

# FOTENN

## LINCOLN FIELDS SHOPPING CENTRE — 2525 CARLING AVENUE







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# 1.0 INTRODUCTION

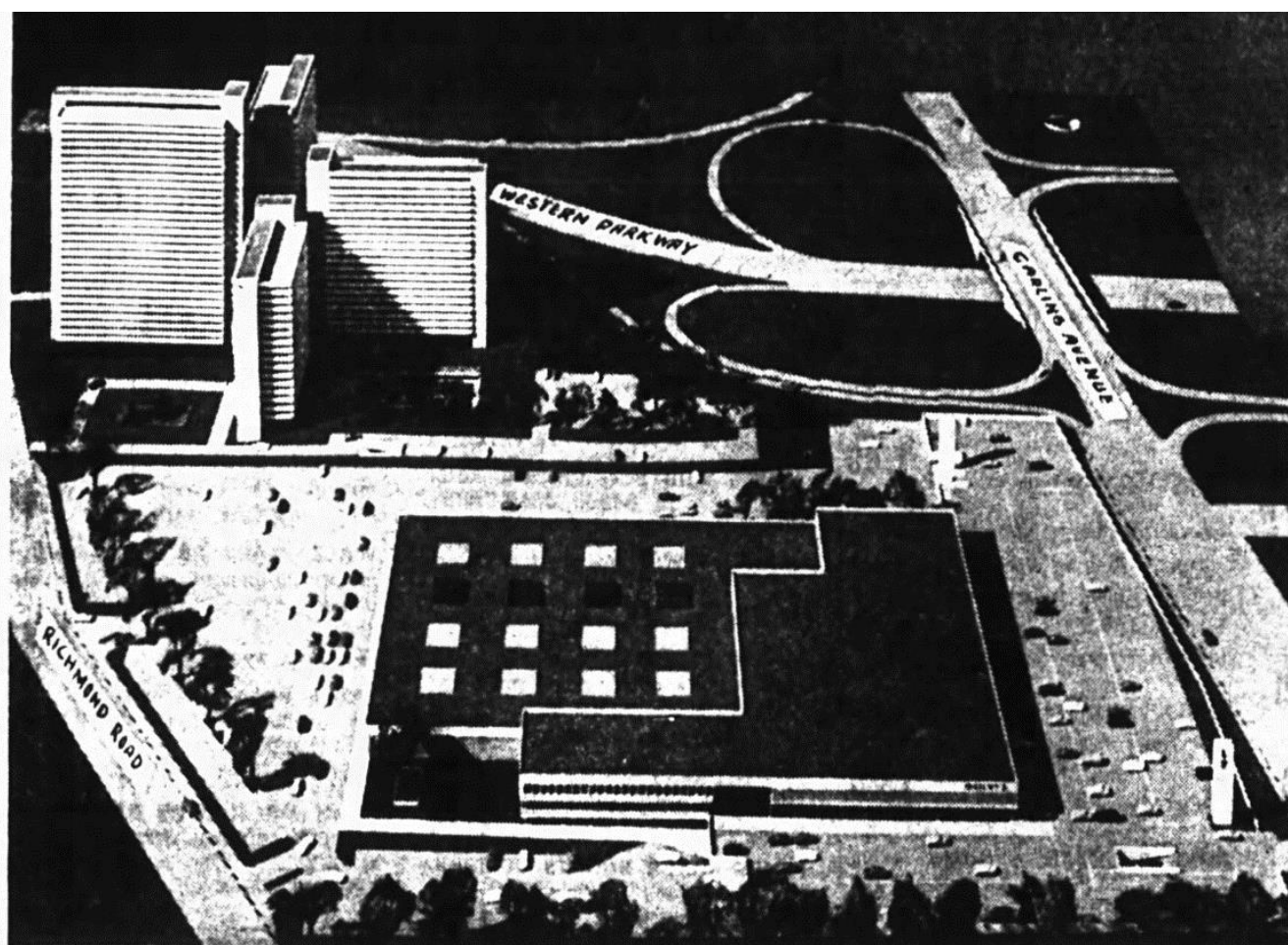
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Fotenn Consultants Inc., acting as agents for RioCan REIT (“RioCan”), is pleased to submit the enclosed Site Plan Control Application for the lands municipally known as 2525 Carling Avenue in the Bay Ward of the City of Ottawa.

The purpose of the Planning Rationale is to assess how the proposed development achieves and conforms to the applicable policy and regulatory framework, as well as relevant urban design and compatibility objectives.

## 1.1 Property History + Future Directions

The subject property currently accommodates the Lincoln Fields Shopping Centre, a retail development dating to the early 1970s. While initially conceived as a single enclosed building, the shopping centre is currently developed as a multi-building, multi-tenant commercial centre. Tenants in the principal building include a retail food store, (Metro) a men’s clothing store (Moore’s) and a pharmacy (Rexall), while a separate outparcel at the northeast corner of the property accommodates a fast food restaurant (Pizza Pizza). A second fast food restaurant (Wendy’s) was located in a second separate building that was destroyed by fire on November 27<sup>th</sup>, 2018.



**HUGE SHOPPING CENTRE FOR WEST END**

Figure 1 Architectural Model for Original Lincoln Fields Plan (Looking East)

The property was developed as a shopping centre in 1972. As the property is located near the intersection of Richmond Road and Carling Avenue, two prominent arterial streets in the area, the shopping centre experiences high visibility and activity on both the north and south sides. Despite having frontage on these two major streets, the principal shopping centre building is located in the centre of the property and is surrounded by surface parking. The property is in close proximity to transit, with the Lincoln Fields Transit station located within 150 metres of the property. There are significant opportunities improve pedestrian and bicycle connections to the transit station through the Secondary Planning process proposed by the City of Ottawa. With the Confederation Line LRT extension planned to arrive at Lincoln Fields Station by 2023, the subject property is well-suited for redevelopment as a mixed-use, transit-oriented development with excellent pedestrian connectivity.

