

Subject: Zoning By-Law Amendment – 780 Baseline Road

File Number: ACS2024-PRE-PS-0041

Report to Planning and Housing Committee on 31 January 2024

and Council 7 February 2024

**Submitted on January 25, 2024 by Derrick Moodie, Director, Planning Services,
Planning, Real Estate and Economic Development**

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Ward: Knoxdale-Merivale (9)

Objet: Modification du Règlement de zonage – 780, chemin Baseline

Dossier: ACS2024-PRE-PS-0041

Rapport au Comité de la planification et du logement

le 31 janvier 2024

et au Conseil le 7 février 2024

**Soumis le 25 janvier 2024 par Derrick Moodie, Directeur, Services de la
planification, Direction générale de la planification, des biens immobiliers et du
développement économique**

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REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 780 Baseline Road, as shown as Area A in Document 1, to rezone from GM to GM [XXXX] SYYY to permit the development of two mixed-use residential high-rise towers, as detailed in Document 2 and Document 3.
2. That Planning and Housing Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to *the Planning Act* 'Explanation Requirements' at the City Council Meeting of February 7, 2024," subject to submissions received between the publication of this report and the time of Council's decision.

RECOMMANDATIONS DU RAPPORT

1. Que le Comité de la planification et du logement recommande au Conseil municipal d'approuver une modification à apporter au *Règlement de zonage* (n° 2008-250) pour le 780, chemin Baseline, ce qui correspond au secteur A dans la pièce 1, afin de rezoner le lieu pour passer de la zone GM à la zone GM [XXXX] SYYY pour autoriser l'aménagement de deux tours d'habitation polyvalentes de grande hauteur, selon les modalités précisées dans les pièces 2 et 3.
2. Que le Comité de la planification et du logement approuve l'intégration de la section Détails de la consultation du rapport dans la « brève explication » du Résumé des mémoires déposés par écrit et de vive voix, à rédiger par le Bureau du greffier municipal et à soumettre au Conseil municipal dans le rapport intitulé « Résumé des mémoires déposés par écrit et de vive voix par le public sur les questions assujetties aux "explications obligatoires" de la *Loi sur l'aménagement du territoire* à la réunion tenue par le Conseil municipal le 7 février 2024 », sous réserve des mémoires qui seront déposés entre la publication de ce rapport et la date à laquelle le Conseil municipal rendra sa décision.

EXECUTIVE SUMMARY

Staff Recommendation

Planning staff recommend approval of a Zoning By-law amendment for part of 780 Baseline Road to rezone from GM to GM [XXXX] SYYY to permit the development of 24-storey and 32-storey mixed use buildings, representing Phase 2 of the proposed buildout.

Phase 1 of the development application was approved by Planning and Housing Committee on November 29, 2023, under staff report number ACS2023-PRE-PS-0137, and passed as By-law 2023-537. The By-law had the effect of rezoning part of 780 Baseline Road to GM [2928] S491, General Mixed Use zone with an Exception and a Schedule, to permit for a 24-storey mixed-use high-rise tower, and 7 and 9 Hilliard Avenue to O1 [2929], Parks and Open Space zone, to permit for a future public park. The appeal period expired on January 8, 2024, and so the By-law is now in full force and effect.

The Phase 2 amendment proposes to maintain the GM (General Mixed Use) zoning, but to remove the maximum FSI (Floor Space Index) requirement and increase permitted heights to 24 and 32 storeys. A site-specific schedule and exception are also proposed to address performance standards.

Applicable Policy

The recommended zoning details within Document 2 and the schedule in Document 3 conform with applicable Official Plan policies for Mainstreet Corridors, subject to the Evolving Neighbourhood Overlay, on Schedule B3 – Outer Urban Transect of the Official Plan. The Carleton Heights Secondary Plan applies, in addition to Urban Design Guidelines for High-rise Buildings. High-rise development up to 40 storeys is permitted in Mainstreet Corridors in the Outer Urban Transect, depending on the ability of the development to provide built form, height, and design transition to neighbouring areas consistent with relevant urban design policies and guidelines. The Carleton Heights Secondary Plan acknowledges the same requirements in determining appropriate building heights. Planning staff are satisfied that the recommended Zoning By-law amendment, including the proposed exceptions, is consistent with these objectives and represents compatible intensification and growth in accordance with relevant planning policy.

Other Matters

Staff brought forward a report to Planning and Housing Committee on November 29, 2023 for Phase 1 of the proposed development, which was approved. Staff were

directed by motion at that meeting to report back to Planning and Housing Committee no later than the January 31, 2024 meeting for the remainder of the project, which is the subject of this report.

The property is in close proximity to the Central Experiment Farm (CEF), a National Historic Site, which was considered as part of the staff review and recommendations. Comments have been received from Agriculture and Agri-Food Canada (AAFC) and identify significant concerns regarding the shadowing impacts of the proposed development on the Central Experimental Farm as a result of the proposed development. Notwithstanding these comments, the owner has submitted an updated Heritage Impact Assessment to demonstrate the proposed development's regard for the overall cultural heritage value of the Central Experimental Farm as defined in its Commemorative Integrity Statement. Staff have met several times with senior staff from Agriculture and Agri-Food Canada between November 2023 and the writing of this report to find ways to mitigate impacts and address their concerns.

Public Consultation/Input

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications.

A total of three virtual public consultation meetings have been held with the first two occurring on May 18, 2022 and June 28, 2022, respectively. The third virtual public consultation meeting was held on January 12, 2023. The meeting was attended by the owner and his consultants, City staff, current Ward 9 Councillor Sean Devine, and Ward 16 Councillor Riley Brockington. Approximately 100 members of the public attended.

Over 200 comments were received during the development review process. The majority of comments were submitted in opposition to the proposed development. The community raised concerns regarding density, built form, design, height, traffic, and environmental impacts (i.e. Shadowing, wind, noise, light pollution). Comments are summarized and responded to in Document 5.

Phase 1 of the proposed development was considered by Planning and Housing Committee (PHC) on November 29, 2023, and was the statutory public meeting for the Phase 1 lands. The public was given the opportunity to submit comments in advance of the meeting, and public delegates were heard by PHC. The same process will be followed for this Phase 2 report and staff recommendation at PHC.

SYNTHÈSE ADMINISTRATIVE

Recommandation du personnel

Le personnel des Services de planification recommande d'approuver la modification du *Règlement de zonage* pour une partie du 780, chemin Baseline afin de rezoner le lieu pour passer de la zone GM à la zone GM [XXXX] SYYY pour autoriser l'aménagement d'immeubles polyvalents de 24 et de 32 étages, représentant la phase 2 du complexe immobilier proposé.

La phase 1 de la demande d'aménagement a été approuvée le 29 novembre 2023 par le Comité de la planification et du logement dans le rapport du personnel portant le numéro ACS2023-PRE-PS-0137, et la modification a été adoptée dans le Règlement n° 2023-537. Ce règlement a eu pour effet de rezoner une partie du 780, chemin Baseline, qui appartient désormais à la zone GM [2928] S491 (Zone d'utilisations polyvalentes générale), assortie d'une exception et d'une annexe, afin d'autoriser la construction d'une tour polyvalente de grande hauteur (24 étages) et de rezoner le 7 et le 9, avenue Hilliard, qui appartiennent désormais à la zone O1 [2929] (Zone de parc et d'espace vert) pour autoriser l'aménagement d'un parc public projeté. Le délai d'appel est échu depuis le 8 janvier 2024; c'est pourquoi le règlement municipal produit désormais tous ses effets.

Dans la modification de la phase 2, on propose de conserver la zone GM (Zone d'utilisations polyvalentes générale), en supprimant toutefois l'obligation de l'ISS (Indice de superficie au sol) maximum et en portant à 24 et à 32 étages les hauteurs autorisées. On propose aussi d'établir une annexe propre au site et de prévoir une exception pour tenir compte des normes de rendement.

Politiques applicables

Les détails du zonage recommandé dans la pièce 2 et l'annexe de la pièce 3 sont conformes aux politiques applicables du Plan officiel pour les couloirs de rues principales, sous réserve de la surzone des quartiers évolutifs de l'annexe B3 (Transect Secteur urbain extérieur) du Plan officiel. Le Plan secondaire de Carleton Heights produit ses effets, en plus des Lignes directrices de l'esthétique urbaine pour les habitations de grande hauteur. Les aménagements de grande hauteur à concurrence de 40 étages sont autorisés dans les couloirs de rues principales dans le transect du secteur urbain extérieur, selon la capacité d'assurer, du point de vue de la forme bâtie, de la hauteur et de l'esthétique, la transition avec les secteurs voisins, conformément aux politiques et aux lignes de conduite pertinentes sur l'esthétique urbaine. Le Plan secondaire de Carleton Heights fait état des mêmes exigences lorsqu'il s'agit de déterminer les hauteurs appropriées des bâtiments. Le personnel des Services de

planification est convaincu que la modification qu'il recommande d'apporter au Règlement de zonage, dont les exceptions proposées, cadre avec ces objectifs et représente un effort de densification et de croissance compatibles, conformément à la politique pertinente sur la planification.

Autres questions

Le 29 novembre 2023, le personnel de la Ville a soumis au Comité de la planification et du logement un rapport pour la phase 1 du complexe d'aménagement proposé, qui a été approuvé. À la réunion du Comité, on a demandé par motion au personnel de rendre compte, au plus tard à la réunion du 31 janvier 2024 du Comité de la planification et du logement, du reste du projet, qui fait l'objet de ce rapport.

La propriété est proche de la Ferme expérimentale centrale (FEC), lieu historique national dont le personnel a tenu compte dans son examen et ses recommandations. Les commentaires déposés par Agriculture et Agroalimentaire Canada (AAC) font état d'importants motifs d'inquiétude à propos des répercussions de l'ombrage du projet d'aménagement proposé sur la FEC. Malgré ces commentaires, le propriétaire a soumis la version à jour de l'Évaluation des répercussions sur le patrimoine pour démontrer que le projet d'aménagement tient compte à la valeur de patrimoine culturel de la FEC au sens défini dans son Énoncé de l'intégrité commémorative. Le personnel de la Ville s'est réuni à maintes reprises avec la haute direction d'Agriculture et Agroalimentaire Canada entre novembre 2023 et la date de la rédaction de ce rapport afin de rechercher les moyens de maîtriser les impacts et de répondre à ses inquiétudes.

Consultation et avis du public

L'avis public a été diffusé et la consultation publique s'est déroulée conformément à la Politique sur les avis publics et la consultation, approuvée par le Conseil pour les demandes d'aménagement.

La Ville a tenu au total trois séances de consultation publique virtuelles, dont les deux premières se sont déroulées respectivement le 18 mai 2022 et le 28 juin 2022. La troisième séance de consultation publique a eu lieu le 12 janvier 2023. Ont participé à cette séance, le propriétaire, ses consultants, des membres du personnel de la Ville, Sean Devine, actuel conseiller du quartier 9, et Riley Brockington, actuel conseiller du quartier 16. Une centaine de membres du public y ont assisté.

Plus de 200 commentaires ont été exprimés pendant le processus de l'examen du projet d'aménagement. Dans la majorité des commentaires, on s'opposait au projet d'aménagement proposé. La collectivité a exprimé des inquiétudes sur la densité, sur la

forme bâtie, sur l'esthétique, sur la hauteur, sur l'achalandage et sur les répercussions environnementales (soit l'ombrage, le vent, le bruit et la pollution lumineuse). Le lecteur trouvera dans la pièce 5 la synthèse des commentaires et les réponses qui y ont été apportées.

Le 29 novembre 2023, le Comité de la planification et du logement (CPL) s'est penché sur la phase 1 du projet d'aménagement proposé, qui a fait l'objet de l'assemblée publique officielle tenue pour les terrains de la phase 1. Le public a eu l'occasion d'exprimer ses commentaires en prévision de cette assemblée, et le CPL a écouté les exposés des délégués publics. On reprendra le même processus pour le rapport de la phase 2 et la recommandation que déposera le personnel auprès du CPL.

BACKGROUND

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application ([D02-02-24-0002](#)) visit the [Development Application Search Tool](#).

Site location

Part of 780 Baseline Road

Owner

Joey Theberge, Theberge Homes

Applicant

City-initiated by Motion No. PHC2023 - 19/04

Architect

Roderick Lahey, Roderick Lahey Architect Inc.

Description of site and surroundings

The subject lands are located at the southwest corner of the Baseline Road and Fisher Road intersection and are approximately 15,688.60 square metres in size. The full development area for 780 Baseline is an L-shaped parcel with approximately 150 metre frontage to Baseline Road and 140 metre frontage to Fisher Avenue. The lands also have frontage at the rear of the site to Sunnycrest Drive and Hilliard Avenue, both of which converge at the rear of the site. There is about 60 metres of lot depth between Baseline and Sunnycrest and Fisher and Hilliard respectively. The full development area also includes the two properties currently addressed as 7 and 9 Hilliard Avenue.

Part of 780 Baseline, and the 7 and 9 Hilliard properties (the Phase 1 lands) were rezoned by a previous staff report (ACS2023-PRE-PS-0137). The lands to which this report applies includes the area generally with frontage to Baseline (the Phase 2 lands), having about 60 metres of lot depth, as shown in Document 1.

The 780 Baseline lands currently contain an L-shaped commercial plaza with a variety of restaurants, retail, and medical uses. Surrounding the plaza is surface parking, with a large surface parking lot at the rear of the property.

To the north of the subject lands is the Central Experimental Farm. To the east are low-rise residential neighbourhoods and Lexington Park. To the south and west are also low-rise residential neighbourhoods. Further west, Baseline Road intersects with Merivale Road, an arterial corridor that contains a variety of commercial uses including grocery stores, restaurants, and other retail stores.

Summary of proposed development

The full buildout for the development application submitted proposed construction of three mixed-use but predominantly residential high-rise towers in two phases that would include 1089 residential units and a total of about 2850 square metres of commercial space on the ground floors, split relatively equally between all three towers. The three high-rise towers would have maximum heights of 24 storeys for the flanking towers and 32 storeys for the high-rise at the corner of Baseline and Fisher. Phase 1 is for the 24-storey building with frontage to Fisher Avenue and the public park at 7 and 9 Hilliard Avenue, and Phase 2 consists of the 24 and 32-storey towers along Baseline Road.

The towers would be oriented towards the road frontages and designed to animate the abutting public realm. All buildings would have up to four- or six-storey podiums that contain either commercial units or townhouse unit forms with entrances to each of the four facing roads. Among the approximately 1089 residential units, the proposed unit mix includes: 23 townhouse units, 41 studio units, 651 one-bedroom units, 268 two-bedroom units, and 106 three-bedroom units.

Summary of requested Zoning By-law amendment

The site is currently zoned General Mixed-Use (GM), which generally permits for apartment dwellings, townhouse dwellings, and a variety of non-residential uses such as offices, restaurants, and retail stores. The proposal is to rezone the subject lands to maintain the GM zoning, but to increase maximum permitted height, remove the floor space index (FSI) requirement, and add additional performance standards within a site-specific exception and schedule to the lands to implement the proposed development concept.

A total of 1,149 parking spaces are proposed in a four-level underground parking garage. Within the garage, 999 spaces are proposed for residential parking at a rate of 0.92 per unit and 105 are visitor parking spaces. At grade, 45 commercial parking spaces would be provided through surface parking located to the rear of the buildings. A total of 1,121 bicycle parking spaces are proposed, at a rate of one space per residential unit, plus 32 additional spaces for the commercial uses. Amenity space would be provided through interior communal space on the ground floor, communal space and terraces located on the fifth floor and rooftop, and balconies. Landscaping, provided through shrub and tree plantings, would be located along the site boundaries.

Phase 1 of construction will include the construction of Tower A, which is located on the south-east corner of the site with frontage on Fisher Avenue. The existing commercial plaza will be maintained during Phase 1. Phase 1 was approved by Planning and Housing Committee on November 29, 2023, staff report ACS2023-PRE-PS-0137.

Following the expiration of existing leases and the relocation of several key tenants to the podium of Tower A, Phase 2 would then include the demolition of the commercial plaza and the construction of Towers B and C. The recommendations of this report are for the second phase.

DISCUSSION

Public consultation

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation policy approved by Council for development applications.

A total of three virtual public consultation meetings have been held. The first occurred on May 18, 2022 and was held by former Ward 9 Councillor Keith Egli. The second occurred on June 28, 2022 and was held by Ward 16 Councillor Riley Brockington.

A third virtual public consultation meeting was held on January 12, 2023. The meeting was attended by the owner and his consultants, City staff, current Ward 9 Councillor Sean Devine, and Ward 16 Councillor Riley Brockington. Approximately 100 members of the public attended.

Over 200 comments were received during the development review process. Most comments received noted their opposition to the proposed development. The community raised concerns regarding density, built form, design, height, traffic, and environmental impacts (i.e. Shadowing, wind, noise, light pollution).

The first submission received in May of 2022 included a design with two 25-storey towers and a 29-storey tower on the corner. The proposal had six (6) storey podiums

and provided no public parkland; instead, there was a private open space along Fisher Avenue. The second submission improved the ground floor condition by providing better on-site traffic circulation, reducing podiums to four storeys, and providing a public park on 7 and 9 Hilliard Avenue. However, the proposal also increased building heights by three storeys for each tower. The most recent submission, and the one discussed herein, increased the floorplate sizes for each tower, but reduced the height of the two flanking towers by four storeys to a height of 24 storeys each in order to provide an improved transition to surrounding land uses.

