

1400 Upper Canada Street, Ottawa

Planning Rationale
Zoning By-law Amendment
June 9, 2023

FOTENN

Prepared for Purolator Inc.

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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 Zoning By-law Amendment 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.

The site is currently the subject of a concurrent Site Plan Control application (D07-12-20-0125) on the lands. The initial application, submitted in 2020 and recently reactivated, seeks to develop the subject property with the warehouse and distribution facility. Following changes in programming and usage of the new warehouse, a space to allow for maintenance and service of heavy vehicle is proposed resulting in the proposed Zoning By-law Amendment. The intent of the Zoning By-law Amendment application is to permit "Heavy Equipment and Vehicle Sales, Rental and Servicing" as a permitted use within the "Business Park Industrial, Subzone 13 (IP13)" zone, which does not currently permit the use.

Site Context and Surrounding Area

2.1 Subject Site

The subject site is municipally known as 1400 Upper Canada Street and is 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 31,970 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 is the newly-developed, five (5) storey Kinaxis office building which fronts onto Campeau Drive and features a surface parking lot along Upper Canada Street. Further south is the Kanata West Centre which is partially developed with a McDonald's, Cabella's, Structube, Princess Auto, and Tim Hortons. Other lands in the business park 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.

Purolator is proposing to develop a one (1) storey warehouse and distribution facility with a two (2) storey office component and a dedicated garage area to service delivery vehicles on the subject site. The proposed building is located at the centre of the site with loading and truck parking areas to the north, employee parking to the south along Upper Canada Street, and visitor parking along the eastern boundary of the site, fronting onto Palladium Drive. The northern portion of the site is secured by gates and is reserved for trucks, both incoming and outgoing, as well as those arriving to be serviced in the garage facility. The access to the site for delivery and commercial vehicles is provided via Palladium Drive from the north-eastern corner of the site as well as the south-western corner of the site via Upper Canada Street. Vehicular access for employees is provided from Upper Canada Street while access for retail clientele is provided via Palladium Drive. A total of 161 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.

