

# Westgate 1309 Carling Ave

Urban Design Brief  
May 2025

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# INTRODUCTION

# Introduction

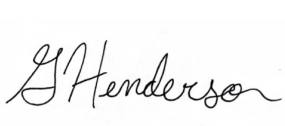
Fotenn Consultants Inc., acting as agents for RioCan, is pleased to submit this Urban Design Brief in support of a Site Plan Control Application at 1309 Carling Avenue (“the subject property”) in Ottawa’s Carlington neighbourhood. This Design Brief supports the Site Plan Control application that includes the partial demolition of the Westgate Shopping Centre and the construction of a large-format retail store. This Design Brief will demonstrate how the proposal aligns with the Official Plan, Council-approved plans, and relevant design guidelines. It illustrates the project’s high-quality, context-sensitive design, its integration with the existing and planned surroundings, and its contribution to improving the area. Additionally, the design analysis serves to justify the proposal for the owners while assisting staff and the public in its review.

We trust that the contents of this Urban Design Brief are satisfactory.

Sincerely,



Matt McElliott, MCIP RPP  
Principal, Planning + Policy



Gillian Henderson, M/USP  
Planner

# PROJECT DESCRIPTION

01

1.1 Brief description of the design intent behind the development proposal. This description should be more design detailed, and not replicate the description within the Planning Rationale.

This Urban Design Brief outlines the design strategy for a proposed one-storey commercial building at 1309 Carling Avenue, in the City of Ottawa. The redevelopment involves demolishing most of the existing Westgate Shopping Centre while retaining a portion that accommodates a Shoppers Drug Mart. The proposed retail food store will be connected to the Shoppers Drug Mart along its southern wall and will be situated between the existing building and Highway 417.

The redevelopment will remove 15,404 m<sup>2</sup> of existing mall space, retain 2,830 m<sup>2</sup> (Building A), and introduce 2,572 m<sup>2</sup> of space for the new retail store (Building B), for a new total of 5,402 m<sup>2</sup>. due to the reconfiguration of the buildings and parking at the Westgate site, approximately 250 parking spaces will be established to accommodate the large format stores.

The building's exterior will feature a mix of modern and durable materials, including prefinished metal siding in stone grey, white, and custom-painted yellow branding signage, as well as sleek aluminum composite panels in Seawolf and black. Creating a visually dynamic and recognizable storefront.

Storefront glazing will have black anodized aluminum frames with clear glass that will maximize transparency and natural light. Cart storage areas will also feature tempered glazing, maintaining a cohesive, modern look. Additional elements include spandrel panels that will be placed between floor slabs and windows, to conceal structural elements and create a continuous surface. Insulated metal panels in parchment and driftwood tones will complement the selected materials, while concrete block and stucco will be incorporated to create a cohesive and well-integrated finish.

To further enhance the street presence, bold yellow fabric awnings will extend above windows, adding further colour accents to complement the yellow sign above the primary entrance.

Concrete-filled steel bollards, painted in high-visibility safety yellow, will provide protection for pedestrians and the storefront, ensuring a secure pedestrian environment without compromising design.

Architectural wall sconces and integrated lighting will highlight the building's textures and materials while improving visibility and ambiance during evening hours. The combination of lighting, durable materials, and colour accents will create a modern and inviting environment with a strong, memorable identity.

1.2 Project statistics, including gross floor area, the breakdown of floor area for different uses, total number and detailed breakdown of units, total number and detailed breakdown of vehicle and bike parking, building heights, lot coverage, etc. Project statistics should be illustrated in a table.

Property	Site Statistic
Zoning	AM10[2393] S368
Site Area	3.06 hectares
Portion of Existing Mall Demolished	15,404m2
Building A (Existing retail unit to remain)	2,830m2
Proposed Building B	2,572m2
New Total	5,402m2
Parking Required – Shopping Mall 1.7/100m²	92 spaces
Existing Parking	643 spaces
Total Parking Removed	(153) spaces
Total Parking Added	255 within Hydro One lands 436 within property <b>691 spaces total</b>
Building Height	8.15m
Loading Spaces	2 loading spaces
Bicycle Parking	25 spaces
Landscaped Area in a Parking Lot	Soft landscaped area: 5.5% Hard landscaped area: 10.1% Total: 15.6%

# DESIGN DIRECTIVES

02





2.1.2 Urban Design

Section 4.6 of the Official Plan outlines the specific policies guiding the design and relationship between developments across the City, specifically emphasizing adequate transitions, complementary built forms, and existing neighbourhood design characteristics.

Although this subject property is designated as a Design priority Area on Schedule C7A – Design Priority Areas, it has been determined by City Staff that a visit to the UDRP is not required for this SPC Application. Design excellence has nonetheless been strived for during the design of the site.

Policy	Response
<b>Section 4.6.1 Promote design excellence in Design Priority Areas</b>	
5) Development and capital projects within DPAs shall consider four season comfort, enjoyment, pedestrian amenities, beauty and interest through the appropriate use of the following elements: The provision of colour in building materials, coordinated street furniture, fixtures and surface treatments, greening and public art, and other enhanced pedestrian amenities to offset seasonal darkness, promote sustainability and provide visual interest; Lighting that is context appropriate and in accordance with applicable standards and guidelines; and Mitigating micro-climate impacts, including in the winter and during extreme heat conditions in the summer, on public and private amenity spaces through such measures as strategic tree planting, shade structures, setbacks, and providing south facing exposure where feasible.	The proposed site design will enhance pedestrian comfort, visual interest, and seasonal resilience. The yellow fabric awnings provide weather protection while brightening the streetscape and offsetting seasonal darkness. The mix of materials, including prefinished metal siding, aluminum composite panels, and warm-toned insulated metal panels, adds depth and visual appeal while improving durability. Strategic tree planting and soft landscaping help mitigate micro-climate impacts by providing summer shade, winter wind protection and stormwater management. The yellow signage enhances both safety and mood, creating a vibrant and welcoming environment. Architectural wall sconces and integrated lighting improve nighttime visibility and contribute to an inviting pedestrian experience. The truck loading area is located at the rear, consolidating existing loading areas while also reducing conflicts with pedestrians and improving safety. Upgraded paving stones on the sidewalk replace standard asphalt, enhancing both aesthetics and creating a pleasant pedestrian environment. <b>These design choices directly support the policy’s goals of promoting beauty, comfort, and sustainability in Design Priority Areas.</b>
<b>Section 4.6.2 Protect views and enhance Scenic Routes including those associated with national symbols</b>	
4) Development abutting Scenic Routes, as identified on Schedule C13, shall contribute to conserving or creating a desirable context by such means as: Protecting the opportunity to view natural and cultural heritage features; 5) Where Scenic Routes are also identified as Scenic Capital Entry Routes on Schedule C13, development and capital projects should also: Contribute to the image of Ottawa as the Capital city by providing landscape and aesthetic improvements, including buildings that enhance the urban character, where possible.	The proposed low-rise building maintains existing view corridors with no added height, ensuring that natural and cultural heritage features remain visible. The site design enhances Ottawa’s image by incorporating high-quality landscaping, including new tree planting and soft landscaping elements that improve the public realm. Architectural enhancements and material upgrades contribute to a more visually appealing streetscape, elevating the site’s character and reinforcing the urban identity of the Scenic Route. <b>These improvements align with the policy’s objectives by enhancing the aesthetic quality of the Scenic Route while maintaining important sightlines.</b>

