

Subject: Lincoln Fields Secondary Plan

File Number: ACS2024-PDB-PS-0088

Report to Planning and Housing Committee on 5 November 2024

and Council 13 November 2024

**Submitted on October 25, 2024 by Derrick Moodie, Director, Planning, Services,
Planning, Development and Building Services Department**

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Ward: Bay (7)

Objet : Plan secondaire de la station Lincoln Fields

Dossier : ACS2024-PDB-PS-0088

Rapport au Comité de la planification et du logement

le 5 novembre 2024

et au Conseil le 13 novembre 2024

**Soumis le 25 octobre 2024 par Derrick Moodie, Directeur, Services de la
planification, Direction générale des services de la planification, de
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REPORT RECOMMENDATIONS

That Planning and Housing Committee recommend Council:

1. Approve an amendment to Volume 2A of the Official Plan to add the Lincoln Fields Secondary Plan, including Schedule A – Designation Plan, Schedule B – Maximum Building Heights, and Schedule C – Mobility and Connectivity, as detailed in Documents 1, 2, 3, and 4.
2. Approve an amendment to Volume 1 of the Official Plan to change the Hub designation boundary for the Hub designation surrounding Lincoln Fields Station on Schedule B2 – Inner Urban Transect to reflect the Hub boundary in Document 2.
3. Approve amendments to Zoning By-law 2008-250 to:
 - a. Create a new MC18 subzone, an urban exception, and two new schedules that modify performance standards of the MC Zone related to minimum and maximum building heights, tower step backs, active frontage requirements, and a minimum requirement for non-residential uses at-grade along select streets, as detailed in Documents 5, 8 and 9.
 - b. Re-zone 2525 Carling Avenue from AM, AM10[2193], and AM10[2194] to MC18[XXX1]-h SYYY1, as detailed in Document 6.
 - c. Amend zoning schedule 402 to increase the minimum interior and rear yard setback requirements for the tower portion of high-rise building and minimum lot sizes for 2525 Carling Avenue, as detailed in Document 7.
4. Approve the Consultation Details Section of this report to 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 November 13, 2024 subject to submissions received between the publication of this report and the time of Council’s decision, as detailed in Document 10.

RECOMMANDATIONS DU RAPPORT

Que le Comité de la planification et du logement recommande ce qui suit au Conseil :

1. Approuver une modification du Volume 2A du Plan officiel afin d'ajouter le Plan secondaire de la station Lincoln Fields, y compris l'Annexe A – Plan de désignation, l'Annexe B – Hauteurs maximales des bâtiments, et l'Annexe C – Mobilité et connectivité, comme indiqué dans les documents 1, 2, 3 et 4.
2. Approuver une modification du Volume 1 du Plan officiel afin de modifier la limite de la désignation de carrefour pour la désignation du carrefour entourant la station Lincoln Fields à l'Annexe B2 – Transect du secteur urbain intérieur afin de refléter la limite du carrefour dans le Document 2.
3. Approuver les modifications du *Règlement de zonage* 2008-250 visant à :
 - a. Créer une nouvelle sous-zone MC18, une exception urbaine et deux nouvelles annexes qui modifient les normes de rendement de la zone MC relatives aux hauteurs minimales et maximales des bâtiments, aux marches de reculement de la tour, aux exigences de façade active et à une exigence minimale pour les utilisations non résidentielles au niveau de la rue le long de certaines rues, comme indiqué dans les Documents 5, 8 et 9.
 - b. Rezoner le 2525, avenue Carling de AM, AM10[2193] et AM10[2194] à MC18[XXX1]-h SYYY1, comme indiqué dans le Document 6.
 - c. Modifier l'annexe de zonage 402 afin d'augmenter les exigences minimales de retrait de cour intérieure et de cour arrière pour la partie de la tour d'un immeuble de grande hauteur et la superficie minimale des lots pour le 2525, avenue Carling, comme indiqué dans le Document 7.
4. Approuver que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffe et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes de la *Loi sur l'aménagement du territoire* à la réunion du Conseil municipal prévue le 13 novembre 2024 », à la condition que les observations aient été reçues entre le moment de la

**publication du présent rapport et le moment de la décision du Conseil,
comme indiqué dans le Document 10**

EXECUTIVE SUMMARY

Policy and Community Planning staff recommend approving the Lincoln Fields Secondary Plan (“Plan”) as it introduces new policies that will ensure all growth and change for the lands surrounding Lincoln Fields Station on Lines 1 and 3 of the O-Train contribute to good land use planning.

The Plan refines policies from the Official Plan to improve the predictability of future developments, respond to local challenges, and direct public investments. The policies of this Plan seek to enhance liveability by increasing the density and supply of housing and amenities near rapid transit, finding opportunities for new parks and public spaces, and prioritizing walking, cycling, and transit.

Some of the notable initiatives in the Plan include:

2525 Carling Avenue (Former Lincoln Fields Shopping Centre)

2525 Carling Avenue is a large 6.5-hectare site located centrally within Plan area and between a 300-metre to 600-metre walking distance of Lincoln Fields Station. This site was previously occupied by the former Lincoln Fields Shopping Centre and is currently occupied by a retail food store, pharmacy, fast food restaurant, and surface parking. The policies of the Plan direct that the site evolve into a vibrant district with residential, commercial, retail, and public spaces to support new residents and the surrounding community. Current concepts show 11 high-rise buildings and approximately 1 hectare of parkland dedicated to the City, positioned centrally within the district, as well as a new north-south main street connecting Richmond Road and Carling Avenue.

As part of this report, staff are recommending that Council approve an amendment to the Zoning By-law to facilitate this redevelopment. There is no phasing plan available yet, but staff anticipate this district will fully build out over the entire lifecycle of this secondary plan.

Reconfiguration of the Kichi Zībī Mikan and Carling Avenue intersection

The policies of the Plan propose to replace the existing Kichi Zībī Mikan and Carling Avenue intersection from a grade-separated interchange to a protected signalized intersection. The Kichi Zībī Mikan is a parkway owned and operated by the National Capital Commission (NCC) and Carling Avenue is an arterial road owned and operated by the City. Staff from the City and the NCC have collaborated to arrive at this shared concept. Further studies and discussions are required related to design details,

timelines, potential coordination with other projects, and project costing. It is expected that the NCC will be fully responsible for all re-construction works related to its parkway.

Future Development Areas (Pinecrest Creek Valley)

The removal of the Kichi Zībī Mikan and Carling Avenue ramps presents an opportunity to redevelop four identified areas in the Pinecrest Creek valley for high-density, transit-oriented development. These sites, located within 100 to 300 meters of the station and near key amenities, include areas south of Richmond Road, north of Carling Avenue, and where the Kichi Zībī Mikan ramps currently exist. The Plan proposes building heights up to 40 storeys for most sites and 30 storeys for one, contingent on zoning amendments and servicing capacity.