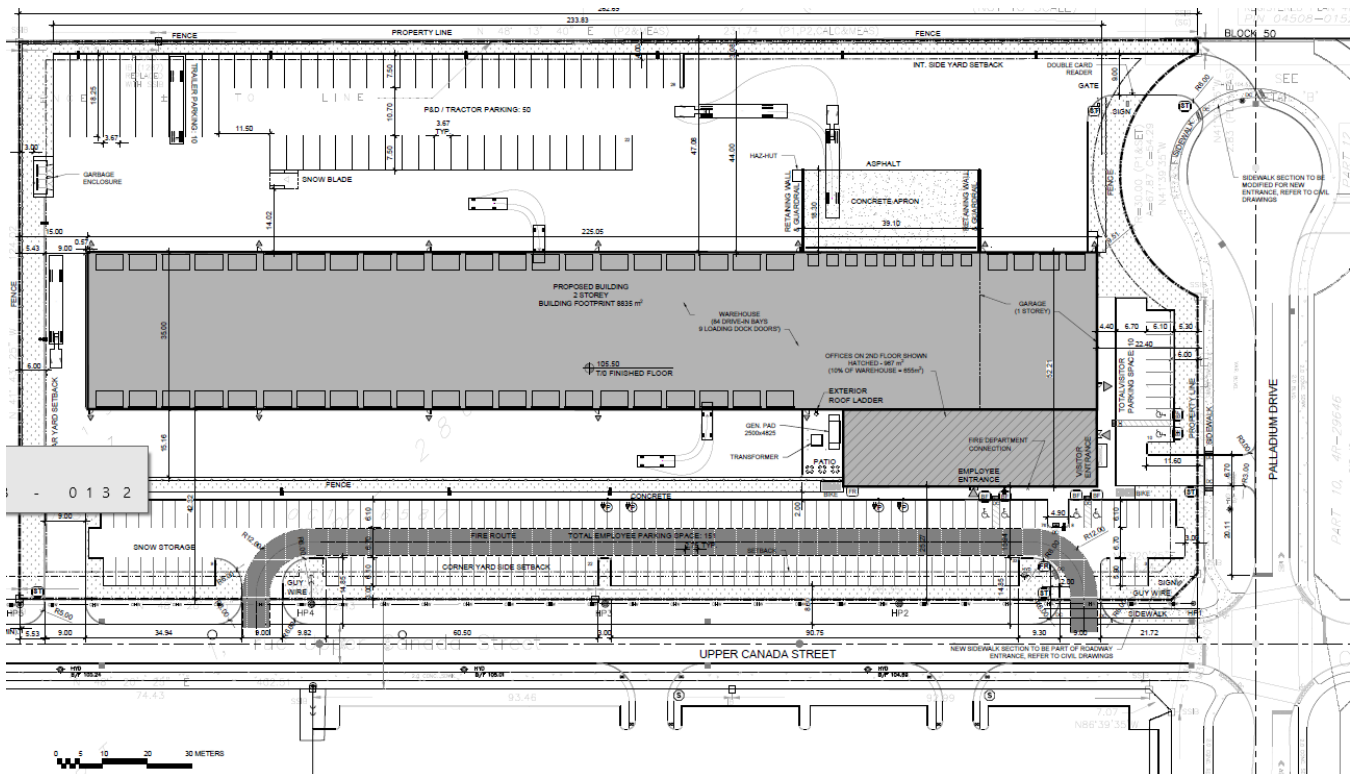


Figure 2: Site Plan.

The proposed warehouse and distribution facility has a total gross floor area of 8,505 square metres (91,550 square feet) and a building height of 7 metres for the warehouse and 9 metres for the office portion of the building. The main facade is oriented towards the intersection of Upper Canada Street and Palladium Drive with landscaping features lining the street frontages, 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 Upper Canada Street, while retail clientele are to use the main doors at the corner along Palladium Drive.

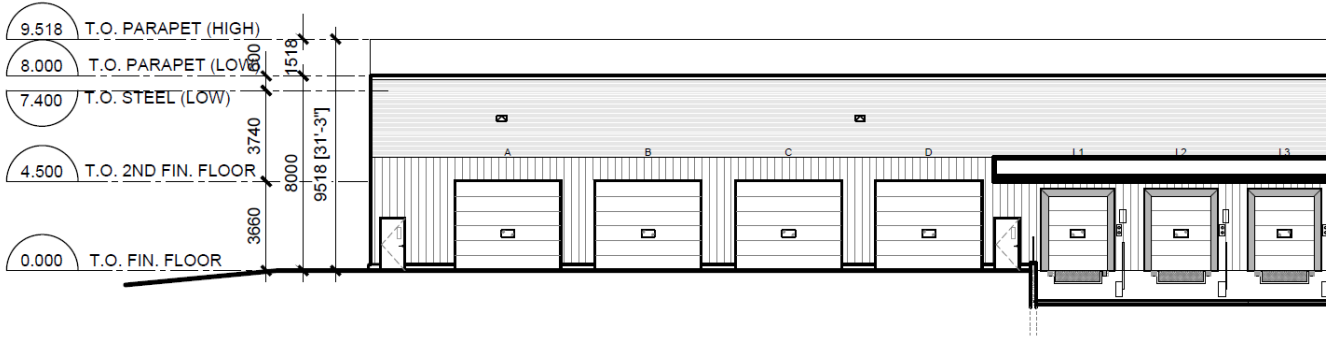


Figure 3: North elevation of the proposed servicing garage bay access doors.

As part of this application, the site plan has been modified to include a vehicular servicing garage to facilitate the servicing of delivery trucks as well as tractor trailers. The maintenance engaged in on the site will consist of small-scale regular vehicle maintenance, including oil changes, wiper blade replacements, and tire changes. Full vehicle overhauls will not be completed at this facility, rather, they would be done at a different purpose-built facility.