For this proposal's consultation details, see Document 5 of this report.

Official Plan designation(s)

The Official Plan is the guiding document for the growth and development of the City of Ottawa. The subject site is designated as Mainstreet Corridor due to its direct frontage to Baseline Road and is subject to the Evolving Neighbourhood Overlay as shown on Schedule B3 – Outer Urban Transect. A transitway station is also identified at the Baseline and Fisher intersection on Schedule B3. Schedule C1 – Protected Major Transit Station Areas and Schedule C2 – Transit Network Ultimate identifies Baseline Road as a “Transitway – at grade”. Fisher Avenue is designated a Transit Priority Corridor.

Section 2, “Strategic Directions”, establishes the high-level goals of the Official Plan and describes how the City will aim to achieve more growth by intensification, promote 15-minute neighbourhoods, and provide more options for housing and transportation. Subsection 2.2.1, Intensification and Diversifying Housing Options provides high-level policy that states how residential intensification will be directed to hubs, corridors, and surrounding neighbourhoods, will intensify near transit, and that new development will provide housing options for larger households.

Section 3, “Growth Management Framework” provides policy for how growth should be accommodated. Policies state in 3.2(3) state that “the vast majority of Residential intensification shall focus within 15-minute neighbourhoods which are comprised of Hubs, Corridors and lands within the Neighbourhood designations that are adjacent to them”. Per Table 3a, for Mainstreets, the minimum residential intensification is 120 dwellings per net hectare and a 5 per cent minimum, or 10 per cent target, proportion of large household dwellings within intensification.

Section 4 provides City-wide policies more generally, of which subsection 4.6 Urban Design is relevant to the present proposal. Subsection 4.6.6 describes how new development should be integrated into its surrounding context while considering liveability for all. Some applicable policies include the following:

- 4.6.6(1) “To minimize impacts on neighbouring properties and on the public realm, transition in building heights shall be designed in accordance with applicable design guidelines. In addition, the Zoning By-law shall include transition requirements for Mid-rise and High-rise buildings, as follows: ...
 - (c) Within a designation that is the target for intensification, specifically:...
 - (ii) Built form transition between a Corridor and a surrounding Low-rise area should occur within the Corridor.”
- 4.6.6(2) “Transitions between Mid-rise and High-rise buildings, and adjacent properties designated as Neighbourhood on the B-series of schedules, will be achieved by providing a gradual change in height and massing, through the stepping down of buildings, and setbacks from the Low-rise properties, generally guided by the application of an angular plane as may be set in the Zoning By-law or by other means in accordance with Council-approved Plans and design guidelines.”

As multiple high-rise buildings are proposed, subsections 4.6.6(8) and 4.6.6(9) provide design guidance:

- 4.6.6(8) “High-rise buildings shall be designed to respond to context and transect area policies, and should be composed of a well-defined base, middle and top. Floorplate size should generally be limited to 750 square metres for residential buildings and 2000 square metres for commercial buildings with larger floorplates permitted with increased separation distances. Space at-grade should be provided for soft landscaping and trees.”
- 4.6.6(9) “High-rise buildings shall require separation distances between towers to ensure privacy, light and sky views for residents and workers. Responsibilities for providing separation distances shall be shared equally between owners of all properties where High-rise buildings are permitted. Maximum separation distances shall be achieved through appropriate floorplate sizes and tower orientation, with a 23-metre separation distance desired, however less distance may be permitted in accordance with Council approved design guidelines.”

Section 5, Subsection 5.3 Outer Urban Transect, in 5.3.1(2) states that development shall be “generally Mid- or High-rise along Mainstreets, except where the lot is too small to provide a suitable transition to abutting low-rise areas”. Then, 5.3.1(3) states that “the City shall support the rapid transit system and begin to introduce urban environments through the designation and overlay policies of this Plan, by: (a) Supporting the introduction of mixed-use urban developments at strategic locations close to rapid

transit stations”. Outer Urban Transect policies provide specific direction for Corridors in 5.3.3:

- 5.3.3(3) “Along Mainstreets, permitted building heights are as follows, subject to appropriate height transitions, setbacks and angular planes:
 - a) On sites that front on segments of streets whose right-of-way (after widening requirements have been exercised) is 30 metres or greater as identified in Schedule C16 for the planned street context, and where the parcel is of sufficient size to allow for a transition in built form massing, not less than 2 storeys and up to High-rise;”

Section 6, Urban Designations, provides further direction for Mainstreet Corridors in Section 6.2. The Corridor designation applies to any lot abutting a corridor, subject to a maximum depth of 220 metres from the centreline of the street identified as a Mainstreet Corridor. 6.2.1(2) states that “development within the Corridor designation shall establish buildings that locate the maximum permitted building heights and highest densities close to the Corridor, subject to building setbacks where appropriate”. Further, it is expected that development provides a transition in height, site design and development character, within the corridor lands, to where that property meets abutting designations. Commercial space may also be required on the ground floor of otherwise residential buildings.

Parkland requirements

Section 4.4 of the Official Plan provides for Parkland policies. As a condition of development, the City shall acquire land for parks as directed by the City’s Parkland Dedication By-law. Where development on a site is greater than 4000 square metres, the City will place a priority on acquiring land for parks. Since the proposed development site is greater than 4000 square metres, parkland must be provided. Through revisions to their plans, the owner acquired adjacent properties at 7 and 9 Hilliard Avenue and proposed to provide those as parkland. That land was rezoned to “O1 [2929] – Parks and Open Space Zone” through the Phase 1 rezoning and will be dedicated to the City through the Site Plan Control application for the first phase. No further parkland is required to be rezoned through this Phase 2 report.

Other applicable policies and guidelines

Carleton Heights Secondary Plan

In addition to Official Plan policies, the lands are subject to the [Carleton Heights Secondary Plan](#). Schedule A – Designation Plan shows that the subject lands are

designated as Minor Shopping Area, and adjacent to a Transitway. Adjacent lands are designated Neighbourhood – Mid-Rise in the Secondary Plan.

Applicable policies include the following:

- 2.4.3 “Maximum heights for Mid- and High-Rise buildings will be determined in part by the ability to provide transitions in accordance with Section 4.6.6 of the Official Plan, and applicable Council-approved urban design guidelines, and by the:
 - a) Proximity of buildings to commercial services and public amenity areas; and
 - b) Desire to generally concentrate density in Neighbourhood Mid- and High-Rise designations and the Major Shopping Area designation.”
- 3.3 “Minor Shopping Area Development shall be on a lesser scale than the Major Shopping Area. Building height restrictions, as outlined in section 2.4.3, apply”
- 4.2 “The standards and policies of development set out in this secondary plan are included as guides and are subject to minor variation without amendment to the Official Plan.

Urban Design Guidelines for High-Rise Buildings

The [Urban Design Guidelines for High-Rise Buildings](#) “are to be used during the preparation and review of development proposals that include a high-rise building to achieve objectives of the official plan”. They inform how development should be undertaken for consistency with the Official Plan.

High-rise buildings should include base buildings that relate directly to the existing or planned streetwall context (1.12). An angular plane, per guideline 1.13, typically 45 degrees “measured from the relevant property lines, should be used to provide a frame of reference for transition in scale from proposed high-rise buildings down to lower scale areas.” Furthermore, “When a proposed high-rise building abuts lots where only low-rise residential buildings are permitted, the lot should be of sufficient width or depth to establish the desirable transition” (1.17). Other design methods discussed in the Guidelines include separation between towers, tower floor plate sizes, ground floor relationship, articulation, and materiality.

Urban Design Guidelines for Development Along Arterial Mainstreets

The [Urban Design Guidelines for Development along Arterial Mainstreets](#) aim to promote and achieve appropriate development along Arterial Mainstreets. These guidelines were prepared before the adoption of the new Official Plan; Arterial

Mainstreets are now considered Mainstreet Corridors and therefore apply to this site in that regard.

Heritage

The property is across the street from the Central Experimental Farm (CEF), a National Historic site. Section 4.5.2(4) of the Official Plan states that development on a property adjacent to a National Historic Site shall have regard for its cultural heritage value, and the City may require that development does not adversely impact its defined heritage value.

A Cultural Heritage Impact Statement (CHIS), also referred to as the Heritage Impact Assessment, was submitted on May 17, 2022, in support of the Zoning By-Law Amendment, which assessed the impact of the proposed development on identified heritage resources. An updated Heritage Impact Assessment was submitted on October 10, 2023, then further updated and resubmitted in late December 2023 to more clearly address the Phase 2 lands. The owner also submitted a report evaluating the potential effects of structural sunlight obstruction on Agriculture and Agri-Food Canada research plots by Miller Engineering, which is referred to by the Heritage Impact Assessment.

The Heritage Impact Assessment describes how the Cultural Heritage Attributes of the Central Experimental Farm are defined by its Commemorative Integrity Statement (CIS) and organized into three parts: (1) a central core of administrative, scientific, and functional farm buildings and spaces; (2) the experimental fields, plots, and shelterbelts; and (3) the arboretum, ornamental gardens, and experimental hedges. The Heritage Impact Assessment author describes that the proposed development has no impact on the first and third parts; the central core of the administrative buildings or the arboretum and ornamental garden sections on the property. With respect to the second part: the experimental fields, plots, and shelterbelts; the Heritage Impact Assessment author originally concluded that the shadowing could affect the Central Experimental Farm, for reasons that the impact was unknown. However, the Heritage Impact Assessment update references the Miller Report and concludes that the shadows from the proposed development at full build out do not compromise the Central Experimental Farm's heritage attributes as defined in its Commemorative Integrity Statement are maintained.

Furthermore, the updated Heritage Impact Assessment includes an analysis of various massing options and design measures that were considered as part of the tower design, in part to mitigate shadow impacts on adjacent properties, described in detail in Section 4.1 and 4.2 of the Heritage Impact Assessment. Impacts to heritage resources cannot always be completely avoided and as such the City takes the approach of working to try to mitigate impact. In this instance, the design and orientation of the proposed towers

have already been revised throughout the design process in part to mitigate impacts on adjacent properties. Although design considerations related to shadow impact were undertaken, Heritage Planning encourages the applicant to further evaluate different massing options at the site plan stage that may further limit shadowing on the CEF while maintaining the proposed density. The proposed zoning by-law caps density by establishing a GFA limit, but does not prescribe a built form, therefore allowing for different massing options.

Prior to submission of the updated Heritage Impact Assessment and Miller Report, Agriculture and Agri-Foods Canada (AAFC) presented their findings and concerns related to the impacts of shadowing on research lands during the growing season. Their comments are attached in Document 10. The Agriculture and Agri-Food Canada concluded that the shadowing created by the proposed towers, particularly Towers B and C in Phase 2 will have a significant detrimental effect on the ability to carry out their specific research on those plots of farmland in shadow.

Agriculture and Agri-Food Canada has since been given the opportunity to review the updated reports and were circulated these documents on January 3, 2024. They have provided revised comments in response to the HIA and Miller Report, which are appended to their original comments in Document 10. The City is also actively consulting with the Agriculture and Agri-Food Canada as directed by Planning and Housing Committee to develop the terms of reference for a plan to assess and mitigate potential impacts of other future development around the farm, as permitted by Official Plan policy.

Planning rationale

As described previously in the report, the proposed Zoning By-law Amendment seeks to maintain the GM zoning, which permits both residential and non-residential uses, but increase the maximum permitted height, remove the maximum floor space index of 2.0 in support of the site concept shown in Documents 7 and 8 for a 24-storey mixed-use tower and a 32-storey mixed-use tower and introduce site-specific performance standards.

It is staff's opinion that the proposed rezoning is consistent with Official Plan policy that seeks to intensify and build new housing in proximity to existing and future transit corridors. As described in the Official Plan designation(s) section, the lands are designated Mainstreet Corridor, Evolving Neighbourhood, and have a direct corner lot frontage to a future transit corridor. Section two and three of the Official Plan both describe that the high-level growth objectives for the Official Plan are to achieve more

growth through intensification than by greenfield development, and that the majority of intensification should be directed to Hubs and Corridors near transit.

While the Official Plan generally looks to intensify in Hubs, along Corridors, and near transit, more specific development criteria are established in both Subsections 5.3, Outer Urban Transect and 6.2, Mainstreet Corridors that are relevant to the current proposal. These sections provide guidance for how development should occur so that intensification considers and is responsive to its surrounding context. The highest possible densities are not and should not be permitted in every location. Subsection 5.3. reconfirms the objectives of intensification near transit, but also states that maximum heights should be Mid to High-rise along Mainstreets, if the lot is large enough to provide a suitable transition to abutting low-rise areas. Further, 5.3.3(3) states that permitted building heights may be high rise, subject to appropriate setbacks, height transitions and angular planes. Subsection 6.2 provides for very similar requirements.

Staff are satisfied that the proposed development provides for a suitable transition to abutting residential areas. The two towers are located with minimal setbacks (approximately five metres) to Baseline Road and therefore have significant setbacks from Sunnycrest Drive and Hilliard Avenue. The towers step down in height within the site itself, with the 32-storey tower located at the corner of Baseline Road and Fisher Avenue, and the 24-storey tower flanking along Baseline. The residential neighbourhood at the rear of the site has an existing low-rise residential context and will likely evolve over time to have a three- or four-storey height maximum, consistent with Evolving Neighbourhood overlay policies. If a 45-degree angular plane is drawn from the property line of these low-rise residential areas, the towers will generally fall within that frame of reference.

Additionally, podium height for the towers is limited to a four-or six-storey height maximum along the low-rise residential frontages, and the podiums will provide for townhouse forms along Sunnycrest Drive. The development will therefore create a human-scaled streetscape and relationship with the low-rise residential at the rear of the site, and a more urban, high-rise relationship with Baseline Road and Fisher Avenue, with buildings that step down within the site and are generally outside the angular plane, consistent with Urban Design subsections 4.6.6(1) and 4.6.6(2).

Urban Design Guidelines for High-Rise Buildings

The Urban Design Guidelines for High-Rise Buildings represent how Official Plan objectives may be achieved through the design of a high-rise building. It is staff's opinion that the proposed Zoning By-law Amendment is consistent with these guidelines, and that further refinements may occur during the future Site Plan

applications to ensure the proposed developments are consistent with more specific criteria of the guidelines, such as façade design. As described, high-rise buildings should have base buildings that relate to future planned streetwall context, an angular plane should provide a frame of reference for how transition in scale should be accomplished, and the desirable transition should be provided within the lot itself. Staff acknowledge that much, if not all, of the surrounding area is currently occupied by low-rise residential uses. While this is the case today, the Official Plan imparts a high level of development potential for adjacent properties located along both Baseline Road and Fisher Avenue. However, the adjacent properties along Sunnycrest Drive and Hilliard Avenue have an Evolving Neighbourhood designation only and are unlikely to develop significantly in the future. Therefore, the angular plane analysis was completed from those properties only. When a 45-degree angular plane is drawn from those property lines, it is found that the proposed buildings generally fall within that framework. The lands have a lot depth, which with the proposed tower placement combined with the four- to six-storey podiums, creates an acceptable transition to the low-rise context at the rear of the subject lands.

Carleton Heights Secondary Plan

The subject site is designated as Minor Shopping Area under the Carleton Heights Secondary Plan (CHSP). The Carleton Heights Secondary Plan states that Minor Shopping Area developments shall be on a lesser scale than the Major Shopping area and building height restrictions outlined in Section 2.4.3 shall apply. Section 2.4.3 states that the maximum heights for high-rise buildings will be determined by the ability to provide transitions in accordance with Section 4.6.6 of the Official Plan and applicable urban design guidelines. Furthermore, in Section 4.2, the Secondary Plan states that the standards and policies of the Carleton Heights Secondary Plan are intended as guides, subject to minor variation, and shall be made with regard to information contained in the Official Plan. Therefore, it is staff's interpretation that because the lands are Mainstreet Corridor in the Official Plan, which permits high-rise development, and because the development provides an acceptable transition to abutting low-rise areas, consistent with 4.6.6 and Urban Design guidelines and as evaluated in the Planning Rationale section of this report, the proposed development is consistent with the Carleton Heights Secondary Plan.

Proposed Exception Zone

In addition to applying a schedule to the lands that implements the proposed heights across the site (see Document 3), the Zoning By-law Amendment seeks to implement an exception zone for the lands (see Document 2). The proposed exception zone will implement additional requirements for greater certainty about how the site develops in

the future but also proposes to make some changes to typical zoning requirements that may not need to apply to the proposed development as it builds out.

