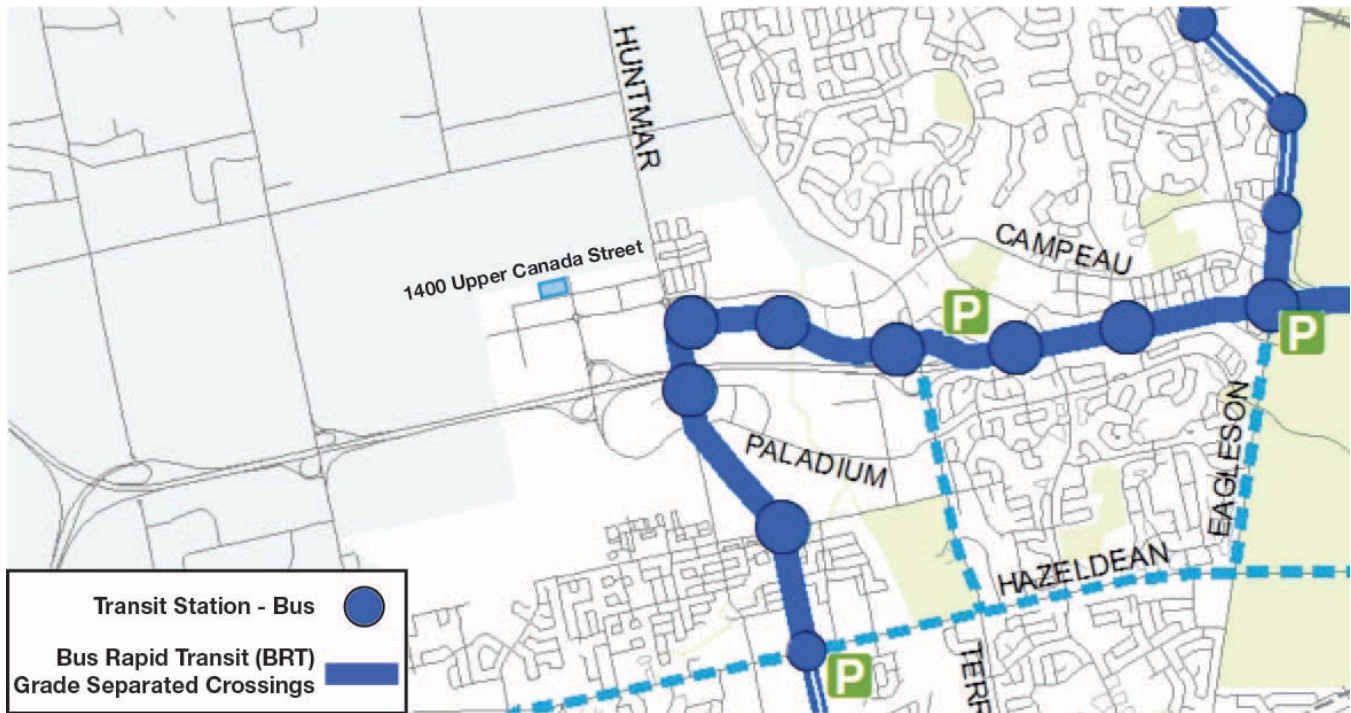


Figure 3: Schedule D - Rapid Transit Network, City of Ottawa Official Plan.