The proposed garage is located on the east end of the proposed building, with garage door accesses on the north facade. All work would occur within the building.

4.0 Policy and Regulatory Context

4.1 Provincial Policy Statement (2020)

The Provincial Planning Statement (PPS), which came into effect on May 1, 2020, is a policy document issued under the Planning Act which provides direction on matters of provincial interest related to land use planning and development. All municipal development policies, documents and decisions must be consistent with the PPS, read as a whole. The PPS recognizes that “land use must be carefully managed to accommodate appropriate development to meet the full range of current and future needs, while achieving efficient development patterns”.

The PPS states that Ontario's long-term prosperity, environmental health and social well-being depend on wisely managing change and promoting efficient land use and development patterns. Further, the PPS identifies the importance of rural areas for the economic success of the province and notes that it is important to “to leverage rural assets and amenities and protect the environment as a foundation for a sustainable economy”. The following policies relate specifically to the proposed development on the subject site.

- 1.1.1 Healthy, liveable and safe communities are sustained by:
- a) promoting efficient development and land use patterns which sustain the financial well-being of the province and municipalities over the long term;
 - b) accommodating employment to meet long-term need;
 - c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;
 - d) avoiding development and land uses patterns that would prevent efficient expansion of *settlement areas* in those areas which are adjacent or close to *settlement areas*;
 - e) promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;
 - g) ensuring that necessary *infrastructure and public service facilities* are or will be available to meet current and projected needs;
 - h) promoting development and land use patterns that conserve biodiversity;
 - i) preparing for the regional and local impacts of a changing climate.
- 1.1.2 Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years, informed by provincial guidelines.
- 1.1.3 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:
- a) efficiently use land and resources;
 - b) 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;
 - c) minimize negative impacts to air quality and climate change, and promote energy efficiency;
 - d) prepare for the impacts of a changing climate; and,
 - g) are freight-supportive.
- 1.3.1 Planning authorities shall promote economic development and competitiveness by:
- a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;
 - b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
 - c) facilitating the conditions for economic investment by identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment; and,

e) ensuring the necessary infrastructure is provided to support current and projected needs.

1.3.2 Planning authorities shall plan for, protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs.

1.3.2.6 Planning authorities shall protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations.

The proposed development seeks to integrate a use within the facilities of the distribution centre proposed through this application and concurrent Site Plan Control application, which is representative of an efficient, freight-supportive development, aligned with the priorities of the Provincial Policy Statement (2020). The subject site is located within an employment area and the proposed use is appropriate for the area. The proposed warehouse development on the subject site is consistent with the relevant policies of the Provincial Policy Statement.

4.2 City of Ottawa Official Plan (2022)

The Official Plan provides guidance for development across the Ottawa region, outlining how planning over the next 25 years will accommodate the projected population and employment growth. The Official Plan highlights a strategic approach to economic development across the region with the goal of concentrating development through land use policies, in hopes of attracting a diversified and skilled workforce. The fifth ‘Big Policy Move’ of the Official Plan sets a framework for economic development across the City, focusing on the geographic distribution of employment opportunities to provide greater location-based job choices to residents, and strategically siting specific industries and functions to promote the efficient movement of goods and services to the Ottawa Region and beyond.

