

# **CANADA'S CAPITAL CORE AREA SECTOR PLAN**

**JUNE 2005**

This Plan was approved by the Board of Directors of the National Capital Commission on June 30, 2005. A newly formatted version of this document will be available later this year.

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The Core Area Sector Plan represents the culmination of work by staff of the National Capital Commission and of Urban Strategies Inc. Consultants (Toronto). The Plan also reflects a range of input received during consultation exercises, both internal and external, from 2003 to mid-2005.

## **Message from the Chairman**

It gives me pleasure to present to you *The Core Area Sector Plan*. This important federal planning document will guide the development of the Core Area of the Capital, in preparation for the challenges and potential accomplishments of the coming decades.

The Plan sends a clear message: in a period of human and financial resource shortages, and rapidly shifting trends in political, social and technological spheres, the unique qualities of the Capital's Core Area must be protected in order that the potential of this place can be enjoyed by future generations.

The National Capital Commission has prepared the Plan on behalf of the Government of Canada. The Plan sets out a vision and high-level policies and strategies to enhance and promote the most symbolic area within the Capital, the Core Area. It presents long-term perspectives of the federal government and the National Capital Commission on the future use and purpose of federal lands in the Core Area.

The future planning and development of the Core Area requires the cooperation and participation of federal departments and agencies, provincial and municipal governments, the private sector, and the public, both local and national.

Thank you for your interest in the planning of the heart of Canada's Capital.

Marcel Beaudry  
Chairman  
National Capital Commission

## **VISION FOR THE YEAR 2025**

*Imagine the Heart of the Capital as a unified space for working, living and celebrating Canada, a place that communicates the nation and creates spaces for Canadians to gather and celebrate their sense of country.<sup>1</sup>*

### **The Core Area of Canada's Capital in the Year 2025...**

The Core Area of the Capital is endowed with remarkable natural and urban characteristics, exuding a strong and distinctive identity. There is a sense of place, a uniqueness here that is palpable. Parliament Hill, dominated by the Parliament Buildings and the Peace Tower, presides as the most majestic and powerful symbol of this Capital: a magnificent assembly of buildings, breathtaking in their grandeur, atop the wild wooded escarpment, on the edge of the mighty Ottawa River. Open lawns surrounding these exemplary heritage buildings are filled with people, eager to touch this magical place, this heritage site, this bold representation of the Canadian democracy. There is a feeling of shared destiny, of nationhood, of common ground – this place belongs to all Canadians, it is “home away from home”.

A beautiful street passes in front of Parliament Hill – Confederation Boulevard – alive with animation and storytelling, commemorations to Canadian heroes and milestones, places for people to gather. This street encircles the core area of this Capital, crossing the Ottawa River, linking a spectacular collection of national museums and institutions of superior design that tell the Canadian story and showcase the nation's treasures. This is Canada's Discovery Route, its avenue of history and culture. Capital stages along this boulevard present festivals and celebrations to the amusement and enrichment of all.

Views northward to the ancient Gatineau Hills and along the Ottawa River bring the sense of Canada's wilderness into the heart of the Capital. Visitors experience a rare urban landscape rich with green and blue, open spaces and water - that shines forth in the splendour of autumn colours and in winter is transformed into a wonderland of snow and ice. This Capital is a four-season city, taking advantage of the different experiences that each season offers. It is also a city of lights, where the evening setting is enlivened by beautifully illuminated symbols and features that invite exploration, discovery and enjoyment. An integrated system of parks, open space corridors and pathway linkages provides a natural setting for the core area, bringing people to nature, to water edges, and onto the waterways themselves to connect to destinations and places of interest.

This capital showcase is linked with and knitted into the interesting and lively surrounding precincts and neighbourhoods, each with their own character and flavour. A unique blend of the old and new, stately heritage buildings are mixed with modern

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<sup>1</sup> *Plan for Canada's Capital, 1999; Reflecting a Nation - Public Programming & Activities Vision for the Core Area of Canada's Capital, 2004*

structures, housing offices of government, business and special organizations. New mixed use developments restore and reconnect the urban fabric – in LeBreton Flats, in new residential and institutional projects on central sites, through the reclamation and reuse of industrial heritage buildings and spaces that “build” the Islands “bridge” from Ottawa to Gatineau across the now publicly accessible Chaudières Falls, the connection and integration of *Vieux Hull* with the river shore at the old Scott Paper site.

Safe, well-designed pedestrian networks and public spaces, from the small to the grand, connect different precincts. To the people, these public places present arts and culture, routes filled with history and interesting stories, and places to rest, sit and view the surroundings.

High standards of environmental stewardship and respect are evident everywhere – in the design of buildings, landscapes and streets, in the efficient use of infrastructure, in the naturalization of select sites, in the sleek and integrated systems of transit and movement within the core and connecting to outlying urban areas.

This *is* a city, but it is so much more than *just* a city – it is the capital of a nation, proud and free, celebrating its achievements and the identity and aspirations of its people, in a setting of natural and built beauty.

To achieve this vision, the Capital must continue to evolve, for the benefit of future generations, building upon accomplishments already realized, continuing to dream of what it can yet become.

## PLAN HIGHLIGHTS

The *Core Area Sector Plan* represents the lead policy document governing the planning and development of federal lands in the Core Area over the next twenty years.

The National Capital Commission (NCC) has prepared the Plan on behalf of the federal government. The *Core Area Sector Plan*, prepared during 2003-4, represents the final stage of a three phase planning process; the first two phases comprised the *Vision for the Core Area of Canada's Capital Region* (1998), and the *Concept for the Core Area of Canada's Capital* (2000).

The Plan takes into account the products of the preceding phases, as well as numerous studies and plans produced by the NCC, other federal departments and agencies, and municipal and provincial governments. Though the Plan is focused on federally owned lands, the Plan follows the spirit of intergovernmental harmonization, and encourages other federal and non-federal partners to recognize its policies in their own planning documents.

The Plan is oriented to the future, having a horizon of the year 2025 in terms of the policies and initiatives it presents. It is important to note that this Plan, and the goal of building the future Core Area, depends upon the involvement of many partners and stakeholders. The realization of numerous plans and individual projects has resulted in the creation of a beautiful and functional Core Area; this Plan aims to build upon and surpass these successes.

The Plan identifies a number of priority initiatives and targets a number of character areas that will be the subject of particular attention over the course of the next two decades. Character areas where the federal government and the NCC exercise a leadership role in terms of planning will be the priority for federal interventions and investments.

The Plan recognizes that the Core Area will be a constantly evolving meeting place, shaped by years of events, studies, visions and plans. It aims to preserve the symbolic and functional role of the Core Area by supporting the NCC's mission, which is to plan the physical development and use of federal lands in the Capital and to promote and animate the Capital through public programming, interpretation and commemorations.

The primary purpose of the Plan is to define a framework for development through the statement of policies and initiatives that will orient development, programming, preservation, environmental integrity, transportation infrastructure, animation and design quality on federal lands in the Core Area. A key tool for the NCC and other federal departments and agencies, the Plan will guide the decision-making process and frame future development initiatives.

The Plan identifies a number of important issues and opportunities in the Core Area, some of which are relevant to the twenty year planning period, others of which are

pertinent beyond the twenty-year planning period. Some of the key issues and opportunities identified include:

- the renewed involvement of the federal government and the NCC in the planning and animation of the Core Area;
- the need for coordination of planning policies of all levels of government - federal, provincial and municipal;
- the continuing challenge to maintain a symbolic and welcoming character to the Core Area;
- the emergence and maturation of key concepts in terms of urban planning, development and sustainability that highlight Canadian expertise and know-how; and
- the setting of priorities for federal government and NCC initiatives and interventions.

In this context, the Plan seeks to:

- communicate the future perspective and view of the federal government respecting the Core Area;
- develop and set out principles, goals and policies that guide decisions on land use planning in support of the key functions of the Capital;
- determine the land base necessary for the future Capital and define the optimum use of these lands in terms of future requirements;
- guide federal departments and agencies in decisions respecting future accommodations and facilities;
- reinforce the links between the Core Area and other attractions and parts of the Capital;
- target federal land use and investment strategies in the Core Area; and
- set the framework for the preparation and achievement of more detailed plans for federal lands in the Core Area.

The orientations and proposals of the Core Area Sector Plan reflect the ideas and interests of the following stakeholders:

- The Canadian people
- Residents of the National Capital Region
- The Government of Canada, notably the federal departments, cultural organizations, and custodians located in the Core Area
- Local and provincial governments
- Diplomatic missions and non-governmental organizations

### **The Vision and the Concept**

The Core Area Vision imagines the Core Area of the Capital in the year 2025. It envisions the Core Area as a place to live, work and come together, where Canada is

celebrated, as a place to communicate Canada and offer, to all Canadians, places to gather and celebrate their attachment to their country.

Three principal planning concepts grounded the development of the plan and its planning policies and proposals, and will continue to guide the NCC in the daily implementation of the plan. These concepts include *sustainable development*, the *healthy communities movement*, and *smart growth*.

A Strategic Environmental Assessment of the Plan was prepared and guided by a vision particular to the environment of the Core Area. This vision statement advocates a sustainable development approach that focuses on the protection of natural features and improvements to the quality of urban life. Improvements to the quality of the urban setting, while ensuring the health of people, also benefit natural systems, which thereby contribute to the preservation of the Capital Core Area's natural features and setting.

The spatial concept for the Core Area combines:

- The physical and geographical foundations of the Core Area, including the landscape, the waterways, the Capital realm, the Civic realm, and Confederation Boulevard, and
- The activities and actions which influence the future planning of the structuring physical elements, grouped according to three themes of *celebrate, connect and consolidate*.

Through a series of more detailed objectives and policies, the Plan sets out directions related to the above-noted physical foundations and themes, for the Core Area as a whole, and for specific, smaller areas (called 'Character Areas') within the Core Area.