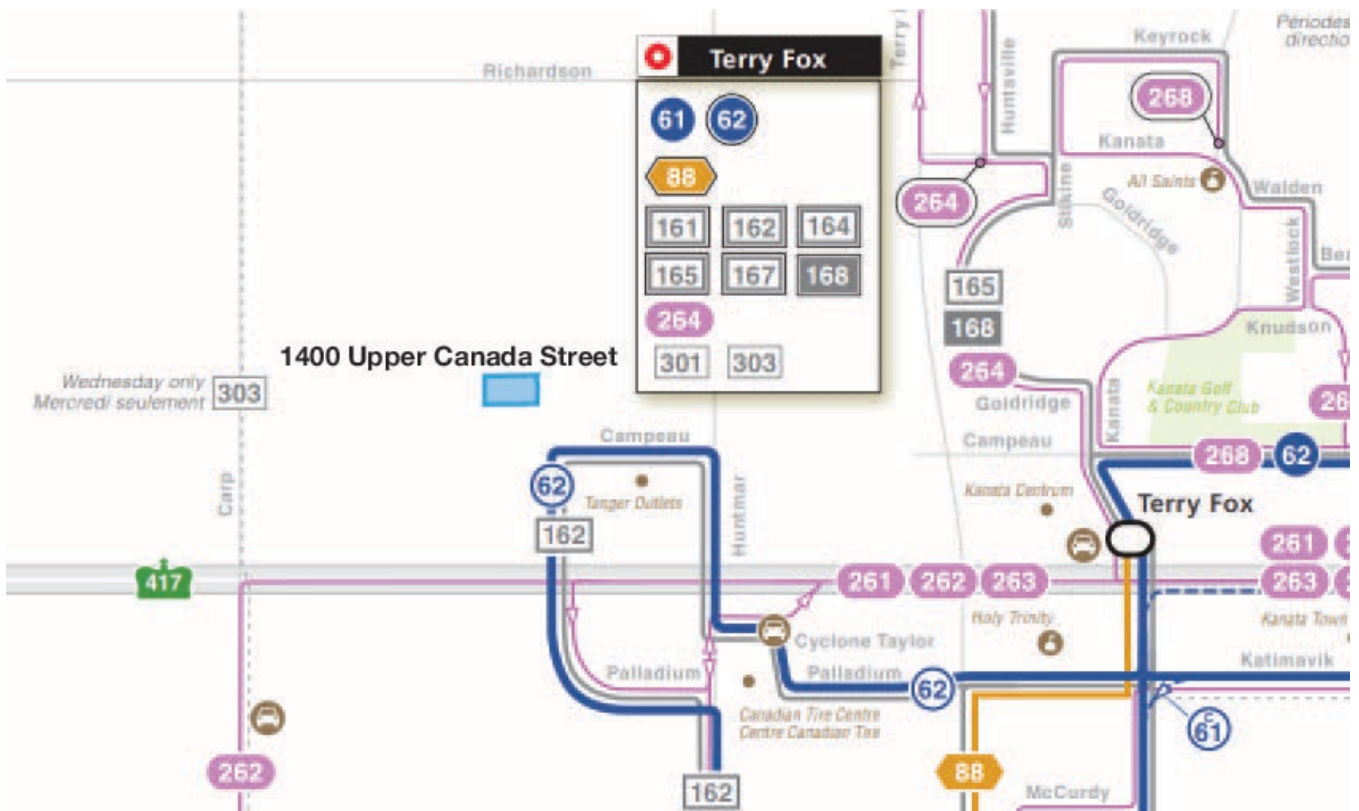


Figure 4: OC Transpo Route Map (January 2020).

The subject site is also well served by pedestrian and cycling infrastructure. The Plan of Subdivision specifies that Upper Canada Street shall only have one public sidewalk, located on the south side. To provide pedestrian access to the site, from the pedestrian crossing at the intersection of Upper Canada Street and Palladium Drive, a new sidewalk in the public right-of-way will be constructed for a distance of approximately 35 metres, which provides direct access to the proposed on-site walkway network. For cyclists, the dedicated bicycle lanes along Palladium drive end just south of Upper Canada Street, becoming “sharrow” lanes with vehicles. Cyclists can enter the site from the shared road lanes, or disembark and use the sidewalk / walkway network.

3.0 Proposed Development

3.1 Site Plan

Taggart is proposing to develop a one-storey warehouse and distribution facility for Purolator on the subject site. The proposed building is located at the centre of the site with employee and customer parking located on the southern (front) and eastern (side) portions of the site. The northern portion of the site is secured by gates and is reserved for trucks, both incoming and outgoing. Vehicular access for employees and retail clientele is provided on Upper Canada Street, while trucks can use the secured accesses on both Upper Canada Street (southwest corner) and Palladium drive (northeast corner). A total of 140 parking spaces for employees and retail clientele are proposed, in addition to van and trailer parking in the secured area at the rear of the site.

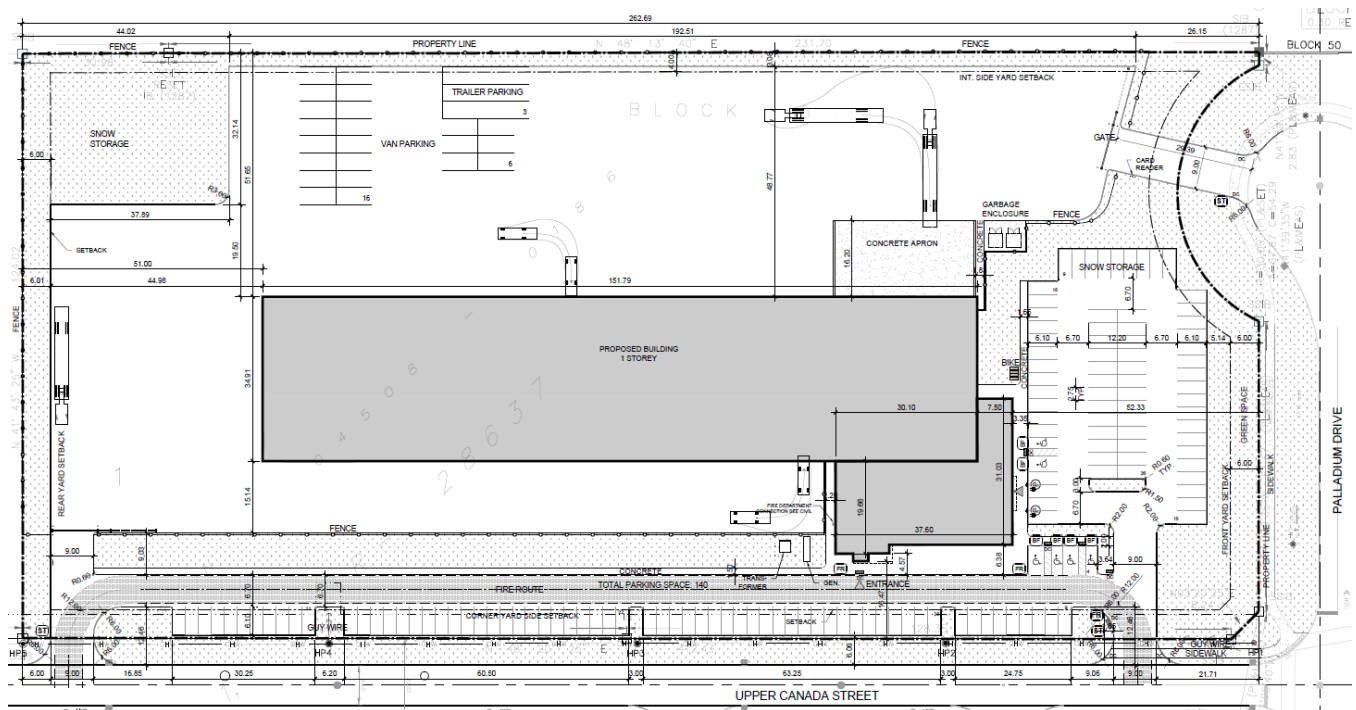


Figure 5: Site Plan.