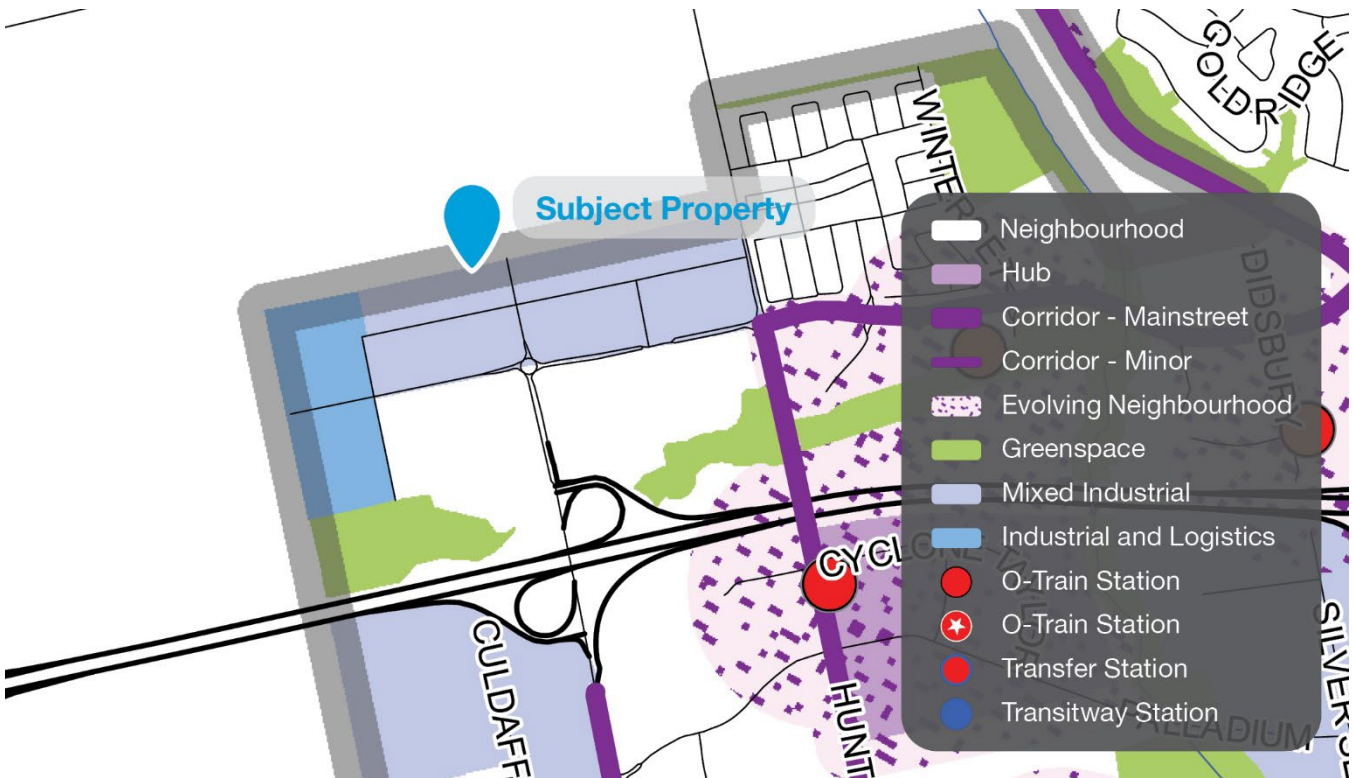


Figure 4: Schedule B5 – Suburban (West) Transect, City of Ottawa Official Plan.

The subject site is located within the Suburban Transect and is designated as Mixed Industrial (Figure 4) in the City of Ottawa Official Plan. The Suburban Transect represents the areas outside of the Greenbelt and within the urban boundary. The areas in the Suburban Transect are characterized by the separation of land uses, stand-alone buildings, generous setbacks, and low-rise building forms.

4.2.1 Mixed Industrial

The Mixed Industrial designation permits a range of low-impact light-industrial and commercial uses, including small-scale office and industrial as well as non-residential sensitive uses such as places of worship and recreation facilities. The use and typologies permitted under this designation provide for transitional non-residential uses between heavy-industrial and neighbourhood areas.

Policy 6.5.1(2) outlines the permitted uses within the Mixed Industrial designation, which includes:

- / Low-impact light industrial uses including light manufacturing, warehousing, distribution and storage;
- / Automotive sales and service, heavy equipment sales and service;
- / Trades and contractors such as carpenters, plumbers, electricians and heating ventilation and air conditioning; and,
- / Small-scale office that is typically less than 10,000 square metres.