In the fullness of time, RioCan intends to redevelop the entire property into a transit-oriented mixed-use development featuring a range of land uses. The development proposal in the enclosed Site Plan Control application is a critical first step in this longer-term redevelopment project. Through this interim development, the property will continue to accommodate select existing tenants and will facilitate future phases of planning and development on the property.

The long-term vision for the property will be shaped by the City-led Secondary Planning exercise mentioned above, in which RioCan will actively participate. The Secondary Plan process will further refine the direction for development on the subject property and the surrounding area, with recognition of the proximity to rapid transit. The Secondary Planning process is scheduled to begin in Winter/Spring 2019.



Figure 2 Aerial View of the Subject Property (Looking Northeast)



## 2.0 SURROUNDING AREA AND SITE CONTEXT

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### 2.1 Subject Property

The subject property is municipally known as 2525 Carling Avenue, and legally described as Lots 45, 46, 50-57 inclusive and part of lot 49 on Registered Plan 348, and Part of Lot 48, Registered Plan 311, and part of Lots 22 and 23, Concession 1, (Ottawa Front). The 65,502 square metre property fronts onto two arterial roads, with approximately 225 metres of frontage on Carling Avenue and 230 metres of frontage on Richmond Road.

There are four existing driveways to the shopping centre:

- / a signalized intersection from Carling Avenue in the approximate centre of the Carling frontage;
- / an unsignalized intersection from Croyden Avenue on the west side of the property;
- / a driveway providing access to the apartment buildings in the east which meets Richmond Road at a signalized intersection; and
- / a right in/right out intersection at Richmond Road.

The site is currently developed as a shopping centre with large surface parking areas, as seen in Figure 3.



Figure 3 View into the Property from Carling Avenue, Looking Northeast (Top) and Northwest (bottom)

## 2.2 Surrounding Context

The Carling Avenue and Richmond Road corridors in the vicinity of the subject property have developed with a mix of commercial, office and residential uses. The dominant land uses along the rights-of-way are low-density low-rise commercial with large surface parking lots, office uses and small-scale institutional uses.

The following land uses are found in proximity to the subject property:

/ **North**

Facing the subject property across Richmond Road are an automobile dealership, a three-storey office building containing a community health centre and provincial resource centre, a one-storey commercial building containing restaurant uses, and an auto-body shop.

/ **East**

High-rise apartments abut the subject property, as does the Sir John A. Macdonald Parkway ROW.

/ **South**

Facing the subject property across Carling Avenue is a mix of low-density residential, small-scale office and institutional uses, including an adult day care centre and a medical office building.

/ **West**

High-rise apartment dwellings with some associated retail face the subject property across Croyden Avenue. A proposed three-storey, eight (8) unit rental apartment building at 351 Croyden Avenue will abut the subject property; another proposed 13,550-square-metre self-storage/retail facility at 2582-2599 Carling Avenue will be located west of Croyden Avenue.

## 2.3 Road, Transit and Cycling Network

The property fronts on two existing Arterial Roads, Carling Avenue and Richmond Road, as designated on Schedule E of the Official Plan. Arterial Roads are designed to carry large volumes of traffic over long distances. The property is also adjacent to the federally-owned Sir John A. Macdonald Parkway, which is accessed from Carling Avenue.



Figure 4 Subject Property in Neighbourhood Context



Figure 5 shows the subject property in relation to the existing and planned urban cycling network, as based on Schedule C of the Official Plan. The property has direct access to the existing Pinecrest Creek multi-use pathway which connects to the Sir John A. MacDonald pathway. Richmond Road, which currently accommodates on-road bicycle lanes in both directions, is identified as a Cross-Town Bikeway, identifying the corridor for future cycling infrastructure investment. Carling Avenue is identified as a future spine route.



Figure 5 Existing and Planned Cycling Network

The subject property is in proximity to the future Lincoln Fields LRT Station, as shown on Schedule D of the Official Plan. The station is on the Confederation Line West extension, planned for 2023. Schedule D also designates Carling Avenue as a future LRT corridor with at-grade crossings east of Lincoln Fields, and as a Transit Priority Corridor west of Lincoln Fields, as shown in Figure 6. An ongoing City study will identify Transit Priority design measures for Carling Avenue between Lincoln Fields and downtown. The property is currently served by four OC Transpo bus routes, three of which have service every 30 minutes or less.

Ultimately, the subject property is currently served by a range of transportation modes, and an expansion to infrastructure for alternative transportation modes is planned for the short and long term.



Figure 6 Planned Transit Network as Shown in Schedule D of the Official Plan



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### 3.1 Proposed Development

To prepare the property for future redevelopment, RioCan proposes to demolish the principal shopping centre building at the centre of the property. The demolition is a critical first step to create the necessary space and conditions for future buildings on the property.

While the majority of tenant spaces will be removed in the short term, the proposal includes relocating three existing tenants to two new buildings, which are subject to the Site Plan Control application:

- / a one-storey Metro grocery store of approximately 2,630 square metres of Gross Floor Area (GFA);  
/ a two-storey commercial building with a Rexall pharmacy at grade and a Moore's clothing store on the second floor, measuring approximately 1,562.7 square metres of GFA.