The proposed warehouse and distribution facility has a total gross floor area of 5,767 square metres (62,075 square feet) and a building height of 7.5 metres. The main façade is set at the southeast corner of the building facing the intersection of Upper Canada Street and Palladium Drive, and is heavily landscaped, containing several trees and other plantings to ensure an attractive and inviting interface with the public realm. The rear portion of the site abutting agricultural lands is also heavily landscaped to act as a visual buffer between the business park and the adjacent lands to the north. The southeast corner of the building acts as the main building façade and contains the office and retail areas of the building. Employees access the building through a walkway and secure door facing Palladium Avenue, while retail clientele are to use the main doors at the corner along Upper Canada Street.

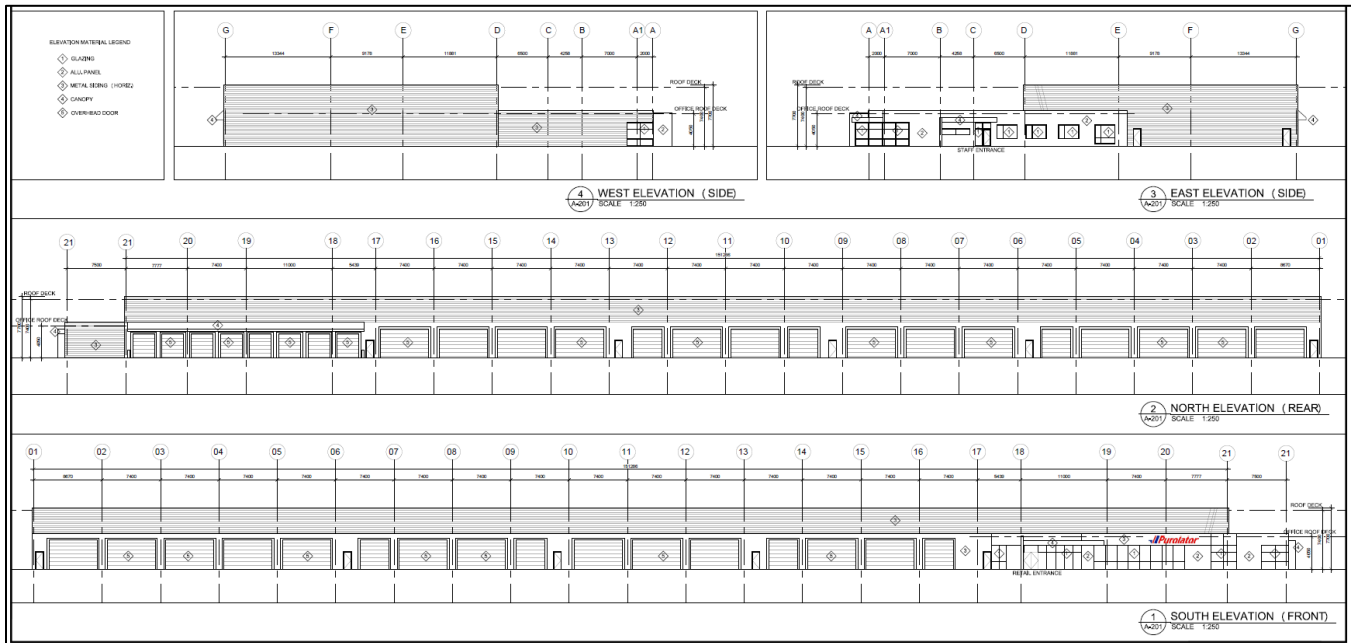


Figure 6: Elevations.