460 to 508 Edgeworth Avenue

The properties at 460 to 508 Edgeworth Avenue, located in the Woodpark neighborhood, are planned for an increase in maximum heights permissions, varying between seven to 24 storeys, with the tallest buildings nearest Carling Avenue and Lincoln Fields Station. These properties along the west side of Edgeworth Avenue are approximately 56 metres deep and within an approximate 300-metre walking distance of Lincoln Fields Station. Lots along Carling Avenue and in the future development area east of Lincoln Fields Station and nearest Edgeworth Avenue are planned for high-rise development. Greater building heights along Edgeworth Avenue locates high-density housing near rapid transit. Future residents living along Edgeworth Avenue will have access to the Pinecrest Creek valley, the multi-use pathway network, the retail and commercial amenities along Richmond Road, Carling Avenue, and the future amenities at the 2525 Carling Avenue district. The proposal to introduce high-rise and mid-rise permissions along the western side of Edgeworth Avenue utilizes four of the City's tools to establish building height transition: the approximate application of the 45-degree angular plane to establish scale; the progressive lowering of heights for abutting buildings from the lots along Carling Avenue / the future development area towards Woodpark; ensuring a distinct low-rise building base that complements the existing neighbourhood character; and a minimum 20-metre distance between a potential tower location and the nearest Neighbourhood designated low-rise lot line.

Of the policies in the secondary plan, this proposal has been met with the most opposition from members of the public. Policy and Community Planning staff received over 40 written submissions during the public circulation period predominantly from residents of Woodpark and the Woodpark Community Association expressing their opposition to mid-rise and high-rise buildings along the western side of Edgeworth Avenue. See Document 10 – Consultation and Circulation Details for more information.

Infrastructure and Servicing Capacity

There is limited sewer capacity in the Plan area and any available sewer capacity for new developments is considered on a first-come, first-served basis. Capacity will be evaluated for each development application and if capacity is deemed inadequate for the proposed development, the City will pause the application by adding a holding symbol to applicable zoning until there is sufficient capacity. A development proponent may be required to pay for any servicing studies and local servicing upgrades in order for development to proceed.

SYNTHÈSE ADMINISTRATIVE

Le personnel de la Direction des politiques et de la planification communautaire recommande d'approuver le Plan secondaire de la station Lincoln Fields (le « Plan »), car il présente de nouvelles politiques qui garantiront que toute croissance et toute modification des terrains entourant la station Lincoln Fields sur les Lignes 1 et 3 de l'O-Train contribueront à une bonne planification de l'aménagement du territoire.

Le Plan précise les politiques du Plan officiel afin d'améliorer la prévisibilité des aménagements futurs, répondre aux défis locaux et orienter les investissements publics. Les politiques de ce Plan visent à améliorer l'habitabilité en augmentant la densité et l'offre de logements et d'installations à proximité du transport en commun rapide, en trouvant des possibilités d'aménagement de nouveaux parcs et d'espaces publics et en accordant la priorité à la marche, au cyclisme et au transport en commun.

Parmi les initiatives notables du Plan, on compte :

Le 2525, avenue Carling (ancien centre commercial Lincoln Fields)

Le 2525, avenue Carling est un grand emplacement de 6,5 hectares situé au centre de la zone du Plan et à une distance de marche de 300 à 600 mètres de la station Lincoln Fields. Cet emplacement était auparavant occupé par l'ancien centre commercial Lincoln Fields et il est actuellement occupé par un magasin d'alimentation au détail, une pharmacie, un restaurant rapide et un stationnement en surface. Les politiques du Plan visent à favoriser l'évolution de l'emplacement en un quartier dynamique doté d'espaces résidentiels, commerciaux, de vente au détail et publics pour appuyer les nouveaux résidents et la communauté environnante. Les concepts actuels montrent 11 immeubles de grande hauteur et environ 1 hectare de parc réservé à la Ville, positionnés au centre du quartier, ainsi qu'une nouvelle rue principale nord-sud reliant le chemin Richmond et l'avenue Carling.

Dans le cadre du présent rapport, le personnel recommande que le Conseil approuve une modification du *Règlement de zonage* afin de faciliter ce réaménagement. Il n'y a

pas encore de plan d'aménagement par étapes disponible, mais le personnel s'attend à ce que ce quartier soit entièrement aménagé sur l'ensemble du cycle de vie de ce plan secondaire.

Reconfiguration de l'intersection de la promenade Kichi Zībī Mikan et de l'avenue Carling

Les politiques du Plan proposent de transformer l'intersection existante de la promenade Kichi Zībī Mikan et de l'avenue Carling d'un échangeur étagé en un carrefour à feux entièrement protégé. La promenade Kichi Zībī Mikan appartient à la Commission de la capitale nationale (CCN) et est exploitée par celle-ci, et l'avenue Carling est une artère qui appartient à la Ville et est exploitée par celle-ci. Le personnel de la Ville et de la CCN ont collaboré pour parvenir à ce concept partagé. D'autres études et discussions sont nécessaires portant sur les détails de conception, les échéanciers, la coordination possible avec d'autres projets et l'établissement des coûts du projet. On s'attend à ce que la CCN soit entièrement responsable de tous les travaux de reconstruction liés à sa promenade.

Zones d'aménagement futur (vallée du ruisseau Pinecrest)

L'enlèvement des bretelles d'accès de la promenade Kichi Zībī Mikan et de l'avenue Carling offre l'occasion de réaménager quatre zones particulières dans la vallée du ruisseau Pinecrest en vue d'un aménagement à haute densité axé sur le transport en commun. Ces emplacements, situés dans un rayon de 100 à 300 mètres de la station et à proximité d'installations importantes, comprennent des secteurs situés au sud du chemin Richmond, au nord de l'avenue Carling et à l'endroit où se trouvent actuellement les bretelles de la promenade Kichi Zībī Mikan. Le Plan propose des hauteurs de bâtiments pouvant atteindre 40 étages pour la plupart des emplacements et 30 étages pour l'un d'entre eux, sous réserve de modifications apportées au zonage et de la capacité de viabilisation.

Du 460 au 508, avenue Edgeworth

Pour les propriétés du 460 au 508, avenue Edgeworth, situées dans le quartier Woodpark, on prévoit une augmentation des autorisations de hauteur maximale, allant de sept à 24 étages, les immeubles les plus hauts étant les plus proches de l'avenue Carling et de la station Lincoln Fields. Ces propriétés situées le long du côté ouest de l'avenue Edgeworth ont une profondeur de terrain d'environ 56 mètres et se trouvent à une distance de marche d'environ 300 mètres de la station Lincoln Fields. On prévoit des aménagements de grande hauteur sur les terrains le long de l'avenue Carling et dans la future zone d'aménagement à l'est de la station Lincoln Fields et à proximité de l'avenue Edgeworth. Le long de l'avenue Edgeworth, les logements à haute densité et

de plus grande hauteur seront situés à proximité des transports en commun rapides. Les futurs résidents qui habiteront le long de l'avenue Edgeworth auront accès à la vallée du ruisseau Pinecrest, au réseau de sentiers polyvalents, aux installations commerciales et de vente au détail le long du chemin Richmond et de l'avenue Carling et également aux installations futures du quartier au 2525, avenue Carling. La proposition visant à autoriser la construction d'immeubles de moyenne hauteur et de grande hauteur le long du côté ouest de l'avenue Edgeworth utilise quatre des outils de la Ville pour établir la transition en hauteur des immeubles : l'application approximative du plan angulaire de 45 degrés pour établir l'échelle; l'abaissement progressif des hauteurs des immeubles contigus à partir des lots le long de l'avenue Carling/la future zone d'aménagement et en allant vers Woodpark; la mise en place d'un socle de faible hauteur distinct qui s'harmonise au caractère existant du quartier; et l'application d'une distance minimale de 20 mètres entre l'emplacement potentiel de la tour et la ligne de lot d'immeuble de faible hauteur portant la désignation de « quartier » la plus proche.