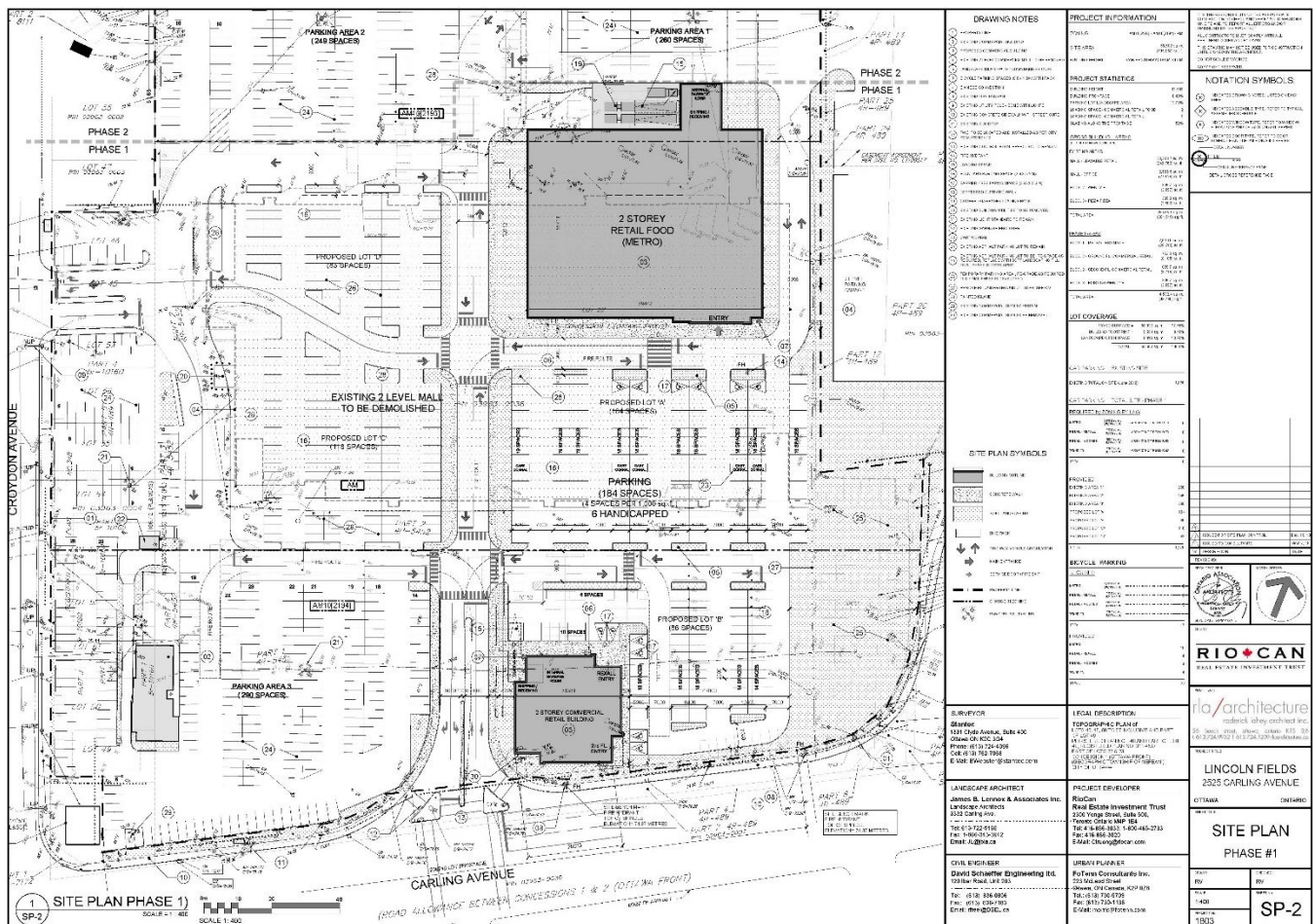


Figure 7 Proposed Site Plan

The two new buildings are proposed to occur in the southern and central portions of the property, identified as Area A on Figure 8 below. While future redevelopment of the northern portion of the property (Area B) is envisioned, no changes are proposed to this area as part of this Site Plan Control application. Plans for the recently-destroyed Wendy's pad in the south-west corner of Area A have not yet been confirmed.

The proposal makes some modifications to the existing vehicle and pedestrian circulation on the property. The existing four-vehicle accesses will remain in their current locations, as addressed in the Transportation Impact Assessment Study (TIA) prepared by Parsons. A new north-south access route is proposed to

extend from the existing Carling access up to the west side of the Metro building, providing vehicular access to the loading bays on the north side of the proposed Metro building and pedestrian access to the main entrance. A new east-west access route, south of the Metro, is proposed to traverse the surface parking lot to connect to the existing access from Croyden Avenue. These new access routes form sensible internal circulation patterns that will support logical intensification over time. Both of the new access routes will be under private ownership and will function as internal driveways within the development.

The loading area for the proposed Metro will be located on the north side of the building, accessed from Carling Avenue. In response to comments from Staff, the loading area has been enclosed to improve the urban experience on Richmond Road until greater intensification occurs on “Area B” of the property. New parking shall be created, partially overlapping the footprint of the existing mall, resulting in a net increase of parking spaces. A 3-metre (minimum) landscaping buffer is provided along the Carling Avenue frontage east of Building 2, and overall landscaping has been increased through soft landscaped area along the eastern property line, along the internal north-south street and landscaped islands within the parking lots.

### **3.1.1 Phasing**

The proposed development is intended to be a preliminary phase that will permit future redevelopment of the property into a higher-density, mixed-use community. Since this represents an interim condition, relief from some zoning performance standards through the Minor Variance process will be required. In particular, the proposed development will not meet the frontage requirements for the AM10 Zones that cover the southern and northern portions of the property along Richmond Road and Carling Avenue.

The proposal was strongly shaped by the legal obligations to existing tenants and the desire to maintain continuity for key tenants. To this end, the construction phasing plan will see the eastern segment of the mall demolished first, to permit construction of the proposed Metro building while the Metro remains open in the western portion of the mall. Once the Metro building is complete, Metro will move operations and the western portion of the mall will be demolished, creating the site conditions shown in the enclosed Site Plan (see Figure 7).

As the net GFA of the proposed development is lower than the GFA of the existing shopping centre, no parkland dedication will be required during this phase, and some demolition credit will apply to future phases. As the long-term intention is to develop the entire property to a high-density, mixed-use community, additional parkland dedication may be required at a later stage of development.