### **Priorities of this Plan**

The Core Area Sector Plan is a comprehensive document, addressing many policy areas and identifying a number of strategies and initiatives. There are several major priorities in the Core Area - programs, studies and strategies - upon which the National Capital Commission will place particular emphasis over the next two decades. These include the following.

- Reinforcement and strengthening of **Confederation Boulevard** - completion of landscape components, increased public land use and activities, improved accessibility around it, enhanced linkages to the River edges from it.
- Completion, through support of Public Works and Government Services Canada, of long range plans that ensure the protection, accessibility and exemplary development of the **Parliamentary and Judicial Precincts**.
- Enhancement and expansion of the **public experience** in the Core Area, for national and international visitors as well as for residents - through the addition

of new **capital stages**, increased **commemorations and public art, interpretation and programming**.

- Completion of the **LeBreton Flats** mixed use community redevelopment project.
- Promotion of **new Canadian cultural and public institutions** and consolidation and improvement of existing facilities - on Victoria Island east (aboriginal cultural centre), Jacques Cartier Park north, LeBreton Flats north and west, and Sussex Drive North.
- Completion of the Area Plan for and commencement of mixed-use development in the **Islands** area surrounding the Chaudières Falls.
- Study and promotion of **interprovincial transit integration** that connects the downtown areas of Ottawa and Gatineau and links the cities' public transit systems in the Core Area.
- Creation and promotion of enhanced **linkages and connections** throughout the Core Area - between the **Capital and civic realms**, and to the **Ottawa River**.
- Completion of gaps in the **recreational pathway network**, including Sussex Drive North, Rideau Canal North and through the Islands area.
- Preparation of **Area Plans** for **Rideau Canal north, LeBreton Flats east/Sparks Street west**, and the **Ottawa River Basin**.
- Development of an **Illumination Plan** to highlight key symbols and places in the Core Area and make the Capital come alive in the evening hours and winter months.

## The Major Proposals of the Plan

### *For the Core Area as a Whole*

The following bullets describe the principal orientations or priorities, by theme or subject, which apply to the *Core Area as a whole*:

- **Confederation Boulevard**: Reaffirm Confederation Boulevard as the location for the most important political and cultural institutions in Canada, as the Capital's ceremonial route, as the showcase of significant monuments and other symbols, and as the centre of programming and interpretation activities in the Capital.
- **Symbolism**: Preserve and enrich the unique and symbolic character of the Core Area by the introduction of initiatives aimed at improving connections between the Capital (federal) realm and the Civic (municipal) realm, in a manner consistent with Canadian values and identity.



- **Land Use:** Ensure appropriate uses for Core Area federal properties, in response to needs of national symbols and cultural institutions, federal accommodation, parks and open spaces, and foreign governments, and in ways that strengthen relationships between the Capital and civic realms.
- **Capital Experience:** Enhance levels of participation, appreciation, animation and safety in the offering of memorable experiences to all visitors in their exploration and discovery of the Core Area of the Capital.
- **Urban Design and Form:** Building upon the Core Area's existing character, create a sense of place and assembly reinforced by the excellence of its architecture, public streets, spaces and parks.
- **Heritage:** Promote a comprehensive approach to the preservation of built heritage, cultural landscapes and archaeological resources in the Core Area.
- **Natural Environment:** Establish broad parameters that foster the safeguarding and the restoration of the Core Area's natural environment.
- **Open Spaces, Parks, Stages and Public Places:** Imagine, plan and manage these spaces and places in a sustainable fashion, by seeking to preserve, improve and use these resources in an optimum and responsible way.
- **Federal Accommodation:** Plan and manage the federal accommodations and facilities that support the administrative functions of the federal government in ways that are sustainable, effective and efficient.
- **Sustainable Urban Transportation:** Improve linkages and connectivity, facilitate mobility and the movement of both residents and visitors to and around the Core Area, and seek a better integration between transportation systems of Ottawa and Gatineau.
- **Commemorations & Public Art:** Enhance the symbolic role, the visual aesthetic and educational experience of the Core Area by increasing the number of commemorations and displays of public art.
- **Accessibility & Security:** Balance the need for accessibility, movement and security to ensure a pleasurable public experience in the Core Area.
- **View Protection:** Protect and improve, in cooperation with partner agencies, the primary views to the national symbols and the visual primacy of the Parliamentary buildings.

- **Illumination:** Establish a strategy for the illumination of symbolic buildings and places in the Core Area, in an environmentally responsible and financially sustainable way.

### *For Character Areas*

The following paragraphs describe the principal orientations or priorities that apply to the specific *Character Areas* within the Core Area.

Character Areas are discrete, smaller geographic units within the Core Area that can be identified by their unique physical characteristics in terms of land use, function, urban form, or natural features. Policies put forward in this Plan for each of these Character Areas recognize that, even though each area is unique, they are connected to the areas that surround them.

The organization of Character Areas in this Plan acknowledges the different role played by the federal government in each of the Character Areas, whether this role is one of leader, partner or supporter.

*Leadership Character Areas* are areas where the vast majority of property ownership is federal, and where the function and land uses are symbolic and Capital in nature. These Areas and their principal orientations are as follows.

- **Parliamentary & Judicial Precincts:** Plan, protect and interpret the Parliamentary & Judicial Precincts as the symbolic and political heart of the nation, as a national and international landmark, and as centre stage for national celebrations.
- **Gatineau Central Waterfront:** Plan the waterfront area as a potential location for national institutions, programs and open spaces, as an integral part of the Capital realm and a key urban place, linked to the Civic realm of a revitalized downtown Gatineau.
- **Sussex Drive North:** Preserve and enhance the sites and environs of the Official Residences of the Prime Minister and Governor General of Canada, reinforce ceremonial routes and functions in this area, and continue to plan the area as an important international precinct in the National Capital Region.
- **Sussex Drive South:** Maintain this area as home to a number of nationally significant cultural institutions, commemorations, public programs and open spaces, as well as the location of several diplomatic missions.
- **The Islands and LeBreton Flats North:** Celebrate the industrial, aboriginal and natural heritage of this area, establish a land bridge between the downtowns of Ottawa and Gatineau, and plan for a variety of uses, programs and open spaces that create an unparalleled public experience.

- **The Rideau Canal:** Enhance the role of the Canal as one of the key structuring physical features of the National Capital Region, redefine the Canal area's open spaces and structures as urban waterfront parks oriented to the Canal, and work with Parks Canada and the City of Ottawa to establish strong pedestrian linkages along and over the Canal and between the Canal and neighbouring streets and districts.
- **Jacques Cartier Park:** Pursue the development of the Park in accordance with standards befitting its role as a Capital park, as a stage showcasing programs and the natural setting, and as an important recreational space for different uses/users, ranging from national programs and large scale events to daily use.

*Partnership Character Areas* are areas where land ownership is shared between the federal and municipal levels of government and the private sector, and where certain Capital functions take place or exist. These Areas are often places of strong connection or interface between the Capital and Civic realms. These Areas and their principal orientations are as follows.

- **Sparks Street:** Promote the revitalization of the Sparks Street Mall and the realization of the potential of the blocks south of Wellington which face Parliament, improve the integration of this area with other areas in the Core, and promote a new identity for the area as a desirable destination by the encouragement of mixed uses, an increased level of programming and services for the public, and by accenting the sense of place and history.
- **LeBreton Flats South:** Plan and develop a lively, mixed-use neighbourhood that functions independently, but is also better linked with the Ottawa Central Business District, LeBreton North and the Islands.
- **The Ottawa River:** Protect and enhance the River as a witness of our cultural and natural heritage and protector of natural landscapes and features, as a guarantor of our quality of life, an economic development agent, and point of contact between places, communities and people.
- **Promenade du Portage:** Support the role of this area as a vibrant, animated street in Gatineau's downtown, promote a visitor experience focused on the francophone culture, and establish links to the Ottawa River and to neighbouring districts, cultural institutions and open spaces.
- **Ruisseau de la Brasserie and Montcalm Street:** Enhance the area as an important destination in the Core Area through mixed-use developments and improved linkages that preserve and support the heritage and open space character of the area.

*Support Character Areas* are areas where the federal government owns little or no property, and where the principal activities and functions are municipal/urban or private (not federal and Capital). These Areas and their principal orientations are as follows.

- **Civic Arts, Theatre & Retail Precinct:** Support the City of Ottawa in efforts aimed at creating a centre or nucleus of local arts and culture in this location, at resolving problems of transportation (people and goods movement), and at improving the pedestrian experience along Rideau Street, all in a manner which achieves a respect for and balance with the character of the adjacent Sandy Hill neighbourhood.
- **The Ottawa Central Business District (CBD):** Support the City of Ottawa in actions to reinforce the CBD and enhance its quality, to consolidate links between the Capital and civic realms, to diversify land use and increase the amount of residential development in the area, and to revitalize the urban fabric through enhanced design quality of both buildings and streetscapes.
- **The ByWard Market:** Support the City of Ottawa in the preservation and enhancement of the Market area as a lively, mixed-use, heritage district, and in the strengthening of linkages and relationships between the Market and the neighbouring Capital realm.
- **Hull Island (*Vieux Hull*):** Support City of Gatineau projects and initiatives directed at the revival of an “urban village” character in Vieux Hull, to maintain green links around and through the Island of Hull, and to promote the area as a distinctive entryway to Gatineau Park.

## **Plan Implementation**

The implementation, monitoring and evaluation of the Core Area Sector Plan will take place over the coming years, through the use of a variety of tools and activities. For planners and other users of the Plan, these tools and interventions comprise processes and products that provide concrete ways to realize the intent and orientation of this Plan. The NCC will use this Plan in the exercise of its authority responsible for the planning and development of federal lands in the Core Area, and as a guide to support the range of planning, development and other decisions that the NCC makes or influences.