Policy	Response
<b>Section 4.6.3 Ensure capital investments enhance the City's streets, sidewalks, and other public spaces supporting a healthy lifestyle</b>	
<p>1) Development and capital projects shall enhance the public realm where appropriate by using methods such as: curb extensions, curbside boulevards that accommodate wider pedestrian walkways, trees, landscaping, and street furniture. These enhancements will make streets safer and more enjoyable by dedicating more space to pedestrians, creating opportunities for relaxation and social interaction, and where necessary, buffering pedestrians from traffic.</p> <p>2) Privately Owned Publicly Accessible Spaces (POPS) offer publicly accessible amenity that contributes positively to the public realm. POPS will be designed in accordance with applicable urban design guidelines. To ensure exceptional design, POPS will:</p> <ul style="list-style-type: none"><li>a. Fit into their context, providing a meaningful contribution to existing and planned connections;</li><li>b. Be sited strategically to best animate the streetscape, take advantage of views and vistas, highlight heritage elements and provide a comfortable microclimate environment;</li><li>c. Respond to the needs of the community with consideration for neighbourhood character and local demographics;</li><li>d. Read as publicly-accessible to the passerby and feel comfortable, welcoming and safe for the user;</li><li>e. Be designed in a coordinated manner with the associated building(s); and</li><li>f. Bring nature into the built environment, where appropriate.</li></ul> <p>5) Hubs and Special Districts should include comprehensive wayfinding initiatives to provide informative signage and maps at strategic locations including areas in front of significant buildings, transit stops, stations and major intersections.</p>	<p>The proposed development and site plan aligns with the policy and enhances the public realm by incorporating wider pedestrian walkways, trees, landscaping, and lighting, aligning with the policy’s objectives. The Westgate Promenade functions as a curbside boulevard, improving pedestrian and cycling infrastructure while creating a safer, more inviting streetscape. These elements contribute to a more accessible and enjoyable public space, supporting active mobility and better connections throughout the site.</p> <p>At full build-out, the site will feature a well-integrated POPS that enhances the public realm, supports pedestrian connections, and animates the streetscape. It will provide a comfortable, accessible space that reflects the neighbourhood’s character and serves the community’s needs.</p> <p>The proposed site plan aligns with the policy by incorporating a comprehensive wayfinding system with clear, strategically placed signage at key locations. Signage will maintain a consistent design language, using high-contrast black vinyl lettering on a white background for optimal readability. They will all be consistently and appropriately scaled, and positioned for easy visibility, facilitating ease of navigation and supporting a well-connected, accessible public realm.</p>
<b>Section 4.6.4 Encourage innovative design practices and technologies in site planning and building design</b>	
<p>1) Innovative, sustainable and resilient design practices and technologies in site planning and building design will be supported by the High-performance Development Standard, which will apply to site plans, draft plans of subdivision and local plans in accordance with Subsection 11.1, Policy 3). The Standard addresses matters of exterior sustainable design and will align urban design with climate change mitigation and adaptation goals and objectives.</p>	<p>The proposed development aligns with this policy by integrating sustainable and resilient design features that support the High-Performance Development Standard. Storefront insulated glazing enhances energy efficiency by reducing heat loss in winter and minimizing cooling demands in summer. Insulated metal panels further improve temperature regulation, reducing energy consumption. Additionally, awnings provide natural shading, contributing to passive cooling and overall climate adaptation.</p>



Policy	Response
<b>Section 4.6.5 Ensure effective site planning that supports the objectives of Corridors, Hubs, Neighbourhoods and the character of our villages and rural landscapes</b>	
3) Development shall minimize conflict between vehicles and pedestrians and improve the attractiveness of the public realm by internalizing all servicing, loading areas, mechanical equipment and utilities into the design of the building, and by accommodating space on the site for trees, where possible. Shared service areas, and accesses should be used to limit interruptions along sidewalks. Where underground parking is not viable, surface parking must be visually screened from the public realm.	<p>The proposed development and site plan aligns with this objective by prioritizing pedestrian-friendly site planning, minimizing conflicts between vehicles, cyclists and pedestrians, and enhancing the public realm. Servicing and loading areas are internalized at the rear of the building, reducing visual clutter and ensuring a safer, uninterrupted pedestrian experience. Traffic calming measures and new concrete pavers establish a continuous, accessible sidewalk, improving walkability.</p>
4) Development shall demonstrate universal accessibility, in accordance with the City’s Accessibility Design Standards. Designing universally accessible places ensures that the built environment addresses the needs of diverse users and provides a healthy, equitable and inclusive environment.	<p>The proposed development adheres to the City’s Accessibility Design Standards by incorporating universally accessible features throughout the site. Ground surfaces are firm, stable, and slip-resistant, with proper drainage. Tactile Walking Surface Indicators (TWSI) are provided at curb ramps and depressed curbs. Accessible parking spaces include Type A (3400 mm wide) for larger vehicles with transfer ramps and Type B (2400 mm wide) for users with limited mobility. An adjacent access aisle (1500 mm wide) is provided for each accessible parking space, and 4% of total spaces are designated as accessible, in line with best practices. These spaces are clearly marked with both pavement markings and vertical signage, featuring the International Symbol of Accessibility. Accessible parking is located near building entrances, which are equipped with automatic sliding doors. Additionally, appropriate lighting is provided in accordance with lighting requirements to ensure safety and usability.</p>

<b>4.6.6 Enable the sensitive integration of new development of Low-rise, Mid-rise and High-rise buildings to ensure Ottawa meets its intensification targets while considering liveability for all</b>	
5) Where large sites such as shopping centres are developed or redeveloped, their site design shall support walkable 15-minute neighbourhoods, sustainable modes of transportation and help to achieve the economic development and health goals of the Official Plan by: Establishing an internal circulation pattern that supports future intensification, including direct and safe street and multi-use path connections to the surrounding built, or planned urban fabric; Building arrangement and design that includes façade treatments, articulation, building materials and site furnishings that are comfortable at the pedestrian scale.	<p>The redevelopment of the site will contribute to economic development by transforming an underutilized shopping mall with vacant tenancies into a much-needed grocery store, addressing a critical gap in local services.</p> <p>The internal circulation plan was developed through Council’s adoption of the Westgate Secondary Plan. The overall site design prioritizes active mobility, with dedicated pedestrian and cycling connections throughout the site. This proposal begins to realize some of these design considerations of the previous Secondary Plan approval, including the provision of direct and safe access to building entrances.</p> <p>At full build-out, the Westgate Promenade will serve as a central pedestrian and cycling route, linking the Westgate-Carling South Transition Area and adjacent lands. Mid-block pathways further enhance connectivity, reinforcing an active 15-minute neighbourhood.</p>
6) Low-rise buildings shall be designed to respond to context, and transect area policies, and shall include areas for soft landscaping, main entrances at-grade, front porches or balconies, where appropriate. Buildings shall integrate architecturally to complement the surrounding context.	<p>As a low-rise structure, the building responds to its context by integrating trees, soft landscaping, and at-grade entrances that activate the streetscape. Its scale and materiality complement the adjacent Shoppers Drug Mart, creating a cohesive, pedestrian-friendly environment that enhances the urban character of the Hub and Mainstreet Corridor.</p>