No.	Zoning Exception
1	Minimum required yard setbacks and maximum building heights as per Schedule YYY.
2	Permitted projections listed in Section 64 are not subject to the height limits identified in Schedule YYY.
3	Permitted projections listed in Section 65 are permitted within Area 'A' and Area 'B' despite the yard setbacks specified in Schedule YYY.
4	A minimum of 50% of the ground floor of the building frontage along Baseline Road shall consist of non-residential uses.
5	A minimum of 10% of the total dwelling units in Areas 'A' and 'B' of Schedule YYY shall be provided with a minimum of two bedrooms and 850 square feet.
6	A tower located in Area 'B' of Schedule YYY must be set back a minimum of 11.5 metres from the west property line and 25 metres from the south property line along Sunnycrest Drive.
7	A tower located in Area 'A' or Area 'B' of Schedule YYY must be set back a minimum of 23 metres from other towers within the GM [XXXX] SYYY or the GM [2928] S491 zone.
8	<u>Maximum podium height within the first 30m setback from Baseline Road or Fisher Avenue is 7 storeys and 28 metres; otherwise a maximum podium height of four storeys and 16 metres applies to all lands located with Area 'A' and Area 'B' of Schedule YYY.</u>
9	Despite Section 64, indoor rooftop amenity areas are considered to be permitted projections above the height limit and may project up to 4.5 metres above the height limit, with a maximum gross floor area of 200 square metres within each of Area 'A' and Area 'B' on Schedule YYY.
10	Despite Section 65(5) and (6), stoops, landings, steps, ramps, and porches may project into a required yard up to no closer than 0.3m from a lot line abutting Hilliard Avenue and Sunnycrest Drive.
11	Despite Table 107(d), the minimum required aisle width for a 90-degree angle parking space is 6 metres.
12	<p>a. Despite Section 111, the minimum bicycle parking space rate for an apartment dwelling, high rise, is 1 space per dwelling unit.</p> <p>b. Despite Section 111, the minimum bicycle parking space rate may be met by combining the total spaces associated with an apartment dwelling, high rise located in the GM[XXXX] SYYY and GM [2928] S491 zones</p>

No.	Zoning Exception
	c. Table 111B does not apply. d. Subsections 111(8A), (8B), 10), and (11) do not apply. e. Stacked bicycle parking is permitted.
13	Section 187(3)(h) does not apply.
14	Section 187(3)(g) does not apply.
15	Maximum total Gross Floor Area within Areas 'A' and 'B' of Schedule YYY is 65,000 square metres.

Table 1 – Requested modifications to the GM zoning in exception zones.

Exceptions one, two and three are included to provide clarity and certainty that maximum building heights and yard setbacks are established by the schedule that applies to the lands. Despite the schedule, projections are permitted from these yard setbacks and height maximums in the same way as typically required in the GM zone.

Exception four requires that commercial space be provided on the ground floor of each tower, with a minimum percentage of frontage that will animate Baseline Road, and Exception five requires a minimum percentage of units to be large, two-bedroom units with a minimum size of 850 square feet. Exceptions six, seven, and eight are included to ensure that future podiums and towers are constructed consistently with the Urban Design criteria discussed in the report.

Exception nine is to permit for a small amount of amenity area on the rooftop. The change will have minimal impact on shadowing, will have a minimal visual impact on the public realm, and permit for a greater amount of functional amenity space for future residents. The additional amenity space is limited in floor area and height and will be designed to integrate with existing permitted mechanical penthouse projections.

Exception 10 is to permit for a greater flexibility in design, to create a more appealing design of the frontages to Hilliard and Sunnycrest. Exception 11 slightly reduces aisle requirements for a small number of vehicular parking spaces on the ground floor. These are demonstrated to be functional. The exceptions provided in row 12 all relate to bicycle parking and generally increase flexibility for future phases in providing a sufficient number of bicycle parking spaces for all future residents. The exception in rows 12(a) and 12(b) specifically requires a greater number than typically required by ensuring one bicycle parking space will be provided on-site for each residential unit.

Finally, Exception 15 establishes a maximum cap on the total gross floor area (GFA) for the site. The GFA maximum referenced in the exception is consistent with the combined GFA for both Areas A and B as shown on the plans provided by the owner and permits

for some design flexibility with future submissions where the schedule applied to the lands by this report is not overly prescriptive. A maximum gross floor area will limit building size so that tower floor plates are an acceptable size for residential uses and acceptable for resulting shadowing impacts, while enabling the developer some flexibility with overall massing.

Shadowing

Shadow studies are provided in Document 9. These studies show that shadows from the full buildout of the proposed development will move quickly throughout the day, regardless of time of year, and will predominantly shadow the Central Experimental Farm (CEF) and neighbourhoods to the east. Shadowing on the Central Experimental Farm is shown to be minimal for the June 21 (summer solstice) test date with slight shadowing from 8:00AM to 11:00AM. However, shadowing is more pronounced on the September 21 (equinox) test date, with shadows that extend onto the Central Experimental Farm from 8:00AM to about 12:00PM. Despite these results, the shadow analysis is acceptable when reviewed under the [City's Shadow Analysis Terms of Reference](#). For Public Spaces, which include "Plazas, Passive Open Spaces, Parks, Privately-owned public spaces and cemeteries, Capital greenspaces, Green transportation / utility corridors" review criteria state that "new net shadow must not result in an average of 50 per cent of any public space being cast in shadow for 5 or more hourly interval times during the September test date only". It is clear that new net shadow being cast by the proposed development do not result in over 50 per cent of the Central Experimental Farm being in shadow, and not for longer than five hours.

Central Experimental Farm (CEF)

Staff have reviewed the shadow analysis and the revised Cultural Heritage Impact Statement (CHIS), known also as the Heritage Impact Assessment (HIA) as the prepared by Commonwealth Historic Resource Management and provided by the applicant in support of the proposed development.

The property is across the street from the Central Experimental Farm (CEF), a National Historic Site. Staff reviewed the submitted Heritage Impact Assessment (HIA) in accordance with Section 4.5.2 of the Official Plan. The property is not designated under the Ontario Heritage Act. As such, a heritage permit application is not required to facilitate this proposal. Notwithstanding, heritage review is required due to adjacency to the Central Experimental Farm in consultation with the NCC and Agriculture and Agri-Food Canada, consistent with Official Plan requirements.

As described in the Heritage section of this report, the updated Heritage Impact Assessment concludes that the shadowing produced by the proposed development will

not compromise the defined Cultural Heritage value of the Central Experimental Farm and demonstrates how various massing options and designs were explored to mitigate shadow impacts on surrounding properties. The Heritage Impact Assessment meets the City's Terms of Reference for the preparation of Heritage Impact Assessments.

Planning staff acknowledge the concerns raised by Agriculture and Agri-Food Canada about the future viability of the impacted fields for future research and understands that they foresee potential impacts on their specific planned research. Notwithstanding this, staff must evaluate the proposal based on the policy framework in place in the Official Plan, which is to mitigate impacts where they cannot be completely avoided. In this instance, the design and orientation of the proposed towers have already been revised throughout the design process in part to mitigate impacts on adjacent properties.

Furthermore, the proposed zoning by-law caps density by establishing a GFA limit but does not prescribe a specific built form as typically done through a specific zoning schedule. As such, while recognizing that design considerations related to shadow impact were undertaken, Planning staff encourages the owner to further evaluate different massing options at the site plan stage that may further limit shadowing on the Central Experimental Farm while maintaining the proposed density.

In order to assess and mitigate potential cumulative impacts of future development around the farm, the Department is actively consulting with Agriculture and Agri-Food Canada as directed by Planning and Housing Committee to develop the terms of reference for a plan, as permitted by Official Plan policy.

Therefore, Staff are supportive of the proposed Zoning By-law Amendment and make the recommendations contained herein.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2020 Provincial Policy Statement.

RURAL IMPLICATIONS

There are no rural implications.

COMMENTS BY THE WARD COUNCILLOR(S)

Councillor Devine is aware of the application and has made the following comments:

"My concerns about the project were clearly laid out in the previous report and they remain largely unchanged. My goal is to see a sufficiently dense project approved for the site but with some reduction in tower height and a compensating increase in the

height of the podiums along Baseline Road. That kind of accommodation could go a long way to addressing the most significant concerns of the various stakeholders while also meeting the city's intensification goals.

From the outset, my objective has been to encourage all of the involved parties to work together towards the best possible solution for everyone. I am heartened to hear that all three major parties (the developer, the City, and the AAFC) are now talking and attempting to work towards mutually acceptable solutions. I would encourage any outcome that leads to continued, useful collaboration.

I do, however, have some concerns about how the Miller Report has been positioned by the developer and city staff. While Heritage staff appear to have accepted the conclusions of the report, there appears to me to be a mismatch between the criteria against which Miller is evaluating the development's impact on the neighbouring property (the CEF). The report appears to conclude that increased shadowing would not have an adverse effect on the ability to grow crops on the site. That would be an acceptable conclusion if the Farm were simply that: a farm. But the CEF is a laboratory and any change in conditions has the potential to impact the comparability of data in long term studies. To simply say that certain crops could grow there, it seems to me, significantly misses the point. While I will, ultimately, defer to AAFC's evaluation of the Miller Report, I do have concerns about it being used to justify casting shadows onto a research facility."

First phase comments, which Councillor Devine stated still apply:

"The proposed development at 780 Baseline Road is the most significant residential development application to have been advanced in Ward 9 for many years. As such, the application has generated significant interest and concern from residents in the adjacent communities. Unlike many other development files, however, this application has also generated significant interest, city-wide. The main reason for that is the potential effect of the development on the operations and viability of the adjacent Central Experimental Farm (CEF). It is important to divide my commentary into these two distinct categories because the concerns are different, and the potential solutions/mitigations are only loosely related.

On the first point: it is important to note that the application is moving forward, at this time, with a detailed site plan for only Tower 'A'. The request for a tower of 24 storeys at this location and the increased density that comes with it have been met, understandably, with concern by area residents. The city and my office have worked with residents and the developer to address some of those concerns and I am satisfied

that a number of concessions have been made to ease the impact of this tower on the surrounding community, including:

- A buffer park on the south side
- Lower podium heights on the residential-facing (south) sides of the development
- The incorporation of town-home style units on the residential-facing (south) side of the development
- Permeability of the site, allowing local residents to pass through it to access Fisher and Baseline

The larger concerns from the community are related to the size and density of the overall development planned for 780 Baseline: three towers, with the middle one reaching 32 storeys in height. I am somewhat encouraged by the willingness of the developer and the city to attempt to address resident concerns, particularly around parking issues. The change to a 1:1 parking ratio for the first tower, while not ideal from an environmental perspective and not my personal preference, has gone some way to reassuring local residents that tenants of the new building(s) will not be attempting to park routinely on the surrounding residential streets. I have also been encouraged by the developer's willingness to consider significant modifications to the project that would result in lower heights for Towers B & C, in exchange for taller podiums on the corridor-facing (north and northwest) sides, while maintain the same density projections.

On the second point: there has been growing concern expressed about the impact of shadowing from the new towers on the neighbourhood, generally, and the experimental farm, in particular. I share the concern about the farm. There is clear evidence from the farm's scientists that adding large towers on the southern periphery of the farm will severely impact the research being done at this important facility. I have been working closely with city staff, the developer, and representatives of Agriculture and Agri-Food Canada to encourage a clear and factual discussion about the potential impact of this development. As mentioned above, the developer has been very open to considering significant modifications to Towers B and C to reflect these concern. I am satisfied that all parties are now working in good faith to address those concerns, and that they have initiated a process to attempt to address them. I am supportive of commitments (particularly from the developer) to hold off on finalizing plans for Towers B & C until a reasonable compromise can be reached that reduces the overall height of towers 'B' and 'C' while ensuring sufficient density to support the city's plans for intensification along this important transit corridor. I encourage all parties to continue that discussion until a more satisfactory result is achieved.

This is an important, precedent-setting development for my Ward, for the City, and for the CEF. I am encouraged that all parties appear to be engaged in the discussion about the future of this area. I am encouraged that a new Secondary Plan for the Baseline corridor is about to be initiated. I think it would be wise to move cautiously on developments in this area as we move into that secondary planning process. We need to ensure that all parties are involved in that process and that we plan carefully and purposefully for the future along this important and sensitive corridor.”

Councillor Brockington is aware of the application and will provide comments and questions at the Committee meeting.

LEGAL IMPLICATIONS

In the event that the recommendations are adopted and the resulting zoning by-law is appealed to the Ontario Land Tribunal, it is expected that a hearing of three to five days would result. It is anticipated that the hearing could be conducted within staff resources. With the enactment of Zoning By-law 2023-537, Council has made a decision on the zoning application that was made to the City. In that this by-law did not include Phase 2, it could have been appealed by the applicant to the Tribunal. This matter is before Council pursuant to the direction given by Council to staff. It is therefore not clear that an appeal right exists if Council does not enact a zoning by-law for Phase 2.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications.

FINANCIAL IMPLICATIONS

In the event the applications are refused and appealed, it would be necessary to retain an external planner. This expense would be funded from within Planning Services operating budget. The proposed development will be subject to the Community Benefits Charge By-law and the Development Charge By-law.

ASSET MANAGEMENT IMPLICATIONS

There are no servicing constraints identified for the proposed rezoning at this time. Servicing capacity requirements to be confirmed at time of site plan.

ACCESSIBILITY IMPACTS

The Zoning By-law Amendment application has been reviewed at a high level for accessibility through the site and to adjacent areas. Site Plan applications will be reviewed for accessibility within and through the site. The buildings will be required to

comply with accessibility requirements of the Ontario Building Code.

CLIMATE IMPLICATIONS

There are no climate or environmental implications in so far as the lands are not subject to any environmental planning criteria or requirements.

All development will generate an impact on the climate, and the owner has not indicated a commitment to construct to a higher environmental standard nor provide any “green” features in the site design that would contribute to a reduced environmental impact. Despite this, the proposed form of development is high-density and transit-supportive, and along a future identified bus rapid transit corridor located at an identified station stop.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Has affordable housing and is more liveable for all

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-24-0002) was processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments.

SUPPORTING DOCUMENTATION

Document 1 – Zoning Key Map

Document 2 – Details of Recommended Zoning Exception XXXX

Document 3 – Schedule YYY

Document 4 – Consultation Details

Document 5 – Fisher Heights Community Association letter dated January 30, 2023

Document 6 – Carleton Heights & Area Residents’ Association Letter dated October 22, 2022

Document 7 – Site Concept including Phase 2 (Full Buildout)

Document 8 – Site Concept Phase 2 Elevations

Document 9 – Shadow Study

Document 10 – Agriculture and Agri-Food Canada Comments

CONCLUSION

The Planning, Real Estate and Economic Development department supports the proposed Zoning By-law amendment for 780 Baseline Road. The proposed development is consistent with the Official Plan which seeks intensification along Mainstreet Corridors when an appropriate transition is provided to surrounding lands. The associated impacts of shadow on the research facility role of the Central Experimental Farm, a designed heritage resource, are acceptable based on the conclusions with the revised Heritage Impact Assessment (HIA) prepared by Commonwealth Historic Resource Management. Therefore, staff recommend that the Zoning By-law amendment be approved.

DISPOSITION

Office of the City Clerk, Council and Committee Services to notify the owner; FOTENN Planning and Design ; Krista O'Brien, Program Manager, Tax Billing & Control, Finance and Corporate Services Department (Mail Code: 26-76) of City Council's decision.

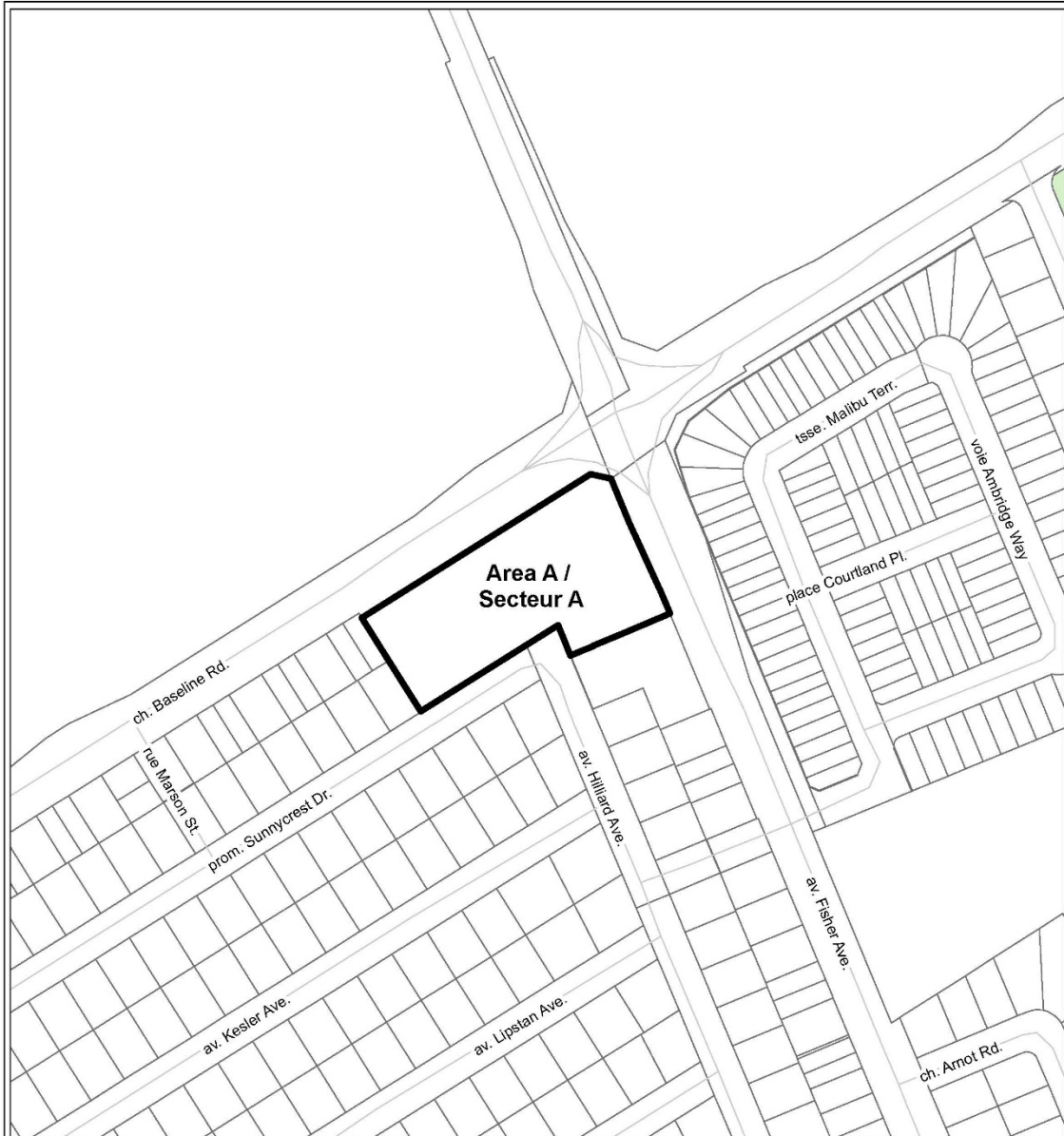
Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.