Parmi les politiques du Plan secondaire, cette proposition a suscité le plus d'opposition de la part du public. Le personnel de la Direction des politiques et de la planification communautaire a reçu plus de 40 soumissions écrites pendant la période de diffusion publique, principalement de la part de résidentes et de résidents de Woodpark et de l'association communautaire de Woodpark exprimant leur opposition aux immeubles de moyenne hauteur et de grande hauteur situés le long du côté ouest de l'avenue Edgeworth. Voir le Document 10 – Détails de la consultation et de la circulation pour plus de renseignements.

Infrastructure et capacité de viabilisation

La capacité des égouts est limitée dans la zone du Plan, et toute capacité d'égout disponible pour les nouveaux aménagements est disponible selon le principe du premier arrivé, premier servi. La capacité sera évaluée pour chaque demande d'aménagement, et si elle est jugée insuffisante pour l'aménagement proposé, la Ville mettra la demande en pause en ajoutant un symbole d'aménagement différé au zonage applicable jusqu'à ce qu'il y ait suffisamment de capacité. Le promoteur du projet d'aménagement peut être tenu de payer pour les études sur la viabilisation et les mises à niveau locales de la viabilisation effectuées afin de permettre à l'aménagement d'aller de l'avant.

BACKGROUND

Rationale for a Secondary Plan

A secondary plan is a long-range policy document that directs growth and development of an area for a 25-year period. The creation of a secondary plan is collaborative and

requires extensive engagement from multiple service areas within the City, public agencies, elected officials, community groups, individual residents, landowners, developers, and industry consultants. They are implemented as an amendment to the Official Plan. Ideas and policy direction brought forward by a secondary plan are expected to be built out over a 25-year period either by development proponents or when funding is available for City-led capital works. Secondary plans may require amendments to the Zoning By-law to further implement their objectives and direction. This report recommends only re-zoning the lands at 2525 Carling Avenue to facilitate a large-scale greyfield redevelopment. The City's Draft Zoning By-law, anticipated to be completed in early 2026, will implement the remainder of the policy direction of the Lincoln Fields Secondary Plan. Prior to the adoption and full implementation of the new Zoning By-law, privately initiated applications to amend the Zoning By-law may be required to ensure developments are zoning compliant.

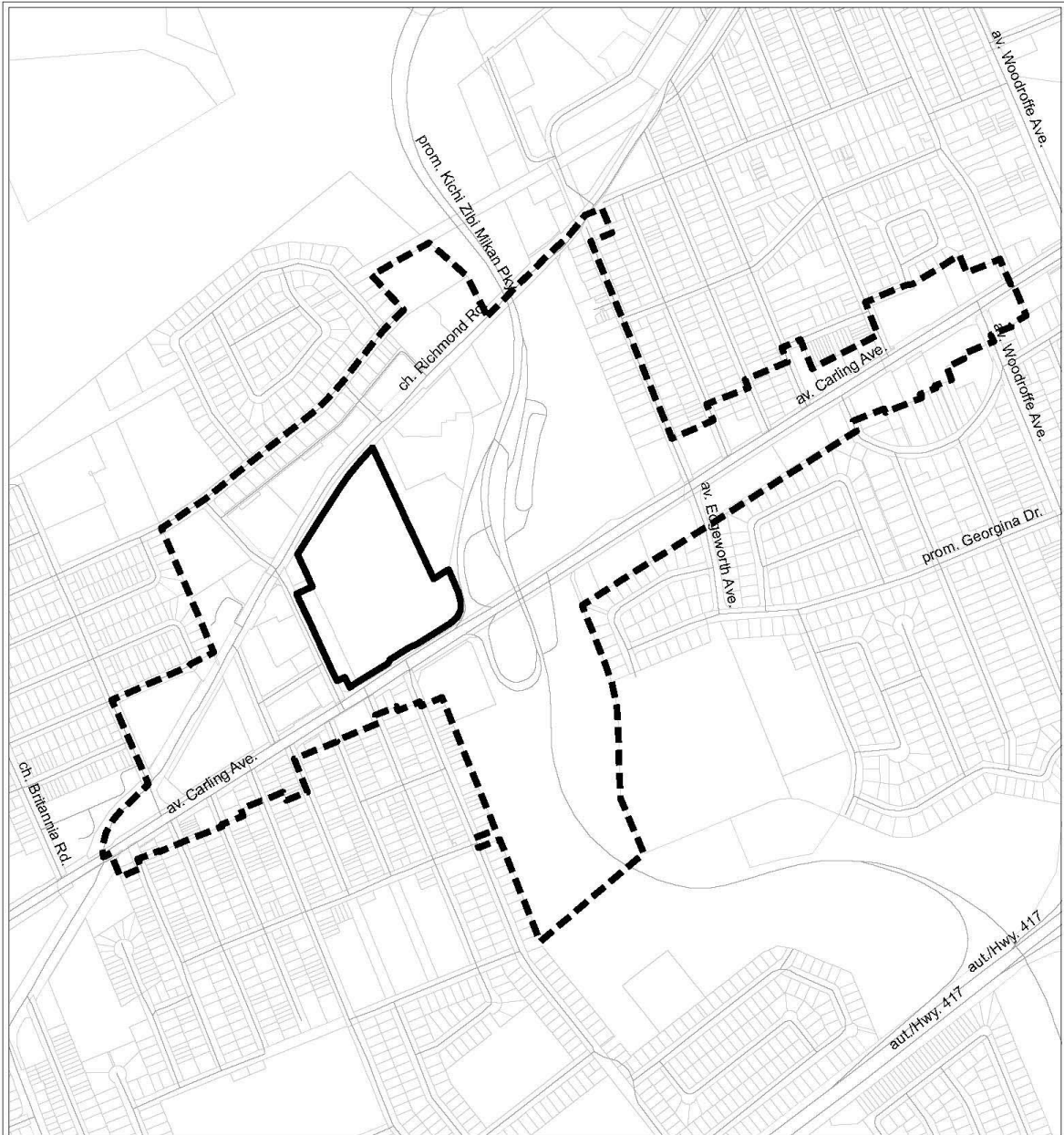
In anticipation of the arrival of the western expansion of the Confederation Line of the O-Train, planned to open in 2026, the City initiated this secondary plan study to direct growth and change for the lands surrounding Lincoln Fields Station, ensuring that public investments and private developments contribute to the enhancement of liveability for the surrounding communities. The City is also planning for rapid transit and future transit priority measures along Carling Avenue. As a result of the existing and future transit network for the Lincoln Fields area, Volume 1 of the City's Official Plan designates a majority of the area as a Protected Major Transit Station Area (PMTSA) and Hub. The planned function of a Hub and PMTSA is to concentrate a diversity of functions, a higher density of development, a greater degree of mixed uses and a higher level of public transit connectivity than the areas abutting and surrounding the Hub. The properties along Carling Avenue and Richmond Road are designated as Mainstreet Corridors, which anticipate higher densities and a greater degree of mixed uses than the surrounding neighbourhoods. Given these high-density designations, the City anticipates a rapid rate of development for this area and initiated the Lincoln Fields Secondary Plan to apply and refine policy direction from the Official Plan at a local level that considers the unique characteristics and features of the existing communities, while advancing many of the City's planning, housing, transportation, urban design, infrastructure, and parkland objectives.