The current proposal is a critical preparatory phase for this ultimate development, the exact form of which is still to be determined in collaboration with the community and City through a Secondary Planning process. Consultation with tenants and City Staff identified additional design considerations related to the phasing of the proposed and future developments on the property.





Figure 8 Site Plan Sketch for Proposed Development

## 4.0

# POLICY AND REGULATORY FRAMEWORK

### 4.1 Provincial Policy Statement, 2014

In Ontario, the Provincial Policy Statement (PPS), enacted in April 2014, provides direction on land use planning and development issues of provincial interest. The Provincial legislation states that decisions impacting planning matters “shall be consistent with” the policy statements within the PPS.

The PPS encourages the formation of, “healthy, liveable, and safe communities” through efficient land use patterns and infrastructure development. The PPS states that re-development should include opportunities for intensification.

Policy 1.1.3.3 directs planning authorities to promote opportunities for intensification, taking into account existing building stock.

Per Section 1.5.1, healthy, active communities should be promoted by planning public streets, spaces, and facilities to be safe, meet the needs of pedestrians, foster social interaction, and facilitate active transportation and community connectivity.

**The proposed development, as a critical preparatory phase for future intensification, is consistent with the policies of the Provincial Policy Statement. The site is currently underutilized, and the proposed development will free up the majority of the site for intensification, in accordance with Policy 1.1.3.3. The ultimate vision for the site will be consistent with the PPS.**

### 4.2 City of Ottawa Official Plan (2003, as amended)

In 2013, the City of Ottawa reviewed its Official Plan which resulted in numerous changes to policy references and to land use designations. Ottawa City Council adopted Official Plan Amendment (OPA) 150 to implement the changes in December 2013. OPA 150 was approved by the Ministry of Municipal Affairs and Housing (MMAH) in April 2014, with appeals.

In recent months, negotiated settlements have resulted in some policies from OPA 150 being incorporated into the Official Plan, and are now in full force and effect. Other policies remain under appeal. For the purposes of this Planning Rationale, the current policies of the City of Ottawa Official Plan have been reviewed and analyzed for the proposed development. In addition, any relevant policies of OPA 150 have been taken into consideration.

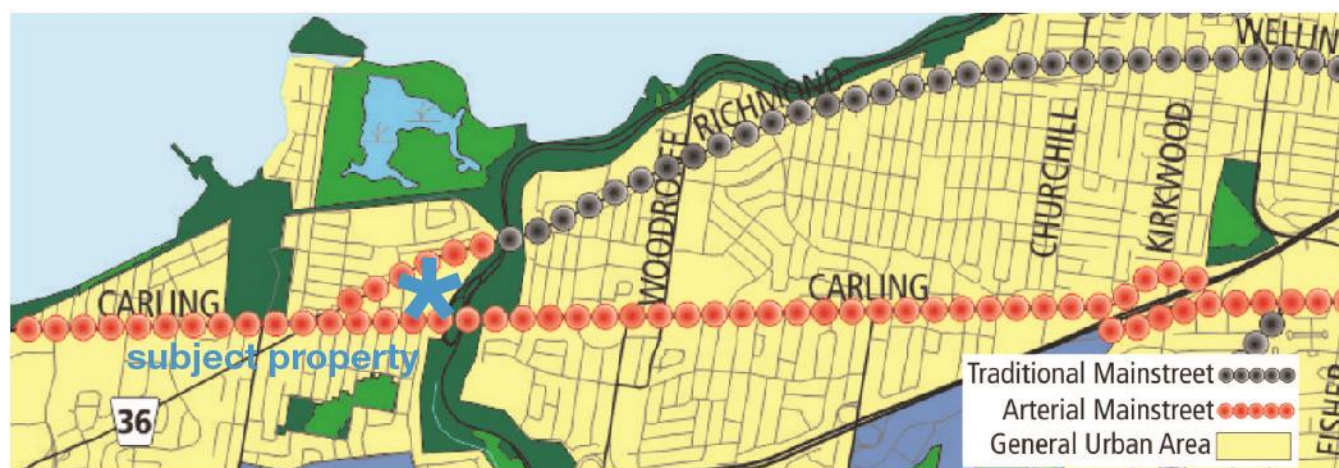


Figure 9 Urban Area Designations, extracted from Schedule B of the Official Plan



As shown in Figure 9, the property is designated Arterial Mainstreet, resulting from its frontage on both Richmond Road and Carling Avenue. Arterial Mainstreets are envisioned to provide a mix of uses and have the potential to evolve over time into more compact, pedestrian-oriented and transit-friendly places.

Arterial Mainstreets are identified as Intensification Target Areas, as established in Policy 4 of Section 2.2.2 of the Official Plan. The target density given in Figure 2.3 of the Official Plan for the Carling corridor is 200 people and jobs per hectare by 2031. The proposed development does not directly contribute to this target, but the long-term redevelopment of the property is anticipated to meet the requirement.

While the subject property will be developed in a series of phases over the long-term, the precise density potential of the property will be evaluated through a Secondary Planning process expected to be initiated in the second quarter of 2019. Policy 21(j) of Section 2.2.2 acknowledges that density targets will be achieved in phases by considering that “the achievement of minimum intensification targets on Arterial Mainstreets [...] represent[s] a longer-term potential[.]”

#### **4.2.1 Section 3.6.3 – Mainstreets**

The Arterial Mainstreet designation is a stand-alone designation that applies to properties fronting on the Mainstreet. Although many properties, like the subject property, are of a size and depth where not all development will occur adjacent to the Mainstreet, the Official Plan specifies that the property should be developed in a manner that will facilitate the following, as outlined in Policy 4:

- / Multi-modal access;
- / Attractive, safe and usable pedestrian and cycling connections;
- / Enhanced and interconnected pedestrian environment;
- / Measures to reduce the visual impact of surface parking;
- / Provision of landscaped areas, particularly along street frontages;
- / Provision of coordinated signage; and
- / Over time, a development that is oriented to the Mainstreet.