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## Section 1 – Plan Context and Principles

The Core Area Sector Plan is a forward-looking document, with a planning horizon of the year 2025 in terms of the initiatives it recommends. It builds on a wealth of commitments that a variety of players, including the NCC, have made in building the present Capital Core Area. Many plans for specific areas and projects, and the physical realization of these visions, have created a beautiful and functional Capital Core Area. It is this Plan's intention to build and improve on this success.

The Plan recognizes that the Core Area is an ever-evolving national meeting place, shaped by decades of events, perspectives, visions and plans. It seeks to preserve the symbolic and the functional role of the Core Area by supporting the National Capital Commission's mandate to plan for the physical development and use of federal lands in the Capital, and to promote and animate the region through programming, interpretation and commemoration.

The main purpose of the Plan is to identify a framework of policies and initiatives and to guide development, programming, preservation, environmental integrity, transportation, animation and architectural and design quality on federal lands in the Capital's Core Area. As a primary tool for the National Capital Commission, other federal departments and agencies, the Plan is intended to guide decision-making and inform future planning initiatives.

This section provides background information on the Core Area Sector Plan. It describes:

- The context of the Core Area - the location and boundary of the planning area and a brief *résumé* of the characteristics of the area,
- The planning role of the National Capital Commission,
- The NCC's planning framework, planning initiatives, and the Core Area planning process,
- Principles which guided the development of the Plan's policies and initiatives, and
- The structure of the Plan itself.

### 1.1 Core Area Context & Boundary

Political and geographical factors combine to create quite a unique planning context for the Core Area of Canada's Capital. The Core Area is the hub of the National Capital Region and the centre of the Ottawa-Gatineau metropolitan area. The Core Area spans these two municipalities and the provinces of Ontario and Quebec, each with their own governments and directions. The Ottawa River flows through the centre of the Core Area and forms the interprovincial boundary. The planning mandate of the National Capital Commission extends across these boundaries, and focuses on the Capital role and dimension.

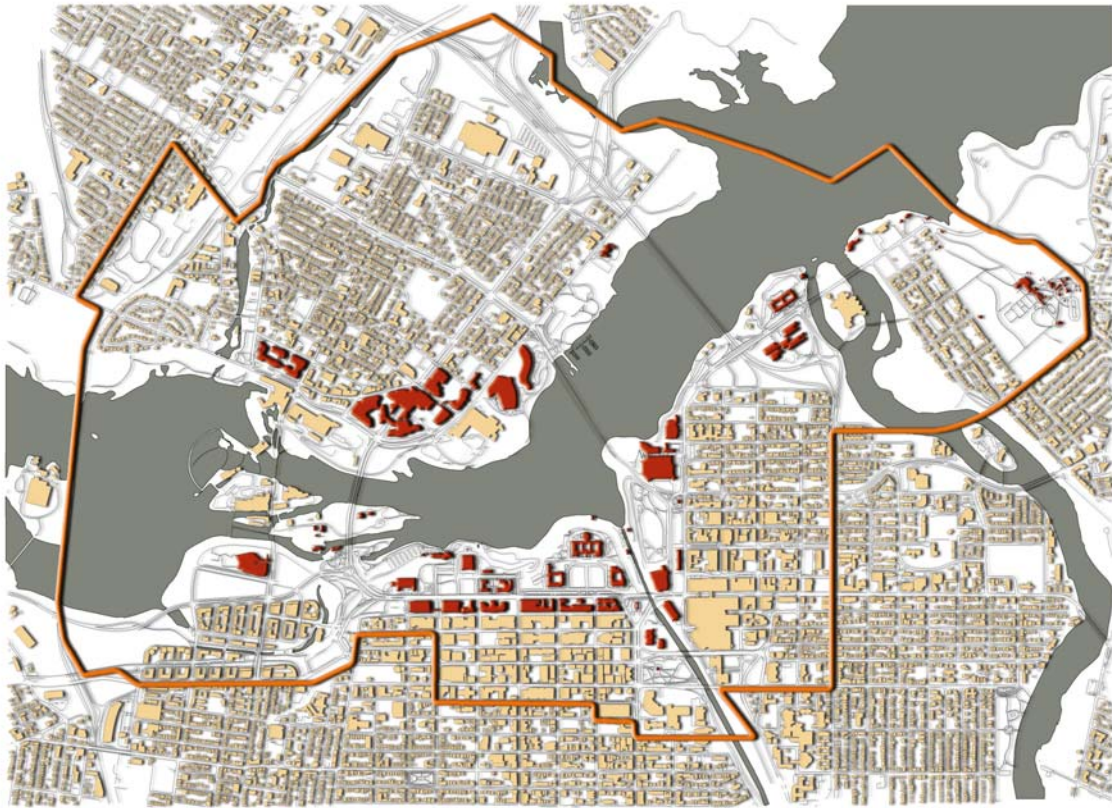


Over recent decades, the Capital's Core Area has changed significantly, with the introduction of Confederation Boulevard, new national cultural institutions, shifts in employment, new infrastructure and transit initiatives. Its position with respect to the expanding surrounding urban area has also evolved. The future will bring new changes and challenges, continuing to shape the planning context of the Core Area.

The boundary of the Core Area for the purposes of the Sector Plan is described in this section. The policies in the Plan focus on this Area. However, issues within an Area of Influence affect the Core Area and have also been important considerations in the preparation of this Plan. This Area of Influence is likewise described.

### *The Capital Core Area*

The Capital Core Area is the hub of Canada's Capital Region, and houses the seat of the federal government of Canada, represented by the Parliamentary and Judicial precincts on Parliament Hill. The Core Area extends over approximately 10 square kilometres on both sides of the Ottawa River. It encompasses the downtown portions of Ottawa and Gatineau, two cities that together form the fourth largest metropolitan area in Canada with a population of more than one million people. The boundary of the Capital Core Area is shown on Map 1 below.



*Map 1 – Core Area Boundary*

The Capital Core Area is a unique mix of the symbolic and the practical, comprising federal political, cultural and administrative institutions situated along Confederation Boulevard. This assembly creates a special sense of place and identity for Canada's Capital. The character of the heart of the Core Area is best exemplified by the dramatic juxtaposition of the Gothic style Parliament Buildings and their location on the brow of the Hill's escarpment, overlooking the powerful Ottawa River. The Capital Core Area serves as the main stage for communicating Canadian culture and history, and hosting national events, ceremonies and celebrations. It is a major destination for visitors to the Capital, as well as for residents.

The Capital Core Area is the focus of economic, cultural, political and administrative life in the Capital Region. The Core is the location of the most significant concentration of office accommodation for federal employees in the National Capital Region, of the official residences of the Prime Minister and Governor General, and numerous diplomatic missions of foreign countries. It is also the 'crossroads' of the Region's transportation networks.

Confederation Boulevard is a ceremonial route at the centre of the Core Area. The primary address for nationally significant buildings, monuments and facilities, the

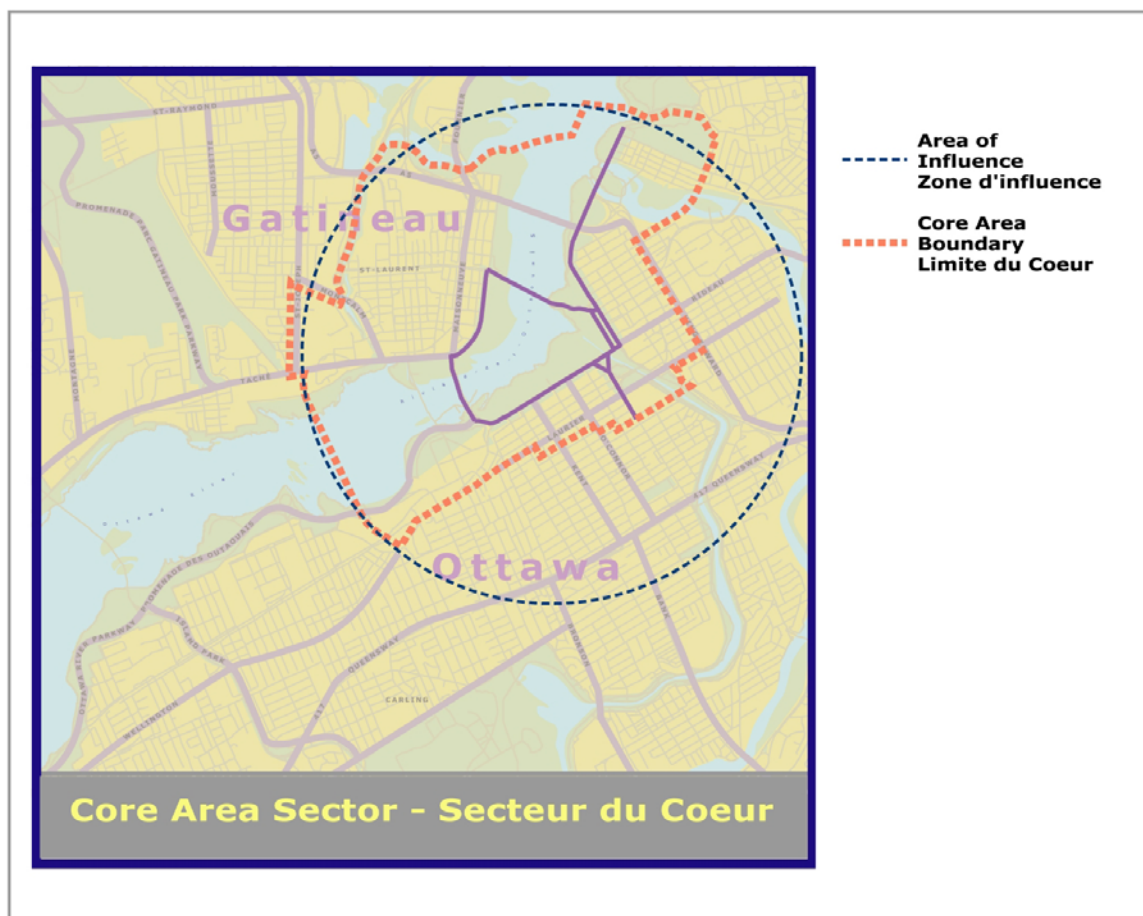
Boulevard is an avenue of cultural interpretation and education. As it traverses and bridges the downtowns of Ottawa and Gatineau, across the Ottawa River, it physically connects the urban and natural landscapes, and also the provinces of Ontario and Québec.