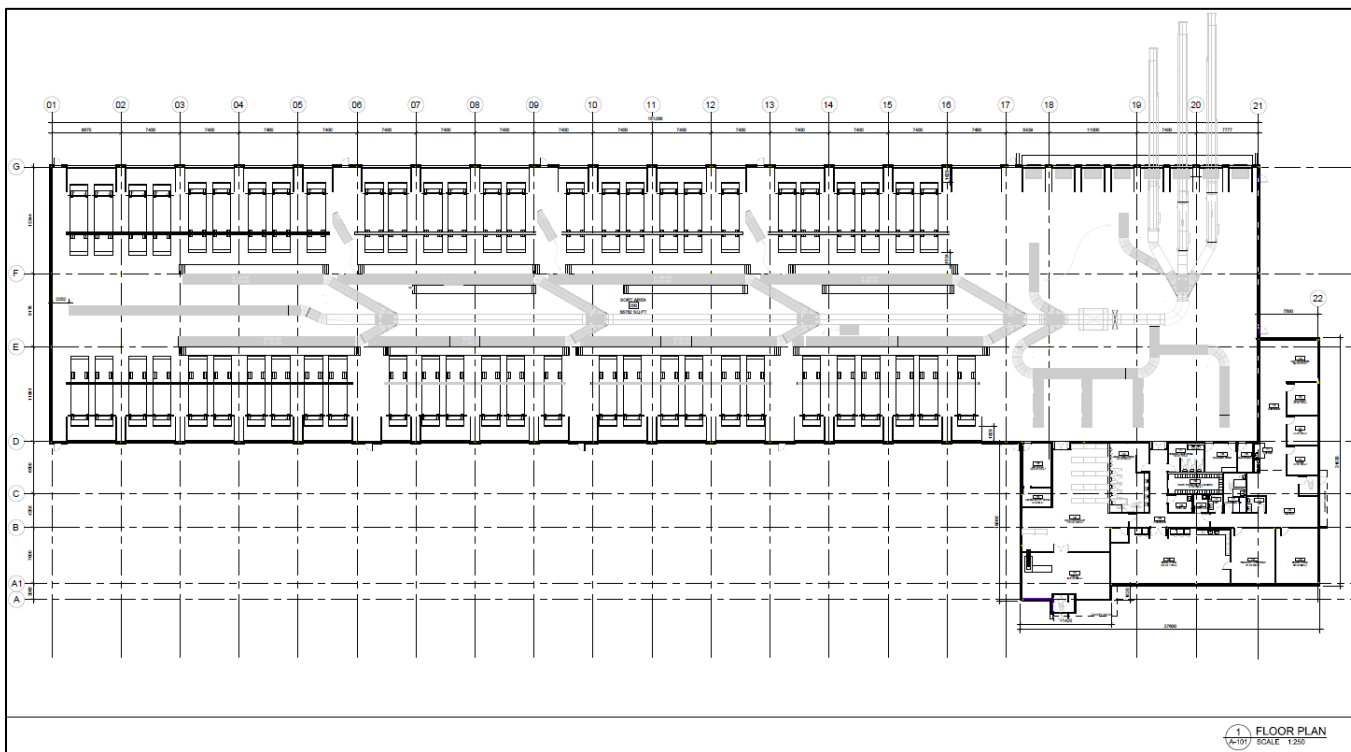


Figure 7: Floorplan.

3.2 Operations

The proposed development is intended to serve primarily a small package delivery facility with some “less than load” (LTL) heavy truck routes. Under the current plan, the facility will have approximately 50-55 courier routes and 3-4 line haul routes. Purolator estimates the number of employees for this facility to be 100, including seasonal staff for sorting. Purolator generally runs three (3) shifts per facility:

- / AM shift: unloads trailers and loads courier trucks;
- / Day shift: couriers are sent to make deliveries; and,
- / PM shift: pick up volume is sorted to send to hub terminals in Toronto and Montreal.

Typically, the facility will be in operation from 2am to 9pm, with the heaviest traffic times being between 8am-10am and 5pm-7pm.

The facility also includes a retail storefront which is expected to service between 60 to 80 customers per day, typically between the hours of 7:30am and 7pm. Employees and customers will use the surface parking lots at the east and south sides of the building, with safe access to the main entrance for customers and the employee entrance for staff.

Policy and Regulatory Context

4.1 City of Ottawa Official Plan

The City of Ottawa's Official Plan (OP) provides a vision and a policy framework to guide the future growth of the City of Ottawa. It is a legal document that addresses matters of provincial interest as defined by the Planning Act and the Provincial Policy Statement. Two major Official Plan Amendments, No. 150 and No. 180, both affect the subject lands and have recently been adopted and incorporated into the Official Plan document aside from select ongoing site-specific appeals. The applicable policies of the OP have been reviewed below.