Legal Services, City Manager's Office to forward the implementing by-law to City Council.

Planning Operations, Planning Services to undertake the statutory notification.

Document 1 – Zoning Key Map

For an interactive Zoning map of Ottawa visit geoOttawa



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE	
D02-02-22-0049	23-1185-X	Part of / partie de 780 chemin Baseline Road	
I:\CO\2023\Zoning\Baseline_780\...phase2			
<small>©Parcel data is owned by Teranel Enterprises Inc. and its suppliers All rights reserved. May not be produced without permission THIS IS NOT A PLAN OF SURVEY</small>			
<small>©Les données de parcelles appartient à Teranel Entreprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. CECI N'EST PAS UN PLAN D'ARPENTAGE</small>			
REVISION / RÉVISION - 2023 / 12 / 18			Area A to be rezoned from GM to GM[XXXX] SYYY Le zonage du secteur A sera modifié de GM à GM[XXXX] SYYY
			

Document 2 – Details of Recommended Zoning Exception XXXX

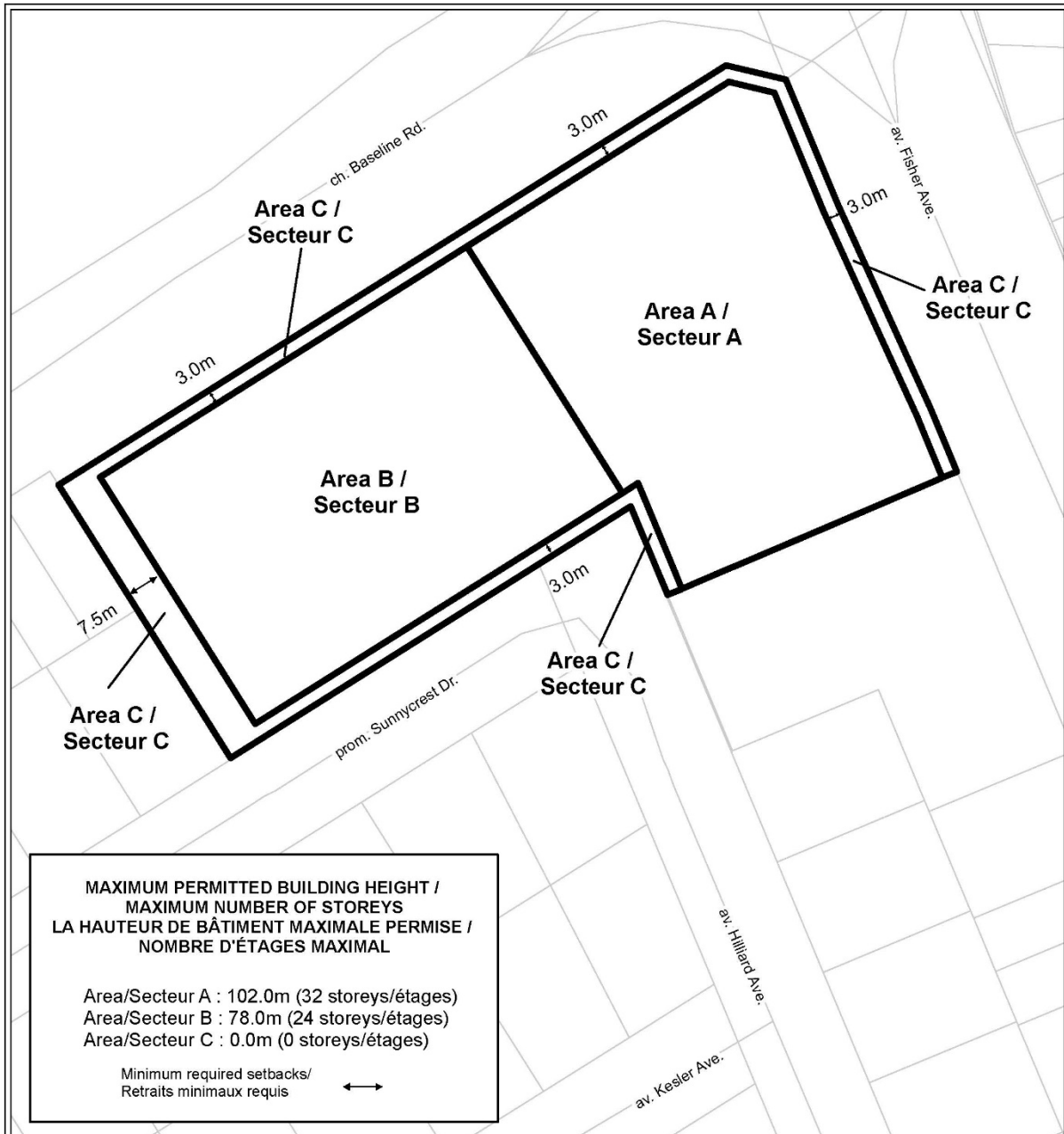
The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 780 Baseline Road:


1. Rezone the lands within Area A as shown in Document 1 from GM to GM [XXXX] SYYY.
2. Amend Section 239, Urban Exceptions, by adding a new exception [XXXX] with provisions similar in effect to the following:
 - a. In Column II, “Applicable Zones”, add the text, “GM [XXXX] SYYY”
 - b. In Column III, “Additional Land Uses Permitted”, add the text, “Apartment Dwelling, High Rise”
 - c. In Column V, “Exception Provisions – Provisions,” add the following:
 - i. Minimum required yard setbacks and maximum building heights as per Schedule YYY.
 - ii. Permitted projections listed in Section 64 are not subject to the height limits identified in Schedule YYY.
 - iii. Permitted projections listed in Section 65 are permitted within Area ‘A’ and Area ‘B’ despite the yard setbacks specified in Schedule YYY.
 - iv. A minimum of 50 per cent of the ground floor of the building frontage along Baseline Road shall consist of non-residential uses.
 - v. A minimum of 10 per cent of the total dwelling units in Areas ‘A’ and ‘B’ of Schedule YYY shall be provided with a minimum of two bedrooms and 850 square feet.
 - vi. A tower located in Area ‘B’ of Schedule YYY must be set back a minimum of 11.5 metres from the west property line and 25 metres from the south property line along Sunnycrest Drive
 - vii. A tower located in Area ‘A’ or Area ‘B’ of Schedule YYY must be set back a minimum of 23 metres from other towers within the GM [XXXX] SYYY or the GM [2928] S491 zone.
 - viii. Maximum podium height within the first 30 metres setback from Baseline Road or Fisher Avenue is 6 storeys and 24 metres; otherwise, a maximum podium height of four storeys and 16 metres

applies to all lands located with Area 'A' and Area 'B' of Schedule YYY.

- ix. Despite Section 64, indoor rooftop amenity areas are considered to be permitted projections above the height limit and may project up to 4.5 metres above the height limit, with a maximum gross floor area of 200 square metres within each of Area 'A' and Area 'B' on Schedule YYY.
- x. Despite Section 65(5) and (6), stoops, landings, steps, ramps, and porches may project into a required yard up to no closer than 0.3 metres from a lot line abutting Hilliard Avenue and Sunnycrest Drive.
- xi. Despite Table 107(d), the minimum required aisle width for a 90-degree angle parking space is 6 metres.
- xii. Despite Section 111, the minimum bicycle parking space rate for an apartment dwelling, high rise, is 1 space per dwelling unit.
- xiii. Despite Section 111, the minimum bicycle parking space rate may be met by combining the total spaces associated with an apartment dwelling, high rise located in the GM[XXXX] SYYY and GM [2928] S491 zones.
- xiv. Table 111B does not apply.
- xv. Subsections 111(8A), (8B), 10), and (11) do not apply.
- xvi. Stacked bicycle parking is permitted.
- xvii. Section 187(3)(h) does not apply.
- xviii. Section 187(3)(g) does not apply.
- xix. Maximum total Gross Floor Area within Areas 'A' and 'B' of Schedule YYY is 65,000 square metres.


Document 3 – Schedule YYY



	
D02-02-22-0049	23-1185-X
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**This is Schedule ___ to Zoning By-law No. 2008-250
Annexe ___ au Règlement de zonage n° 2008-250**

This is Attachment ___ to By-law Number ____, passed ____, 2023
Pièce jointe n° __ du Règlement municipal n° ____, adopté le ____, 2023


NOT TO SCALE

Document 4 – Consultation Details

Notification and Consultation Process

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. A total of three virtual public consultation meetings have been held. The first occurred on May 18, 2022 and was held by former Ward 9 Councillor Keith Egli. The second occurred on June 28, 2022 and was held by Ward 16 Councillor Riley Brockington. In July 2022 an “As We Heard It Report” was produced and published, summarizing the feedback received to date by email and as heard at the two public meetings.

A third virtual public consultation meeting was held on January 12, 2023. The meeting was held by the current Ward 9 Councillor Sean Devine and Ward 16 Councillor Riley Brockington, and attended by City staff and the owner. Approximately 100 members of the public attended. The “As We Heard It Report” was subsequently updated to reflect new feedback received by email and at the third meeting.

Over 200 comments have been received during the whole development review process. In order to respond effectively and concisely to the magnitude of public response, questions and concerns summarised in the “As We Heard It Reports” will be responded to herein. Any additional questions or feedback received since January 2023 have also been included.

Public Comments and Responses

Theme 1: Proposed Building Heights and Impacts

1. Concerned with the proposed buildings being too tall; Does the building meet angular plane requirements in the Official Plan? The current angular plane study is unclear about where the angles are being drawn from. There is also concern with accuracy of the angular plane study that was submitted by the applicant. Would there be an independent 3rd-party assessment? Where can this assessment be found?

Staff Response: As discussed in the analysis section of the report, the proposed building heights are consistent with a 45-degree angular plane drawn from the low-rise residential areas at the rear of the subject lands, and the proposal is consistent with Urban Design Official Plan policy and design guidelines. A third-party assessment was not deemed necessary.

2. Concern with shadows casting onto the Central Experimental Farm (CEF) which would impact research lands. Further comments of concern about the narrow view of the Heritage Impact Study and lack of overall assessment of the long-term impact on the Central Experimental Farm of this and other future development. Have the NCC and Agriculture and Agri-Food Canada been engaged?

Staff Response: The Agriculture and Agri-Food Canada and NCC have both been engaged on this file and staff in this report have evaluated the impact of the proposed development on the Central Experimental Farm.

3. Concerned with shadows casting onto the intersections of Baseline Road and Fisher Avenue. Further concern these shadows would create icy and dangerous driving conditions.
4. The height of the building will block too much light to those who live behind the fence on Malibu Terrace.
5. Concern that the shadow studies are incomplete, failing to accurately show the impact of the proposal.

Staff Response to 3-5: The shadow studies were deemed to be complete and evaluated for consistency with the City's requirements. Upon review, they were deemed to be acceptable, consistent with required evaluation criteria in the City's Shadow Analysis Terms of Reference.

6. Concern with an increase in bird deaths caused by the increased building height.

Staff Response: The future Site Plan applications will be reviewed for consistency with the City's Bird Safe Design Guidelines. Bird collisions and deaths are less impacted by building height, and are more so a factor of window treatment, building transparency and reflectivity, and exterior design. Staff will review the buildings be designed and treated in a bird-friendly manner to reduce the possibility for collisions and deaths, consistent with the City's Bird Safe Design Guidelines.

7. Concerned with the changes to local wind behaviour.

Staff Response: A Wind Study was required to be submitted with the Zoning By-law Amendment application, was required for the phase 1 Site Plan, and will be required for the phases 2 and 3 Site Plan applications. The purpose of the Wind Study is to evaluate the effect the new buildings will have on wind behaviour on-site and to surrounding pedestrian environments. The Wind Study has been reviewed and deemed acceptable for the purposes of the Zoning By-law Amendment.

8. Concerned with the increased light pollution.

Staff Response: It is a standard condition of Site Plan approval for a proposal to demonstrate it is not contributing to light pollution, or the illumination of adjacent lands. Site lighting will be evaluated at the Site Plan approval stage.

Theme 2: Proposed Site Layout

9. The towers are located too close to Fischer and Baseline & the sidewalks. These create visibility issues for drivers, cyclists, and pedestrians.

Staff Response: Buildings will be set back a minimum of three metres from Baseline Road and Fisher Avenue. Road rights-of-way are designed to include boulevards and sight triangles at intersections that ensure visibility and safety is not affected.

10. Will there be exits and entrances on Sunnycrest or Hilliard?

Staff Response: There are no proposed vehicular entrances or exits to either Sunnycrest Drive or Hilliard Avenue.

11. Concern with a low proposed number of parking spaces for the number of units.

12. Concern with the lack of parking spaces for tenants and commercial businesses.

Staff Response to 11-12: The proposal does not need any change in the number of parking spaces required by the Zoning By-law to serve the development, either for the number of proposed residential units or the future commercial spaces.

13. No mention of a large fence/wall separating buildings from Sunnycrest and Hilliard.

Staff Response: A fence/wall is not required nor desirable from an urban design perspective. The proposed design proposes four storey townhouse forms with frontage to Sunnycrest and Hilliard, which creates an acceptable transition from the high-rise tower forms to the low-rise condition at these streets.

14. Will the towers offer low-income housing to help solve the housing crisis in Ottawa?

Staff Response: It is the City's understanding the owner will not be providing any low-income or other types of supportive housing in the development.

15. Does the proposal meet Urban Design Guidelines? It should meet the objective of creating a well framed and animated public realm through the design of the podium bases of the buildings.

Staff Response: As discussed in this report it is Staff's opinion that the proposed development is consistent with Urban Design policies in the Official Plan and the Urban Design Guidelines for High-rise Buildings.

Theme 3: Impacts to Trees and Landscaping

16. Trees depicted on the side of the road will be destroyed by salt and snow removal.

Staff Response: There are no snow storage locations on-site, therefore it will be a Site Plan approval requirement that snow is removed, rather than piled atop any on-site trees. Trees planted along road rights-of-way will be under the City's ownership and therefore the City's responsibility to maintain and protect.

17. The landscaping strip along the south property edge should be maintained for replaced with healthy ones to provide a barrier between the adjacent residential properties and the subject development site.

Staff Response: A sidewalk and landscaping strip with tree plantings will be provided within the boulevard for Sunnycrest Drive and Hilliard Avenue.

18. Soil sensitivity in the area – construction would disrupt the soil potentially impacting growth. Will a soil analysis for Courtland Park be completed to assess the impacts on the area?

Staff Response: A Geotechnical Report was submitted and reviewed, which evaluates soil conditions for landscaping and groundwater impacts. The report was deemed acceptable.

Theme 4: Site Servicing (Water, Sanitary)

19. How will the sewage system withstand that many tenants?
20. Concerned with the change to ground water drainage.
21. Concern with aging infrastructure in the neighbourhood
22. Concern for its ability to adequately drain stormwater, prevent flooding, and changing precipitation trends coupled with climate model projections. Can City infrastructure adequately service this development?

Staff Response to 19-22: Site Servicing matters proposed for the development, including sanitary, water, and stormwater capacity, including the existing infrastructure

were reviewed in a provided “Assessment of Adequacy of Public Services Report” and deemed adequate by City Staff for the purposes of the Zoning By-law Amendment. More specific design is required and will be undertaken with Site Plan control applications in a Servicing and Stormwater Management Report. One report has already been submitted and is under review for phase 1 (Tower A).

Theme 5: Traffic, Cycling, Walkability

- 23. Traffic study is outdated – it is from 2016.
- 24. Traffic study is missing details regarding the Malibu – Fisher intersection.
- 25. Concerned with the increase in traffic this development will bring.
- 26. Cannot assume that most people will be taking the bus or commuting.
- 27. Lack of access to the LRT and limited access to OC Transpo.
- 28. Concerned with turning onto Fisher Avenue from Malibu Terrace due to having only one in and out exit.
- 29. Increased volume will lead to difficulty entering and exiting neighbourhoods.

Staff Response to 23-29: A Traffic Impact Study was received, reviewed, and deemed acceptable for the full proposed buildout. The new development will have an acceptable impact on the nearby roads and intersections. The Site accesses to Baseline and Fisher have also been deemed acceptable.

- 30. Will there be a signalized intersection or a signalized pedestrian crossover at Fisher and Malibu Terrace?

Staff Response: No pedestrian crossing is anticipated to be provided along any nearby roads.

- 31. Will there be dedicated bike lanes and increased bus frequencies/dedicated bus stops?
- 32. Will Fisher Avenue and Baseline Road be widened?
- 33. A Holding Zone should be added to the site with removal conditional on the funding and phasing implementation of the Bus Rapid Transit.
- 34. There is no Bus Rapid Transit funding; if the Bus Rapid Transit is not built, will this impact the developer’s decision?