The above elements are central to the long-term vision for the property, and have been considered and incorporated into the proposed Site Plan, as applicable. By relocating the Rexall pharmacy and Moore’s store to a two-storey building (Building 2) on the Carling Avenue frontage, immediately east of the main site access, the proposal begins to create an active, intensified Arterial Mainstreet as envisioned in the OP.

Consideration of access, transportation connections and internal circulation have also shaped the proposed development. The Site Plan proposes to create a driveway/circulation grid on the affected portion of the subject property. This creates a basis for future intensification on the subject property, including improved multi-modal infrastructure. The Site Plan currently provides sidewalks along the main internal roadway, from the access to Carling Avenue, and connecting Building 2 with the proposed Metro store. Bicycle parking is provided at above the required rate and located in convenient locations, as are accessible parking spots.

Appropriate landscaping buffers the parking lots from the street and adjacent residential development, while the loading spaces serving the Metro building have been enclosed. These buffer and screen elements ensure that the property is attractive in its interim state in anticipation of further development.

Policy 10 of Section 3.6.3 supports redevelopment and infill in a manner that optimizes the use of land in a building format that encloses and defines the street edge and provides pedestrian access to the street. This policy was amended through OPA 150 to specify that buildings shall have active frontages to the street. The proposed development responds to the intent of this policy, by adding a mixed-use building

close to the street, with direct pedestrian access to an active entrance, and by locating that building at the main vehicular and pedestrian entrance to the property.

As per Policy 5 of Section 3.6.3, a broad range of uses are permitted on Arterial Mainstreets. Retail and service commercial uses are permitted and may be accommodated in a mixed-use building or side-by-side. In general, new development on Arterial Mainstreets will be evaluated based on Sections 2.5.1 and 4.11 of the Official Plan as well as any applicable design guidelines.

#### **4.2.2 Section 2.5.1 – Urban Design and Compatibility**

The Official Plan provides guidance as to how to appropriately incorporate new development into already built-up areas. Compatible development is development that, while not necessarily the same as, or similar to, existing buildings around it, enhances and coexists with existing development without causing undue adverse impacts.

Section 2.5.1 lays out design objectives, which are broad statements intended to influence the way the built environment matures and evolves. The proposed development contributes to the applicable design objectives as follows:

##### **To enhance the sense of community by creating and maintaining places with their own distinct identity**

- / The proposed development responds to the Arterial Mainstreet context in terms of the use. The proposed Building 2 begins to frame the street edge, providing pedestrian connections and enhancing the Carling Avenue corridor.

##### **To define quality public and private spaces through development**

- / As noted, Building 2 defines the entrance to the property from Carling Avenue, better structuring the experience of the development.

##### **To create places that are safe, accessible and are easy to get to, and move through**

- / The creation of rational circulation patterns on the property and the provision of generous sidewalks leading to all buildings in the development will improve connectivity on the property and sets the framework for intensification.

##### **To ensure that new development respects the character of existing areas**

- / The location and orientation of Building 2 is well-integrated with the street, respecting the existing character while moving towards a more urban form.

##### **To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.**

- / The proposed development is the critical first phase of a larger redevelopment plan. Development and circulation patterns have been located to facilitate and be compatible with significant intensification of the property.

The property, being designated Arterial Mainstreet, is within two Design Priority Areas – Carling Arterial Mainstreet and Richmond Arterial Mainstreet.

#### **4.2.3 Section 4.11 – Urban Design and Compatibility**

Section 4.11 of the Official Plan provides direction for urban design and compatibility. Policy 2 of this section identifies the following areas in which new development must be compatible with the surrounding community.



- / **Traffic, Vehicular Access and Parking:** The Metro grocery store and Rexall pharmacy are easily accessed from an Arterial Road, with sufficient capacity to accommodate the anticipated traffic. The shopping centre as a whole has sufficient parking as required by the Zoning By-law. A total of 467 parking spaces are dedicated to the new buildings, including 12 accessible spaces. While more surface parking is provided than is permitted by the Zoning, the provisioning of parking reflects the transitional function of the proposed development and the existing context of the property.
- / **Outdoor Amenity Areas:** The development areas are buffered from residential uses by parking, landscaping or buildings and will not impact the privacy of outdoor amenity areas.
- / **Loading Areas, Service Areas and Outdoor Storage:** The loading and refuse areas are located away from the street and are appropriately screened or enclosed.
- / **Lighting:** Onsite lighting will be designed to minimize light impacts onto adjacent properties.
- / **Noise and Air Quality:** The Stationary Noise Feasibility Assessment performed for the proposed development found that noise levels are expected to fall below the City of Ottawa's guideline criteria, and as such the proposed development will be compatible with existing land uses.
- / **Sunlight:** As proposed buildings are two storeys or less, they are not anticipated to create shadowing impacts to surrounding development.
- / **Microclimate:** The development is not anticipated to generate significant microclimate impacts.
- / **Supporting Neighbourhood Services:** The proposed development will relocate existing commercial uses, maintaining neighbourhood services in a period of transition.

## 4.3 Urban Design Guidelines

### 4.3.1 Urban Design Guidelines for Development along Arterial Mainstreets

The development is subject to the Urban Design Guidelines for Development along Arterial Mainstreets. These guidelines were developed to provide guidance for development design in areas along Arterial Mainstreets. The proposed development responds to these guidelines, specifically:

- / **The need to locate new buildings along the public street edge:**  
Building 2 is proposed to be located along the public street edge, framing the entrance to the property. The Metro building is located at the centre of the property to avoid impeding future phases of development from locating along the street edge.
- / **Adequate provisioning and location of bicycle parking:**  
Bicycle parking is provided at the rate set out in the Zoning By-law and provided adjacent to all active entrances.
- / **Definition of an active street edge:**  
Building 2 is set back  $\pm$  3.4 metres from the property line to define the street edge and provide space for pedestrian activities.
- / **Provisioning of pedestrian infrastructure:**  
Sidewalks connect the proposed buildings to Carling Avenue, facilitating pedestrian circulation. Direct access from the sidewalk to the entrance of the building is provided.
- / **Reduction of interruption to the sidewalk and streetscape:**  
The main vehicular accesses from Carling Avenue, Croyden Avenue and Richmond Road are shared with all buildings on the property, minimizing interruptions of the sidewalk and streetscape.
- / **The value of soft landscaping:**  
Ample landscaping is proposed on the portions of the property to be altered.