Study Area

The Lincoln Fields Secondary Plan centres around Lincoln Fields Station, an existing Transitway station that is to be replaced with a light rail station as part of the western expansion of the O-Train (anticipated to open in 2026).

The Lincoln Fields area is characterized by a variety of uses, with the lands along Richmond Road and Carling Avenue primarily occupied by non-residential uses such as commercial, medical offices, food retail, restaurants, automobile servicing, emergency services, affiliated surface parking, and a few residential and mixed-use buildings. Although there are some residential uses along Richmond Road and Carling Avenue, most of the buildings containing dwelling units are generally located along side streets and in the surrounding neighbourhoods (Britannia Village, Lincoln Heights, Queensway Terrace North, Whitehaven, and Woodpark). The heights of the existing residential and mixed-use buildings vary across the Plan area with a range from high-rise buildings up to 24 storeys along Richmond Road to single-storey detached dwellings within the neighbourhoods.

The Plan area also includes the Pinecrest Creek Valley Greenspace, which is a large central greenspace that is owned and operated by the National Capital Commission (NCC). Located in this valley are the existing Lincoln Fields Transitway Station and roadway, the under-construction Lincoln Fields O-Train Station and bus loop, the Kichi Zībī Mikan roadway and its ramps, a robust network of multi-use pathways, a pedestrian bridge, the Common Ground community garden, and natural features such as mature trees and shrubbery. At the time the secondary plan study was underway, a significant portion of the Pinecrest Creek valley was used as staging for construction of the western expansion of the O-Train. The Britannia Conservation Area, Mud Lake Trail, Woodroffe Avenue, Pinecrest Road, Carlingwood Hub, and the New Orchard and Queensview O-Train stations are in the vicinity of the Plan area.



LOCATION MAP / PLAN DE LOCALISATION
 ZONING KEY PLAN / SCHÉMA DE ZONAGE
 OFFICIAL PLAN AMENDMENT / MODIFICATION DU PLAN OFFICIEL

D02-02-24-0011/D01-01-24-0009 24-0724-X

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REVISION / RÉVISION - 2024 / 07 / 05



Zoning By-law Amendments / Modification du Règlement de Zonage



Lincoln Fields Secondary Plan /
 Plan Secondaire Lincoln Fields



DISCUSSION

Policy and Community Planning staff recommend the approval of the Lincoln Fields Secondary Plan (“Plan”) as it refines the policy direction from the Official Plan to better fit the local context, improves the predictability of future developments, and demonstrates good land use planning overall.

The Lincoln Fields Secondary Plan, a long-range local policy document, balances multiple interests and provides the path forward so that future developments and projects contribute to the advancement of the Five Big Moves of the Official Plan. As part of the planning study, staff reviewed the existing conditions of the Plan area and the surrounding communities, including the existing lot fabric and land uses, applicable policies and zoning, the transportation and mobility networks, and more. Although the policies of the Plan facilitate development across the Plan area, there are a number of key opportunities and developable areas of interest that will advance many of the City’s planning goals and objectives that merit additional layers of policy.

Key opportunities

Vibrant and Active Streets

Richmond Road, Carling Avenue, and a future north-south public street conveyed to the City upon the redevelopment of the 2525 Carling Avenue district, are prioritized as active frontage streets. It is anticipated that these three street segments will be where a majority of the commercial, retail, and other non-residential amenities will be located. The Plan requires a minimum of one non-residential use per building that fronts onto Richmond Road and the new north-south public street, which will contribute to animating these streets.

The Plan requires pedestrian and cyclist facilities and the planting of street trees in the --right-of-way, including the segments of the active frontage streets above. This will ensure that all roadways contribute to the movement and comfort of people, regardless of their preferred mode of transportation.

Walking and Cycling

A principle objective of the mobility policies of this Plan is to prioritize the movement of pedestrians, cyclists and to facilitate access to and from the Lincoln Fields O-Train Station. This will be achieved by requiring that active transportation facilities be built at strategic locations upon redevelopment, and ensuring public spaces and amenity areas allow for the movement of people using active transportation. These facilities will provide people with the option to walk or cycle instead of driving to major destinations – to transit, commercial destinations, and parks.

Reconfiguration of the Kichi Zībī Mikan and Carling Avenue intersection

Pedestrians heading west along both sides of Carling Avenue must use a narrow sidewalk, cyclists have no dedicated cycling facility, and both must cross the two on-and-off vehicular ramps of the Kichi Zībī Mikan. Planning, Development and Building Services staff have been considering options to complete the westward cycling connections along Carling Avenue to ensure cyclists have safe and reliable connections and to widen sidewalks along Carling Avenue to make the pedestrian experience more comfortable.

A notable change to the roadway network proposed by the Plan is the shared vision between the NCC and the City to replace the existing Kichi Zībī Mikan and Carling Avenue intersection from a grade separated interchange to a protected signalized intersection. This roadway modification would add the necessary pedestrian and cycling facilities to make accessing Lincoln Fields Station from the west safer and more comfortable. The removal of these ramps would also replace car-oriented infrastructure on NCC land with opportunities for high-rise, mixed-use, and transit-oriented development within a close walking distance of Lincoln Fields Station. Further work is needed on I design, project cost and timing, and potential coordination with other projects. A source of funding to proceed to next steps is yet to be determined. However, it is expected that the NCC will be responsible for road-reconstruction works related to its parkway. There is underground infrastructure within the Pinecrest Creek valley, including a backbone watermain, sanitary and storm sewers, that will need to be preserved.



Existing conditions

Drone footage captured by the City of Ottawa (July 2024).



Proposed re-configured intersection with approximate building massing that shows the long-term potential future build-out of Hub and Corridor properties.

Rendering prepared by Alta Planning + Design, commissioned by the City of Ottawa.

2525 Carling Avenue (Former Lincoln Fields Shopping Centre)

This Plan contains a site-specific policy that directs the redevelopment of 2525 Carling Avenue – former Lincoln Fields Shopping Centre. This approximately 6.5-hectare site is currently occupied by a retail food store, a pharmacy, a fast-food restaurant with a drive-thru, extensive surface parking, and a local bus stop.

2525 Carling Avenue is planned to become a high-rise, mixed-use, and transit-oriented district that increases the supply of amenities and housing near rapid transit. This district is planned to be an activity node with a variety of non-residential uses, such as commercial, retail, and office to provide daily amenities that will support future residents and the existing surrounding communities. A new north-south collector street with a 24-metre right-of-way that connects the Carling Avenue and Richmond Road with separated pedestrian, cycling and vehicular facilities, will be built by the development proponent and then conveyed to the City. This new public street will be lined with commercial and retail uses at the base of high-rise mixed-use buildings that will draw people into the district. The current concepts propose 11 high-rise mixed-use buildings. Parkland will be conveyed to the City. Per the current parkland dedication rate, the City anticipates receiving approximately 1-hectare of parkland dedication, with the conveyed land to be located in a central location of the district. The concept for the redevelopment of this district will be an annex to the secondary plan to help inform future planning applications.