The subject site is located in the Suburban Transect and designated Mixed Industrial in the City of Ottawa Official Plan. The Transect and designation policies provide the opportunity to develop a range of light-industrial and commercial uses within the existing suburban context, growing the economic base surrounding the three main neighbourhoods outside of the Greenbelt. The policies of the Official Plan permit the proposed heavy vehicle service use on the subject site. The proposed land use conforms to the policies of the Official Plan.

4.3 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 IP zone is intended to accommodate mixed office, office-type uses and low impact, light industrial uses in a business park setting. The zone is also intended to prohibit uses which are likely to generate noise, fumes, odours, or other similar obnoxious impacts, or are hazardous and 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.

Permitted uses within the IP13 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 applicable 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

Zoning Mechanism	Required/Permitted	Provided	By-law Compliance
Building Height (max)	22 metres	9 metres	Yes
Lot Coverage (max)	55%	28%	Yes
Front Yard (min)	6 metres	9.51 metres	Yes
Corner Side Yard (min)	6 metres	25.27 metres	
Interior Side Yard (min)	4 metres	47.08 metres	Yes
Rear Yard Setback (min)	6 metres	15.00 metres	Yes
Floor Space Index (max)	2	0.31	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 / 100m ² GFA) Retail (3.4 spaces / 100m ² GFA) Warehouse (0.8 spaces / 100m ² GFA for first 5,000m ² of GFA; 0.4 spaces / 100m ² GFA above 5,000m ²) Heavy Equipment and Vehicle Sales, Rental, and Servicing (0.75 spaces / 100m ²)	77 parking spaces	161 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/2000m² GFA 1 spaces/250m² GFA		12	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