### 4.3.2 Urban Design Guidelines for Large-Format Retail (2006)

The development is subject to the Urban Design Guidelines for Large-Format Retail. These design guidelines were developed to promote high-quality architectural design, landscaping, public realm and pedestrian environments associated with large-format retail developments. The proposed development responds particularly to the following guidelines:

- / Guideline 4: Uses clear windows and doors to make the pedestrian level façade transparent.
- / Guideline 8: Bicycle parking is provided at all building entrances throughout the property to enhance the public realm and support pedestrian and cyclist access to the property.
- / Guideline 10: The creation of new driveways within the property establishes key spine of internal circulation pattern that will support logical intensification over time.
- / Guidelines 11-15: Safe, continuous and clearly-delineated internal walkways are provided to connect building facades to the public sidewalk and pedestrian routes on adjacent properties.
- / Guideline 26: Minimum 3 metres of landscaped buffer are provided along edge of parking areas to screen cars from view while allowing eye-level visibility into the property.
- / Guidelines 27 & 28: Large parking areas are broken up into smaller sections by landscaped islands.
- / Guideline 42: Tasteful signage and lighting minimizes visual clutter.
- / Guideline 45: Loading areas, utility areas and outdoor waste storage areas are screened from view.

## 4.4 City of Ottawa Zoning By-law 2008-250

The property is zoned Arterial Mainstreet (AM) and Arterial Mainstreet Subzone 10 (AM10) with two separate exceptions as shown in Figure 10. The current zoning on the property was amended by By-law 2015-45, which was passed in February 2015.

The AM10 zones are shown in blue on Figure 10, while the AM Zone, which occupies the centre of the property, is shown in orange. The approximate locations of the proposed buildings are shown in dark grey for reference. As shown in Figure 10, the Metro grocery store building is located almost entirely in the AM zone, with only projections for the loading structure extending into the AM10[2193] zone. Building 2 is located entirely within the AM10 [2194] zone fronting on Carling Avenue.

The purpose of the Arterial Mainstreet Zone is to:

- / Accommodate a broad range of uses including retail, service commercial, offices, residential and institutional uses in mixed-use buildings or side by side in separate buildings in areas designated Arterial Mainstreet in the Official Plan; and
- / Impose development standards that will promote intensification while ensuring that they are compatible with the surrounding uses.

Supporting this stated purpose, the AM zone and AM10 Subzone permit a very broad range of uses, including:

- / **retail food store**
- / **retail store**

These uses are also permitted in the AM10 subzone. The Metro grocery store (retail food store) and the Rexall pharmacy (retail store) and Moore's store (retail store) located in a multi-tenant building are all uses permitted by the AM zone and AM10 subzone.





Figure 10 Existing Zoning for the Subject Property and Surrounding Area

The AM Zone imposes a limited number of performance standards, mostly related to building height and density, minimum setbacks, and outdoor storage. By contrast, the intent of the AM10 Subzone is to require development to create an active street frontage along Arterial Mainstreets, and it sets out a number of specific performance standards to achieve this purpose; the special exception zones 2193 and 2194 specify that the Subzone's frontage requirements relate to Richmond Road and Carling Avenue respectively.

#### 4.4.1 Arterial Mainstreet Zone

The proposed Metro building is located almost entirely within the AM Zone, with slight projections by the building of 3.8 metres plus the loading enclosure into the AM10[2193] Zone. To the extent that any part of the proposed building projects into the AM10 zone, it is to allow a rational layout of the property that will facilitate future development. To permit this development, a minor variance will be sought to provide relief from the AM10[2193] active frontage provisions for the small portion of the Metro building that is within the AM10 zone. Therefore, the AM Zone performance standards, as set out in the following table, should be applied to the Metro building:

Zoning Mechanism	Zoning Provision	Proposed	
Minimum Lot Area	No minimum	65,501.97 m <sup>2</sup>	✓
Minimum Lot Width	No minimum	Irregular lot shape	✓
Interior Side Yard	Abutting residential zone: 7.5 m All other cases: No minimum	17 m	✓
Maximum Building Height	30 metres or 9 storeys	±7.5 m	✓

<b>Maximum Density</b>	2.0 FSI	0.07 FSI (whole property)	✓
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**The Metro building meets all of the requirements of the AM zone.**

#### 4.4.2 Arterial Mainstreet, Subzone 10, Exception 2194

The proposed Building 2 is located in the AM10[2194] Subzone. Exception 2194 states that the lot line abutting Carling Avenue is to be considered the front lot line, while Exception 2193, which applies to the portion of the lot abutting Richmond Road, states that the lot line abutting Richmond Road is the front lot line. Therefore, this lot contains no rear lot lines.