Overall, the proposed development responds well to the applicable Urban Design Policies by enhancing and strengthening the public realm through high-quality materials, pedestrian-friendly design, and strategic landscaping; improving connectivity with dedicated walking and cycling routes; minimizing vehicle-pedestrian conflicts by internalizing servicing and loading areas; reinforcing Ottawa’s urban character with a thoughtfully designed low-rise building that integrates with its surroundings; and contributing to economic development by transforming an underutilized site into a much-needed grocery store that serves the Phase 1 mixed-use development (The Rhythm) and the wider community.

**2.1.3 Urban Design Guidelines for Development Along Arterial Mainstreets**

The Urban Design Guidelines established for Arterial Mainstreets are a Council-approved set of guidelines intended to provide urban design guidance at the planning application stage to assess, promote and achieve appropriate development along Arterial Mainstreets.

The site enhances pedestrian connectivity by linking walkways both internally and between adjacent properties, facilitating smooth circulation throughout the site. To improve pedestrian safety, parking spaces are oriented to minimize the number of traffic aisles pedestrians must cross. A consistent and uninterrupted walkway made of concrete pavers is maintained along the site’s frontage, contributing to a cohesive and accessible streetscape. Additionally, fabric awnings provide weather protection at windows, improving comfort and usability.

Landscaped areas, including strategically placed raised planters with trees and shrubs, help define and shape the pedestrian realm, creating a buffer between walkways and vehicle circulation. Utility equipment is fully enclosed within the building, maintaining a clean and uncluttered streetscape. Additionally, loading areas are positioned at the rear, reducing visual and functional conflicts along the Arterial Mainstreet.

**Overall, the proposed development aligns well with the Urban Design Guidelines for Development Along Arterial Mainstreets, contributing to a more pedestrian-friendly, visually appealing, and well-integrated urban environment.**

**2.1.4 Transit Oriented Development Design Guidelines**

In September 2007, City Council approved design guidelines to address Transit-Oriented Development (TOD). The guidelines apply to all development throughout the City that is within 600 metres walking distance of a rapid transit stop or station and provide guidance for the proper development of these strategically located properties. The guidelines address six elements of urban design including: land use, layout, built form, pedestrians and cyclists, vehicles and parking, and streetscape and environment.

As the site is within 600 metres walking distance from a future LRT station, it responds to the TOD Guidelines by providing transit supporting land uses within close walking distance of a rapid transit station. The site also supports TOD by creating an urban environment that is not oriented primarily to the automobile but rather to a mix of automobile, pedestrian, cyclist, and transit. The site is a multi-purpose destination for residents and visitors, and creates pedestrian and cycling routes through the site, contributing the increased mobility choice within the area.

**Overall, the proposed development responds well to the applicable Transit-Oriented Development Guidelines.**

2.1.5 Area Specific Policies

Volume 2C – Area Specific Policies.

Policy 31 – Westgate		Response
31.1	Notwithstanding Policies 8 and 9, Sections 3.2 - Support Regeneration, Volume 1 - Official Plan respecting the Inner Urban Transect and Inner Urban Mainstreet Corridors, of the Official Plan, the permitted heights across the Westgate Lands, as designated on Schedule 31.A - Designation Plan, Volume 2C - Official Plan, will range between 15 and 36 storeys.	Permitted heights are a maximum of 24 and 36 storeys for this portion of the site and it is permitted to be lower as there is no minimum.
31.3	Applications for new development shall demonstrate how they provide pedestrian and cycling facilities, Privately-Owned Public Spaces (POPS), streets, and other considerations, consistent with Schedule 31.A - Designation Plan, Volume 2C - Official Plan, and the wider objectives for this policy area.	The Westgate Promenade will provide cycling/pedestrian connections through the site. Further, the new large-format building will include bicycle parking at key locations and within proximity to the building entrances.
31.5	Vehicular parking may be provided above the ground level, in a structure, for commercial and residential uses. Ground-level motor vehicle parking spaces, aisles (other than direct access and egress) or ramps shall not abut any street and shall be separated from the street by an active use accessible by pedestrians from the sidewalk.	Proposed parking is provided at-grade and does not abut any street.
31.7	POPS will abut the north side of Carling Avenue, approximately in the centre of the Westgate Shopping Mall site. It is intended as the primary gathering place and be the central focus point of surrounding redevelopment. The POPS is shown on Schedule 31.A - Designation Plan, Volume 2C - Official Plan, but the final location, configuration and scale of it will be determined in review of development applications for the Westgate Lands. a) At least 40 per cent of the Westgate POPS will be constructed during the second phase of the Westgate Lands redevelopment; and b) Full construction will take place in the final redevelopment phases.	The demolition of the Westgate Mall and construction of the large-format retail space does not preclude the construction of the Westgate POPS in Phase 2 of the Westgate redevelopment. As demonstrated through the phasing plan, 40% of the POPS will be constructed in Phase 2, while the final phase will establish the entirety of the POPS.
31.8	The Westgate Promenade and shared space, shown on Schedule 31.A - Designation Plan, Volume 2C - Official Plan, are to be designed and function as private roads. Active building facades will abut the Westgate POPS. The Westgate Promenade is to be designed to accommodate all users with an emphasis on active modes of transportation. Intersections are to be pedestrianized, using appropriate design cues, to ensure motor vehicle drivers are aware of these pedestrian priority areas. Animated ground floor frontages facing the Westgate promenade are also required.	This proposal starts to realize the vision for a Westgate Promenade. The site layout and design introduces new dedicated active transportation links with integrated pedestrian and cycling connections and pedestrian-prioritized intersections. Its design ensures a safe, multimodal shared space that aligns with this policy’s objective.
31.9	The owner(s) of 1309 Carling Avenue shall construct a cycle track along the entire north side of 1309 Carling Avenue frontage in phase two of the development of the Westgate Lands, to the satisfaction of the General Manager of Planning, Infrastructure and Economic Development Department.	This policy is not applicable to this proposal, as it does not qualify as Phase 2.
31.10	The owner(s) of 1309 Carling Avenue shall construct a cycle track along the west side of Merivale Road between Carling Avenue and Highway 417 underpass in the final phase of the development of the Westgate Lands to the satisfaction of the General Manager of Planning, Infrastructure and Economic Development Department.	Similar to Policy 31.9, this policy is not applicable to this phase, as this is not the final phase.
31.14	Pedestrian and cycling connections are required, as identified on Schedule 31.A - Designation Plan, Volume 2C - Official Plan, across private land in the Westgate Lands and Westgate-Carling South Transition Area, at time of redevelopment, to connect the surrounding community to the mid-block crossing points on Carling Avenue, as designated for the policy area.	Pedestrian and cycling connections are provided across private lands on the site, connecting the community to the mid-block crossing points.