Staff Response to 31-34: An Environmental Assessment Study was completed and approved for Baseline Road from Bayshore Station to Heron Station and includes that portion of Baseline Road in front of the proposed development. Baseline Road will be widened, and it is planned to have a dedicated bus rapid transit lane and 1.5 dedicated bike lanes, in addition to sidewalks.

The Transportation Impact Assessment indicates that this development can be accommodated with or without Bus Rapid Transit. Staff are not recommending a holding symbol as a result. Staff cannot comment on the developer's decisions with respect to Bus Rapid Transit.

35. Concerned with vehicle parking overflow onto residential streets.

Staff Response: Vehicular parking is proposed in excess of Zoning By-law requirements. It is the developer's responsibility that parking is provided and assigned to units according to the amount of parking available in the development.

36. Will the pathway for pedestrians and cyclists to the Fisher Heights neighbourhood be removed?

37. Will there be calming measures (e.g., speed bumps)?

Staff Response to 36-37: No speed bumps or other traffic calming measures will be implemented on-site. Sidewalks will be provided on the development side of Hilliard Avenue and Sunnycrest Drive, and a connection will be provided between Hilliard/Sunnycrest and Fisher Avenue.

38. Concerned with traffic accidents caused by people trying to cross Fisher to reach the bus stops.

39. Safety concerns as a result of increased car traffic. Concern for the safety of drivers, cyclists, and pedestrians as traffic increases, especially at that the carriageway (tunnel) from the internal court to Fisher Avenue will be a safety hazard for cyclists and pedestrians. Further concern for safety of seniors and children specifically.

Staff Response to 38-39: The Transportation Impact Assessment did not find a safety concern with the new development or increases in traffic to the surrounding area. There is a signalized intersection and pedestrian crossing at the Baseline and Fisher intersection that will allow pedestrians to access the bus stops. As Baseline is eventually improved with Bus Rapid Transit, road improvements will be made with the intent of improving efficiency and safety for all modes of travel.

Theme 6: Proposed Density

40. The introduction of these residential units is too dense. Could there be a middle ground between low-rise and high-rise development?

Staff Response: The proposed development could have taken many different forms on this site, but high-rise development is proposed by the owner and has been deemed acceptable by staff.

Theme 7: Loss of Privacy, Construction, Blasting and Noise

41. Loss of backyard privacy. Concern with overlooking into backyards.

Staff Response: . The high-rise towers have adequate separation from neighbouring residential lots, and 7.5 metres of landscaped open space is provided along the lot line beside the two homes with rear yards abutting the development. . Staff find this interface to be compatible.

42. Concerns about waste and noise from HVAC systems.

Staff Response: Waste will be managed on site and stored within the building. The proposed development will incorporate central air conditioning. A Noise Study was prepared for the first Site Plan phase and stated that noise will be minimized by the use of a mechanical penthouse or screening as necessary.

43. Concerned with a prolonged period of construction involving noise, dust, detours, lane blockages, vibrations, garbage, air pollution, and seismic disturbances.

Staff Response: It is acknowledged that construction is disruptive to the surrounding community, but it is a necessary part of the City's growth. During construction, the developer is required to minimize potential disruptions to the community. The City does have staff who inspect and monitor during construction to ensure standards are upheld.

44. What is the recourse for damage that may occur on surrounding properties from construction?

Staff Response: It is the developer's responsibility if there is any damage to surrounding properties due to construction. Prior to construction, surveys are conducted on nearby and adjacent properties to evaluate the condition of properties prior to construction, so it is clear whether possible damages are a result of soil change, vibrations, or other activity.

Theme 8: Neighbourhood Character and Community Facilities

45. Characteristics and nature of the surrounding neighbourhood will be destroyed by the development.

Staff Response: While the development will be a change of form and density not yet seen in the area, staff are satisfied that the proposed development is consistent with applicable planning policy that seeks intensification along Mainstreet Corridors and areas with future transit. The proposed development provides for an acceptable urban design transition to surrounding lands.

46. Concerned with the impact on schools in the area, and how will school buses pick up children?

Staff Response: New students will be accommodated in area schools as capacity allows and school buses will have the option to pick up students on-site.

47. Concerned with how close the development is to the single-detached dwelling residential area.

Staff Response: It is staff's opinion that the proposed development provides for an appropriate transition in height and building form and density, consistent with Official Plan policy and Urban Design guidelines.

48. Concerned whether there are adequate community services and infrastructure available in the neighbourhood to support the development.

Staff Response: A review of community infrastructure was not required to support the development. The development will be required to pay both development charges and Community Benefits Charges which may be used to support the development of infrastructure that benefits the whole community. Additionally, a new park will be created at 7 and 9 Hilliard as a result of the development.

Theme 9: Carleton Heights Secondary Plan

49. Unclear where the Carleton Heights Secondary Plan fits into this. The proposed development does not comply with the Secondary Plan. Who is amending the Secondary Plan?

Staff Response: As discussed in the report, the proposed development is consistent with the Carleton Heights Secondary Plan. Accordingly, an amendment is not required to support the proposed Zoning By-law Amendment.

Theme 10: Additional Questions

50. Can you estimate when the project will start and its approximate duration?

Staff Response: Phase 1, which is the first tower with frontage to Fisher, has a Site Plan application currently under review by the City. If approved, then it is expected that construction will begin shortly thereafter. It is understood that the existing commercial plaza will continue operating during that time. The City can not currently say how long construction should take, nor when the remainder of the site will build out. The developer has advised that his intention is to build the 24-storey building in 2027 and 32-storey in 2030.

51. Did you inform everyone who is working in the existing commercial strip about the development?

Staff Response: It is understood that tenants of the existing commercial building are aware of the application.

52. Will the units be for rental or are they condominiums?

Staff Response: It is understood by staff that current plans for the first phase will be for rental units. However, there is no requirement for the units to be either rental or condominium and so this could change.

53. Have there been discussions around alternative options for zoning changes to support intensification in neighborhoods like ours. For example, rezoning for townhouses, low rises, three story walk ups, lot splitting.

Staff Response: There have been discussions about other potential options for development of the site, but ultimately the current proposal was preferred by the owner.

54. What percentage of the buildings will be deemed affordable?

Staff Response: It is understood that no subsidized or low-income units will be specifically provided in the development.

55. Will there be any large (3-bedroom) units provided?

Staff Response: The latest Site Plan for the site shows that 106 of the proposed 1089 units will be three-bedroom units, which amounts to about 9.7 per cent.

56. Has Agriculture Canada been consulted with?

Staff Response: Agriculture Canada has been consulted with.

57. Has the Urban Design Review Panel been consulted?

Staff Response: There was no requirement in the Official Plan for this development to attend the Urban Design Review Panel, as this property is not located within a Design Priority Area.

58. Will the supporting reports (Cultural Impact Statement, Planning Rationale, Traffic Study) be updated as the proposal changes?

Staff Response: Supporting reports and studies have been updated as required through the application process. Studies will also be further updated as required and will provide details and justification specific to future Site Plan application phases.

Document 5 – Fisher Heights Community Association letter dated January 30, 2023

Introduction

Theberge Homes has revised their original Zoning By-law Amendment application and now is proposing three residential towers: one at 32-storeys, and two towers at 28-storeys each, surrounded by four-storey podium buildings, to be built on the site of what is now a one-storey minor commercial plaza. There will be a total of 998 residential units built with commercial space allocated on the main floors. The development proposal will provide 655 residential parking spots.

The proposed development is in Ward 9 in the neighbourhood of Fisher Heights. However, the site is referenced in the Carleton Height Secondary Plan and zoned as “Medium density” and “Shopping Area- Minor”.

Summary

While we understand and support the idea of intensification within the City of Ottawa, the FHACA does not support either the 780 Baseline Rd development, as currently proposed, or the Zoning By-law Amendment Application # D02-02-22-0049.

We believe the density and building heights are inappropriately excessive for this site and the surrounding neighbourhood.

Additional Recommendations

1. **Ensure the proposal complies with the Carleton Heights Secondary Plan and associated land use.** The development proposal introduces a population density that is far above what was envisaged for this site in the Carleton Heights Secondary Plan, which currently designated the site as “medium density” residential “minor shopping”.
2. **Ensure the proposal conforms with the New Official Plan (NOP) policy, as implemented through its Council-approved Urban Design Guidelines for High-rise Buildings.** The proposed high-rise buildings fail to demonstrate appropriate and effective transition from the adjacent and established single-storey low-rise residential area. Refer to the New Official Plan (NOP), Sections 4.6.6. and 5.3.1, and to Figures 15 and 16 in the New Official Plan. The heights of the three high-rise towers do not meet the 45-degree angular plane requirements that are set out in the City’s Urban Design Guidelines for High-rise Buildings as the proposed sites are significantly higher. This fact was confirmed by the architect at the Public Meeting on January 12, 2023. Similarly, the change in height of the podium buildings from six-storeys to four-storeys and adding

those remaining units on top of the towers does not improve the acceptability of the angular plane requirements.

3. **Reduce the tower heights, floor plates and massing of the buildings** as they are excessive for the lot size and the context. Section 5.2.3.3(d) of the New Official Plan also states: “The height of such buildings may be limited further on lots too small to accommodate an appropriate height transition.”
4. **Increase the number of residential on-site parking spots.** The proposed residential parking is insufficient for the proposed density of the site and will result in excessive and continuous on-street parking in the adjacent neighbourhoods. Given that the Baseline Bus Rapid Transit (BRT) Corridor, only the Western part of which is tentatively planned for “after 2031”, does not have funding or an implementation schedule, parking will be a persistent problem for the community, residents of the proposed development, and the road infrastructure. Currently there is one bus and several bus stops that service Baseline Road. And already the nearby intersections are at overcapacity with traffic, something that was referenced in the developer’s traffic study, even with outdated 2016 data. These high-rise towers are also not the only large-scale development planned for this area.
5. **Ensure the proposal meets the objective of creating a well-framed and animated public realm through the design of the podium bases of the buildings.** The buildings are too crowded, particularly in the north-east corner across the street from where the new Bus Rapid Transit stop may be constructed, should it receive funding in the future. There is insufficient space on the corner for people to wait for transit. The sidewalks along Baseline and Fisher are far too narrow for the people that will be using them. There is insufficient internal flow for cycling and pedestrians through the site and the carriageway (tunnel) from the internal court to Fisher Avenue will be a safety hazard. The designated cycling lane on the shoulder of the road along the site on Fisher is already a risk and the increased traffic from the proposed towers will worsen that situation.
6. **Update the traffic study to the revised development proposal.** The current report data is from August 2016 and does not reflect the increased number of units and residents proposed in the revised proposal. The immediate intersection of Baseline and Fisher was recognized in the study as already being over capacity and an existing “hot spot” for traffic accidents in the City. The ingress and egress roads for the proposed development will make an already challenging intersection, in combination with the Fisher/Malibu intersection, much worse.

7. **Update the “Cultural and Heritage Impact Statement” to reflect the latest development proposal.** Shade studies are incomplete and truncated, failing to show accurately the impact of the original proposal, let alone the updated one. Impacts on residential areas nearby are not captured accurately, if at all. The cumulative effects of the shading have not been considered.
8. **Update the “Planning Rationale”;** it is based on the original development proposal and the 2003 Official Plan policies, not the new development proposal and the New Official Plan policies.
9. **Ensure that the NCC and Agriculture Canada have given their approvals for this project to proceed,** given the impact that the shadows from the building heights will have on the research conducted on the Experimental Farm property, across the street from the proposed development.
10. **Apply a holding zone to the site,** in the event the application is approved, until the funding and phasing implementation of the Baseline Bus Rapid Transit services are in place to service the approved development.

We believe it is very important that the City follow its own policies and New Official Plan requirements.

Thank for you the opportunity to comment on this matter.

Staff Response: The staff report provided responses to each of the matters contained in the letter. The proposed Zoning By-law Amendment is consistent with the Carleton Heights Secondary Plan, is consistent with the Official Plan, and the development concept integrates with the surrounding area and has demonstrated consistency with Urban Design policies of the Official Plan, and the relevant Urban Design Guidelines. In response to staff and community comments the flanking tower heights were reduced to 24-storeys to create an improved transition to the surrounding community.

A Transportation Impact Study was provided in support of the Zoning By-law amendment and deemed acceptable by City Transportation Engineering staff. A more detailed review of transportation matters will be conducted as part of the current Site Plan application for phase one and the future Site Plan application(s) for phase two..

The Heritage Impact Assessment was updated for the latest concept and recommendations from the report have been included in this report. A Planning Rationale has been provided to evaluate the proposal with new Official Plan policy. Lastly, the NCC and Agriculture and Agri-Foods Canada have both been consulted with extensively. Their comments are provided as attached in Document 12.

Document 6 – Carleton Heights & Area Residents’ Association letter dated October 22, 2022

Our association supports intensification as a key tool for the City to respond to new challenges and opportunities. At the same time, the City of Ottawa needs to safeguard the health and safety of Ottawa residents with new development in our neighbourhoods.

The Carleton Heights and Area Residents Association (CHARA) is a volunteer-run community association. We work with fellow residents to build and maintain a safe and healthy community. Our neighbourhoods are bordered north by the Experimental Farm at Baseline Road, east by the Rideau Canal and Rideau River, south near Prince of Wales Drive and west, just past Fisher Avenue. The location of the Zoning By-law Amendment Application # D02-02-22-0049 at 780 Baseline Road rests within the boundaries of our association.

Gathering input

In the summer of 2022, CHARA sought residents’ input in the neighbourhoods nearest to the development site. As an association, we had one-on-one conversations, gathered emails, and attended City-led and Councillor-led consultations on the development. Unfortunately, our views expressed in these discussions were not reflected in the “As We Heard It” report on the sessions. As a result of our efforts, we provide the following assessment and recommendations for development to proceed with local support.

Summary of proposal

The Zoning By-law Amendment application was filed to rezone the site with specific provisions for:

- Increased density with a floor space index of 4.1 (instead of 2); and
- Increased building heights to 93 metres (est. 305 feet) for two 25-storey buildings and one 29-storey building instead of 18 metres (est. 60 feet).

The development plan and Zoning By-law Amendment application outline the construction of the following:

- 3 high-rise apartment buildings ranging in height from 25 and 29-storeys,
- 868 residential units for est. 2,604 people: 1.36 hectares or **1915:1** (e.g., ‘families’, low avg. 3 p/unit),
- 2,895 square metres of ground floor commercial space, and
- 655 parking spaces inclusive of underground and surface-level parking.

Current assessment

Contrary to the applicant's conclusion, without improved analysis, research data and modifications to the development plan to ensure the health and safety of our residents, CHARA does not support the 780 Baseline Rd development and the Zoning By-law Amendment Application # D02-02-22-0049.

Recommendations

Below we provide several recommendations to work with the applicant to improve the development plan for the 780 Baseline Road location – all to ensure the health and safety of Ottawa residents.

1. Comply with the governing Carleton Heights Secondary Plan and Land Use

This development site is governed by the Carleton Heights Secondary Plan and Land Use¹² as a Medium Density Residential Area and potentially a Minor Shopping Area. The Medium Density category is intended to include predominantly row housing, multiple dwelling units ranging from 150 to 248 persons per hectare or in sub-centres and apartment units at a density range of 248 to 300 persons per hectare, not the 2,604 people proposed with this development or 1915 persons per hectare.

The City of Ottawa claims the maximum population for Carleton Heights' Land Use shall not exceed (12,800 -) 16,000 persons within existing and future public services.³ With a population of 9,025 people, Carleton Heights has a higher density than most Ottawa neighbourhoods (2,801 people per square metre versus avg. 365 people per square metre).

At 1915:1, the proposed development introduces at least a 540 per cent increase in density recommended for the site within the Land Use guidelines and the infrastructure, services and behavioural patterns for the area. This one development proposal introduces 2,604 new people, a population at one site equivalent to (91 per cent or) 40 per cent of all capacity in this outer urban area for development,⁴ and far more than neighbourhood-level corner store' convenient retail at 2895 square metres of commercial space, in a community that is already struggling with its current infrastructure requirements.^{5 6 7 8 9 10}

2. Align with the 'sensitive integration' principles of the New Official Plan

Although the City of Ottawa Council approved the New Official Plan (NOP) in December 2021, the province has not yet granted its approval. This development proposal highlights the incoherency of the New Official Plan sent to the Minister of Municipal Affairs and Housing for approval in December 2021.¹¹ We disagree with the applicant; this application does not align with the principles of the New Official Plan.

For example, in the New Official Plan, section 4.6.6, entitled **Enable the sensitive integration of new development of low- rise, mid-rise and high-rise buildings to**

ensure Ottawa meets its intensification targets while considering liveability for all, requires new development “minimize impacts on neighbouring properties and the public realm” including “transition requirements” between existing buildings of different heights and new development. The plan goes as far as to say that “buildings shall integrate architecturally to complement the

¹ Schedule G, Carleton Heights Land Use of the City of Ottawa Official Plan, Volume 2a-Secondary Plans, 2.0 Carleton Heights available at:

https://documents.ottawa.ca/sites/documents/files/scheduleg_carletonheights_sp_en.pdf

² City of Ottawa Official Plan, Volume 2a-Secondary Plans, Carleton Heights available at <https://ottawa.ca/en/planning-development-and-construction/official-plan-and-master-plans/official-plan/volume-2a-secondary-plans/former-ottawa/20-carleton-heights#2-1-land-use%20>)

³ Ibid.