The proposed development is a permitted use in this zone, and Building 2 meets the majority of the provisions for the subzone, as listed in the table below:

Zoning Mechanism	Zoning Provision	Proposed	
<b>Minimum Lot Area</b>	No Minimum	65,501.97 m <sup>2</sup>	✓
<b>Minimum Lot Width</b>	No Minimum	~225 m at frontage	✓
<b>Front and Corner Side Yard</b>  (Sec. 186, (10) (b) (ii))	0 m minimum setback	±3.4 m	✓
	50% of frontage facing street must be occupied by building walls within 3.0 metres of the frontage for a non-residential building.	Building 2 within ±3.4 m of front lot line (28.3 m or 13.7% of Carling frontage) 0% active frontage on Richmond	✗
<b>Interior Side Yard Setback (minimum)</b>	Abutting R zones: 3.0 m for the first 20 m from the street and 7.5 m thereafter.	N/A (buffered by parking + ~35 m landscaped area)	✓
<b>Maximum Building Height</b>	30 m	9.6 m	✓
<b>Minimum Building Height</b>	Any portion of a building located within 10 metres of a front lot line: /Ground Floor - 4.5 metres /Total - 7.5 metres (2 storeys)	Ground Floor: 4.8 m Total: 9.6 m	✓
<b>Maximum Density</b>	None	0.07 FSI (whole property)	✓
<b>Building Façade</b>	Ground floor façade within 4.5 metres of front or corner side lot line must include minimum one active entrance from each occupancy (non-residential)	No	✗
	Minimum 50% of ground floor façade (up to 4.5 m) facing public street to be transparent glazing + active entrances	Building 2 – 52% glazing	✓

The requirement for building walls to be within 3 metres of the street along 50% of the frontage, as laid out in the AM10 Subzone, is accompanied by a clause setting out phasing expectations. Section 186, (10) (b) (ii) states that in the case of a phased development, the first phase is required to satisfy the 50% frontage requirement before building can occur in the interior of the property. Subsequent phases are not required to individually meet the frontage requirement, but the project must meet the requirement at ultimate build-out.



The proposed development meets the intent of this phasing requirement. The proposed Building 2 works towards achievement of the 50% active frontage provisions, while the proposed Metro building is located almost entirely within the AM zone, in which no active frontage provisions apply. Approval of this “Phase 0” development, which works towards the AM10 active frontage requirements, will enable an ultimate vision for the property that meets and exceeds the Active Frontage provisions in the Zoning By-law.

Out of an abundance of caution, relief from this provision of the Zoning By-law will be sought through a Minor Variance application.

#### 4.4.3 “Shopping Centre” Parking Provisions

The proposed development is located within Area Z as shown in Schedule 1A of the Zoning By-law. For the purposes of parking, this development consists of a “shopping centre”, which is defined in the By-law as “group of predominantly commercial and service occupancies that:

- / is designed, developed and managed as a unit whether by a single owner [...]
- / is either in a single building or in multiple buildings on the same lot or abutting lots, and shall be considered as one lot for zoning purposes;
- / is made up entirely of uses permitted or lawful non-conforming on the site;
- / has a minimum size greater than a cumulative total of 2,000 square metres of gross leasable floor area; and has [...]
- / a group of parking lots [...] which are managed as a unit by the same owner, [...] required in subparagraph (a) above, and are on the same lot or lots as the commercial and service occupancies required in subparagraph (a) above.

The proposed development meets these definitions. Therefore, the required parking is as follows:

Provision	Required	Proposed	
<b>Vehicle Parking Spaces</b>	Minimum: 0	1,270	✓
	Maximum: 4,532 m <sup>2</sup> GFA @ 3.6/100 m <sup>2</sup> GFA = 163	1,270	✗
<b>Disabled Parking (By-law 2017-301)</b>	Based on 471 new parking spaces in Lots A-D: 11	12	✓
<b>Bicycle Parking</b>	4,532 GFA @ 1/500 m <sup>2</sup> GFA (shopping centre): 9	20	✓
<b>Location of Bicycle Parking Spaces</b>	Located to provide convenient access to main entrances or well-used areas.	Located by all main entrances	✓
<b>Loading Spaces</b>	For retail food store – 1 For office/Rexall – 0	2	✓
<b>Parking Lot Landscaping</b>	Minimum landscaped area: 15% of parking lot area Minimum buffer: 3 m	Area: 50,932 m <sup>2</sup> / 9,016 m <sup>2</sup> = 17.7% Buffer: 3.0 m (min)	✓
<b>Provisions for Loading Spaces</b>	Minimum driveway width: 6 m (double lane) Minimum aisle width: 9 m Minimum loading space dimensions: 3.5 x 7 m.	9 m 9.5 m ~5 x 13 m	✓

#### 4.4.4 Requested Minor Variances

The proposed development represents good planning that will allow ultimate development of the property that fully responds to the Official Plan's objective of strategic, transit-oriented intensification. Importantly, completion of this development will also create additional flexibility for RioCan to participate in the anticipated Secondary Planning initiatives to develop a future vision for the property.

Given the forthcoming Secondary Planning process, meeting all of the performance standards of the Zoning By-law is not feasible or desirable. As RioCan must continue to operate the property, the ability to retain existing anchor tenants is critical to ensure property use and functioning in the interim time period. The Metro grocery store and Rexall pharmacy provide important commercial amenities to the community, and their continued presence at Lincoln Fields is important for the viability of future, more intensive development.

These anchor tenants require more parking than is permitted by the Zoning By-law. While the Lincoln Fields Light Rail Station and upgrades to the City's cycling network remain in the future, the majority of the Shopping Centre's clientele arrives by car. Additionally, tenants, particularly Metro, have strict lease provisions requiring that store locations be buffered from ongoing construction, and interim surface parking achieves these provisions while providing customer parking.

While the proposed parking supply exceeds the maximum permitted by the Zoning By-law, the provision of large surface parking lots is an interim condition that will enable future intensification. The short-term impacts of the parking will be mitigated through provision of landscaping in the form of islands and buffers. A significant increase in landscape area, through buffers and islands, is proposed for the new proposed parking, in excess of the by-law requirement.