# Pre-Application Consultation Comments

A Pre-Consultation (PC2024-0461) meeting was held on November 15th, 2024. The materials submitted as part of the Pre-Consultation meeting included the Site Plan which was prepared by LLA Architecture. The urban design comments were as follows:

- **Staff require an Urban Design Brief, architectural plans (Site Plan, Building Elevations, etc.), and a Landscape Plan. Please refer to the attached Urban Design Brief Terms of Reference.**  
Response: An Urban Design Brief has been prepared and included with the Site Plan Control application submission. The Urban Design Brief follows the City’s Terms of Reference. The architectural package included with the Site Plan Control application submission includes building elevations to help illustrate the relationship with the public realm.
- **Design Priority Area – the proposal at the scale proposed would not require a visit to the UDRP.**  
Response: Noted.
- **Please provide a revised phasing diagram and timeline estimate for each development phase taking the current proposal into consideration.**  
Response: A preliminary Phasing Plan has been prepared and included with this Site Plan Control application submission. The Phasing Plan identifies the general phasing approach of the site, however cannot be confirmed.
- **Staff are keen to see the Carling Avenue frontage developed to align with the original development plan and phasing strategy.**  
Response: Noted.  
  
**Staff support the addition of a food store on the property but would prefer to see the food store in the base of a mixed-use development.**  
Response: Noted.
- **If large format retail is deemed to be an appropriate interim use (approximately 20 years), staff would prefer that the new plaza be constructed at the rear or the site so that public road edges could be developed over time with mixed-use developments as originally planned.**  
Response: Noted.

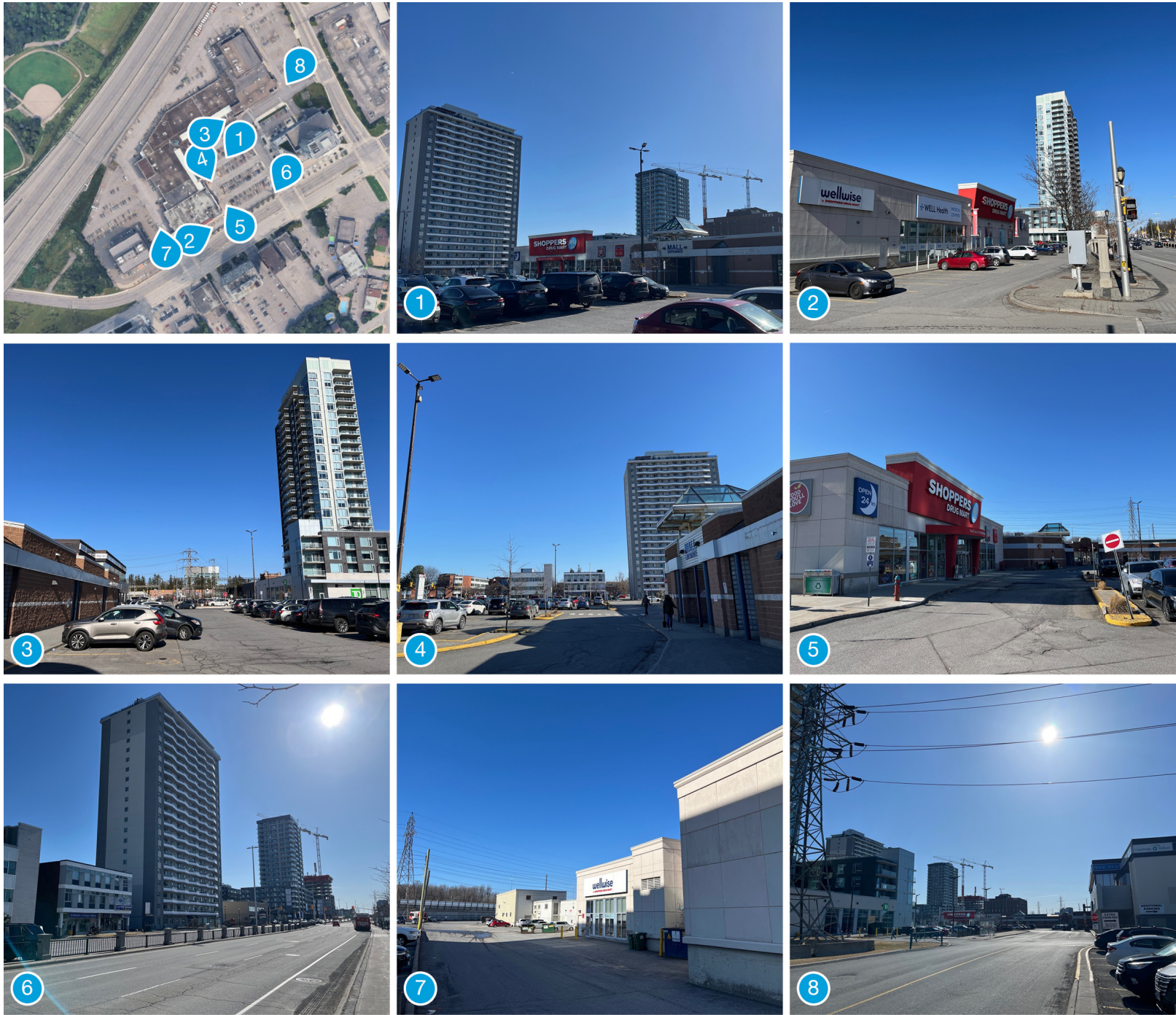
# SITE ANALYSIS

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# Site Photos

3.1 Photographs of existing site conditions and surrounding area:



## 3.2 Urban pattern (streets, blocks).

The evolution of streets and blocks around the subject property will unfold gradually. The initial phase will see the construction of a low-rise, single-storey grocery store, which will integrate well with the neighbouring retail store to the south, Shoppers Drug Mart. As the Westgate redevelopment progresses, later phases will introduce high-rise mixed-use buildings, featuring commercial spaces at ground level and residential units above. This transformation will gradually create a dynamic complex of high-rise buildings, contributing to the evolving urban fabric of the area, as envisioned by the Westgate Secondary Plan, now Area Specific Plan.

This redevelopment will play a key role in transforming the area into a vibrant residential hub with supporting commercial uses, particularly when considering the existing and planned high-rise buildings on the south side of Carling Avenue. This cluster of high-rise buildings will create a dense, residential environment, and a nearby food store will be essential for meeting residents’ daily needs. The surrounding streets and blocks will evolve over time, with an overall increase in building height and density, although the block sizes themselves are expected to remain consistent.

As development progresses, the relationship between blocks and land use will shift toward greater mixed-use integration. While the area currently contains more single-use blocks, the introduction of residential and revitalized commercial spaces will create a more interconnected and dynamic urban environment.