⁴ Area Vibes Inc., Carleton Heights, Ottawa, Demographics, 2021-2022, source: Ottawa, ON data and statistics displayed are derived from Statistics Canada and updated for 2021 by Environics Analytics at <https://www.areavibes.com/ottawa-on/carleton+heights/demographics/>

⁵ CHARA presentation to the City of Ottawa City of Ottawa Special Joint Meeting of the Standing Committee on Environmental Protection, Water and Waste Management and the Agriculture and Rural Affairs Committee, June 27, 2022.

⁶ Letter to Minister Clark with Ottawa community associations, January 6, 2022.

⁷ CHARA feedback on the New Official Plan, March 12, 2021.

⁸ CHARA response to Draft 1 of the NOP, April 12, 2021.

⁹ CHARA walk about and field guide for City of Ottawa staff and River Ward Councillor, July 28, 2021.

¹⁰ CHARA letter to the Joint Planning Committee and Agriculture and Rural Affairs Committee, October 14, 2021.

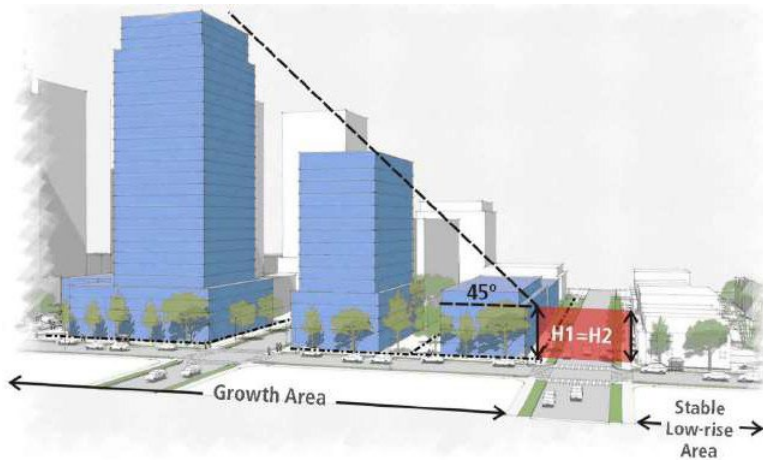
¹¹ Blewett, T. *Still awaiting approval, Ottawa’s official plan is being scrutinized by the province – and mayoral candidates*, Ottawa Citizen, October 20, 2022 at:

<https://ottawacitizen.com/news/local-news/still-awaiting-approval-ottawas-official-plan-is-being-scrutinized-by-the-province-and-mayoral-candidates>

surrounding context.”¹² This is further emphasized in New Official Plan section 5.3.1, **Recognize a suburban pattern of built form and site design**, knowing the Outer Urban Transect is generally characterized by low- to mid-density development and predominantly ground unit forms, that these development changes in land-use characteristics, “this evolution (needs) to happen gradually.”¹³

Please see the images below to compare the New Official Plan plan for ‘sensitive integration’ in contrast to the abrupt transition from the existing mature neighbourhood to the 25-29 storey high rises of this development proposal.

Sensitive Integration of New Official Plan Transitions¹⁴



Abrupt transitions with D02-02-22-0049 Perspectives¹⁵
 (white buildings in the images shown represent current dwellings)



¹² City of Ottawa, New Official Plan, Section 4.6.6, pages 102-105.

¹³ City of Ottawa, New Official Plan, Section 4.6.6, pages 144-145.

¹⁴ City of Ottawa, New Official Plan, Section 4.6.6, pages 102-105.

¹⁵ Zoning By-law Amendment D02-02-22-0049, A300-A303.

3. Ensure Ottawa residents' safety with minimum parking and plans for current demand

This development plan significantly increases the traffic to the local area. New residents and visitors will flow in and out of new apartment residences, while workers and shoppers will travel to and from the office and retail spaces planned for the site.

City of Ottawa guidelines indicate the applicant requires a minimum number of 1828 parking spaces (e.g., 1 per dwelling unit, commercial office and retail space avg. 3 per 100 square metres and 60 visitor spaces). With only 655 parking spaces, the applicant has allocated **36 per cent of the minimum number of parking spaces required** and

nearly 50 per cent lower than the City of Ottawa's stated tolerance of 80 per cent (20 per cent lower than the minimum). With new accessibility design standards and guidelines (e.g., 5 spaces/1 metres floor space), the gap will grow between the allocated spaces and the minimum number of parking spaces required.¹⁶

With modest infill development in our neighbourhoods, residents' vehicles permanently and illegally take up space on our narrow streets. (e.g., 25-28 feet wide). Without designated pathways, moving and parked vehicles, pedestrians and cyclists compete for space on our streets. With traffic congestion, vehicles get backed up and block larger streets designated as corridors. Near accidents have occurred. In winter, neighbourhoods have become unserviceable.

By-law officers cannot resolve the breadth of these problems (e.g., on illegal parking: 240 calls, 60 days, only 30 tickets levied). The City has already demonstrated that the existing enforcement agency cannot manage and deter current illegal parking issues.

When considering these minimum parking space requirements, the applicant has not made any attempt to comply with 6.3.3 of the New Official Plan, entitled Ensure that neighbourhoods form the cornerstone of liveability in Ottawa; the applicant and the City of Ottawa staff working on the file have not provided a plan to alleviate parking demand while enabling a transition over time towards less automobile-dependent development for on-street parking zones, communal parking garages, parking lots or other permit parking.¹⁷

4. Ensure Ottawa residents' safety with a realistic view of traffic, pedestrian and cyclist flow

The data from the Transportation Impact Study is unreliable. The study relies on data at least six years old or gathered in March 2020 at the beginning of the pandemic when traffic declined. The data does not represent an accurate view of vehicular, bus, pedestrian or cyclist flows in the area, nor the congestion, road rage or near accidents flowing in and out of the development site. A more accurate study is needed to highlight the traffic congestion and dangerous in/outflows to the development area.^{18 19}

Researchers also falsely indicate the high levels of transit service to the area with routes number 86 and number 89 along Fisher Avenue, number 88 along Baseline Road and Heron Road, and number 111 along Prince of Wales Drive available at regular frequencies (10-30 min intervals all day).²⁰

Transit service levels have declined significantly in our area. Bus routes 88 and 118 run less frequently and are often cancelled or run late during peak hours. The 86 and 111 routes often fail to stop during rush hour. Public

¹⁶ City of Ottawa By-laws, Part 4 – Parking, Queuing and Loading Provisions at: <https://ottawa.ca/en/living-ottawa/laws-licences-and-permits/laws/laws- z/part-4-parking-queuing-and-loading-provisions-sections-100-114#section-a2ffc109-7d54->

[45ec-9fa4-9a4d7ef401d4](#)

¹⁷ City of Ottawa, New Official Plan, Section 6.3.3, pages 176-178.

¹⁸ CGH Transportation, Transportation Impact Assessment for Theberge Development Ltd., May 2022, page 11. Intersection count dates at Fisher Avenue at Baseline Road on August 3, 2016, at Prince of Wales and Baseline Road on March 4, 2020 and Fisher Avenue and Dynes Road on March 9, 2016.

¹⁹ Canadian Institute for Health Information (CIHI), Canadian COVID-19 Intervention Timeline, 2022 available at: <https://www.cihi.ca/en/canadian-covid-19-intervention-timeline>

²⁰ CGH Transportation, Transportation Impact Assessment for Theberge Development Ltd., May 2022, page 8-28.

transit is less frequent, and service has become more unreliable – with increased wait times and full buses bypassing stops – both East-West and North-South over the past decade. Residents often recount the poor transit service levels in the area, detailing long wait times and full buses that do not stop for more passengers.²¹

Since there are no funded transit projects forecasted for completion within the next ten years (e.g., Baseline Rapid Transit Corridor), there is no indication that the City intends to reverse this decline or meet the needs of an intensified community. The City of Ottawa confirms there is no timeline or funding for a transit project in our area. Without adequate transit in our community, this development will continue to exclude residents and increase material harm to the most vulnerable.

5. Ensure health and safety with adequate services and infrastructure capacity

Recent infill has overburdened our community's ageing and fragile infrastructure. With no clear plans to address pre-existing infrastructure deficiencies, this proposal lacks evidence to support its assumptions for the development to proceed.

The proposal site is currently developed containing a 1-storey commercial strip mall and asphalt parking, which **“appears to be serviced”** by the 203 millimetre diameter watermain within Hillard Avenue, the 375 millimetre diameter municipal sanitary sewer from Hillard Avenue to Fisher Avenue, and three different storm sewers leading to the Rideau Canal and only mention of how five year-peak flow volumes will be ‘detained onsite,’ and disregard for week-long flooding and overflows nearby with the limited capacities of the interdependent problematic stormwater ditch and culvert systems downstream.²² The development team also shockingly suggests a 200 millimetre sanitary sewer could replace an existing 375 millimetre diameter service on the site.²³

Recent changes in precipitation trends and cycles coupled with climate model projections of future precipitation require more of our infrastructure and City of Ottawa planners and challenge 5-year peak flow volumes. This approach should not be acceptable to Committee Members, and it certainly is not sufficient for the health and safety of our residents.

Our current Secondary Plan's infrastructure capacity is “based on the present (1980s)

zoning.” The City is ignoring this capacity constraint with infill that is destabilizing the infrastructure in our community. The data provided here is incomplete as the development will impact residents, households and capacities downstream; the report overlooks historical knowledge and competing reports, introducing this plan for intensification that puts our residents’ safety, our properties, our homes and their long-term affordability at risk.

²¹ OC Transpo route service levels consistently unavailable or late, posted to social media including excerpts from Reddit at: https://www.reddit.com/r/ottawa/comments/9pxx5v/a_call_to_86_oc_transpo_riders_please_submit_a/, https://www.reddit.com/r/ottawa/comments/ao2ucq/88_sadness/, and https://www.reddit.com/r/ottawa/comments/1rirtw/what_is_the_worst_oc_transpo_bus_route/

²² McIntosh Perry, Assessment of Adequacy of Public Services Report Baseline and Fisher – 780 Baseline Road, May 2022 Stormwater collection disregards downstream capacities/limits : 450 millimetre diameter concrete storm sewer tributary to the Rideau Canal approximately 1.2 kilometre downstream. 1050 millimetre diameter concrete storm sewer tributary to the Rideau Canal approximately 1 kilometre downstream. 1200 millimetres diameter concrete storm sewer tributary to the Rideau Canal approximately 1 kilometre downstream.

²³ McIntosh Perry, Assessment of Adequacy of Public Services Report Baseline and Fisher – 780 Baseline Road, May 2022

Infrastructure upgrades for water (stormwater, wastewater and drinking water) are needed to support intensification – a problem mainly affecting older (ca 1945-50) veterans’ subdivisions built and not upgraded to modern urban standards to safely support the City’s plan. Water management systems are frail and fail in the face of ongoing redevelopment – a problem identified in the 1970s, regularly occurring in Carleton Heights.

Failures cause damage to public and private property and unplanned, expensive repairs.

The Provincial Policy Statement requires that the City of Ottawa ensures the infrastructure and public service facilities are available, appropriate for, and efficiently used for expansion to occur. Otherwise, the City needs to avoid the unjustified, uneconomical, expanded use of local infrastructure. The City will inevitably face liabilities for damaged homes and properties and unplanned, unbudgeted public works projects.

Huge ravines collect stormwater and other contaminants that flow out of our community into the Rideau Canal and Rideau River. Without municipal storm sewers, the delayed release of stormwater into yards and ditches can cause a rise in the already high local water table. High runoff scenarios could contribute to catastrophic basement failures if the water table rises above the level of basement floors.

Basements have flooded. The water mains have broken. With the spring thaw and the increased frequency of heavy rainfall events with the effects of climate change, water has flooded our streets beyond, creating health and safety hazards for residents and their homes. Already sump pumps and backup generators to keep them functioning in case of a power failure are necessary to keep the homes in our neighbourhoods dry.

The sewage, water and stormwater management failures of the past need to be considered with this new development proposal and an integrated public services plan introduced to ensure systems are optimized, feasible and financially viable over the long term; to minimize erosion and changes in water balance, and to prepare for the impacts of climate change.

6. Ease residents' concerns and allow for contingencies through the development

The horizon for the implementation of this development proposal is 20 years. For the mature neighbourhoods surrounding the development, construction will introduce significant air and noise pollution with a substantial increase in people, traffic, parking and use of local utilities.

As the world of work has changed, many residents now spend at least a percentage of their time at home. It will be necessary for the applicant to provide a high level of communication over the 20 years of the development. Whether at home on their own attempting to work, caring for themselves, young children or the older generation, mental health, health and economic concerns arise with the disruptions of blasting, interruptions to power or telecommunications services, poor air quality with dirt, dust and debris and intrusions with more people in the area whether on-foot, cycling or in cars.

CHARA suggests the applicant provides recommendations for people to maintain their work and personal schedules, allowing them the time to create contingency plans for harmony with the builders with enough time for residents who may need to reach out to employers, friends, extended family or regional public services for help and support.

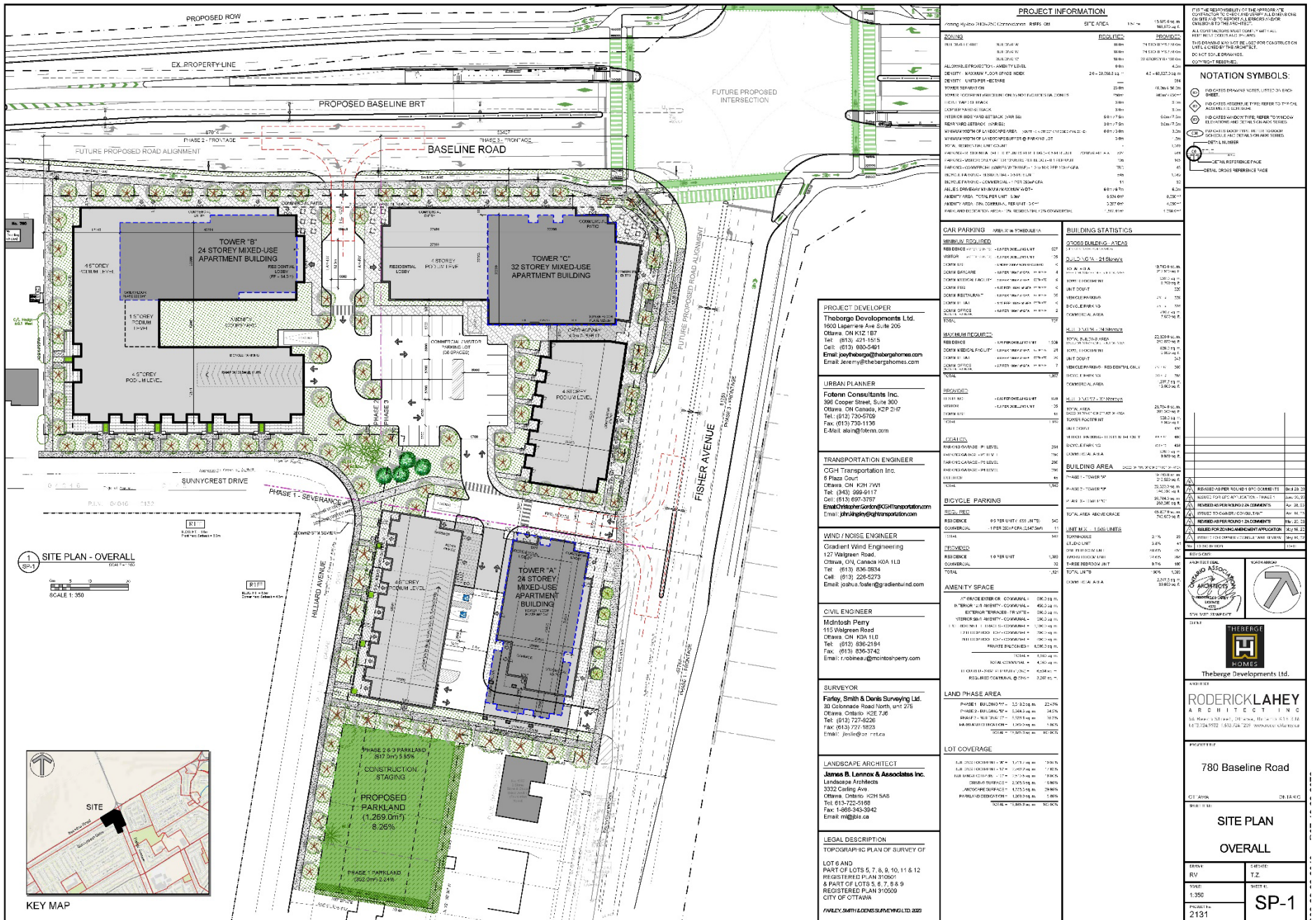
At CHARA, we welcome the opportunity to work with the applicant to discuss these recommendations, upholding the health and safety of Ottawa residents. Sincerely,

The Carleton Heights & Area Residents' Association (CHARA)

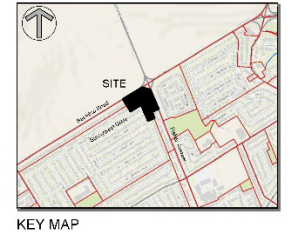
Staff Response: The staff report provided responses to each of the matters contained in the letter. The proposed Zoning By-law Amendment is consistent with the Carleton Heights Secondary Plan, is consistent with the Official Plan, and the development concept integrates with the surrounding area and has demonstrated consistency with Urban Design policies of the Official Plan, and the relevant Urban Design Guidelines.