Waterways and open spaces are hallmark features of the Core Area, the former animated by recreational boating in summer and skating on the Rideau Canal in winter, and the latter providing a series of green, scenic settings as well as passive and active recreation spaces. The escarpment, the parks, the rivers and the canal reinforce the green image of the Capital as a symbol of the vast Canadian landscape, and present a distinctive environment for the functions of government, the enjoyment of residents and the welcoming of visitors.

While substantial land areas within the Core are owned by the federal government, the Capital Core Area is the thriving urban centre of two major cities, home to and supporting the tens of thousands of individuals who live and work there. The character, federal land ownership and existing conditions in the Core Area are represented on Maps 2, 4 and 5.

### *Area of Influence*

The 'Area of Influence' delineated on Map 2 is an area 2.5 kilometres in diameter, centred on the Peace Tower on Parliament Hill. Its limits extend beyond the boundaries of the Core Area, recognizing that what happens within the Core Area affects and is affected by what happens beyond its boundaries. Waterways, major arterials and transit networks extend well beyond the Core Area limits, linking the Core Area to parts of the region beyond. Certain programming spaces and facilities of Capital significance are also located outside the Core Area. The most notable examples of this are the Museum of Nature, Central Experimental Farm and the southern limits of the Rideau Canal (all to be addressed in the NCC's Urban Lands Master Plan).



Map 2 – Area of Influence

The development of policies and initiatives for the Core Area Plan took into account the conditions and factors prevalent within this Area of Influence. The Commission has a broader planning mandate for the National Capital Region and for elements of Capital interest, as expressed through the Urban Lands, Gatineau Park, and Greenbelt master plans. Through these exercises and plans, the NCC will continue to address ways in which these related but external elements and lands remain physically and functionally connected to the Core Area.

## 1.2 Role of the National Capital Commission

The NCC is a federal Crown corporation. Planning federal lands within Canada's Capital has been a responsibility of the NCC and its predecessors since 1899. The NCC operates under the *National Capital Act* that confers unique responsibility upon the NCC to plan, develop and improve the Capital, and to organize and promote the public programs that enrich the cultural and social fabric of Canada. This mandate translates into three main goals that guide the Commission's business and inform this Plan:

- **Developing a Meeting Place:** to make the Capital Canada's meeting place, and to encourage the active participation of Canadians in the evolution of their Capital.

- **Communicating Canada to Canadians:** to use the Capital to communicate Canada to Canadians and to develop and highlight Canada's national identity; and
- **Safeguarding and Preserving:** to preserve and safeguard the nation's cultural heritage and natural setting for future generations.

### 1.3 The Planning Framework & Planning Initiatives

The Core Area Sector Plan is one of a ‘family’ of plans that the National Capital Commission is responsible for preparing. This family or hierarchy of plans is presented in the following figure and description. Sector plans are a third tier plan in this hierarchy.

Figure 1 - Planning Framework

“The National Capital Commission (NCC) Planning Framework represents an integrated process including research, policy, development and implementation. The Plan for Canada's Capital, the top tier of the planning framework, sets broad policies for the development and conservation of the National Capital Region as a whole and recognizes the Capital Core Area as “the focus of economic, cultural and administrative life for the metropolitan area”.



Beneath the Plan for Canada's Capital, on the second level of the planning framework, are three **Master Plans**, which provide more detailed policy guidance for Gatineau Park, the Greenbelt and Urban Lands.<sup>2</sup> **Sector plans** occupy the third level of the framework, and refine the goals and policies of their respective Master Plans. The Core Area Sector Plan is one such plan, being one sector within the Urban Lands Master Plan boundary.

In more specific terms, a Sector Plan:

- is a land use plan for a smaller geographic area that refines the general themes, goals, policies and strategies of a Master Plan;

<sup>2</sup> The *Urban Lands Master Plan* is in progress at the time of preparation of this Plan. Ultimately, it will refine the *Plan for Canada's Capital* policies in a more precise fashion for federal properties within the Urban Lands area, and as such, will be fully integrated with the Core Area Plan.

- provides precise interpretations of land designations, and can address long-term development, environmental, circulation, heritage, and visitor objectives, among others;
- provides a framework to simplify management and resolve specific planning issues, and general directions for implementation;
- may address thematic issues, such as programming and public activities, illumination, or commemorations; and
- recognizes the mandate of the NCC and other federal custodian departments, approved planning documents of all levels of government, and relevant social, economic and environmental matters.

**Area plans**, occupy the fourth level in the planning framework, provide the greatest level of detail of all the plans in the hierarchy and apply to smaller geographical areas, such as Character Areas as set out in this Plan. The Core Area **Sector Plan** provides structure and a foundation for Area Plans that will be prepared in the future.

### *Planning Process*

Developing the Core Area Sector Plan comprised three phases:

- Phase I, a *Vision for the Core Area of Canada's Capital Region*, released in 1998,
- Phase II, a *Concept of Canada's Capital Core Area* in 2000, including planning, urban design and programming principles and objectives stemming from the Vision proposals, and
- Phase III, the final phase, entailing the preparation of the *Core Area Sector Plan*.

This Plan takes into consideration the products of Phases I and II, as well as many other studies and plans prepared by the NCC, other federal departments, and municipal and provincial governments.

The need to review the Plan will be assessed at least every five years and amendments to the Plan's policies will be subject to the NCC's Federal Land Use, Design and Land Transaction Approval processes. While **the focus of the Plan is on federal lands**, in keeping with the spirit of intergovernmental harmonization, other federal partners and local governments will be encouraged to recognize the policies of this Plan in their own plans.

### *Strategic Environmental Assessment*

Consideration of the environmental effects of the policies and initiatives identified in this Plan has been an integral part of the planning process. The Strategic Environmental Assessment process has been systematic and iterative, and it ensured that environmental considerations, as well as social and economic issues, were addressed early in the process, at appropriate decision points. The Strategic Environmental Assessment appears as an Appendix 2 to this Plan.<sup>3</sup>

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<sup>3</sup> The complete SEA document, with accompanying table, is available from the NCC.

## **1.4 Core Area Planning Principles**

Planning principles presented in this section are the Plan's foundation, setting out the fundamental premises or assumptions that guided the development of the plan's policies and directions. They express the values upon which the plan is based and distinguish what is unique about planning a capital city. Principles express the ideals to which the Plan aspires. The Plan itself then sets out the ways in which these ideals will be achieved.

### ***An exemplary place for all Canadians***

*The capital city of a nation is an exemplary and special place, possessing unique qualities not found in other cities.*

This means that the Capital Core Area must be a model of excellence in planning and design, environmental leadership, sustainable land use and transportation systems, and public programs.

### ***Vibrant representation of an evolving nation***

*The capital city is a communication and representation of its country and its people - a window on a nation, and a window to the rest of the world.*

This means that the Capital Core Area must provide places and ways to authentically express Canadian culture and values. It must preserve and showcase all kinds of national treasures and achievements, and support the celebration and ceremony that make these things and concepts come alive. It is a neutral ground where all Canadians feel proud and at home, and it is also a place where international visitors get a glimpse of our nation.

### ***Many functions - from symbolic to functional***

*The capital city hosts many functions successfully: the symbolic - the national treasures, the public institutions, the meeting places; and the functional - places of employment, the 'business' of government, the supporting infrastructure.*

This means that the Capital Core Area must be planned in a careful manner to ensure that the functional requirements of 'doing government business' support, rather than detract from, the overarching symbolic importance of the public institutions and treasures. Buildings and facilities, event spaces, supporting infrastructure, must all be carefully planned and situated in respect of the environmental and visual capacity of the particular setting.

### ***Synergy and linkages between different areas***

*The capital city must function seamlessly between different precincts and neighbourhoods - in terms of experience, movement and perception - in order to create the synergy and dynamism that makes a great city.*

This means that linkages and connections, both physical and symbolic / perceptual, must be introduced to knit together those parts of the city that are dominated by the national capital function or presence, with those parts that are more local and civic in their character.

### ***Dialogue and partnerships to achieve common goals***

*The capital city is built by partnerships, which are essential in order to achieve common goals and aspirations in support of the Vision.*

This means that the federal government must join forces with municipal and provincial governments and with a variety of non-government interests to build a better and more functional Capital Core Area. This involves defining areas of mutual interest and shared perspectives. It also means embracing different roles for different initiatives - leader, partner, supporter.

### ***A model of Canadian know-how and leadership in the planning and development of human settlements***

The long range planning of the Capital must reflect global concepts in the planning of human settlements that have been championed by Canada and Canadians.

## **1.5 Guiding Philosophies**

Three major constructs have guided the development of the Plan and its policies and initiatives, and will continue to instruct the NCC in the daily implementation of the plan. These include the concepts and objectives of *Sustainable Development*, *Healthy Communities*, and *Smart Growth*.

- *Sustainable development* means development that maintains and enhances the quality of the biophysical, social and economic components of the environment for existing and future generations, which meets present needs without comprising the ability of future generations to meet their own needs.
- *Healthy Communities* is a concept embodied in the Ottawa Charter of 1986, stating that the “fundamental conditions and resources for health are peace, shelter, education, food, income, a stable ecosystem, sustainable resources, social justice and equity”.