As development progresses, the relationship between blocks and land use will shift toward greater mixed-use integration. Currently, many blocks are occupied by a single type of use, such as exclusively commercial or residential. However, the introduction of new housing and revitalized commercial spaces will foster a more interconnected and dynamic urban environment.

Walkability and multimodal access will be a key feature of the site. The development will benefit from improved pedestrian infrastructure, with the Westgate Promenade offering convenient cycling and pedestrian routes throughout the site. The future LRT station at the intersection of Carling Avenue and Merivale Road will further enhance multimodal transportation options, allowing residents and visitors to navigate the area easily via walking, cycling, or public transit.

Hydro lands to the east and hydro lines to the north of the subject property will remain in place, and Highway 417 will continue to define the northern boundary of the site, maintaining the region’s existing infrastructure.

At the boundary between the Hub designation around the subject property and the Neighbourhood zone south of Merivale Road, the urban form will transition from high-rise to low-rise. This transition reflects the differing densities and permitted built form between these areas, and as approved by the Westgate Secondary Plan. However, the Neighbourhood zone is subject to the Evolving Neighbourhood Overlay, indicating that the area may undergo gradual change and densification over time.

As the site develops, the relationship between streets, public spaces, and buildings will become increasingly important. The POPs located in the centre of the site will play a crucial role once the development is fully built out, providing a green space for both residents and visitors. This space will serve as an important recreational area, improving the quality of life for those living in the surrounding high-rise developments.



# Surrounding Context

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## 3.3 Characteristics of adjacent streets and public realm.

**East:** Directly east of the subject property is a mix of public and institutional uses. A Hydro Ottawa facility at 1275 Carling Avenue is set back approximately 6 metres from its lot line along Merivale Road and 2 metres from its front lot line along Carling Avenue. Surface parking is located to the north, with another institutional building further north, used as a place of worship, before reaching Highway 417. Sidewalks run along both sides of Carling Avenue.

Further east, at 1145 Carling Avenue, are the Youth Services Bureau of Ottawa and the Royal Ottawa Mental Health Centre. The Youth Services building is set back approximately 3 metres from its front lot line, while the main hospital is set back around 9 metres.

**South:** South of the subject property, along the south side of Carling Avenue, is a mix of high-rise residential buildings with adjacent at-grade parking and low-rise commercial buildings with associated parking. These buildings are typically set back approximately 10 metres from their front lot lines.

To the southeast is Carlington, a residential neighborhood primarily composed of low-rise, single-detached dwellings with setbacks ranging from approximately 1.5 to 7 metres. Some local streets have sidewalks on both sides, while others have none.

**West:** West of the subject property, at 1335 Carling Avenue, is a mid-rise office building surrounded by at-grade surface parking on all four sides. It is set back approximately 18 metres from its front lot line along Carling Avenue. Further west, there is open space before Carling Avenue intersects with Highway 417.

**North:** Directly north of the subject property are Hydro Ottawa lands and Highway 417. Beyond the highway is Hampton Park, which includes both programmed park space—featuring ball diamonds, a wading pool, play structures, a basketball court, and a fenced off-leash dog area—as well as a large unprogrammed wooded area with walking paths.





# Mobility Network

3.4 Mobility networks, such as transit stations, street networks, cycling facilities, pedestrian routes and connections, and parking.

The proposed development will prioritize active mobility, particularly walking and cycling. The Westgate Promenade will run through the center of the site, serving as a key pedestrian and cycling route. The plan includes dedicated pedestrian and cycling connections throughout the site, along with mid-block pathways that enhance connectivity to the Westgate-Carling South Transition Area and the adjacent lands to the east.

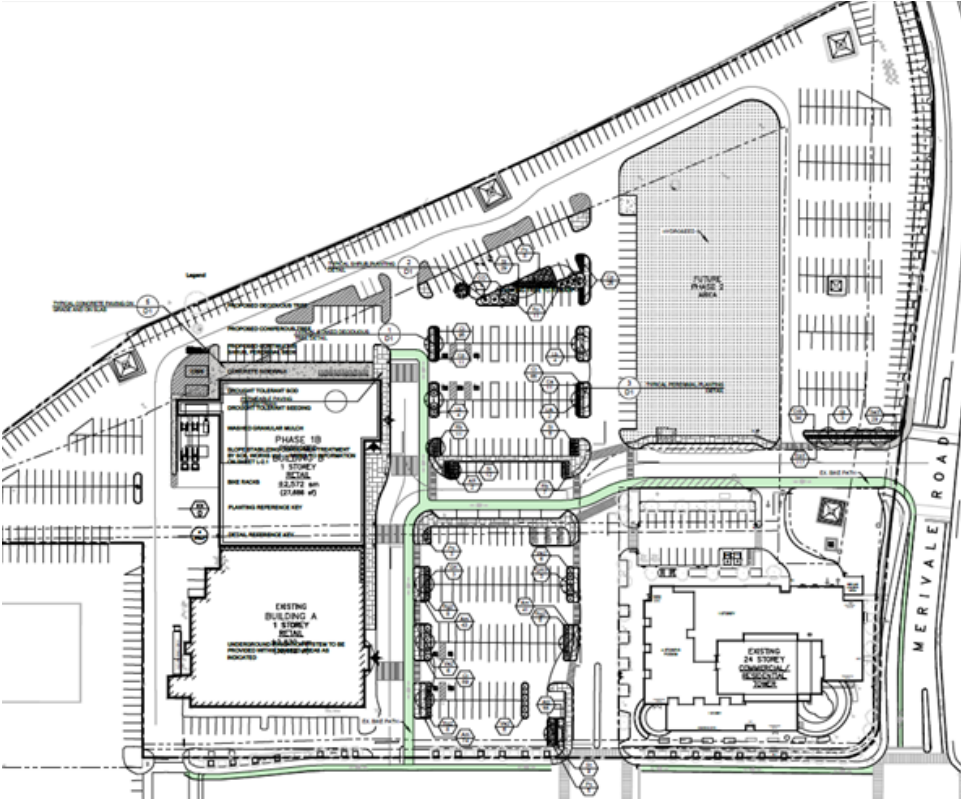


Figure 3: Westgate Promenade and Carling Avenue Cycle Track identified in green.

The subject property is situated along Carling Avenue, designated as an Arterial Road in the Official Plan (Schedule C4 – Urban Road Network). It also has frontage on Merivale Road, which holds the same Arterial classification.

Arterial roads’ main function is for access and flow of traffic. For roads with flow function, the priority is to ensure a high-quality public realm that maintains the safety of vulnerable users and the capacity and flow of public transit and sustainable modes in priority over general traffic. Access streets have a close relationship to surrounding land uses, exhibit high vehicular friction and slow speeds, and prioritize sustainable modes of transportation.

Site access and egress onto Arterial roads must be carefully planned and coordinated to minimize impact on vehicular flow and active transportation modes. The development proposal does not contemplate any new access/egress to the subject lands and will retain the existing vehicular connections, including the signalized access on Merivale Road and the two (2) signalize access from Carling Avenue.