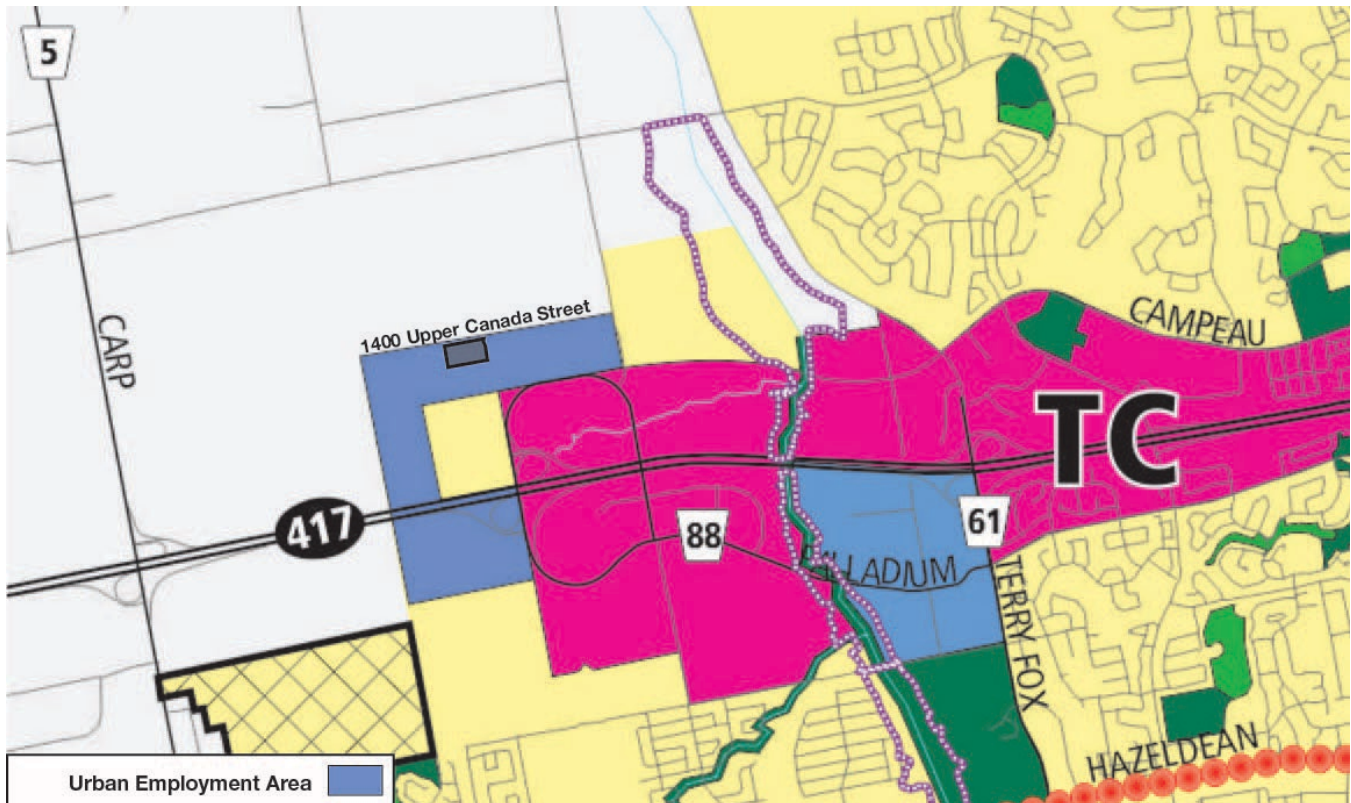


Figure 8: Schedule B - Urban Policy Area, City of Ottawa Official Plan.

The subject site is designated "Urban Employment Area" on Schedule B: Urban Policy Plan of the City of Ottawa Official Plan. The site is to the northwest of the Kanata West Mixed-Use Centre designation.

4.1.1 Urban Employment Area Designation (Section 3.6.5)

The policies of the Urban Employment Area designation generally support land uses that provide job-generating opportunities, such as offices, manufacturing, warehousing and distribution. These areas are characterized by large parcel sizes, reflective of user needs for storage, parking and building floorplate, and they are usually well situated with respect to major roads. Urban Employment Areas generally enable three land use scenarios:

- / Noxious industrial uses that require a buffer from other uses;
- / Non-noxious uses that are incompatible with other uses due to noise and functional impacts; and
- / Prestigious uses (office/clean industry) which intend to locate among similar uses.

The proposal reflects the second typology as a warehouse and distribution facility. The proposed use is well suited for a business park, located away from residential areas to minimize impacts related to noise and functional impacts associated with truck entering, exiting and circulating on site.

4.1.2 City-Wide Employment Area Policies (Section 2.2.3)

Section 2.2.3 of the OP discusses general policies for employment areas within the City of Ottawa. Overall, the OP supports economic growth and diversity through upholding the purpose of employment area designations. Policy 1 directs that,

“Notwithstanding Schedule B of this Plan where lands are designated Prestige Business Park or Business Park in a Secondary Plan, the Urban Employment Area designation shall correspond to the more detailed land use schedule in the Secondary Plan.”

The subject site is within the Kanata West Concept Plan and the implementing Kanata West Secondary Plan. Accordingly, these policies are reviewed in the following section of this report.

Development applications in the City of Ottawa will be evaluated according to the criteria of Section 2.5.1 – Designing Ottawa and Section 4.11 – Urban Design and Compatibility. The design has been discussed as it relates to these sections below.

4.1.3 Compatibility (Section 2.5.1)

Section 2.5.1 provides guidance on how to appropriately incorporate compatible development into new building projects. Compatible development is defined in the Official Plan as development that is not necessarily the same as or similar to existing buildings, but that enhances and coexists with existing development without undue adverse impacts. It ‘fits well’ within its physical context and ‘works well’ among those functions that surround it. The Official Plan emphasizes that the above objectives are achievable without designing a development to be the same as existing developments.

Within this section, various Design Objectives are outlined to guide development, of which the following principles are considered most applicable to the proposed development:

To define quality public and private spaces through development	The proposed development includes street-fronting pedestrian access. Parking spaces are located to the east and south of the building, adjacent to the streets, to minimize impacts from the trucking activities, located at the rear of the building, on the public realm.
To create places that are safe, accessible and are easy to get to, and move through	As the sidewalk on Upper Canada Street is planned for the south side, a new sidewalk is to be constructed on the north side for a distance that connects to the on-site pedestrian network. The walkways are clearly marked and provide direct access to the retail and employee entrances at the front of the building from the parking areas.
To ensure that new development respects the character of existing areas	The proposed warehouse and distribution facility respects the character of the existing area which includes another similar facility, a hotel, light-industrial uses and retail uses and their associated surface parking area.
To consider adaptability and diversity by creating places that can adapt and evolve	The proposed development considers opportunities for future expansion and intensification of the land use to continue to develop out the Kanata West Business Park.