- *Smart Growth* is development and growth that is well-planned, with an emphasis on more intense, mixed use, infill development in already built-up areas to make the most efficient use of existing infrastructure and transportation/transit systems.

## 1.6 Plan Structure

The Plan builds upon the Vision (appearing at the beginning of this document) and is presented in the following sections:

- **Section 2**: the **Concept**, summarizes the key elements of the plan – the physical foundations of the concept and the main concept features that build upon these foundations in moving toward the Capital of 2025;
- **Section 3: Core Area Policies**, presents goals and policies for various themes, features and systems that apply to the Core Area as a whole; and
- **Section 4: Character Area Policies & Initiatives**, presents policies and initiatives which are specific to smaller quarters or precincts, called *Character Areas*, located within the Core Area.

The Concept provides a summary of the Plan’s overall direction. For a fuller understanding of how the Concept will be achieved, and more detailed policy direction for planning the future Core Area, the Core Area Policies and the Character Area Policies & Initiatives sections should be consulted.

**Section 5** focuses on **Plan Implementation**, describing the implementation process and the mechanisms that will be employed to keep the Plan up to date over time.

**Section 6** contains the **Core Area Maps** that are referred to throughout the policy sections of the Plan, and should be read in conjunction with the Plan.

A **Glossary** of technical terms, a list of reference documents and a set of Appendices conclude the document. The **Appendices** include the Strategic Environmental Assessment and provide summaries of trends, perspectives from other capital cities, and other key documents and reference materials.

## Section 2: The Concept

The main content of this Plan comprises the Core Area policies and Character Area Policies appearing in Sections 3 and 4. However, the underlying 'Concept' for the future Core Area sets out the main components or building blocks of the Plan, and summarizes the major features and preoccupations of this Plan.

The Concept for the Capital Core Area of 2025 is presented in this Section in two parts:

- **Concept Foundations:** These are the major spatial foundations that comprise the underlying physical landscape and component parts of the Core Area.
- **Concept Features:** The concept features explain how the major structural elements of the Core Area are to be experienced and developed over the horizon of the Plan. They are organized according to three themes: Celebrate, Connect and Consolidate.

When the Foundations and the Features are integrated, their combination represents the overall Core Area Concept.

### 2.1. Concept Foundations

The Core Area comprises four major spatial foundations:

- Waterways
- The Capital Realm
- The Civic Realm
- Confederation Boulevard

Each of these foundations makes a distinct contribution to the physical setting and layout of the Capital Core Area.

## *Waterways*

Water is one of the most prominent features of the Core Area, from the intimate Brewery Creek, the historic Rideau Canal to the expansive Ottawa River and two of its tributaries, the Rideau and Gatineau Rivers. Natural features such as the Chaudières Falls and Rideau Falls, and built features such as the locks and walls of the Rideau Canal, accentuate the power and physical presence of these waterways.

Urban settlement began in the National Capital Region as a direct result of these waterways, originally as the focus for aboriginal occupation, and later for prosperous forestry-based industries that fuelled the region's economic development. Open, green corridors line these waterways and include the Parliament Hill escarpment, the shores of the Ottawa River, Jacques Cartier Park and many smaller urban parks.



*Map 3 – Waterways*

### *The Capital Realm*

The Capital Realm is the heart of the Core Area, focused on the Ottawa River and adjacent lands where the defining marriage of natural and built landscape occurs. Its base is the unique aquatic and geologic features of the waterways and landforms of the Capital Core Area. It comprises the major public landscapes associated with the Ottawa River, with the northerly parts of the Rideau Canal and Rideau River and with the urban estuaries of the Gatineau River and Brewery Creek. Within and adjacent to these public waterside landscapes are situated the primary national symbols – being the Parliament Buildings and the Supreme Court – and a host of other national symbols, civic, governmental and institutional buildings. The image is one of pavilion buildings set in a predominantly picturesque landscape: the “Crown”, in contrast to neighbouring rectangular city blocks, the “Town”.

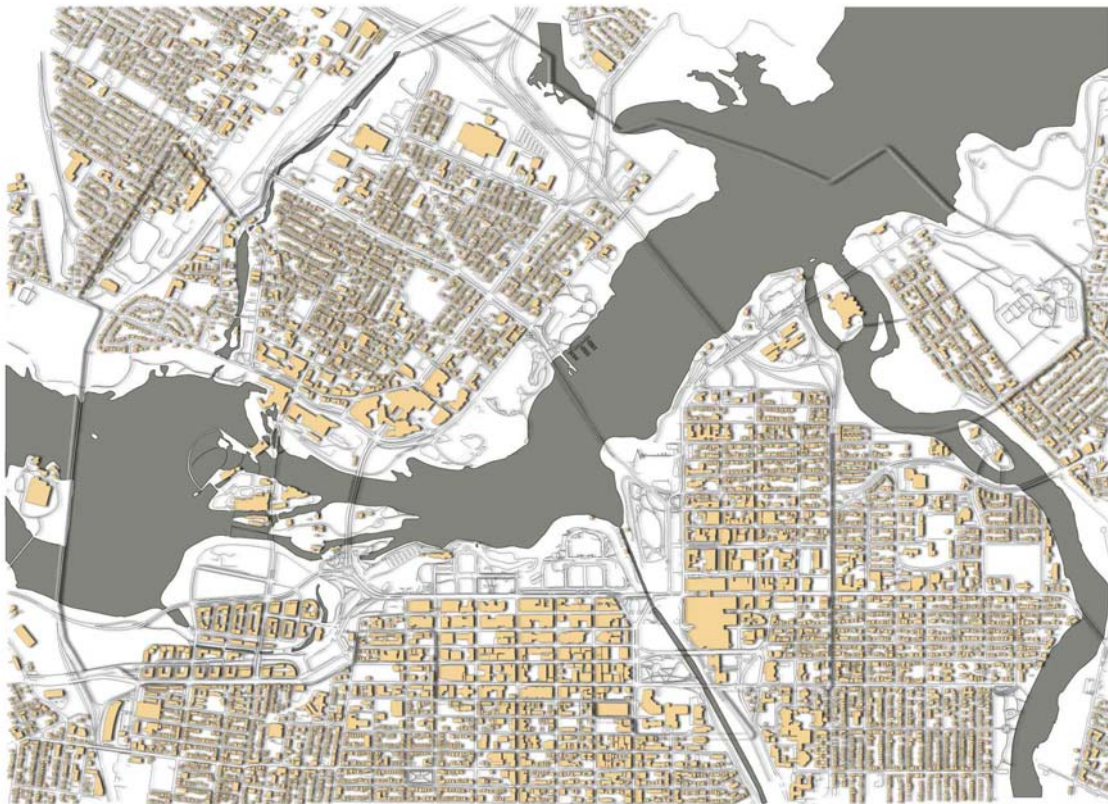
*Map 4 – The Capital Realm*



### *The Civic Realm*

The Civic Realm is the zone of urban blocks, streets and squares that frames the Capital Realm. The Civic Realm comprises the most central portions of the Cities of Ottawa and Gatineau and forms the “edge” of the Capital Realm. These Civic Realm areas are vibrant, functioning downtowns, containing concentrations of places of employment, notably the highest concentrations of federal office accommodation in Canada’s Capital Region, and a variety of commercial and residential communities and neighbourhoods, connected by a classic urban grid of narrow streets.

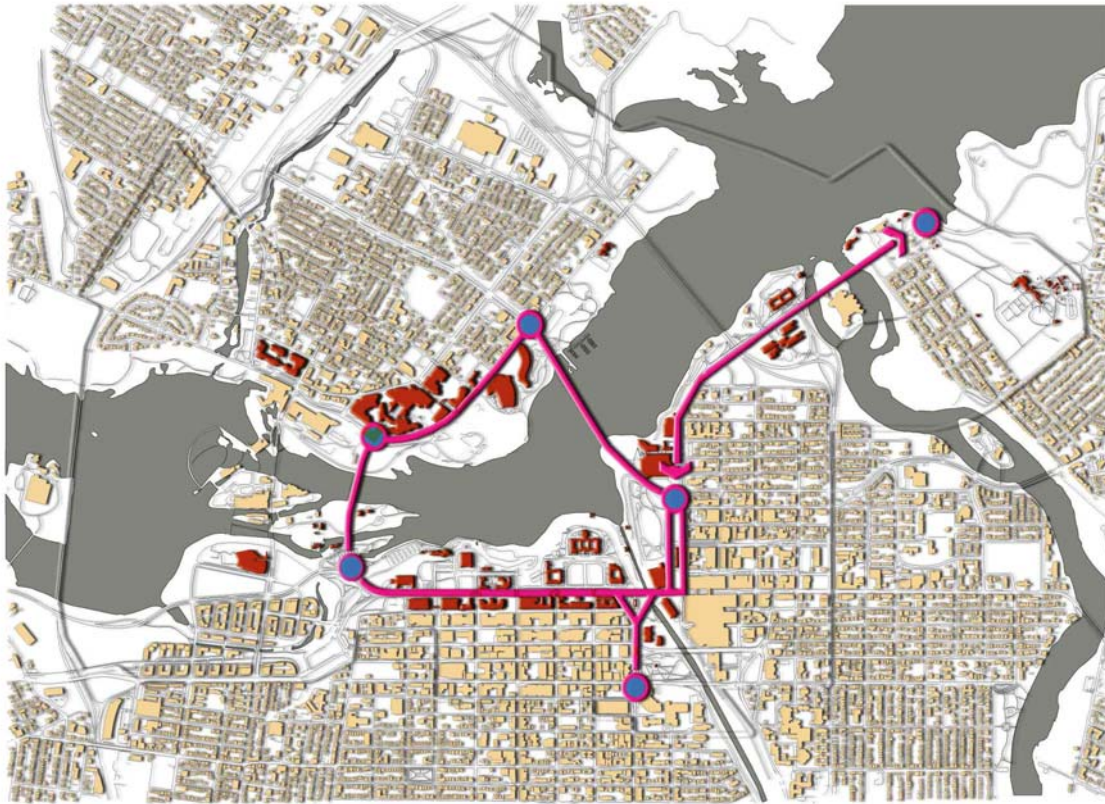
*Map 5 – The Civic Realm*



## *Confederation Boulevard*

Confederation Boulevard is a key structural component of the Core Area. This key street is the seam between the Capital and Civic Realms, defining their edges and welding them together.