Directly north of the subject property is Highway 417, a major east-west corridor that facilitates both regional and inter-regional travel.

The site benefits from excellent connectivity, given its proximity to Highway 417 and two key arterial roads. This location provides convenient access to Ottawa’s broader urban road network, enhancing vehicular mobility for residents and visitors.



Figure 4: Road network around the subject property (Schedule C4 – Urban Road Network).



# Mobility Network

The subject property is located less than 200 metres from a planned LRT station at Carling Avenue and Merivale Road and approximately 400 metres from another future station at Carling and Kirkwood Avenues. Once completed, the LRT will provide fast, convenient, and sustainable transportation, significantly enhancing connectivity for the site.

- The site is also well-served by existing bus routes that provide convenient transit access. The following routes serve the area:
- / 80 Barrhaven Centre <-> Tunney's Pasture. This bus line runs east west along Carling Avenue, with a frequency of every 5 minutes during rush hour.
  - / 85 Gatineau <-> Bayshore. This bus line runs east-west along Carling Avenue, with a frequency of every 5 minutes during rush hour.
  - / 55 Elmvale <-> Westgate. This bus line commences and terminates its route at Westgate with a frequency of every 5 minutes during rush hour.

Between these three bus lines, which offer transfers to numerous other bus lines throughout the city, the subject property is well served by the current public transit system.

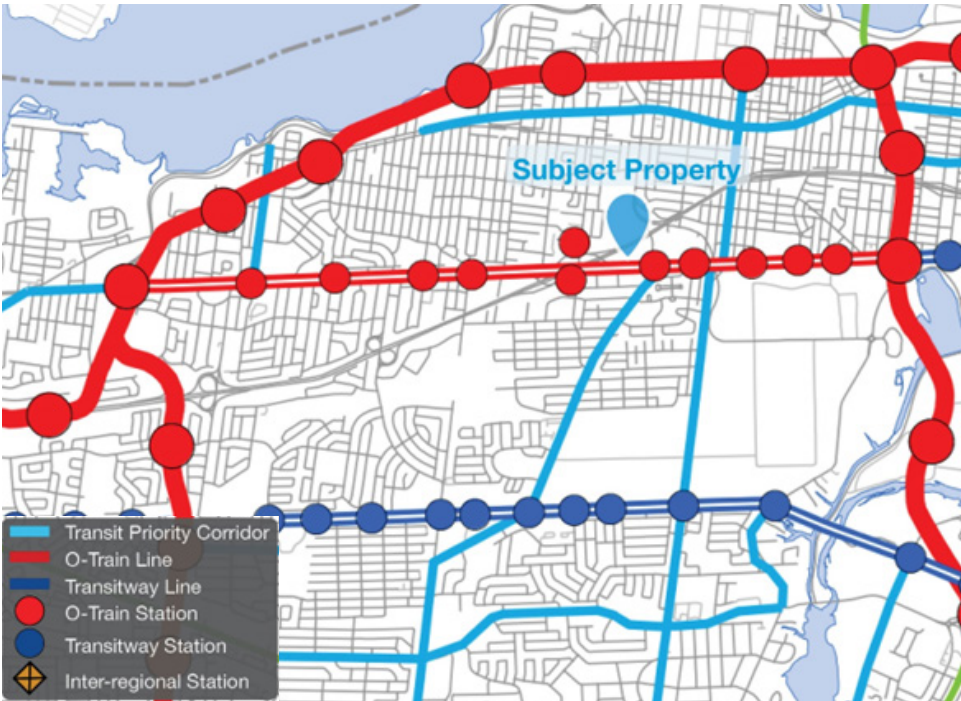


Figure 5: Transit network surrounding the subject property (Schedule C2 - Transit Network).

The subject property has access to the city’s cycling infrastructure, including bike lanes, cycling tracks, and paths. However, the nearby network is somewhat fragmented and lacks connectivity, limiting its overall effectiveness. During the final phase of Westgate’s redevelopment, improvements will be made to the cycling infrastructure including a cycle track along the entire north side of 1309 Carling Avenue and a cycle track along the west side of Merivale Road between Carling Avenue and Highway 417.

In addition, the proposal will establish dedicated cycling lanes internal to the site and along the Westgate Promenade, a shared street that was envisioned and established through the Westgate Secondary Plan.

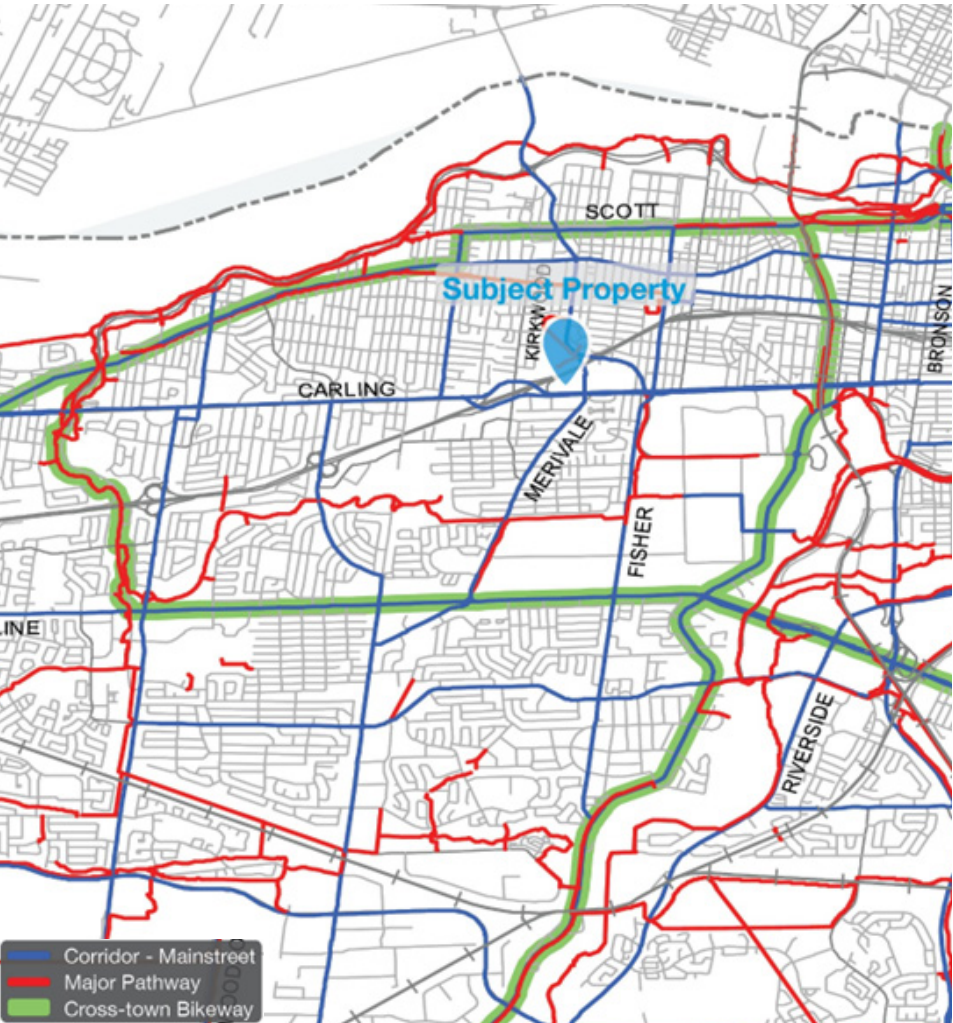


Figure 6: Active transportation network surrounding the subject property (Schedule C3 - Active Transportation Network – Urban – Major Pathways).