Compatibility is achieved through a design that appropriately addresses impacts generated by infill or intensification. Section 4.11 of the Official Plan provides criteria that can be used to objectively evaluate the compatibility of infill or intensification. The proposed development meets the compatibility objectives established in Section 4.11 in the following ways:

1400 Upper Canada Street (Purolator)
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Parking Requirements	A total of 140 parking spaces have been provided on-site, consistent with the By-law requirements. The demand for vehicle parking can be supported on-site without a risk for overflow.
Outdoor Amenity Areas	The proposed development is not near residential development, nor is it near lands that are intended for residential uses. Therefore, no outdoor amenity areas are affected.
Loading Areas, Service Areas, and Outdoor Storage	<p>As the proposed use consists of a warehouse and distribution facility, loading is a core part of the business and daily operations. Large vehicles (semi-tractor trailers) will use the ramp located at the rear of the building, while delivery vehicles will use the smaller bays located around the front and back of the sorting facility. These loading spaces are screened from view or located at the rear of the building and are integrated into the proposed building design.</p> <p>No outdoor storage is proposed, though the rear yard does contain larger parking spaces for semi-tractor trailer and other large vehicles.</p>
Lighting	Lighting has been designed and will be installed to provide a safe and secure environment while meeting the City's requirements and ensuring no undue adverse impacts on adjacent properties.
Noise and Air Quality	The proposed development is located in the Business Park Industrial Zone, which is intended to accommodate light industrial and other low-impact uses. The proposed warehouse and distribution facility is not anticipated to generate any undue adverse impacts related to noise or air quality that are dissimilar to or incompatible with existing and potential land uses in the Kanata West Business Park.
Sunlight	There are no shadow impacts anticipated as a result of the low-rise development.
Microclimate	No microclimate impacts are anticipated as a result of the proposed development.
Supporting Neighbourhood Services	The proposed development is in proximity to a range of existing community amenities and services and will be adequately supported by them. Further, employees from the proposed development may choose to support the surrounding uses within the Kanata West Retail Centre and the Tanger Outlet Mall.

The proposed development will not generate undue adverse impact on the neighbouring properties and fulfills the compatibility objectives and principles outlined in section 2.5.1 and the compatibility criteria of Section 4.11.

4.2 Kanata West Concept Plan

The Kanata West Concept Plan is discussed in City policy through two (2) separate but related documents. The Kanata West Secondary Plan, located in Volume 2a of the OP, is the statutory implementation of the Concept Plan. Its key directive is to manage maximum building heights within the Secondary Plan Area. Schedule A of the Secondary Plan situates the subject site in Area D; therefore, not providing any specific building heights and directing the reader to the land use designation policies of Volume 1 of the Official Plan (discussed above).

The Kanata West Concept Plan is also discussed as a Site-Specific Policy. Although this document does not enact any binding influence on development in the study area, it provides guidelines for future development. As per the figure below, the subject site is located within the "Prestige Business Park" designation of the Concept Plan.

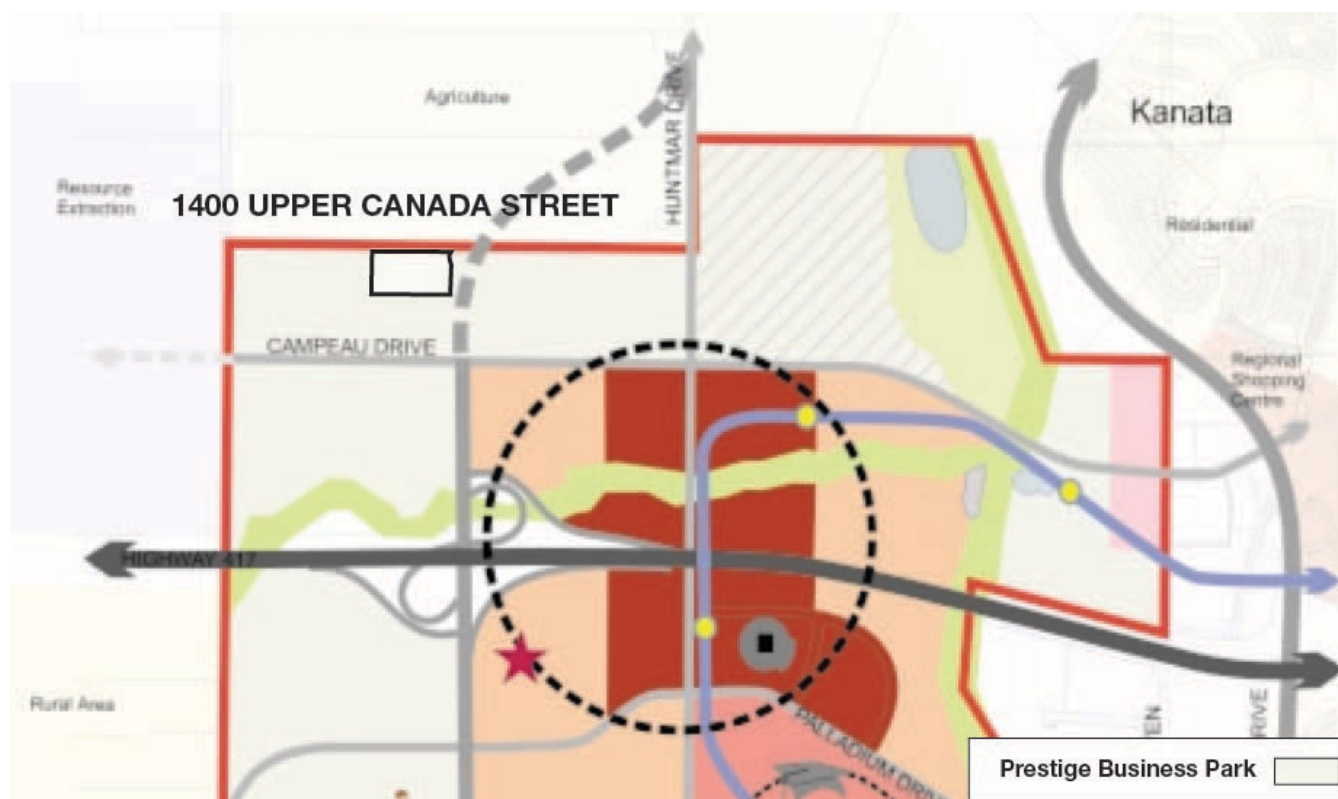


Figure 10: Kanata West Concept Plan.