*Map 6 – Confederation Boulevard*



The central ring of Confederation Boulevard connects the two sides of the Ottawa River and encircles the symbolic centre of the Capital Realm. Extensions of the Boulevard include Elgin Street south of Confederation Square and Sussex Drive eastward to Rideau Hall, the residence of Canada's Governor General.

Along the length of Confederation Boulevard are the lands that comprise the focal public spaces of the Core Area and support the primary national institutions and symbols that are lively and animated year-round, day and evening, inviting exploration, discovery and enjoyment. These are areas that are used for collective celebration, ceremony, and protest. They are places that remember and communicate the stories of achievements, both small and great, that contributed to the development of this land.

When brought together, the collective expression of the four spatial foundations appears in the following figure:

*Map 7 – 2005 Core Area*



## 2.2 Concept Features

The physical foundations of Canada's Capital Core Area are well defined. On these foundations, a century of planning and development has influenced the maturation of the Core Area, as both the heart of the Capital and as the centre of a metropolitan area. Much has transpired and been accomplished:

- growth of parliamentary and judicial institutions
- expansion of the size and role of the federal government, and the concentration of its employees in the Core Area
- creation and expansion of open space, parks and pathway systems, national cultural and other institutions
- extension of the parkway and driveway network, and the introduction of Confederation Boulevard
- progressively greater animation, celebration and interpretation activities which have animated the physical setting.

This section, *Concept Features*, attempts to summarize the main direction or intent of this Plan, in terms of what will *happen* on these physical foundations. How will the Capital of 2025 be different from the present? What will be changed and improved? How will this affect the way that the Capital is perceived and experienced?

The Concept Features are a synthesis of objectives and directions that are captured by three key themes: *Celebrate, Connect, and Consolidate*.

### **CELEBRATE**

- *Nationhood, who Canadians are as people and the things that define them - history, democracy, accomplishments, contributions, national treasures, role in the international community*
- *Cultural expression, through events and celebrations, appreciation of shared heritage*
- *Excellence - in design, planning, environmental stewardship*
- *Water and land, natural and built landscapes, a healthy environment, four seasons*

Map 8 - Celebrate

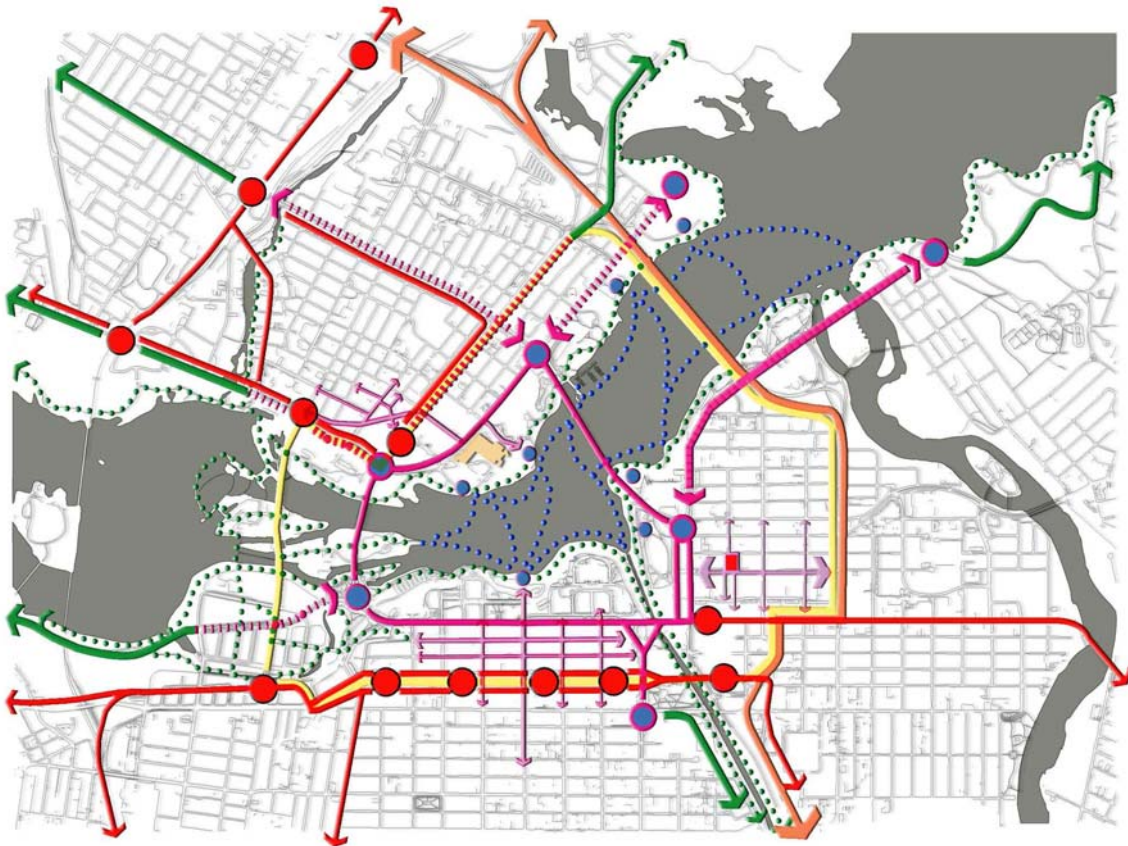




## CONNECT

- *To the Ottawa River, bringing people and activity to more places along the River's edge, and across the River, linking destinations*
- *Between Ottawa and Gatineau, to bring the provinces and people closer, to better integrate the two cities of the Capital*
- *Between the Capital and the Civic, the federal and the municipal sectors - by enhancing links along streets, through parks and urban spaces - to create a synergy between the two realms*
- *Outlying areas to the Core and back again - Gatineau Park, green corridors, scenic entries, bridges, roads, transit*
- *A range of destinations, attractions and people-places in a coordinated and seamless fashion, supported by improved wayfinding and sustainable means of transportation*

Map 9 – Connect



## CONSOLIDATE

- *Confederation Boulevard - as Canada's main street or discovery route, and as a major experiential and defining element in the Core Area*
- *Networks of meeting places, destinations, cultural institutions and capital stages in central, accessible locations to create a critical mass in the Core Area*
- *A fuller range of festivals, celebrations, commemorations and interpretations to delight and educate year-round, and expanded facilities and amenities to serve the needs of visitors*
- *Green and urban pathways, places and linkages - to strengthen this system of public spaces, as a structuring form and as a setting in which to move around and experience the Capital*
- *Places of federal employment, in well-designed and situated buildings and facilities, and new accommodation for the needs of Parliament and the Judiciary that respect their unique context*
- *Improved ways and facilities for moving around the Core Area and to adjacent areas – pedestrian, cyclist, transit, vehicular – that meet the needs of visitors and residents in an environmentally responsible fashion, using the water as well as the land*
- *Initiatives that merge new developments with adjacent urban fabric, knitting underused sites back into the city form so they can achieve their potential as people places and neighbourhoods*

*Map 10 – Consolidate*



### *The Core Area Concept*

When the graphic expressions of the Concept Features are overlain on the Concept Foundations, their integration produces a graphic representation of the overall Core Area Concept.

*Map 11 – The 2025 Core Area Concept*



## Section 3: Core Area Policies

This section presents policies respecting subject matters that affect the Core as a whole.

### Organization

Core Area policies build upon policies found in the Plan for Canada's Capital, other NCC plans and initiatives, and those of its partners, as specifically referenced. Areas of policy are:

- Confederation Boulevard
- Land Use in the Capital Realm: Federal Accommodation, Cultural Institutions, International Presence
- Capital Experience
- Urban Design and Urban Form
- Built Heritage, Cultural Landscapes and Archaeological Resources
- Natural Environment and Features
- Capital Public Open Spaces
- Sustainable Urban Transportation
- Capital Commemorations and Public Art
- Safety and Security
- View Protection
- Illumination and Lighting

*Each policy area is organized as follows:*

- **Goal:** a general statement of intent and purpose, a preferred end-state for the Core Area realized in part by this Plan and in part by other land use plans prepared by the federal government and other agencies or levels of government.
- **Context:** an orientation and review of key characteristics that provide the necessary background for goals and policies.
- **Opportunities and Issues:** opportunities and issues that should be addressed to support the policy area goal and, more generally, the Core Area Vision.
- **Policies:** general statements of direction and intent regarding the long-term planning and development of the Core Area. These statements reflect the interests and intent of federal departments and agencies, as well as possible orientations from other parties such as local governments and the public.

While this Section presents policy areas as distinctive elements, in reality, most lands of Capital significance feature many of these elements. They should therefore be considered as complementary rather than representing mutually exclusive characteristics of lands throughout the Core Area. More detailed physical expressions of

these elements are further interpreted as goals and policies in the specific Character Areas, in Chapter 4.

## **3.1 Confederation Boulevard**

### **Goal**

Reinforce Confederation Boulevard as the location of Canada's foremost political and cultural institutions and symbols, as the Capital's official ceremonial route, as the showcase of significant monuments and other symbols, and as the focus of Capital programming and interpretation.