Parking is provided consistent with Zoning By-law requirements and no change is requested. Both a Transportation Impact Study and an Assessment of Adequacy of Public Services Report were provided in support of the Zoning By-law amendment and deemed acceptable by City Engineering staff. A more detailed review of transportation and servicing matters will be conducted as part of the current Site Plan application for phase one and any future Site Plan application(s).

Document 7 – Site Concept including Phase 2 (Full Buildout)



SITE PLAN - OVERALL
SCALE 1:350



PROJECT INFORMATION

DESCRIPTION	QUANTITY	UNIT	REMARKS
NET SITE AREA	18,882.00	SQ. FT.	
NET BUILDING AREA	12,850.00	SQ. FT.	
NET PARKING AREA	1,200.00	SQ. FT.	
NET LANDSCAPE AREA	4,832.00	SQ. FT.	
NET TOTAL AREA	18,882.00	SQ. FT.	
NET BUILDING AREA PER 1,000 SQ. FT. OF SITE AREA	681.15	%	
NET PARKING AREA PER 1,000 SQ. FT. OF SITE AREA	63.56	%	
NET LANDSCAPE AREA PER 1,000 SQ. FT. OF SITE AREA	256.49	%	

CAR PARKING

TYPE	NUMBER	REMARKS
MINIMUM REQUIRED	500	
PROPOSED	500	
TOTAL	500	

MAXIMUM DENSITY

USE	MAXIMUM DENSITY PER 1,000 SQ. FT. OF SITE AREA
RESIDENTIAL	200
COMMERCIAL	100
INDUSTRIAL	50
OFFICE	150
SCHOOL	50
RECREATION	50
OTHER	50

LAND PHASE AREA

PHASE	AREA (SQ. FT.)	% OF TOTAL SITE AREA
PHASE 1 - SEVERANCE	1,200.00	6.36%
PHASE 2 - TOWER A	12,850.00	68.12%
PHASE 3 - TOWER B	4,832.00	25.52%
TOTAL	18,882.00	100.00%

LAND PHASE AREA

PHASE	AREA (SQ. FT.)	% OF TOTAL SITE AREA
PHASE 1 - SEVERANCE	1,200.00	6.36%
PHASE 2 - TOWER A	12,850.00	68.12%
PHASE 3 - TOWER B	4,832.00	25.52%
TOTAL	18,882.00	100.00%

LEGAL DESCRIPTION

TOPOGRAPHIC PLAN OF SURVEY OF LOT 5, 7, 8, 9, 10, 11 & 12 & PART OF LOTS 3, 6, 7, 8 & 9 REGISTERED PLAN 310901 CITY OF OTTAWA

FAWLEY SMITH & DENIS SURVEYING LTD. 2020

NOTATION SYMBOLS:

[Symbol]	INDICATES EXISTING NOTES LIMITED TO EXISTING
[Symbol]	INDICATES EXISTING NOTES REFER TO THE ORIGINAL DRAWING
[Symbol]	INDICATES EXISTING NOTES REFER TO THE ORIGINAL DRAWING
[Symbol]	INDICATES EXISTING NOTES REFER TO THE ORIGINAL DRAWING
[Symbol]	INDICATES EXISTING NOTES REFER TO THE ORIGINAL DRAWING

PROPOSED DEVELOPER

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1600 Laprade Ave Suite 205
Ottawa, ON K2H 1K7
Tel: (613) 421-1515
Cell: (613) 896-5481
Email: jay@theberghomes.com
Email: jerey@theberghomes.com

URBAN PLANNER

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382 Cooper Street, Suite 302
Ottawa, ON Canada, K2P 2J7
Tel: (613) 726-5700
Fax: (613) 726-1130
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TRANSPORTATION ENGINEER

CGH Transportation Inc.
8 Place Court
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Email: chris@cgtransportation.com
Email: jay@cgtransportation.com

WIND ENGINEERING

Gradient Wind Engineering
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CIVIL ENGINEER

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Email: md@mdshahperry.com

SURVEYOR

Fawley, Smith & Denis Surveying Ltd.
30 Colborne Road North, Unit 275
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Tel: (613) 727-6226
Fax: (613) 727-1833
Email: jsmith@fawley.ca

PROJECT INFORMATION

780 Baseline Road
Ottawa, ON K1R 1K6

REVISIONS

NO.	DATE	DESCRIPTION
1	2020-11-10	ISSUED FOR PERMIT
2	2020-11-10	ISSUED FOR PERMIT
3	2020-11-10	ISSUED FOR PERMIT
4	2020-11-10	ISSUED FOR PERMIT
5	2020-11-10	ISSUED FOR PERMIT
6	2020-11-10	ISSUED FOR PERMIT
7	2020-11-10	ISSUED FOR PERMIT
8	2020-11-10	ISSUED FOR PERMIT
9	2020-11-10	ISSUED FOR PERMIT
10	2020-11-10	ISSUED FOR PERMIT

THEBERGE DEVELOPMENTS LTD.

RODERICK LAHEY ARCHITECT INC.
555 Avenue 158 East, Unit 104, Ottawa, ON K1S 5T6
Tel: (613) 727-5262
Fax: (613) 727-5262

780 Baseline Road

SITE PLAN OVERALL

DATE: 2020-11-10
SCALE: 1:350
SHEET: 1 OF 2
PROJECT NO: 2131

SP-1

Document 10 – Agriculture and Agri-Food Canada Comments

October 24, 2023

Kelly Livingstone
Planner, City of
Ottawa
kelly.livingstone@ottawa.ca

RE: Resubmission of the Development Applications for Apartment Towers at 780 Baseline Road in Ottawa.

Dear Mr. Livingstone,

Thank you for informing Agriculture and Agri-Food Canada (AAFC) of the resubmission of the planning applications for 780 Baseline and providing the opportunity to again raise the concerns related to the impact to our Central Experimental Farm (CEF) property. As identified on several occasions, the proposed development raises serious concerns for Agriculture and Agri-Food Canada with regards to risks to our agricultural science integrity and impacts to our best research fields.

Agriculture and Agri-Food Canada has revised the internal assessment initially provided to reflect the changes in the resubmission application. The revised design will continue to pose significant impacts/risks to the Central Experimental Farm. In February 2023, Agriculture and Agri-Food Canada provided comments on the revised design which further exasperated the shadowing impact to our land. The recent resubmission design and its associated shadowing impacts continues to be a concern to the Central Experimental Farm. For your consideration please refer to Annex A for complete details.

In addition to shadow, the construction of underground parking may cause drainage issues on the Central Experimental Farm land. In February, Agriculture and Agri-Food Canada requested a Groundwater Impact Assessment be provided to better understand if there will be any impacts to the Central Experimental Farm which we have yet to receive.

Agriculture and Agri-Food Canada is requesting the City strongly consider the significant and detrimental impacts to the Central Experimental Farm and we recommend an approach in support of preserving our research land. Thank you for considering our concerns and we appreciate our continued engagement with the City.

Sincerely,

Pascal Michel
Director General
Ontario and Quebec Region
Science and Technology Branch

Karen Durnford-McIntosh
Director General
Real Property and Asset Management
Corporate Management Branch

Cc: Ted Horton, Senior Planner & Municipal Liaison, National Capital Commission

Attachment:

Annex A – Risk to the Central Experimental Farm Lands by Proposed Apartment Towers at 780 Baseline Road.

Annex A

Risk to the Central Experimental Farm Lands by Proposed Apartment Towers at 780 Baseline Road.

Background:

1. The lands of Agriculture and Agri-Food Canada's (AAFC) Central Experimental Farm (CEF) have a long history of creating new varieties of crops that have supported Canadian agriculture. Farmers grow these varieties, which feed Canadians, and add to our agricultural GDP. Research is also done on management practices which increase yield and reduce the carbon footprint of agriculture. Climate change will bring many new stresses on crop production, which can only be mitigated using adaptive research techniques and modern trait selection practices. The time for deferring climate change mitigation research to a future time is over, and the fields of the Central Experimental Farm are our laboratories for the varieties of the future that farmers and the nation will depend on.
2. The research lands west from Fisher Avenue to Merivale Road are the best lands on the Central Experimental Farm for agronomic research and crop breeding. The lands are uniform in texture and fertility, well drained by a series of underground tiles, and predominantly flat. They are well suited for the small plot research they are used for. Small research plots model the results that can be obtained from larger fields. These fields are used to test the performance of over 36,000 potential varieties of spring and winter wheat, soybean, barley, corn and oats per year. Many of the varieties that farmers currently produce have originated from these fields. Farm organizations have invested millions of dollars in collaborative research done on these lands to incrementally improve the disease resistance, climatic stress tolerance, and yield of their crops.
3. It is recognized that Baseline Road is a Mainstreet Corridor in the City's new Official Plan, and that the City's Transportation Master Plan includes a proposal for the eventual development of a Bus Rapid Transit Line. This will continue to bring further development in proximity to the Central Experimental Farm. As a result, we encourage the City of Ottawa to consider the impacts of high rise development on the Central Experimental Farm and its crop research that is vital to our future. We encourage the City to work with Agriculture and Agri-Food Canada to minimize the impact on our research landscape.
4. **Request:** We request the City of Ottawa consider what site and building design elements (e.g., orientation, floorplate size) can be employed to limit shadowing on the Central Experimental Farm for this application and for future development along Baseline.

Shade Study

5. Using the newly revised development proposal a new shade study was done to examine the patterns and cumulative amounts of shade caused by the proposed towers at 780 Baseline Road. The building and rezoning application calls for one 32 storey tower and one 24 storey tower situated on Baseline Road and one 24 storey tower situated south of Baseline and west of Fisher Avenue. The shade study was designed to demonstrate the

effects of shade from the proposed towers over the entire growing season which occurs from April 01 through to November 30.

6. The model to calculate the amount of shade was based on the sun's position in the sky at one minute intervals over each day during the growing season and the height and footprint of the towers. Cloudless conditions were assumed. A day started and ended when the sun elevation was one degree above the horizon.
7. An area 1 kilometre in the cardinal directions from the proposed towers (4 km²) formed the study area. The study area was further divided into 4 m² polygons, and the minutes of shade on each polygon resulting from the model were recorded. This resulted in 250,000 polygons in the study area. On a yearly basis there are ~ 189,387 minutes of sunlight received at our latitude in a growing season April 01 to November 30.

Results:

1. The attached figure 1 shows a 4 square kilometre block centred on the proposed towers at 780 Baseline Road. The colours over the area correspond to the shaded land with red being the greatest amount of shade followed by yellow and dark blue. The units are cumulative minutes of shade during the growing season. The figure shows that the proposed towers will result in significant shade cast on the Central Experimental Farm research lands both east and west of Fisher Avenue.
2. Figures 2a and 2b have been developed based upon 50 square metres polygons and show the percentage of light reduction per day for the growing season. The research lands directly opposite the proposed development will have daily solar radiation reduced by ~13 per cent per day. Moving west from Fisher the amount of shade received on the land is reduced until by 400 metres from the towers it is less than 1 per cent of solar radiation reduced per day. Moving north from the proposed towers, solar radiation reduction decreases and at 200 metres it is less than 1 per cent per day.
3. Research lands east of Fisher Avenue will have much more shade cast on them than on the western side of the development, where the lands directly east and north of the towers have solar radiation reduced by more than 20 per cent per day for the first 150 metres moving east. It is not until 550 metres east of the towers that the sunlight is only reduced by 1 per cent per day. Moving north on the east side of Fisher Avenue the solar radiation reduction decreases and is less than 1 per cent per day at 200 metres.
4. The yellow rectangles on Figure 2a and 2b show the area of research lands that will be detrimentally affected by the reduction in solar radiation.
5. Reducing the total amount of light reaching the research lands will reduce total plant photosynthesis, reducing yield and delaying harvest.
6. Light is a combination of many different wavelengths and plants use them differently. For example, early morning or late evening red light stimulates many plants to flower.
7. As seen in Figure 2b, the shade from only tower A is much less devastating to CEF research lands than when combined with Towers B and C. This is not only from the 24 metres reduction in height of tower A, but also its placement ~ 75 metres south of baseline road.
8. Perhaps the most significant effects of the shading on the research lands comes from the increased variability in sunlight caused by differentially shading of the fields throughout the growing season. This will increase the variability of the research lands within the yellow

rectangles on Figure 2a and 2b and make them unusable for most field experiments. Increased light variability adds additional factors to research experiments that will make results impossible to interpret, and make the affected land unsuitable for research purposes.

9. Fall seeded crops, such as winter wheat, grow extensively during the fall, remain dormant under the snow, and then regrow early in the spring months to be harvested in late July. Therefore, sunshine in the fall and spring are a requirement for winter crops.
10. Sunlight in the spring melts and evaporates snow cover, and dries and warms the soil. Dry soils are required to cultivate the land and plant crops. Increased shade will delay spring planting resulting in a shift in flowering to a hotter period of the year, delaying maturity and harvest and lowering yields.
11. Sunlight is used by microorganisms responsible for nutrient cycling on a yearly basis. Nitrogen, phosphorous and carbon cycles are among some of the necessary natural processes mediated by microorganisms in the soil that are affected by sunlight and soil temperatures. Here too, increased solar variability will affect the soil microbiome resulting in soil variability that will eliminate these lands for research purposes.

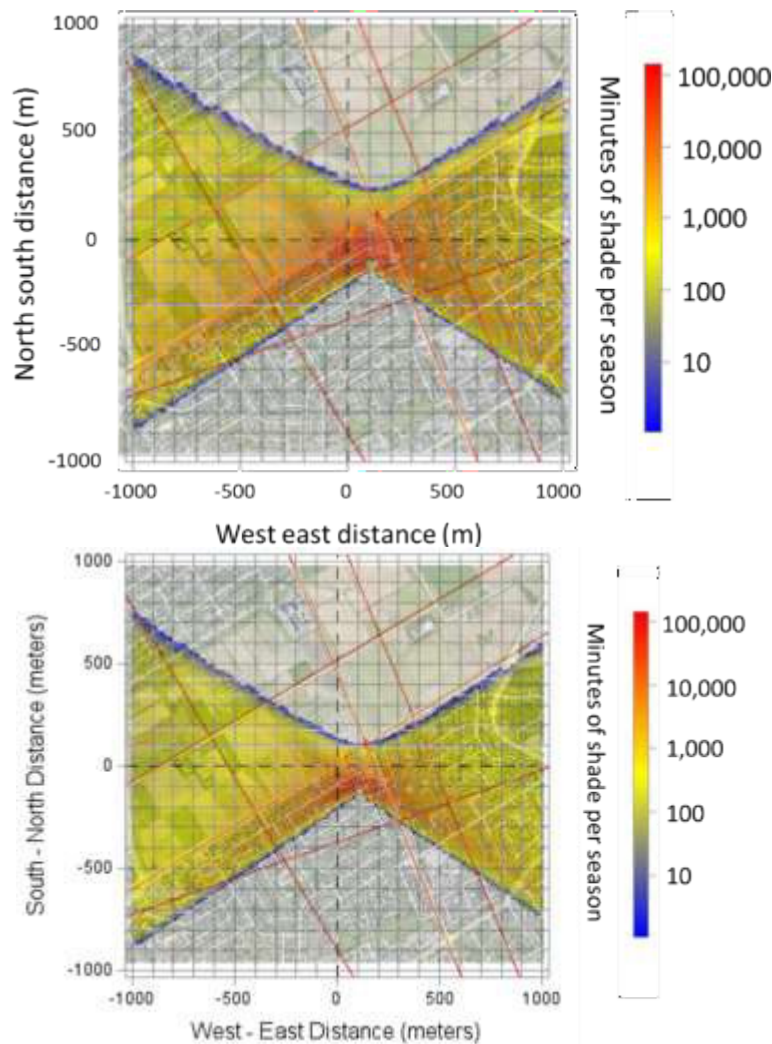


Figure 1. Shade maps for 780 Baseline Road. Top Map includes Tower A 78m, B 78 m and C 102m. Bottom map is only for Tower A 78m.