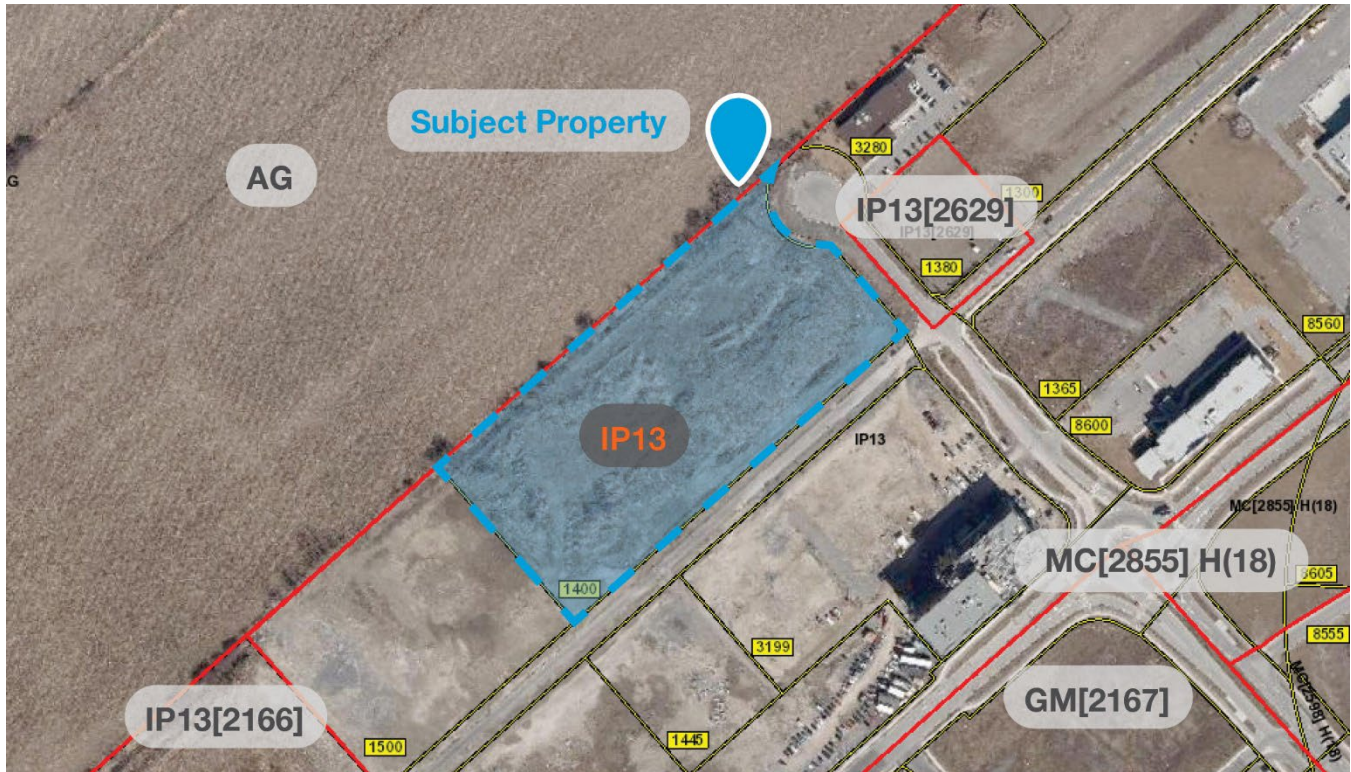


Figure 5: City of Ottawa Zoning By-law.

4.4 D-6 Compatibility Between Industrial Facilities

The D-6 Compatibility Between Industrial Facilities is a guideline prepared by the Province of Ontario that is intended to be applied in the land use planning process to prevent or minimize future land use problems due to the encroachment of sensitive land uses and industrial land uses on one another.

The objective of the guideline is to prevent or minimize the encroachment of sensitive land use upon industrial land use and vice versa. A sensitive land use includes 'school' as well as residences, senior citizen homes, and 'recreational uses which are deemed by the municipality or provincial agency to be sensitive', among others.

Guideline D-6 identifies three (3) classes of industrial facilities: Class I, II, and III, which are defined as follows:

- / **Class I Industrial Facility:** A place of business for a small scale, self contained plant or building which produces/stores a product which is contained in a package and has low probability of fugitive emissions. Outputs are infrequent, and could be point source or fugitive emissions for any of the following: noise, odour, dust and/or vibration. There are daytime operations only, with infrequent movement of products and/or heavy trucks and no outside storage.
- / **Class II Industrial Facility:** A place of business for medium scale processing and manufacturing with outdoor storage of wastes or materials (i.e. it has an open process) and/or there are periodic outputs of minor annoyance. There are occasional outputs of either point source or fugitive emissions for any of the following: noise, odour, dust and/or vibration, and low probability of fugitive emissions. Shift operations are permitted and there is frequent movement of products and/or heavy trucks during daytime hours.
- / **Class III Industrial Facility:** A place of business for large scale manufacturing or processing, characterized by: large physical size, outside storage of raw and finished products, large production volumes and continuous movement of products and employees during daily shift operations. It has frequent outputs of major annoyance and there is high probability of fugitive emissions.

According to Appendix A: D-6-1 Industrial Categorization Criteria, specific criteria are provided in order to evaluate and categorize specific industrial land uses based on any perceived negative externalities resulting from the outputs produced, the scale of the operation, the operational process, and the intensity of operations. The Mixed Industrial Designation of the City of Official Plan and Business Park Industrial Zone of the City of Ottawa Zoning By-law (2008-250) would best align with the 'Class I' industrial category. The criteria for this category are as follows:

- / Outputs:
 - Noise:
 - Sound does not audible off the property
 - Dust and/or Odour: Infrequent and not intense
- / Vibration:
 - No ground-borne vibration on plant property
- / Scale:
 - No outside storage
 - Small scale plant of scale is irrelevant in relation to all other criteria for this class
- / Process:
 - Self-contained plant or building which produces/stores a packaged product. Low probability of fugitive emissions.
- / Operation/Intensity:
 - Daytime operations only
 - Infrequent movements or products and/or heavy trucks

With regards to the proposed development, the Industrial Categorization Criteria established in D-6-1 of the guideline, would reasonably categorize this use as Class I. Although the use requires the frequent movement of vehicles on and off the site, the outputs and facility's processes are internalized and do not result in the creation of any noxious fumes, noises, or vibrations. Class I uses are required to provide a 75-metre buffer from any nearby sensitive land uses. As identified in Figure 5, the surrounding IP13 and similar zoning designations would not permit any land uses defined as 'sensitive' within 75 metres of the subject site.