### **Context**

Confederation Boulevard surrounds and links sites and institutions that distill the essential role and significance of Canada's Capital. It provides a window to Canada, introducing Canadians to the variety of ways in which the Capital represents them and their country. Confederation Boulevard is "Canada's Discovery Route". It connects the Ontario and Quebec parts of the Capital, and serves as the focus for the visitor's experience of the Core Area and as a starting point for experiencing the attractions in the Region.

The Boulevard setting serves as a stage for the national events, commemorations, celebrations and everyday activities that bring Canadians together and enable them to experience their Capital in diverse ways. The national cultural and political institutions located along Confederation Boulevard express the culture and vitality of our nation, build a bridge between the present and past, and provide a glimpse of what the future may hold. The national institutions, treasures and symbols located on or near Confederation Boulevard make it an area of major symbolic value.

### **Opportunities and Issues**

- The Boulevard is not yet balanced as a programming stage. Certain nodes are undeveloped such as the Wellington / Portage, and Portage / Laurier nodes. The eastern area between Parliament Hill and the Museum of Civilization is a busy part of the route for pedestrians because it is dense with attractions, while the western areas of the Boulevard are far less explored by visitors.
- The Boulevard's role as the ceremonial route for state occasions should be sustained and enhanced, with continuing attention given to the impression it creates, both for visiting dignitaries and as the backdrop for national media coverage.
- The Boulevard's natural and heritage setting is an important contributor to the character of the Core Area, providing a fitting ambience for existing and future national institutions and symbols.

- The Boulevard has considerable value as a cultural landscape and requires a preservation and management approach consistent with the multiplicity of values that this landscape and its various elements represent.
- Insufficient emphasis has been placed on active uses that animate the route, providing reasons to walk it at all times and during all seasons. There should be more focus on making Confederation Boulevard a place to be, rather than simply to travel along.
- The Boulevard should be the seam that ties the Capital and Civic Realms together, but often feels like the edge that separates them.
- Confederation Boulevard was designed to very high standards, which will need to be maintained, enhanced and updated over time. The same quality must be applied to future extensions of the route.
- The streets that compose the Confederation Boulevard right-of-way are not federally owned, requiring cooperation with the Cities of Ottawa and Gatineau for the regulation of public transit, private vehicles, goods movement, and tour buses.

## **Policies**

Planning for Confederation Boulevard is also subject to the Section 5.1.2 Confederation Boulevard policies contained in the Plan for Canada's Capital.

The NCC, working with other federal agencies and the cities of Ottawa and Gatineau, will lead initiatives to plan, design, animate and link the Capital and Civic interfaces of Confederation Boulevard.

### **To preserve and enrich character:**

- Continue to promote the Boulevard as Canada's Discovery Route, to ensure that its intended function as a national meeting place continues to grow, and to improve the representation of the regions of this country and of Canada's place in the world, in a contemporary fashion.
- Reinforce Confederation Boulevard as the primary Capital route, embracing not only Canada's pre-eminent symbols of democracy, justice and culture, but encircling the central space of the Ottawa River basin at the heart of the Core Area.
- Promote the highest standards for institutions located along the Boulevard in terms of building design, heritage preservation and adaptive re-use, landscape architecture and programming activities.



- Continue to maintain and enhance Confederation Boulevard's role as the Core Area's primary ceremonial route and visitor experience "spine".
- Continue to locate Canada's foremost political, judicial and cultural institutions along the Capital's official ceremonial route.
- Designate areas along and adjacent to Confederation Boulevard as locations for interpretive programming, commemorations and events, appropriate to the Boulevard's significance.
- Continue to protect the natural setting of the Boulevard, including shorelines, escarpments, wooded areas and street trees.
- Preserve and manage Confederation Boulevard as a cultural landscape, in accordance with NCC cultural landscape policy.
- Protect and enhance views of the Parliament Buildings and other national symbols from around Confederation Boulevard and key approach routes, as indicated on Map 17.

**To improve connectivity:**

- Continue to link Confederation Boulevard to key national cultural institutions in other areas of the Capital, through signage, pathways and parkways, streetscaping, wayfinding tools, and programming.
- Connect 'Capital walks' between the layered pedestrian routes of Confederation Boulevard, the escarpment promenade, and the riverside recreational pathways to provide for a range of unique Capital experiences on both sides of the River.
- Emphasize key nodes along Confederation Boulevard where the route intersects with key city streets - at rue Laurier, Wellington West/Portage Bridge, Elgin/Rideau, and boulevard St. Laurent - as important 'thresholds' leading to the heart of the Core Area.
- Build on the York Street steps precedent to emphasize important pedestrian routes across Confederation Boulevard, linking Capital and Civic realms to the River, including along Bank Street, Cliff Street, rue Victoria and rue Hôtel-de-Ville.
- Maintain clear and frequent connections to the Capital Parks concentrated along Confederation Boulevard for recreational use and national programming, activities and events.
- Explore a special transit loop around Confederation Boulevard, linking Ottawa and Gatineau and the institutions and attractions that line the Boulevard.

**To enhance use, enjoyment, animation and safety:**

- Encourage the addition and incorporation of active uses and more visitor services/facilities at street level, to improve public pedestrian life and the vitality of Confederation Boulevard throughout the day and throughout the year.
- Conserve, enhance, communicate and promote an understanding of the significance of heritage features, landmarks and the natural environment associated with the lands and buildings in designated areas along Confederation Boulevard, and along nearby segments of Capital Parkways, Arrivals, and Scenic Entries, shown on Map 14, that connect to the Boulevard.
- Consolidate a year-round package of creative programming along the Boulevard and through adjacent areas.
- Designate sites along the Boulevard for animation, public art, interpretive panels, signage and activity areas that communicate Capital and national messages.
- Designate sites along the Boulevard that offer opportunities to acknowledge the contributions of generations of Capital builders - the planners, architects, landscape architects and engineers.
- Facilitate the provision of an adequate range and distribution of amenities, services, and access throughout the area, such as superior walking surfaces, lighting, accessible washrooms, concessions, information and telephones.
- Create an urban experience along the central loop by increasing density and designing buildings that have a positive 'public face' onto the Boulevard.
- Designate and maintain Confederation Boulevard as the focal point of the Core Area Illumination Plan.
- Strengthen the symbolism and amount of public use and activities on the under-developed western and northern segments of the Boulevard.
- Enhance the presence of the provinces and territories on the Boulevard through public art, symbols, dedicated spaces, banners or other appropriate means.

## 3.2 Land Use in the Capital Realm: Federal Accommodation, Cultural Institutions & International Presence

### Goal

Define and ensure appropriate land use on federally-owned properties in the Core Area that responds to the needs of national symbols and cultural institutions, federal accommodation, parks and open spaces, and representations of foreign governments, and that improves and strengthens the relationships between the federal and municipal (Capital and Civic) realms.

### Context

Part of the NCC's mandate is to prepare plans for and assist in the development, conservation and improvement of the National Capital Region in order that the nature and character of the seat of the Government of Canada may be in accordance with its national significance. This responsibility sets a high standard for the way in which the NCC plans, and oversees the planning of, federal lands in the Capital Core Area.

Land use planning activities of the NCC in the Capital Core Area focus primarily on a portfolio of lands contained within the National Interest Land Mass or "NILM". These lands are considered essential to the delivery of the NCC's mandate as they have high symbolic and functional value. The vast majority of NILM lands in the Core are owned by the NCC and by other federal departments and agencies.<sup>4</sup>

### *Regulatory Role*

In addition to direct control through ownership, the NCC regulates and oversees land use activities on federal lands through the application of the Federal Land Use and Design Approvals process. This process mobilizes the approval powers conferred upon the NCC through the National Capital Act. Through the Federal Land Use, Transaction and Design Approvals process, the NCC works with other federal agencies, cultural institutions, the cities of Ottawa and Gatineau and the private sector, to approve changes in use or ownership of land and buildings, building and landscape design, and all development on all federal lands in the NCR.<sup>5</sup> The objectives of the approval process include:

- coordinating the use and development of federal lands, in order to enhance the unique character and quality of the Capital Region;
- implementing approved federal plans, as well as federal environmental and heritage policies and legislation;
- ensuring that development and other works are planned and designed to standards and qualities that are appropriate to their significance and location;

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<sup>4</sup> Further explanation of the NILM and a map showing the NILM lands in the Capital Core Area appear in Section 5.2 of this Plan.

<sup>5</sup> The approvals process is explained in the NCC booklet "Federal Land Use and Design Approvals".

- protecting and preserving natural and cultural assets in accordance with federal environmental legislation; and
- harmonizing federal decisions with relevant provincial and municipal legislation and plans.

The NCC also influences land use in the Core Area through its participation in planning partnerships and programs with other levels of government, through events and outreach activities, and through its participation in a number of committees and forums.

The types of land use of particular interest to the NCC are those unique to a capital city. These include:

- various types of federal accommodation, housing political, judicial, administrative and specialized functions of the federal government
- national cultural institutions
- representations of foreign and other governments (diplomatic missions, other institutions), non-governmental organizations (national and international), provincial governments
- Canada's Official Residences
- parks and open spaces
- civil & transportation facilities including parkways, pathways, federal bridges
- events, festivals, commemorations, and interpretive programs
- a variety of temporary activities, such as construction, rights-of-way, temporary buildings

A number of key factors and preoccupations figure prominently in the NCC's land use planning, project review and approvals activities. These include issues of quality of building and urban design; quality of site planning; sustainability and energy efficiency; accessibility and connections; heritage and archaeological importance, protection of key views; contribution to the public experience; and relationships between land uses in the Capital and Civic realms or parts of the Capital.

These factors and preoccupations are addressed in specific policy sections of this Plan, both in the Core Area Policies, and in specific Character Area policies (Section 4).