The intent of this designation is to encourage the development of high quality, traditional campus-style environments for Ottawa's high technology sector. More specifically, desired uses within this designation include research and development facilities, high tech offices, laboratories, and training centres. Supportive uses such as banks, day cares, convenience stores, and personal service business uses are also envisioned for lands within this designation. From a design perspective, ground-oriented, four-storey masses on landscaped lots are intended for this area.

The proposed Purolator warehouse and distribution facility is consistent with the overall direction of the Kanata West Concept Plan. The proposed use will include a large amount of trucking traffic that is not compatible with sensitive areas (residential, institutional, etc.) and is better suited for a large business park adjacent to a major highway. The proposed building form and land use conform to the Prestige Business Park designation of the Concept Plan, and do not impose any adverse impacts on other adjacent uses within the business park.

The area-wide urban design principles are outlined in Section 4.1.3 of the Concept Plan and the zone-specific design guidelines for the Prestige Business Park are outlined in Section 4.1.4(5). The guidelines recommend that buildings locate along the road edge and define corners. It also recommends that parking be situated behind buildings, and for trees to line the street frontage.

The proposed building is located close to the street edge and has a strong façade and signage at the front and east corner to integrate with the public realm. The majority of the parking spaces are located between the front wall and the street in order to reserve the rear of the building for trucking activities. Per the landscape plan, trees and greenery are proposed along the frontages and within the parking areas to break up the surface parking area, and to screen the view of the parking area from the surrounding streets. The site layout generally corresponds with the desire for surface parking areas to be located

away from the street, and ensures the trucking area is at the rear of the building to minimize impacts (noise, lighting, odors, etc.) from trucking activities on the public realm.

4.3 Urban Design Guidelines for Greenfield Neighbourhoods

The Urban Design Guidelines for Greenfield Neighbourhoods were approved by City Council on September 26, 2007. The goal of the Design Guidelines is to help fulfill some of the design strategies as outlined in the Official Plan, mainly in Section 2.5.1 and Section 4.11. A 'greenfield neighbourhood' in the context of these design guidelines refers to a large area of land within the Urban Area that has not been developed previously, or that has the potential to be extensively redeveloped. While recognizing that the guidelines do not apply to all contexts, the guidelines are intended to provide a framework for the development of greenfield neighbourhoods.

Two key guidelines for development non-residential buildings are the following:

- / **Guideline 47:** Locate community buildings and other non-residential buildings close to the street edge, with their primary face oriented to the street, and the front door directly accessible from the public sidewalk. Vary setbacks and projections, to provide visual interest along the streetscape.

The building has been designed with an attractive and inviting façade at the main entrance and is set close to the street edge. The main entrance is accessible from the public sidewalk and the internal walkway network.

- / **Guideline 48:** Locate on-site surface parking areas to the side or rear and not between the public right-of-way and the front of the building. Landscape these parking areas to screen views of cars while maintaining view for natural surveillance.

In order to preserve the rear of the building for trucking activities, parking is located at the front and corner sides of the property. The rear of the building is reserved for trucking within the secure distribution area, which is more likely to impose adverse impacts on the public realm (noise, lighting, odors, etc.). By locating the majority of the parking to the front and side, keeping the trucking area at the rear, and screening the parking areas between the building and the street, the proposed site layout meets the above guidelines.

4.4 Building Better and Smarter Suburbs Initiative

On March 10, 2015, the City of Ottawa's Planning Committee approved the "Building Better and Smarter Suburbs: Strategic Directions and Action Plan". The report assesses the challenge of supporting land efficiency and functionality in new subdivisions, while at the same time improving urban design and long-term cost effectiveness. Building Better and Smarter Suburbs is now in its implementation phase.

Although this application is not for a plan of subdivision, it is a 'greenfield' development and can therefore draw from the four principles at the core of this report:

1. Land Efficient and Integrated

The size of the property is appropriate for the scale of the development. The entirety of the property is engaged in supporting the desired use without additional vacant land which could otherwise increase separation between future developments in an undesirable manner.

2. Easy to Walk, Bike, Bus or Drive

As noted in this Planning Rationale, the property is well-supported by dedicated cycling infrastructure and sidewalks. Transit access is within a reasonable distance. Vehicle access (employees and

customers) is provided at the front of the building, without undue adverse impacts on the adjacent uses. Large vehicles may also use the side entrance from Palladium Drive, as the main truck area is located at the rear of the building.

3. Well Designed

The building and overall site have been designed appropriately in relation to the guidelines set out in Section 2.5.1 and 4.11 of the Official Plan, in Section 4.0 of the Kanata West Concept Plan, and in the Greenfield Urban Design Guidelines.

4. Financially Sustainable

The proposed office building contributes to the stated goals of the prestige business park by providing a strong employment use that positively reflects Ottawa's character as one of Canada's high technology hubs.