Figure 2a. Percent daily reduction in solar radiation April 01 to November 30 for Tower A, B and C at 780 Baseline Road. Polygon colours correspond to percentage daily amount of solar radiation reduction

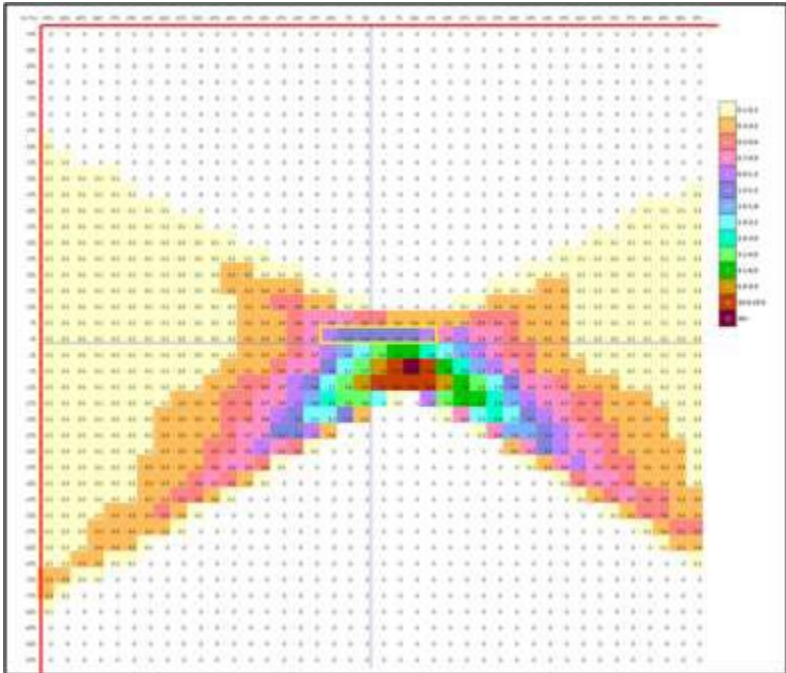
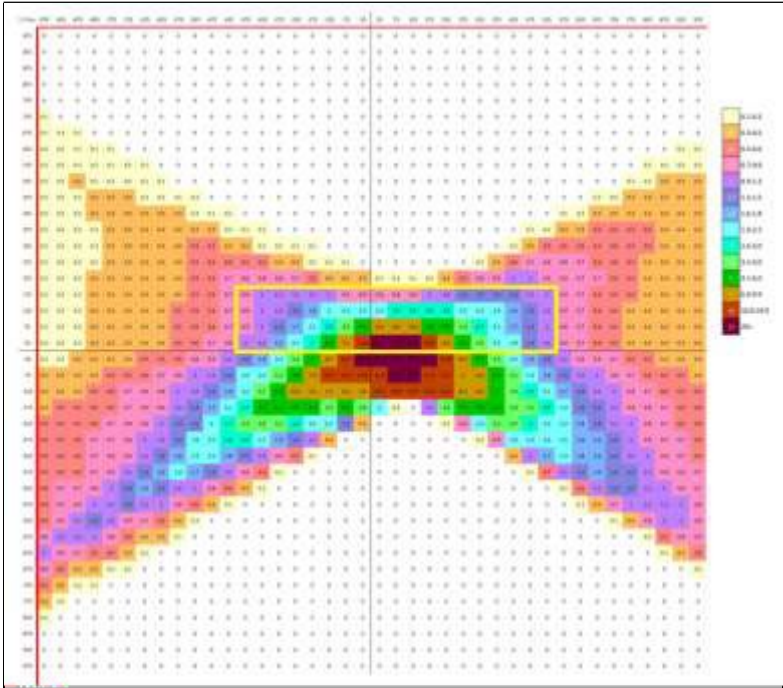


Figure 2b. Percent daily reduction in solar radiation April 01 to November 30 for Tower A at 780 Baseline Road. Polygon colours correspond to percentage daily amount of solar radiation reduction.

Email Dated January 23, 2024

Good afternoon Allison

Thank you for the opportunity to provide updated comments, below and in the attached are AAFCs comments on both the Heritage Study and the Miller report.

Miller Engineering Report Comments from AAFC:

- Overall Inaccuracies in report: The conclusions of the Miller Engineering review are flawed. We have detailed many errors in the review and conclusions provided by Miller Engineering. The conclusions within this review are not supported by evidence.

Specifically:

- o Engineering report findings refer to production of agricultural products, emphasizing growth versus the science and innovation aspect that is AAFC's mandate. The section "Application of Literature to Ottawa Research and Development Center" and "opinions" are assumptions and not supported by the analysis.
- o Review of the Scientific literature cited by Miller Engineering has AAFC questioning the applicability in this case when you consider most the studies refer to growing plants in pots/greenhouses, not fields, and in tropical/Mediterranean climates not comparable to Canada. The report's narrative discredits the science that takes place in our fields (AAFC's outdoor laboratories) of which AAFC conducts for the production of food crops adapted to climate change.
- o This section "Ottawa Research and Development Centre" outlines the crops studied and not studied at ORDC and other AAFC facilities and question the goals and missions of AAFC. The ORDC is the only plant breeding focused research centre in Eastern Canada. Many crops cannot be bred elsewhere. Many research centres do not have the infrastructure or land area for plant breeding and agronomy programs. Crops like soybean are regionally specific.

Further more detailed comments from AAFC are attached in the "Summary of Potential Effects of Structural Obstruction on AAFC Research Plots" document.

AAFC comments on the Heritage report are also attached.

Thank you

Eric

Attachment 1 to Email Dated January 23, 2024

Summary: The Potential Effects of Structural Obstruction on AAFC Research Plots.

Miller Engineering Inc. Ann Arbor MI, USA.

Miller Engineering reviewed the AAFC shade study and concluded that the reduction in solar radiation by the proposed Theberge Homes towers will not put research lands at risk.

The Miller Engineering report tried to discount the shade study by introducing average cloud cover into the calculation of minutes of sunlight lost on the research lands. Percent reduction is percent reduction, whether it is based on 189,387 minutes of cloudless skies or 122,767 minutes which would be the result of a cloud factor multiplied by total minutes of sunlight on a cloudless day.

Clouds reduce solar radiation and net photosynthesis, but they do it on a random scale, across a large geographic landscape. Farmers' fields experience clouds as well as AAFC research fields.

Shade cast by the apartments makes the lands unusable for research because of the variability of the shade. Sunlight will vary on a square meter basis; meaning that test plots that are side by side or across a pathway from each other, will receive different amounts of sunlight during the growing season. When AAFC selects future varieties for farmer's fields based on yield tests done in research fields, variable shade makes assured selection impossible.

Miller Engineering uses studies from the literature to support their claims that reduction in solar radiation is not a factor of concern in cereals and corn. However, when examined in detail, some of the studies were done in greenhouses, some with horticultural crops and some done in Mediterranean or tropical climates. A full examination of these studies reveals that they do not support their conclusions.

Solar radiation is the driver of crop growth by affecting photosynthetic rates and yield. Of course, when you reduce sunlight, photosynthetic rates decrease, sugar production decreases, biomass and yield decrease.

A part of the report focuses on AAFC's mandate and the need for CEF to support the Canadian Farmer. They have concluded that the research done in Ottawa can be done elsewhere.

Miller Engineering concludes their report by offering their opinion on nine points raised by their study.

Opinions

1. *Ottawa Research and Development Center is not unique in terms of the crops that they study. Many other research facilities throughout Ontario and Canada would seem capable of conducting similar research, and such research may be located closer to where a majority of production is occurring, i.e., research regarding oats and barley.*

AAFC Response : The ORDC is unique. It is the only AAFC plant breeding centre in eastern Canada. It is responsible for breeding crops for a large percentage of the crop agricultural Canadian GDP. Many research centres do not have the infrastructure or land area for plant breeding and agronomy programs. Crops like soybean are regionally specific.

2. *The AAFC shade study estimated a range of 1% to about 20% reduction in sunlight caused by the proposed structures. The potential area of concern appears to be about 47 acres out of an approximate 1000 acres for the CEF site. Within the potentially affected area, the ~20% reduction would likely be limited to less than two acres. The average expected impact across the 47 acres would likely be about 5% reduction in sunlight.*

AAFC Response: The reduction of solar radiation is more than 2 acres (0.8 ha). Three hectares of research land will have 20% of their growing season sunlight reduced, greater than 17 ha of land will have seasonal solar radiation reduced by >5 % and 67 ha will have seasonal solar radiation reduced by >1.0 %.

3. *We acknowledge within the AAFC October 24, 2023, Development Application response, that the points made under #5-#11 of the Results section indicate reasonable concerns. Research reported again below indicates sunlight obstructions on certain crops can be a positive or negative influence. Our overview findings suggest the effects across this acreage can be minimal. Additional tall structures on the perimeter or even planned in-field structures, which limit lighting, can be positive under the right management strategies, i.e., agrivoltaics.*

AAFC Response: There is no positive effect of reducing radiation on crop growth of field crops. We breed field crops for farmers fields.

4. *In review, there has been substantial research relative to the effects of reduced sunlight on certain crops. Example findings are:*
- *Corn and wheat are not significantly affected by 25% sunlight reduction.*
 - *Soybean is significantly affected by as little as 8.7% sunlight reduction.*
 - *For wheat grown in hot, dry climates, a 30% sunlight reduction can increase yield.*
 - *For wheat grown in cold climates, a 30% sunlight reduction can have a negative effect on yield.*

AAFC Response : The data supplied in their example studies does not support their conclusions. The Touil (2019) study was done in horticultural crops and about the effects of solar panels installed over greenhouses. The Riska (2022) study, done in Indonesia where the solar radiation is almost 2x the amount in Ottawa, showed nearly a 1 tonne reduction in corn yield with 25% less sunlight. The first highlighted conclusion from the Ramos-Fluentes (2023) study on corn was that biomass and grain yield was significantly reduced by shade. The native grass mixture study done by Semchenko (2011) was not applicable to wheat, barley and oats grown in monoculture. The winter wheat study by Lakshanakumar (2018) found that all levels of shade significantly reduced wheat yield in the 5 varieties they examined over two years of the experiment at 29°N. The Tromsdorff (2011) and Weselek (2021) studies found an 18% and 19% reduction in wheat yields, respectively in normal years and only a 2 or 3% increase over the control in drought years. The barley and wheat studies by Arenas-Corraliza (2019) were done in pots in the greenhouse and not applicable to field conditions.

5. *One can conclude from the example studies that:*
- *Corn and grasses (e.g., wheat and barley) exposed to up to 20% reduction in sunlight, will not be significantly affected in terms of yield and other attributes.*
 - *Soybean will be affected even by small amounts of sunlight reduction. Therefore, management practices should prevent soybeans from being grown in the potentially affected shaded plots.*
 - *Under certain management strategies, lightly shaded areas can be used to the benefit of various crop programs (e.g., study of agrivoltaics).*

AAFC Comment: Opinion 5 seems to be a repetition of Opinion 4. As already stated, either the studies chosen were done in the greenhouse and therefore not applicable to the field or their results stated that under non-drought conditions shaded yield was lower than non-shaded yield.

6. A number of plantings and buildings have already been allowed adjacent to the Central Experimental Farm. Given other tall structures in the area, there has been no evidence presented by AAFC that suggests shading from these other obstruction structures and plantings nearby have impacted the AAFC's programs at the CEF.

AAFC Response: Although there are many buildings that surround the farm, to date they are mostly lower-rise buildings that cast shade that does not significantly impact research fields, with the exception of the towers on Fisher Ave. The two apartments on Fisher Avenue were built in the early 70s and there is no indication in our records if objections or opinions were asked for by the City. Trees on Fisher Ave will cast shade on the fields but the trees will not grow to be more than 10 m, the shade from which is less intense than an apartment building and which mostly falls on Fisher Ave and the borders between the fencing and the fields.

7. *Test plots in urban areas will have the potential for sunlight obstruction and contaminants such as vehicle exhaust, road salt seepage, and manufacturing and process plant fumes. While less advantageous for crops intended for rural farming, there is a trend to promote "urban farming. In which case, these variations in conditions might be representative of what such urban farmers will experience, and which should be further researched. Should the CEF then focus some efforts on urban farming research, where partial sunlight obstruction will be a desired variable?*

AAFC Response: These extraneous factors such as car exhausts are applied to all plots equally. There is no variability in the field from car exhausts as there will be from solar radiation. As the city grows and traffic increases on Baseline Road from developments these may become an important consideration. There are no manufacturing and process plant fumes in this area of Ottawa. Focusing on urban farming research would not meet the AAFC mandate, which serves the Canadian Agricultural systems, which are predominantly field production systems.

8. In the short term, the proposed structures would have little effect on future crop tests, given optimal management strategies on the part of AAFC. In the long term, the various other potential urban influences on the AAFC may cause concern regarding use of this location and choice of crops to test here versus a more remote facility.

AAFC Response: The CEF is a unique feature of the City of Ottawa. The report's narrative discredits the science that takes place in our fields (AAFC's outdoor laboratories) of which AAFC conducts for the production of food crops adapted to climate change.

9. We would conclude that the impact of the proposed high structures relative to AAFC can be of a de minimis nature, and even of a benefit. Such benefit will depend on management's recognition that reduced sunlight can be a potential positive factor for some crop projects.

AAFC Response: The data presented does not support Miller Engineering conclusions. The proposed additional towers will have deleterious and irreparable effects on the research lands on the north side of Baseline Road.

Further comments on the Miller Engineering Inc. Report.

Potential for Sunlight Obstructions Shade Study

Conclusions from the shade study:

Point 2. Miller Engineering was in error. The study was centred at the apartments and an area 4 km² was examined. Only 160 ha of the total 400 ha in the study was AAFC research land. The shade cast on the residential lands were not reported or considered.

Cloud Considerations:

The reduction of solar radiation from the AAFC study is expressed in percent solar radiation reduction. Percent is percent, whether it is full sun or shade. All of the scientific studies that Miller Engineering present as evidence all use percent reduction of solar radiation. There is no sun or cloud distinction.

Scientific /Agronomic implications.

A quick search using Google Scholar results in 104,000 studies on solar radiation and corn, 180,000 studies in wheat, 87,900 in soybean, 47,000 for barley, and 22,600 in oat. The studies selected by Miller Engineering appear to be ones involving solar panel shading, which is their expertise.

Miller Engineering Conclusions Based on the Literature:

Point 1. Miller Engineering has concluded that corn and grasses (cereals and barley) were not significantly affected by 25 % less sunlight.

The Riska study was done in Indonesia where the solar radiation is almost 2x the amount in Ottawa, showed nearly a 1 tonne reduction in corn yield with 25% less sunlight. The first conclusion from the Ramos-Fluentes study on corn was that corn biomass and grain yield was significantly reduced by shade. The native grass mixture study done by Semchenko was applicable to wheat, barley and oats grown in monoculture. The winter wheat study by Lakshanakumar found that all levels of shade significantly reduced wheat yield in the 5 varieties they examined over two years of the experiment at 29°N. The Tromsdorff study found an 18% reduction in wheat yield in one year of the experiment and a 3% increase in yield under drought. The barley and wheat studies by Arenas-Corraliza were done in pots in the greenhouse and not applicable to field conditions.

Point two is correct. Soybean is sensitive to total radiation reduction

Point three is correct but shade is not an abiotic stress that AAFC will breed for. Few farmers have 100 M apartments flanking their fields.

Review of the Scientific literature cited by Miller Engineering.

Touil et al 2019. Studied the effect of solar panel shade on horticulture crops, like strawberry, lettuce and tomato, largely grown in the southern regions Europe. Only 5 of the 28 studies were done in the field and the rest were done in greenhouses.

Gommers et al 2013. Plants are adaptable. While yield is reduced there are mechanisms for adaptation.

Riska et al. 2022. This study was done in Indonesia where the solar radiation is almost twice our latitude. Miller Engineering states there is no statistical reduction from a 25% reduction in solar radiation but the data shows that average corn yield was nearly 1 tonne less.

Ramos-Fuentes et al 2023. Study was done under solar panels in Mediterranean France. The first highlight of the paper was when radiation was reduced by AV (solar panels) corn biomass, and grain yield was reduced, and lifecycle delayed.

Semchenko et al. 2011. Studied native grasses of northern Europe in mixtures.

Tromsdorff et al. 2011. There were two years of experiments under full solar panels. In the first year of the experiments wheat yield was reduced by 18% compared to the control, while in a drought year yields were increased by 3%.

Lakshanakumar 2018. Miller Engineering has made an error in their interpretation of the data. The study clearly shows a significant yield reduction in five varieties of wheat in two years of experimentation in sub-tropical India (29°N).

Arenas-Corraliza et al. 2019. The study was done in Mediterranean conditions in a greenhouse not the field.

Attachment 2 to Email Dated January 23, 2024

1. Heritage study by Commonwealth Heritage Resource Management, hired by Theberge Homes.

Report: “The report dated December 2023 confirms that there are no significant or noticeable impacts to the research function of the CEF, and as a result the heritage qualities of the Farm are not undermined or impacted by the proposed development and associated shadowing. The shadows from the proposed buildings at 780 Baseline Road do not undermine the CEF’s ability to conduct research or erode the Farm’s heritage attributes.”

AAFC Response/Comment: The data from the literature presented by Miller Engineering Inc. does not support their conclusions, therefore, they are not valid and the shadows cast by the proposed towers at 780 Baseline road will undermine CEF ability to conduct research and does erode the Farm’s heritage attributes.

2. Baseline Transit.

Report “In addition, the Agriculture and Agri-Food Canada staff requested a buffer “Shelterbelt” along the frontage of Experimental Farm. The Shelterbelt which is a specific arrangement of trees, and shrubs, will extend into the fields an additional +/- 7m.”

AAFC Response/Comment: The Shelter Belt of trees and shrubs has been reduced to a grassed buffer because neither city nor AAFC had the resources to plant or maintain a shelter belt. This decision was made in 2016.

3. Shade cast on September 21, Fall Equinox, by Towers A, B and C, 780 Baseline Rd.

AAFC Response on shading:

We calculated the total amount of minutes of shade cast on research lands by the proposed towers at 780 Baseline Road for September 21. There are 12 hours or 720 minutes of sunlight on September 21. We plotted the amount of solar radiation reduction in percentage (shade in minutes/720 minutes). The results are presented in Figure 2. The 50 x 50 m

grid is centered at Fisher Ave and Baseline Road. The current regulations of 5 hours of shade would result in 42% of the daily solar radiation being removed from active plant growth.

There are areas of CEF research lands directly north of the Towers that will have solar radiation reduced by 35 %. 15,000 m² will have daily solar radiation reduced by more than 20 %. 30,000 m² will have daily solar radiation reduced by more than 10 %. 52,500 m² will have daily solar radiation reduced by 5%.