# Planned Functions of Surrounding Area

### 3.5 Future and current development proposals on adjacent properties.

Adjacent to the subject property, along the south side of Carling Avenue, there are a few ongoing projects including:

- Site Plan Control (Post Approval) at 1376 Carling Avenue to construct 2 high-rise mixed-use towers (20 and 22 storeys), and an 8-storey residential building was submitted, approved, and is under construction.
- Site Plan Control (Post Approval) at 1330 Carling Avenue and 815 Archibald Street to construct a 24-storey, mixed use building, with commercial at grade and residential uses above. A total of 175 dwelling units is proposed. Residential parking is proposed to be provided below-grade, with limited at-grade surface parking to support commercial units.

These developments, along with the Westgate redevelopment, represent an evolving area characterized by increased density with a dynamic mix of residential, commercial, and public spaces.

### 3.6 The planned functions of the adjacent properties, such as the permitted building envelope under current zoning.

The zoning of adjacent properties to the south, along the south side of Carling Avenue is largely AM10—Arterial Mainstreet Subzone 10. The AM10 zoning has a planned function 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 and impose development standards that will promote intensification while ensuring that they are compatible with the surrounding uses.

The AM10 regulations are designed to promote active street life by requiring buildings to be positioned near the sidewalk, with transparent ground-floor facades and easily accessible entrances that engage with the public realm. The underlying intent of the AM10 zone is to create a mixed-use corridor that encourages walkability and supports a human-scaled environment that prioritizes interaction between buildings and the street.

Along the south side of Carling, certain properties have urban exceptions and correlated schedules that include amendments such as permitted building heights up to 63m (20 storeys) and 69m (22 storeys) and other more modest height increases.

The planned function of the residential areas south of Carling Avenue is to maintain and enhance the established low-rise, mixed-dwelling character while allowing for gradual intensification through the Evolving Overlay identified in the City’s Official Plan. The zoning framework, which includes R1, R2, R3, and R4 designations, provides a range of housing options, from detached homes to townhouses and low-rise apartment buildings. This ensures that the area can accommodate a variety of household types while preserving the overall scale and feel of the neighbourhood.

The zoning regulations are designed to support development that is compatible with the existing built form, reinforcing the residential fabric while allowing for modest growth.

Lower-density zones, such as R1 and R2, preserve areas of primarily detached housing, while R3 and R4 zones permit a greater mix of housing types, contributing to a more diverse and adaptable residential environment. Within the R1-R4 zones maximum building heights remain low-rise, ensuring that new development integrates well with surrounding properties and maintains a human-scaled streetscape.

The residential zoning in this area seeks to promote a stable yet evolving neighborhood, where gradual intensification can occur in a way that respects existing patterns of development while providing a range of housing choices to meet future needs.

The planned function of the TM—Traditional Mainstreet zone along Merivale Road (south of Carling Avenue) is to create a vibrant, pedestrian-oriented mixed-use corridor that supports a diverse range of commercial, residential, and institutional uses. This zoning encourages compact development that enhances street-level activity and fosters a walkable environment where people can easily access shops, services, and amenities by foot, bicycle, transit, or car.

With a typical maximum building height of six storeys, the TM zone allows for moderate intensification while maintaining a scale that complements the surrounding residential areas. The intent is to balance growth with neighbourhood character, creating a well-integrated corridor that supports local businesses and the community.

To reinforce an engaging public realm, both the TM and AM zoning emphasizes active street frontages by requiring transparent storefronts, pedestrian-accessible entrances, and a design that contributes to a continuous streetscape. Mixed-use buildings with commercial uses at street level and residential or office spaces above are encouraged to create an

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## 4.1 Alternative Site Plan Options

Various alternative site plan configurations were explored to assess their feasibility and potential benefits. However, the selected layout and site design was determined to be the most efficient and functional for site circulation, safety, accessibility, phasing and land use optimization. The following options were considered but ultimately not pursued for the reasons outlined below:

An option to position loading spaces between the back of the building and the highway, or to orient the loading bays differently, was considered and tested. However, this would have significantly reduced the availability of parking along the north side of the building. Additionally, this layout would have created more conflicts between pedestrians, cyclists and/or drivers, and loading trucks, causing safety and operational concerns. As proposed, the site will benefit from consolidating truck access/egress and loading areas for both retail units along the western property line.

Alternative primary entrance placements were considered, including locating an entrance closer to the Shoppers Drug Mart. However, this was deemed less safe and functional due to its proximity to the intersection of the site’s internal road, which is anticipated to experience high vehicle, cyclist, and pedestrian activity. Additionally, positioning both store entrances beside each other would have concentrated parking demand in a limited area rather than distributing it evenly across the lot. Separating the entrances ensures better utilization of available parking. Placing an entrance on the north side of the building was also dismissed, as it would not be visible from the main road, reducing store accessibility and activity.

Various parking layouts were also explored, however, the proposed configuration was deemed optimal as it responds to the vision established by the Secondary Plan by creating development blocks for future phasing. In addition, the parking areas are strategically positioned in convenient locations near the new store to maintain a smooth flow with the internal road. This layout balances accessibility, traffic circulation, and efficient use of available space, while also safeguarding future phases of the Westgate redevelopment.

While different façade materials and paving options were assessed, the final selection adheres to the tenants’ corporate design criteria, which require the incorporation of the brand’s signature yellow and complementary materials. Additionally, pavers were chosen over plain concrete to enhance visual appeal and add subtle design elements, while also addressing environmental considerations.

Different landscaping layouts and raised planter placements were considered, but the proposed configuration was deemed optimal. It maximizes parking efficiency while integrating soft landscaping elements, such as trees and vegetation, at regular intervals to break up hardscapes and improve site aesthetics, provide shade, and improve the micro-climate.

Alternative building placement was examined, but the current location, abutting the back of the existing Shoppers Drug Mart, was found to be the most efficient and desirable. Moving the building elsewhere on-site would have resulted in underutilized gaps within the site, leading to inefficient land use. Additionally, the proposed building location and site design aligns with the ultimate phased development plan for the site, eliminating the need for conflicts and site modifications at later phases of development.

**While multiple site plan alternatives were explored, the chosen configuration provides the most practical, efficient, and pedestrian-friendly layout while maintaining strong urban design principles and site circulation efficiency.**

## 4.2 Design Evolution

The site design and layout of the proposed development has undergone refinements to balance functionality, site constraints, and City planning policies and guidelines. It is important to highlight that adjustments have been made to optimize building placement, circulation, and site efficiency.