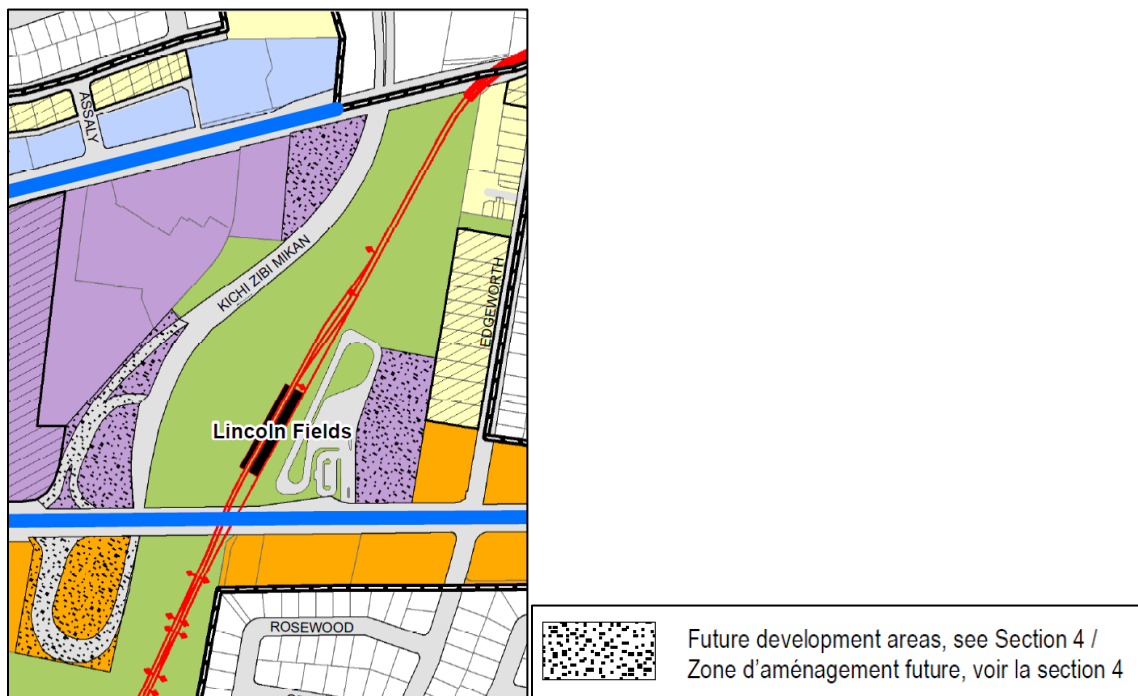
Future Development Areas (Pinecrest Creek valley)

This Plan seeks to create an urban built form surrounding the Lincoln Fields O-Train Station that is dynamic and walkable. The creation of a truly walkable and transit-supportive environment requires not only pedestrian infrastructure, but also a mix of uses, active building frontages, and comfortable routes to Lincoln Fields Station. With the removal of the Kichi Zibi Mikan ramps, as described in the previous section, there is a unique opportunity to change the land uses surrounding the O-Train station from car-oriented infrastructure to dense residential transit-oriented development.

Through this secondary plan study, the City and NCC have identified four areas in the Pinecrest Creek valley that could potentially be redeveloped for high-density transit-oriented development within a 100 to 300-metre walking distance of Lincoln Fields Station, and near the existing and planned amenities along Carling Avenue, Richmond Road, and the 2525 Carling Avenue district. These four future development areas, all currently addressed at 1250 Richmond Road, include:

- South of Richmond Road, west of Kichi Zibi Mikan, and;
- North of Carling Avenue, east of Lincoln Fields Station;
- North of Carling Avenue, approximately where the Kichi Zibi Mikan ramps are currently located; and
- South of Carling Avenue, approximately where the Kichi Zibi Mikan ramps are currently located.

Excerpt from Schedule A – Designation Plan (Document 2)



The future development area north of Carling Avenue and east Lincoln Fields Station was identified by an interdepartmental task force as a potential candidate site for affordable housing on publicly-owned lands near rapid transit, [as presented to Council on April 10, 2019 \(item 4\)](#).

The two future development areas proposed where the Kichi Zībī Mikan ramps are currently located require the successful implementation of the replacement of the existing Kichi Zībī Mikan and Carling Avenue intersection, as described above in this report and in section 3.2 of Document 1. This Plan assigns heights up to 40 storeys for the three sites south of Richmond Road and north of Carling Avenue, and heights up to 30 storeys for the site south of Carling Avenue. An amendment to the Zoning By-law and related development and infrastructure studies will be required before development can proceed. Affected multi-use pathways and piped infrastructure are required to be replaced and/or re-located by the development proponent.

460 to 508 Edgeworth Avenue and the Woodpark Neighbourhood

Edgeworth Avenue is a local street within the Woodpark neighbourhood, immediately east of Lincoln Fields O-Train Station. The listed properties are located on the western portion of Edgeworth Avenue, east of one of the future development areas in the Pinecrest Creek valley, north of Carling Avenue, south of Lawn Avenue, and within 300 metres walking distance from the Lincoln Fields O-Train Station and within 800 metres walking distance of the New Orchard O-Train Station. Part 1 of the Transportation Master Plan update, [approved by Council on April 26, 2023 \(item 17.1\)](#), identifies future sidewalks along Edgeworth Avenue, Lawn Avenue, and Woodland Avenue, which will strengthen the pedestrian connections to both Lincoln Fields and New Orchard stations. The listed lots are approximately 56 metres deep, which is deep enough for a high-rise building. The maximum building height on the future development area, designated Hub, immediately to the west is up to 40 storeys, with the property designated Mainstreet Corridor along Carling Avenue is up to 30 storeys.

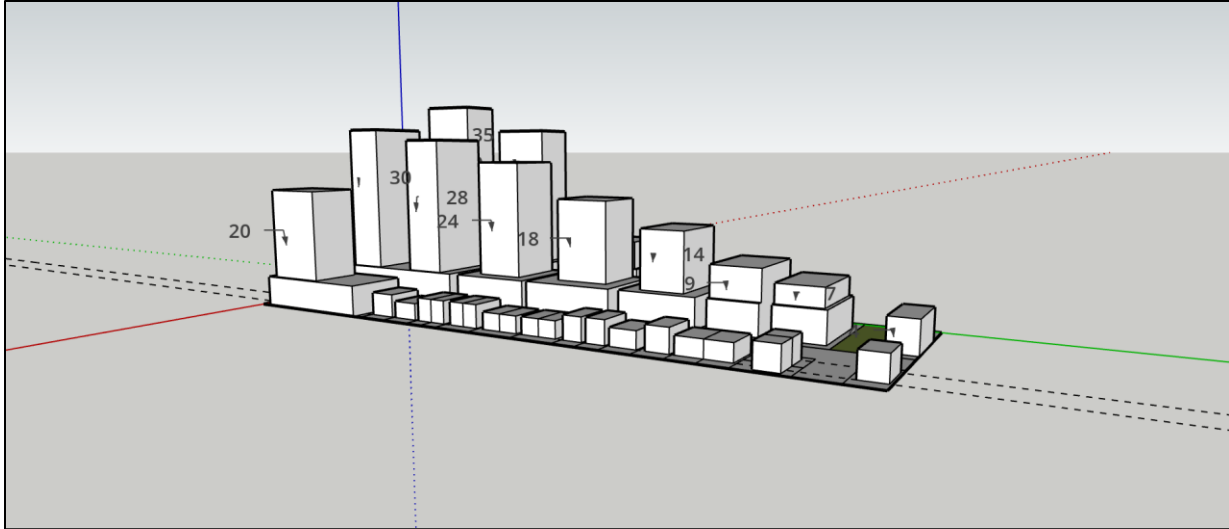
Building heights are proposed to progressively lower along Edgeworth Avenue from Carling Avenue to Lawn Avenue, with heights going from high-rise II to high-rise I to mid-rise II and then to mid-rise I. The scale of the high-rise heights along Edgeworth Avenue were determined by the application of the 45-degree angular plane. The angular plane is not a prescriptive tool, but rather one that determines a general sense of an appropriate building height, with specific height maximums to be determine during the review of a Site Plan Control application.