4.5 City of Ottawa Comprehensive Zoning By-law (2008-250)

The property is currently zoned "Business Park Industrial, Subzone 13 (IP13)" in the City of Ottawa Zoning By-law 2008-250. The purpose of the IP zone is to:

1. Accommodate mixed office, office-type uses and low impact, light industrial uses in a business park setting, in accordance with the Enterprise Area designations of the Official Plan or, the Employment Area or the General Urban Area designation where applicable;
2. Allow in certain Enterprise or General Urban Areas, a variety of complementary uses such as recreational, health and fitness uses and service commercial (e.g. convenience store, personal service business, restaurant, automobile service station and gas bar), occupying small sites as individual occupancies or in groupings as part of a small plaza, to serve the employees of the Enterprise, Employment or General Urban Area, the general public in the immediate vicinity, and passing traffic;
3. Prohibit retail uses in areas designated as Enterprise Area but allow limited sample and showroom space that is secondary and subordinate to the primary use of buildings for the manufacturing or warehousing of the product;
4. Prohibit uses which are likely to generate noise, fumes, odours, or other similar obnoxious impacts, or are hazardous; and
5. Provide development standards that would ensure compatibility between uses and would minimize the negative impact of the uses on adjacent non-industrial areas.

The proposed development complies with the intended purpose of the IP zone by providing an appropriate use that does not cause significant noxious or incompatible impacts on nearby areas.



Figure 11: City of Ottawa Zoning By-law.

Permitted uses within the IP zone include automobile dealerships and rental establishments, day cares, drive-through facilities, hotels, light industrial uses, medical facilities, offices, service and repair shops, small batch breweries, warehouses and others.

Subzone 13 of the IP zone applies to the entire Kanata West Business Park and establishes a range of additional permitted uses and places limitations on the gross floor area of specific uses.

The proposed development is evaluated against the requirements of the IP13 zone in the table below:

Zoning Mechanism	Required/Permitted	Provided	By-law Compliance
Lot Area (min)	750 m ²	31,970 m ²	Yes
Lot Width (min)	No minimum	N/A	Yes
Building Height (max)	22 metres	7.5 metres	Yes
Lot Coverage (max)	55%	19.1%	Yes
Front Yard (min)	6 metres	52.33 metres	Yes
Corner Side Yard (min)	6 metres	16.47 metres	
Interior Side Yard (min)	4 metres	51.65 metres	Yes
Rear Yard Setback (min)	6 metres	51 metres	Yes

Zoning Mechanism	Required/Permitted	Provided	By-law Compliance
Floor Space Index (max)	2	0.18	Yes
Landscape Buffer (min)	No minimum (does not abut residential or institutional zone) 3 metres abutting a street	3 metres	Yes
Parking Office (2.4 spaces / 100m² GFA) Industrial Use (0.8 spaces / 100m² GFA)	56 parking spaces	140 spaces	Yes
Parking Space Dimensions	Regular spaces Width: 2.6m-2.75m Length: 5.2m or more	2.75 x 6.1 metres	Yes
Bicycle Parking (1 space/250m² GFA)	3	4	Yes
Loading Spaces	2	2	Yes
Loading Space Dimensions (Min)	Width 3.5 metres Length: 7 metres	3.7 x 16.2 metres	Yes
Parking Lot Aisle Requirements	6.7m for double traffic lane	6.7 metres	Yes

5.0 Summary of Technical Studies

5.1 Geotechnical Investigation

A Geotechnical Investigation has been completed by Paterson Group. The objectives of the report are to determine the subsoil and groundwater conditions at the site and provide recommendations for the design of the proposed development, including construction considerations which may affect the design. The report provides recommendations for a material testing and observation program by the geotechnical consultant, such as a review of the grading plan and observation of all subgrades prior to backfilling.

5.2 Transportation Impact Assessment – Stage 4 (Strategy Report)

A Transportation Impact Assessment has been completed by Parsons. As per the City's TIA guidelines, the assessment is broken down into stages with Stage 4 (Strategy Report) being required prior to submission. The report includes a review of the proposed development, the existing and background conditions, as well as the projected conditions including the proposed development. The report concludes that the truck turning templates indicated there are no issues regarding truck movements throughout the site, and that all study intersections through 2031 are projected to operate at LOS 'C' or better during morning and afternoon weekday peak hour periods. Based on the above, the proposed development can be accommodated by the adjacent transportation network and is recommended to proceed from a transportation perspective.

5.3 Phase I Environmental Site Assessment

A Phase I ESA Update was completed by Pinchin Ltd., building on the original Pinchin report from 2018. The purpose of the Phase I ESA Update is to assess the potential presence of environmental impacts at the Phase I property due to activities at and near the property that have occurred since the completion of the original report. The report concludes that no potentially contaminating activities (PCAs) were identified at or near the study area, and therefore, the property is suitable for the proposed development.

5.4 Design Brief

IBI Group was retained to prepare engineering plans, specifications, and documents to support the development of the subject lands in accordance with the policies set out by the Planning and Development Branch of the City of Ottawa. A Design Brief was prepared in support of the overall Site Plan Application for the development. The report presents a detailed servicing scheme including sections on water supply, wastewater management, minor and major stormwater management, and erosion and sediment control to support development of the property as proposed.

Conclusion

The proposed Site Plan conforms to the policy direction of the Official Plan and the design direction of the Kanata West Concept Plan and complies with the application Zoning By-law regulations. In our opinion, the proposed development represents good planning and is in the public interest.



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