The proposed development does not meet the street frontage provisions in the AM10 zone, neither along Carling Avenue to the south nor along Richmond Road to the north. Meeting the frontage provisions at this early stage of development would be premature, given the forthcoming City-led Secondary Planning process in 2019. Indicating future development on the property without the benefit of a comprehensive planning process and public consultation could compromise the integrity of the Secondary Planning process and could potentially mislead the public. Instead, by creating a mixed-use building at the street frontage and at a future corner/entrance to the development, the proposal responds to the intent of the Zoning By-law, brings the property further into compliance with the frontage provisions, and preserves flexibility for future development.

A Minor Variance application will be submitted following initial comments through the Site Plan Control process, to request relief from three (3) performance standards. The requested variances from the Zoning By-law arise because the proposed development represents an initial stage to allow for future development based on the forthcoming Secondary Plan for the area. The requested changes are as follows:

- / Relief from the maximum parking space rate, as set out in Section 103 of the Zoning By-law, to allow the creation of new spaces for a total of 1,270 parking spaces for the entire property whereas Table 103 permits a maximum of 163 spaces for the property;
- / Relief from the requirement to locate buildings within 3.0 metres of the front lot line for 50% of the frontage along Carling and 50% of the frontage along Richmond, as required for the AM10 zone by Section 186 (10) of the Zoning By-law, and
- / Relief from the requirement for a minimum of one active entrance from each individual non-residential occupancy located immediately adjacent to the front lot line in the ground floor façade within 4.5 metres of the front lot line or corner side lot line, as set out in Section 186 (10) g. (ii).



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The first two requested variances arise from the preparatory and interim nature of this development. The third variance will permit an active entrance on the east façade of Building 2 as close as possible to the street frontage. This entrance is directly connected to the sidewalk through a pathway and will act as an accessible, active entrance for pedestrians entering from the sidewalk and for those entering from the parking lot.

#### **4.5 Parkland Dedication (By-law No. 2009-95)**

The City of Ottawa requires dedication of parkland or cash-in-lieu payments for commercial purposes at a rate of 2% of the gross land area of the site being developed. However, no conveyance of land or payment of money in-lieu is required for a change of use from commercial to another commercial use (Section 14). Since the development uplift is less than the demolished Gross Floor Area, a demolition credit is created that can be applied to parkland dedication requirements for this proposed development, and the future developments on the property.

GFA Demolished:	25,770 m <sup>2</sup>
GFA Created:	4,192 m <sup>2</sup>
Demolition credit to carry forward:	21,578 m <sup>2</sup>

### 5.1 Environmental Site Assessment

In February 2018, Golder Associates conducted a Phase I ESA for the subject property that identified 8 Areas of Potential Environmental Concern. Prompted by these findings, a Phase II ESA, concluded by Golder in May 2018, was necessary. This assessment assumed future residential development on the site. Soil and ground water samples met the applicable standards, indicating acceptable levels of environmental quality on the site.

### 5.2 Transportation Impact Assessment

Parsons completed a TIA forecasting report for the subject property, dated November 26<sup>th</sup>, 2018. Based on the reduction in GFA of trip-generating uses and background projected traffic increases for Carling Avenue the proposed Site Plan is recommended from a transportation perspective. The provision of adequate vehicle and bicycle parking spaces and on-site circulation for multiple travel modes was also considered and found to be sufficient.

Existing pedestrian and cyclist conditions on the property's boundary streets, particularly Carling Avenue and the north side of Richmond Road, offer poor levels of service, and reconstruction of roadway sections by the City (or others) would be required to raise the Levels of Service for cyclists and pedestrians.

### 5.3 Site Servicing and Stormwater Management

DSEL Ltd. prepared a Site Servicing and Stormwater Management Report dated December 18<sup>th</sup>, 2018 that offers analysis and recommendations with regard to water servicing, sanitary services and stormwater management. The water and sanitary capacity for this site is adequate, and the enclosed water and wastewater system plans conform to all relevant City of Ottawa standards. On the basis of this study, DSEL recommends underground storage tanks and the incorporation of an oil-grit separator to achieve the flow rate and quality controls for stormwater runoff.

### 5.4 Noise

A stationary noise assessment, dated the 13<sup>th</sup> of December 2018, was conducted by Gradient Wind Engineering. This assessment found that post-construction noise levels at receptor points nearby the subject site are expected to fall below the City of Ottawa Environmental Noise Control Guidelines criteria. Therefore, subject to a review of the final equipment selections and locations, Gradient Wind finds the proposed development to be compatible with adjacent noise-sensitive uses.

### 5.5 Geotechnical

The Geotechnical Study prepared by Golder Associates made recommendations regarding permissible grading, groundwater, seismic concerns, excavation and foundation design. The study was based on high-level preliminary details on the proposed buildings, and therefore retention of a geotechnical engineer to review and assist in the preparation of construction drawings is recommended.



It is our professional opinion that the proposed Site Plan Control application constitutes good planning and is in the public interest. As outlined in the preceding sections:

- / The proposed development conforms to the policies of the Arterial Mainstreet designation of the Official Plan as well as the design objectives and compatibility criteria.
- / The development meets several Urban Design Guidelines for Development along Arterial Mainstreets and for Large-format Retail.
- / The development will allow the redevelopment of an existing shopping centre site, with increased densities and a range of uses that aligns with the current policy framework. The mixed-use pharmacy/office building incorporates the active street frontage provisions of the Zoning By-law where possible.
- / The proposed uses are permitted by the Official Plan and Zoning By-law and integrate into the surrounding context of the Carling Avenue and Richmond Road Arterial Mainstreet corridors.
- / The variances from the Zoning By-law with regard to the frontage requirements of the AM10 Zone, active entrances and the By-law's maximum parking requirements will be addressed through a future Minor Variance application.
- / The application proposes an interim condition on the property that allows for flexibility for future development. The ultimate form development will take on the property will be determined through a Secondary Planning process. The proposed development will not preclude, and indeed will enable the advancing of AM10 provisions as the property and area evolves.
- / The proposed development is supported by technical studies submitted as part of this application.

Sincerely,



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**FOTENN** Consultants Inc.



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Planner  
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