With high-rise development on the future development area east of Lincoln Fields Station and west of Edgeworth Avenue and Carling Avenue, the northwestern corner of

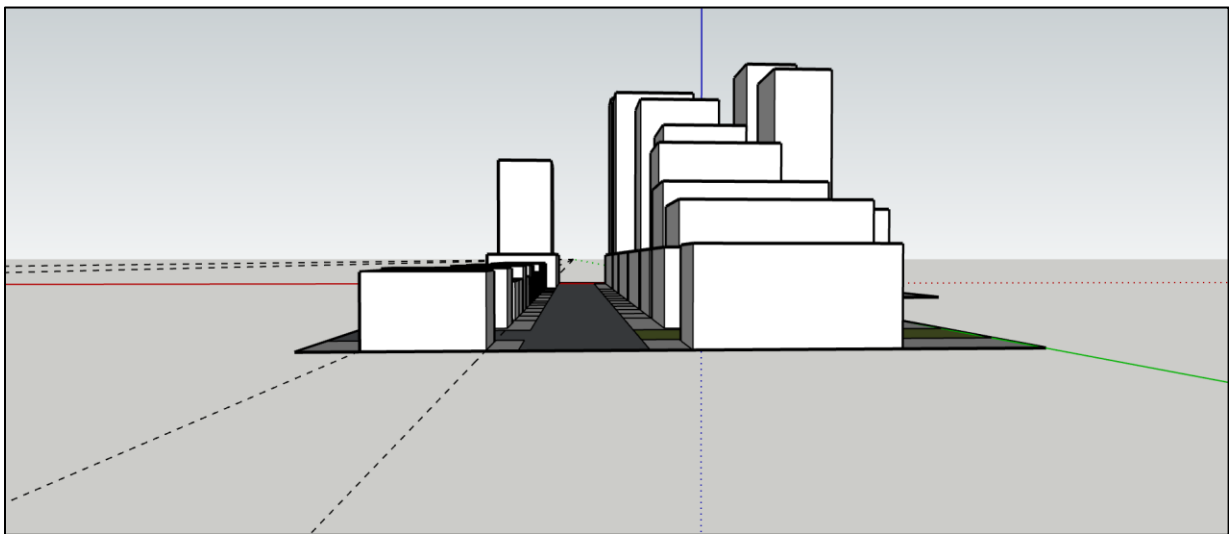
Edgeworth Avenue and Carling Avenue is planned to become a dense node directly abutting Lincoln Fields Station. The introduction of high-rise and mid-rise buildings within the Neighbourhood designation along Edgeworth Avenue supports the City's investment in public transit by increasing the number of people living within the immediate walking distance of rapid transit and non-residential amenities. The proposed policies ensure a progressive lowering of building heights from the south towards the Woodpark community to the north, reinforcing the principles of building height transition. The application of the angular plane on the western segment of Edgeworth Avenue results in a height of up to 18 storeys from Carling Avenue to Lawn Avenue. A building height of 18 storeys is the appropriate scale. To limit near-identical tower heights that will create a blank wall and to promote a varied skyline, it is important that heights vary, with the tallest located at the northwest corner of Edgeworth Avenue and Carling Avenue. For this reason, maximum height permissions on lots designated Neighbourhood nearest Carling Avenue are increased to 24 storeys, with building heights lowering to 18, 14, nine, and seven storeys towards Lawn Avenue. The angular plane and the progressive lowering of heights provides for a balanced approach of increasing density in an area that has pristine access to rapid transit and non-residential amenities, while having regard for the surrounding low-rise area.

The lot line for the properties on the eastern side of Edgeworth Avenue have a distance of 20 metres or greater from the potential tower locations on the western side of Edgeworth Avenue. This transition tool is most often used for emerging and densifying downtown nodes, and on its own would not typically rationalize the merits for high-rise permissions for Edgeworth Avenue. However, in combination with the transition tools mentioned above and the site design criteria below, this 20-metre distance provides additional support that the proposed heights adequately transition to the Woodpark neighbourhood.

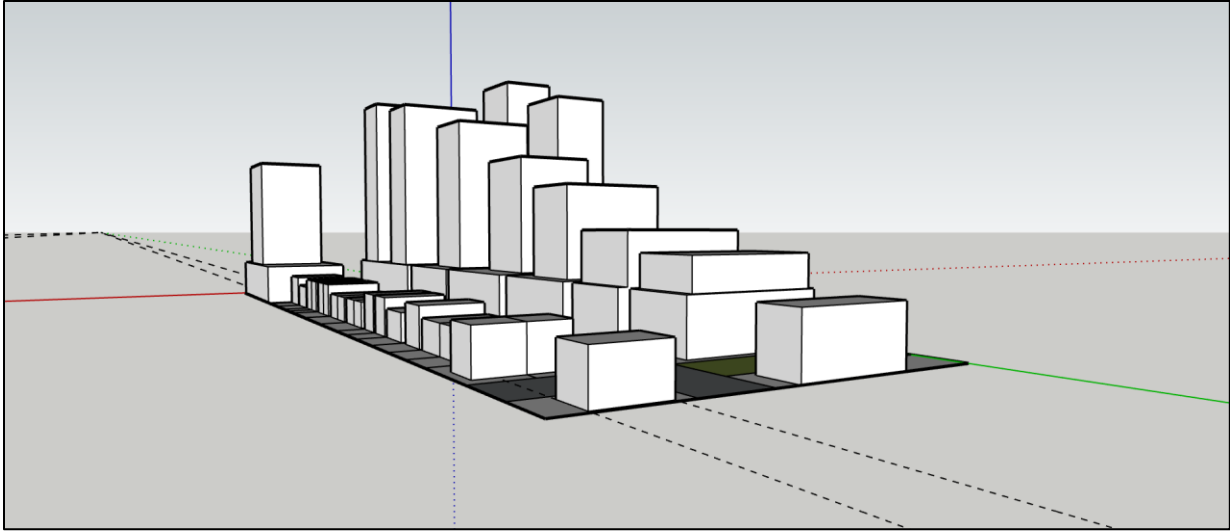
The following massing drawings show the conceptual possible maximum build-out of Carling Avenue as a Mainstreet Corridor, the future development area on the NCC's land abutting Lincoln Fields Station, and the varied heights along Edgeworth Avenue at their maximum permitted heights. The Plan and the City's urban design guidelines for high-rise buildings require a minimum lot area of 1,800 square metres for interior lots and a separation distance of 23 metres between the tower portions of abutting high-rise buildings. These design criteria require that abutting lots be assembled for the potential maximum build-out to occur.