The owner has considered various alternative site plan options, including stand-alone retail pads in different locations and commercial retail units within a mixed-use building.

After exploring these potential scenarios, the owner determined that the current proposal best aligns with the short and long-term vision for the site. For several reasons, RioCan has opted not to proceed with Phase 2 of the approved Westgate Master Plan at this time. Rather, the site will be anchored by two large-format retail units (~60,000 sq.ft), strategically positioned to enhance site efficiency and functionality. The overall site design and layout does not preclude future phases from being developed in an orderly manner.

Site Plan evolution explored different building orientations and layouts to maximize land use while ensuring integration or compatibility with surrounding properties and land uses. The final design strategically positions the large-format food store along existing servicing areas at the rear and western property limits. This approach minimizes site disruption while consolidating an enhanced parking layout to serve the two (2) large-format commercial retail units.

Refinements were made to pedestrian and vehicle circulation to enhance safety and functionality. Internal roads, parking configurations, and access points were adjusted to create an intuitive traffic flow, reduce congestion, and improve navigation for vehicles and pedestrians. The proposed internal road layout will facilitate the Westgate Promenade, an important organizing element and feature of the Council-approved Westgate Secondary Plan.

Recognizing the strong long-term leasing potential of both large-format stores, the owner has identified the northeastern section of the Westgate lands for the future Phase 2 development. This approach will allow for the eventual development of a 36-storey mixed-use building on lands formerly occupied by the demolished mall while addressing parking requirements and the future Phase 2 POPs requirement.

**The design evolution process resulted in a well-integrated, functional, and efficient development that aligns with planning objectives while maintaining flexibility for future growth and investment.**



# Response to Public Realm

## 4.3 Response to abutting public realm conditions beyond the boundaries of the site.

The site design and overall layout enhances the public realm by incorporating a range of elements that contribute to its visual appeal and functionality. The use of concrete pavers instead of plain asphalt in key pedestrian areas enhances the site’s aesthetic. Pavers add texture and variation to the ground, breaking up large expanses of asphalt and simultaneously reinforces pedestrian pathways.

The inclusion of soft landscaping within raised planter beds incorporates a mix of vegetation, including shrubs, grasses, and a variety of trees, both deciduous and coniferous, to provide shade, permeable surfaces, and visual screening. The strategic placement of trees at regular intervals enhances the overall site experience by providing shade, improving the micro-climate and contributing to a more comfortable pedestrian environment, with a goal to reduce the ‘heat island’ effect.

The site is designed to accommodate and encourage cycling by incorporating dedicated infrastructure such as bike lanes or shared pathways that ensure safe and efficient movement for cyclists. Designated bicycle parking areas provide secure and convenient places for cyclists to leave their bikes while shopping at the stores.

These elements integrate with the existing landscape beyond the site’s boundaries, complementing the surrounding urban environment and public realm. Along the south side of Carling Avenue, there are existing street trees and raised planter beds with shrubs and other vegetation. Similarly, existing trees line the north side of Carling Avenue and will be maintained through this development. Merivale Road, adjacent to the subject site, also features a mix of street trees and shrubs, a feature that strengthens the public realm along this roadway.

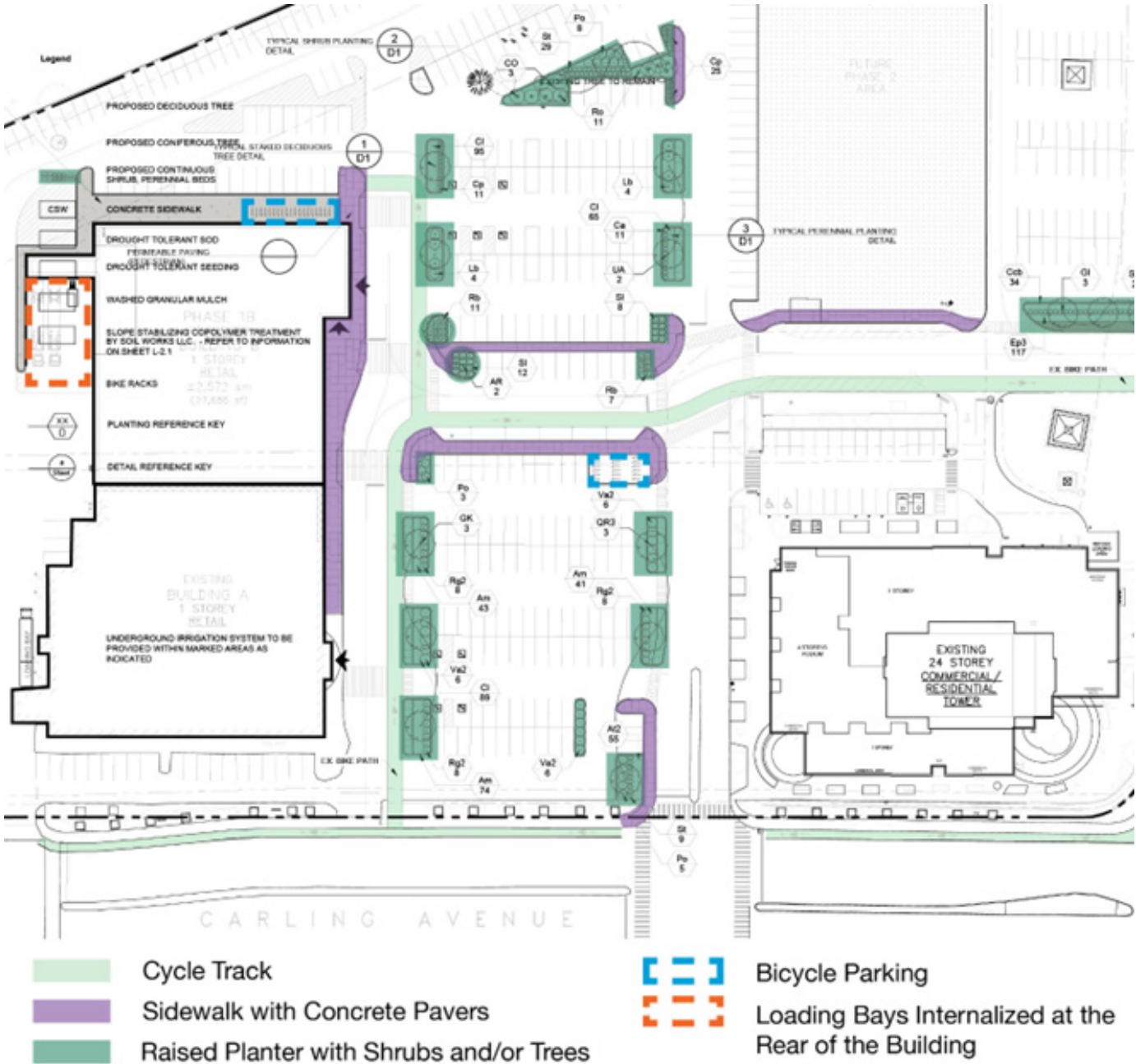


Figure 7: Excerpt from the Landscape Plan, depicting the public realm conditions.

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