In the case of the proposed Zoning By-law Amendment on the subject site, and the proposed heavy vehicle servicing use, the D-6 guidelines would be categorized as Class I based on the net impact of the use on the proposed development. As noted previously, the proposed use will not be bringing any additional or new types of vehicles onto the property, rather, the garage will be used to service the trucks and trailers that are used within the facility's scope of operations. Additionally, the operations are entirely internal to the structure, reducing any possible emissions or externalities.

In the case of the subject site and the proposed Zoning By-law Amendment, the D-6 guidelines' 75-metre buffer is maintained between the facility and any existing or planned sensitive land uses.

5.0 Zoning By-law Amendment

The proposed Zoning By-law Amendment is seeking to permit an additional use on the subject site to accommodate an ancillary heavy vehicle service and repair facility as part of the proposed distribution centre. The existing IP13 applicable to the site does not permit “heavy equipment and vehicle sales, rental, and servicing” use which would be required to operate the servicing garage facilities as proposed. As described above, the activities to be performed in the proposed garage space are of a low intensity which is compatible within the context of the business park and does not introduce impacts outside of those anticipated within the IP13 zone.

The garage space pictured in Figure 6 will be used to service both delivery vehicles and WB-20 trucks for minor repairs and regular, low-intensity maintenance. Major repairs or overhauls will not be completed at this location as Purolator has specific facilities outfitted to support extensive vehicle maintenance. Based on the type of trucks to be serviced, their classification by the Highway Traffic Act, and the corresponding definition from the City of Ottawa Zoning By-law, the vehicles are considered ‘heavy vehicles’ and thus, can not be serviced under the permitted “service and repair shop” use, therefore requiring a Zoning By-law Amendment to add the specific use.