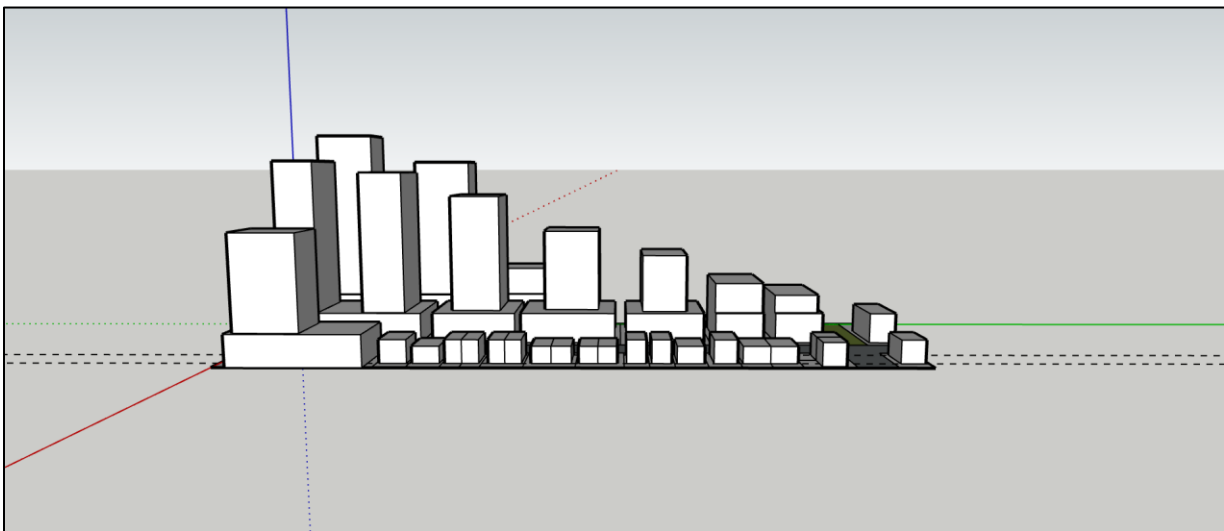
View of the proposed building heights along Edgeworth Avenue, facing southwest, with the low-rise portion of the Woodpark Neighbourhood in the foreground and a future development area in the background.



View of Edgeworth Avenue facing south from Lawn Avenue, with the buildings along Carling Avenue in the background and the future development area to the right.



View of the proposed building heights on the future development area facing northeast, with Edgeworth Avenue and the Woodpark neighbourhood in the background.



View of the proposed building heights on the future development area facing west, with the low-rise portion of the Woodpark Neighbourhood in the foreground, Carling Avenue to the left of the image, and the future development area in the background.

Throughout the secondary plan consultation process, residents from the Woodpark neighbourhood and the Woodpark Community Association were primarily in opposition of the proposal to increase building heights along the western portion of Edgeworth Avenue, south of Lawn Avenue. See Document 9 – Consultation and Circulation Details.

City-owned lots

The City owns several small parcels within the Plan area. The policies in the Plan largely encourage that they assemble with abutting properties to create larger and functional development areas.

A notable opportunity on City-owned land is the redevelopment of the four parcels near the intersection of Richmond Road and Edgeworth Avenue listed at 407 and 414 Edgeworth Avenue, 1180 Richmond Road, and 2368 Midway Avenue.

1180 Richmond Road and 414 Edgeworth Avenue are contaminated and require extensive remediation to be suitable for residential purposes. The City's Environmental Remediation Staff approximate a remediation cost of \$1,500,000 to \$2,000,000*.

The properties at 407 Edgeworth Avenue and 2368 Midway Avenue are significantly less contaminated but still require a certain level of remediation, with an approximate remediation cost of \$150,000 to \$200,000*.

*These figures are an educated approximation of what remediation could potentially cost and are a ballpark figure to be used only for discussion purposes. Further evaluation is required to determine the exact cost of any remediation.

The Lincoln Fields Secondary Plan encourages that these four parcels assemble to create one larger parcel and allow for a mid-rise building that fronts onto Richmond Road. This large parcel could include the northern portion of Edgeworth Avenue. Edgeworth Avenue currently does not provide for vehicular access to Richmond Road, and any cycling and pedestrian connections between the two roads would need to be re-located and/or maintained. Creating a larger development area and increasing the building height permissions encourages the assembly and remediation of these lands. Upon redevelopment, a privately-owned public space should be provided that is accessible to the Woodpark community.

Infrastructure and Servicing Constraints

There is limited sewer capacity in the Plan area and any available sewer capacity for new developments is considered on a first-come, first-served basis. The Infrastructure Master Plan (IMP), [approved by Council on June 25, 2024 \(item 20.1\)](#), identifies two separate infrastructure projects in the Plan area, currently planned between 2024-2034, that will add capacity to the Pinecrest Trunk Sewer: the Pinecrest Trunk Flow Reduction (2024-2029) and the Pinecrest Trunk Sewer Upgrade (2029-2034). These upgrades to the trunk sewer system will liberate servicing capacity at the trunk level. Local capacity is still a concern. Local Servicing Studies are required to determine sewer capacities at a local level, such as on local streets. Local Servicing Studies are currently unfunded

and will require financial plans as they are not eligible to be funded through development charges. If there is not sufficient capacity for a development, then a development proponent will be required to work with the City to conduct a Local Servicing Study and prepare a financial plan to fund the servicing upgrades. Capacity will be evaluated for each development application and if capacity is deemed inadequate for the proposed development, the City will pause the application by adding a holding symbol to applicable zoning until there is sufficient capacity.

2024 Provincial Planning Statement

Policy and Community Planning staff have reviewed the proposed secondary plan and zoning by-law amendment and have determined that it is consistent with the Provincial Planning Statement, which came into effect on October 20th, 2024.

RURAL IMPLICATIONS

N/A

CONSULTATION

Staff consulted on related initiatives, such as in-progress development applications, draft City-initiated studies like the Pinecrest and Queensview Stations Secondary Plan, the Transportation Master Plan, and the Infrastructure Master Plan, and renewal of City assets to determine what other projects are impacting the Lincoln Fields Secondary Plan area and how they could be adjusted to best fit the objectives of this Plan. Afterwards, staff prepared innovative and tailored policy direction that was informed by the City's planning, urban design, parks, and transportation objectives and best practices, feedback received from consulting with public agencies and internal, local, and industry stakeholders, and reviewing local, provincial, national, and international precedents.

See Document 9 – Consultation and Circulation Details for further details on the nature of the comments submitted to the City from members of the public during the public circulation period and to review a line-by-line comparison of how the policies of the secondary plan have changed in response to the feedback received.