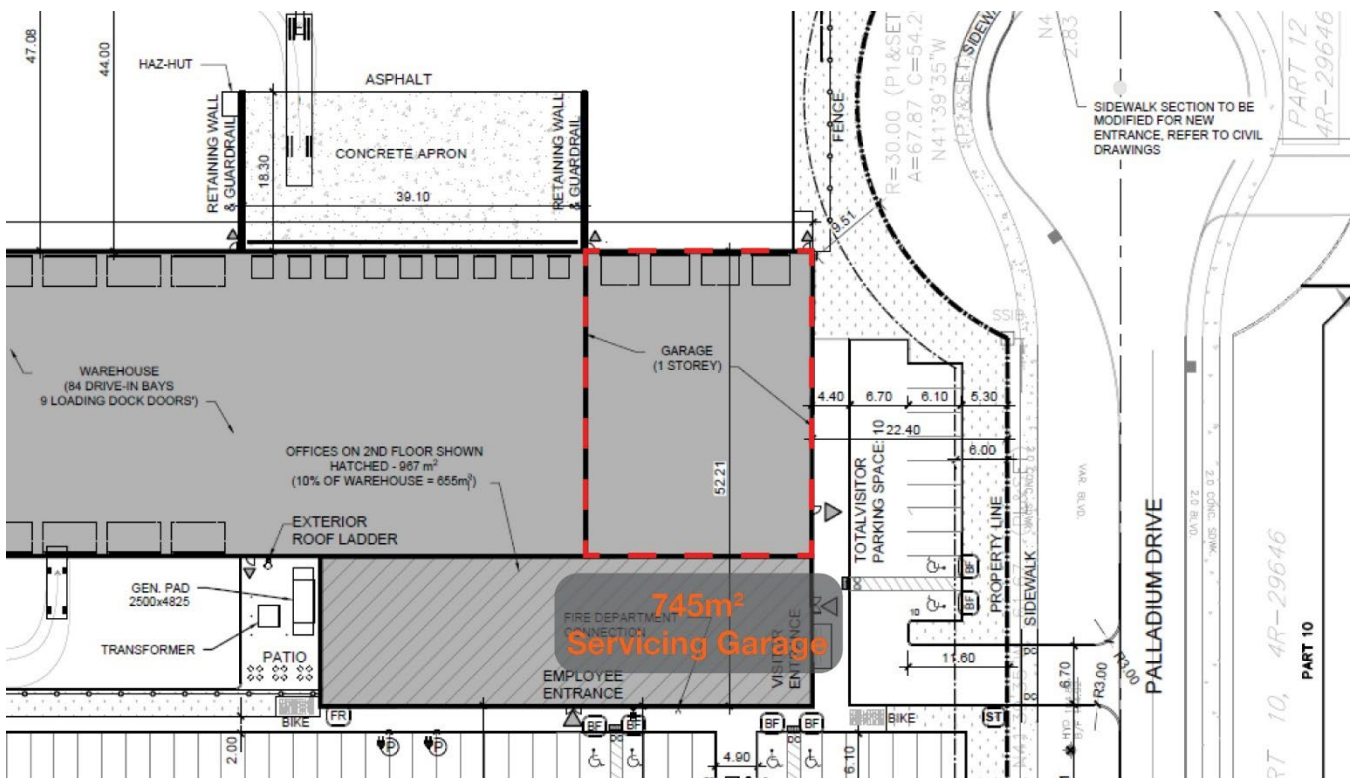


Figure 6: Graphic depicting the garage facility (in red) which is proposed to service heavy vehicles, per the City of Ottawa Zoning By-law definition.

The proposed use is compatible within the proposed distribution centre development and the surrounding context of the greater employment area as the use is ancillary to the primary function of the site and the net impacts resulting from the use are mitigated through the specific operational limitations. The servicing for heavy vehicles will be an ancillary function of the Purolator facility on the site as the garage will only be used to provide minor, low-intensity maintenance to its vehicles which are already using the facility. As a result, the servicing garage will not increase the total volume of vehicles accessing the site, nor will it be used to service vehicles not already in use by the distribution operation. The proposed use and its anticipated operation within the context of the Purolator facility seeks only to compliment the operations of the permitted distribution centre use without generating new impacts or traffic outside of what is anticipated in the Mixed Industrial designation or IP13 zone.

As identified in the Zoning By-law, the IP zone is intended to prohibit uses which are likely to generate or emit fumes, noises, odours, or other obnoxious or hazardous impacts. The potential impacts on surrounding uses resulting from the proposed use are mitigated through operation limitations and the intensity of servicing proposed. The garage facility is located entirely internal to the structure, reducing any potential impacts, such as noise, fumes, or odours, from affecting adjacent uses beyond that of the permitted uses in the IP zone. Additionally, as mentioned previously, the servicing facility is proposed to compliment the distribution operation through providing low-intensity maintenance to vehicles already using the site.

Overall, the operational capacity of the proposed heavy vehicle servicing garage is representative of the uses anticipated within both the Mixed Industrial designation of the Official Plan as well as the Business Park Industrial zone, as an ancillary use to the distribution centre proposed through the concurrent Site Plan Control application on the site. The proposed use is also not anticipated to result in any negative impacts on surrounding land uses.

5.1 Proposed Zoning By-law Amendment

I – Exception Number	II – Applicable Zones	III – Additional Land Uses Permitted	IV – Land Uses Prohibited	V - Provisions
XXXX	IP13[XXXX]	Heavy Equipment and Vehicle Sales, Rental, and Servicing	None	None

Conclusion

The proposed Zoning By-law Amendment is consistent with the Provincial Policy Statement, conforms to the City of Ottawa Official Plan, and meets the intent of the City of Ottawa's Zoning By-law (2008-250). In our opinion, the proposed development represents good planning and is in the public interest.

Please do not hesitate to contact the undersigned should have any questions or require additional information. Please advise us in writing of the timelines for the technical circulation of the application materials at your earliest convenience.



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