COMMENTS BY THE WARD COUNCILLOR(S)

The development of this secondary plan has been a long time coming as we prepare for transit-oriented development around the key Stage 2 transit station at Lincoln Fields. I appreciate the work of the planning staff on this complex project. The Lincoln Fields site, formerly occupied by a mall, has the potential to become a brand-new

neighborhood with various forms of housing and green space, replacing what was once a vast asphalt parking lot.

However, I have concerns regarding the zoning and height allowances proposed for the areas of the Woodpark neighborhood closest to the transit station. While intensification is necessary, there must be careful consideration of the transition to this primarily single-family home neighborhood. We need to continue encouraging family-friendly housing options, rather than focusing solely on small units in high-rise towers. I also want to see dedicated green space/park land in the NCC property for the use of the community particularly Woodpark.

I also appreciate the emphasis on transit, pedestrian, and cycling infrastructure improvements along Carling and Richmond. Additionally, it is encouraging to see that RioCan has already established a north-south cycling route through their property for public use, and the city should build on this progress.

LEGAL IMPLICATIONS

There are no legal implications associated with implementing the report recommendations.

RISK MANAGEMENT IMPLICATIONS

N/A

ASSET MANAGEMENT IMPLICATIONS

The report discusses the possibility of future opportunities for high-rise, mixed-use, and transit-oriented development in or near the existing ramps (on NCC land). There are large and critical infrastructure in these locations. There may be significant asset management implications (financial, risk, reliability, and levels of service) with such future proposals.

The report identifies how water and sewer infrastructure needed to support the secondary plan will be identified and funded. This represents a piecemeal approach that may not generate the most cost-effective servicing plan for the overall area from a capital and life-cycle perspective. In accordance with the 2024 Infrastructure Master Plan, future secondary plans for existing neighbourhoods are intended to be accompanied by comprehensive servicing plans that will minimize life-cycle costs and address existing servicing issues as required.

FINANCIAL IMPLICATIONS

The recommendations of the report for the Lincoln Fields Secondary Plan proposes implementation through City-lead capital projects, such as new roads, parks, active transportation, and recreation facilities, and through private development applications such as Plans of Subdivision, Zoning By-law Amendments, and Site Plan Control.

The Lincoln Fields Secondary Plan guides growth of the community through both private development and public investments but does not commit to additional funding requests. Proposed capital projects are subject to Council approval through the annual budget processes and in accordance with long-range financial plans and current and future development charge background studies.

Further work is needed to determine the cost of the reconfiguration of the Kichi Zībī Mikan and Carling Avenue intersection. The NCC will be responsible for road-reconstruction works related to its parkway.

The key opportunities include an opportunity to redevelop City-owned land and would require remediation cost in the range of \$1,650,000 to \$2,200,000. Further evaluation is required to determine the exact cost.

There is limited sewer capacity in the Plan area and any available sewer capacity for new developments is considered on a first-come, first-served basis. The IMP currently identifies two separate infrastructure projects in the Plan area, currently planned between 2024-2034, that will add capacity to the Pinecrest Trunk Sewer: the Pinecrest Trunk Flow Reduction (2024-2029) and the Pinecrest Trunk Sewer Upgrade (2029-2034). Capacity will be evaluated for each development application and if capacity is deemed inadequate for the proposed development, the City will pause the application by adding a holding symbol to applicable zoning until there is sufficient capacity. A development proponent may be required to pay for any servicing studies and local servicing upgrades in order for development to proceed.

ACCESSIBILITY IMPACTS

The Lincoln Fields Secondary Plan sets the stage to improve services for people with all types of disabilities, including children and older adults. The Plan reinforces the Official Plan's mobility policies as well as introduces others that support safety for all modes of transportation, including prioritizing active transportation throughout the community.

The proposed design of new public and private roadways, intersections, active transportation facilities, and parks will meet all applicable Provincial and Municipal accessibility standards, including the *Integrated Accessibility Standards Regulation O.Reg. 191/11* under the *Accessibility for Ontarians with Disabilities Act (2005)*, as well

as both the City of Ottawa’s Accessibility Policy and the Accessibility Design Standards.

Staff will continue to consult with the Corporate Accessibility Office, as required, to ensure all projects as part of this Plan provide the highest level of accessibility for our residents and visitors.

CLIMATE IMPLICATIONS

The Lincoln Fields Secondary Plan is consistent with Strategic Directions 2.2.3 (Energy and Climate Change) and 2.2.4 (Healthy and Inclusive Communities) in Volume 1 of the Official Plan by proposing policies that plan for a compact and connected community, encourage sustainable and resilient site and building design, prioritize energy efficient modes of transportation, locate the greatest densities of people near transit, encourages the retention and net increase of trees and soft landscaping, and support the development of walkable 15-minute neighbourhoods with nearby amenities to reduce travel time.

TERM OF COUNCIL PRIORITIES

The Lincoln Fields Secondary Plan advances all four of Council’s priorities:

- A city that has affordable housing and is more liveable for all;
- A city that is more connected with reliable, safe and accessible mobility options;
- A city that is green and resilient; and
- A city with a diversified and prosperous economy.

SUPPORTING DOCUMENTATION

Document 1	Lincoln Fields Secondary Plan Policy Text
Document 2	Lincoln Fields Secondary Plan Schedule A – Designation Plan
Document 3	Lincoln Fields Secondary Plan Schedule B – Maximum Building Heights
Document 4	Lincoln Fields Secondary Plan Schedule C – Mobility and Connectivity
Document 5	Details of Recommended Zoning
Document 6	Zoning Location Map 1 – 2525 Carling Avenue
Document 7	Zoning Location Map 2 – Amendment to Schedule 402

Document 8	Zoning Schedule YYY1 – Permitted Heights for 2525 Carling Avenue
Document 9	Zoning Schedule YYY2 – Active Frontage Street Areas
Document 10	Consultation and Circulation Details
Appendix 1	Traffic Analysis for the reconfiguration of the Kichi Zibi Mikan and Carling Avenue intersection

DISPOSITION

Policy and Community Planning Branch, Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, Innovative Client Services Department to forward the implementing by-law to City Council.

Planning Operations Branch, Planning Services to undertake the statutory notification.

Policy and Community Planning Branch, Planning Services to incorporate the Riverside Secondary Plan into Volume 2A of the Official Plan through one of the following processes:

- a) Should one of the amendments to the Official Plan not be appealed, the Planning Operations Branch will incorporate the amendments into Volume 1 or Volume 2A of the Official Plan; or
- b) Should one of the amendments to the Official Plan be appealed, the Policy and Community Planning Branch will initiate a housekeeping amendment upon the resolution of all appeals to incorporate the amendments, as may be amended by the Ontario Lands Tribunal, into Volume 1 or Volume 2A of the Official Plan.

Resiliency, Planning and Policy Planning Branch to incorporate the amendments to Zoning By-law 2008-250 through one of the following processes:

- a) Should one of the amendments to the Zoning By-law not be appealed, the Planning Operations Branch will incorporate the amendments into Zoning By-law 2008-250; or
- b) Should one of the amendments to the Zoning By-law be appealed, the Policy and Community Planning Branch will initiate a housekeeping amendment upon the resolution of all appeals to incorporate the amendments into Zoning By-law 2008-250.