### *Capital Functions*

The three major functions of the Capital - political, administrative and cultural - are strongly represented in the Core Area. The *political* function is concentrated in the major symbols and institutions of the federal government located within the Parliamentary and Judicial Precincts - the House of Commons, the Senate, the Library of Parliament, and the Supreme Court. Policies pertaining specifically to these institutions and to this place are addressed comprehensively in Section 4.1 (Character Area). The Official Residences of the Prime Minister of Canada (24 Sussex) and of the Governor General of Canada (Rideau Hall), as well as the Government of Canada Guest House at 7 Rideau Gate, are also situated within the Core Area; specific policies respecting these sites are contained in Section 4.3 (Character Area).

The *administrative* function is also strongly represented within the Core Area. The federal government is the region's single largest employer, largest landowner and largest single tenant in leased office accommodations, especially in the Core Area. Approximately 58,000 federal employees, or about 55 percent of all federal employees who work in the NCR, work within the Core Area. As the Core Area will remain the focus of federal employment, the quality of federal accommodation and the respect for municipal planning objectives will continue to be of significant interest to the NCC.

The liveliest of the Core Area's three main functions is to act as a *cultural* showcase for the nation and a reflection of Canada's role on the international stage. This is achieved through the presence of national cultural institutions, such as the national museums, Library and Archives Canada, the National Arts Centre, and through the staging of national events and festivals. The function of a national cultural institution is to display, protect and explain past, present and future national phenomena and human achievements. National cultural institutions are also used to communicate social, cultural, political, scientific, technical or other knowledge through various media. The cultural function is also achieved through the representation of non-governmental organizations, provincial governments, and foreign governments and organizations. The majority of the more than 100 embassies or high commissions in the Capital are located within the Core Area. Diplomatic missions and international organizations add an international presence or flavour to the strong national representation or presence found in the Core Area. The NCC works with all of these institutions and organizations to ensure that their location, design and programming are suitable and contribute to the vitality and representativeness of the Capital Core Area.

In addition to political, administrative and cultural sites throughout the Core Area there are many other land uses and sites for which the NCC is responsible. Examples of these include major redevelopment sites such as LeBreton Flats, specific sites in the Islands and Brewery Creek / *Ruisseau de la Brasserie* areas, and commercial and infill properties in the ByWard Market area. In these respects, federal lands in the Core Area help to build not just a Capital, but also a living and working community.

In all aspects of land use, the cities of Ottawa and Gatineau, provincial partners, the NCC and other federal agencies must work collectively, through the planning and development of new offices, institutions and communities, to ensure that all areas of the Core make a powerful contribution to the Capital while co-existing beneficially with Civic spaces.

### **Opportunities and Issues**

- In certain parts of the Core Area, there are separations or divisions between the Capital (federal) and Civic (municipal) realms, the result of which is the creation of two distinct environments that feel and function differently.
- Across the Core Area as a whole, development opportunities and thus priorities for the future are shifting to the western part of the Core Area - the Islands, LeBreton Flats, Brewery Creek - where the availability of key sites and the proximity to River and canal edges create unique opportunities.

- While the River is a major foundation of the Core Area, there are presently limited opportunities to reach the River's edge, to cross it. Barriers and limitations to this access and connection with the River interfere with the experience and utility of this great resource.
- The spatial distribution of federal employees has important regional economic and symbolic effects, and as such is an important land use planning issue. Since 1969, the government's policy guideline has been to locate approximately 75 percent of federal employees in the Ontario portion and 25 percent in the Quebec portion of the National Capital Region.
- Many of the buildings housing political, cultural and official residence functions are heritage properties. They are also places of work and residence, and as such, heritage considerations must be balanced with the need to create healthy, safe and functional environments. Life cycle management requirements of these structures are also a concern.
- The Core Area is the location of the majority of national cultural and political institutions, and is the primary destination for visitors to Canada's Capital. Increased density of and more mixed-use development in the vicinity of these institutions would enhance visitation and activity levels to and around these major institutions.
- National cultural institutions require unique location, site and infrastructure planning to support their programs. The Canada Science and Technology Museum has been seeking a suitable location within the Core Area. The management of tour buses and the safe accommodation of large visitor groups is another example of the special needs of major national cultural and political institutions.
- While several national cultural institutions display and interpret aboriginal artefacts, there is no building or interpretation centre in the Capital that is solely dedicated to aboriginal peoples where their traditions, beliefs and contribution to Canada and the world could be shared.
- Diplomatic missions and international organizations bring an international feeling to the Core Area and diversify the range of cultural activities and representations available to residents and visitors. While some of these occupy high profile sites, many diplomatic missions are located, out of view, in office towers. The potential for the totality of these uses to contribute to the symbolism and experience of the Core Area is constrained due to lack of visual identity and uncoordinated programming / information. At the same time, the extent of security measures employed at some diplomatic missions detracts from, rather than contributes to, an enhanced public experience.

- International organizations<sup>6</sup> and important national non-governmental organizations suffer from some of the same low profile problems as diplomatic missions. Their contribution to the symbolism and animation of the Core Area could also be enhanced.
- The diversity and density of uses within the Core Area are increasing and there are many opportunities to support the continuation of this trend. At the same time, however, it is important that the Core Area be developed in a sustainable way and that important natural features be protected and preserved.
- In accordance with smart growth principles, more focus should be placed on appropriate and sustainable patterns of land use, rather than on the perpetuation of inefficient land use models that require major transportation infrastructure.
- Many federal buildings in the Core Area are nearing the end of their life cycle, are energy inefficient and no longer meet current needs. The rehabilitation or replacement of these buildings offers opportunities to enhance the energy efficiency and design quality of these assets.

## **Policies**

Land use in the Capital realm is also subject to the policies contained in the Plan for Canada's Capital.

### **To establish a comprehensive approach to planning throughout the Core Area:**

- Pursue a high quality of land use planning and design for all lands in the Capital Realm, in order to enhance the symbolic and visual quality of the Capital Core Area, and the functionality of the transportation and infrastructure systems supporting these precincts, sectors and sites.
- Apply corresponding standards regarding signage and landscape treatments to federal buildings and lands that are appropriate to their location, visibility and role.
- Support the integration of land use and transportation planning through increased density and the addition of mixed uses – particularly residential - to urbanize development and optimize use of existing municipal services, transportation and transit infrastructure.
- Encourage the development of new buildings, landscapes and urban places indicated on Map 9, as appropriate opportunities arise and in discussion with NCC partners.

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<sup>6</sup>These include public organizations within the meaning of the Privileges & Immunities (International Organizations) Act. The term can also refer to an organization established by treaty or some other form of international agreement.

- Place enhanced emphasis on the planning and development of federal lands in the western Core Area, including LeBreton Flats, the Islands and Brewery Creek/*Ruisseau de la Brasserie* as key future destinations, communities and meeting places.
- Promote greater integration and connectedness between the Capital and Civic realms, between the Ottawa River and adjacent areas, and between the Cities of Ottawa and Gatineau, through the introduction of physical linkages and connections, and of public and mixed land uses.
- Encourage custodians of federal heritage properties, including the NCC, to balance heritage requirements with the need to provide functional living and working environments.
- Work in partnership with other federal agencies, the cities of Ottawa and Gatineau, business development agencies, cultural institutions, embassies and the private sector in the planning and development of federal lands and nearby lands.

**To effectively plan for and manage Federal Accommodation:**

- Encourage the location of federal agencies and departments, particularly headquarters functions, in the Core Area, unless inappropriate due to specific departmental requirements.
- Demand high quality and leading standards for all federal Crown-owned accommodation and facilities along Confederation Boulevard, in terms of architecture and design, building construction and energy efficiency. Pursue the same standards for all other Crown-owned facilities and accommodation in the Core Area, appropriate to their significance and location. Encourage a similar standard for federally leased facilities, appropriate to their significance and location. (More detailed policies appear in Section 3.6, Natural Environment and Features).
- Encourage the inclusion of public amenities, active street frontages, linkages and contributions to the public realm wherever possible on federal development properties.
- Ensure that the function, scale, and design of federal buildings and services are properly integrated with adjacent community land uses and services.
- Support PWGSC's efforts to accommodate 75% of federal employment in the Ontario portion of the NCR and 25% in the Québec portion.
- Encourage the monitoring of the life cycle condition of major federal buildings in the Core Area and the evaluation of options of rehabilitation versus replacement in terms of the energy efficiency, quality of design and functionality of these structures.



- Encourage departments to enhance their “public face” or presentation to the public, through on-site information, landscaping, art and other means that help communicate their mandates and activities.
- Encourage PWGSC to develop and follow guidelines that promote quality in design and architecture of office and other federal accommodation projects where the National Capital Act does not apply.

**To effectively plan for and manage National Cultural & Political Institutions, Diplomatic Missions and National Non-Governmental Organizations (NGOs):**

- Locate, as opportunities arise, national cultural institutions in highly visible and accessible locations on or adjacent to Confederation Boulevard, as indicated on Maps 9 and 10.
- Achieve a level of quality in urban design, architecture and site planning of national cultural institutions that is appropriate to the location, function and stature of the facility.
- Encourage mixed-use development and public services in the vicinity of national cultural institutions.
- Support national cultural institutions in their activities, to ensure that they showcase Canada’s culture, history and achievements, meet program needs, and are visible and accessible.
- Work with partners to address the special requirements of key national cultural and political institutions for visitor access and management, including tour bus accommodation, parking, accessibility, information services, amenities and basic services.
- Assign priority, in the Core Area, to the siting and planning of an Aboriginal Centre, a Canada House (a centre to showcase the provinces and territories) and a new location for the Canada Science and Technology Museum.
- Balance, in the planning of diplomatic missions, the requirement for security with the need to animate and enhance the vitality of the public realm surrounding these sites.
- Encourage the siting of significant national NGOs in visible locations in the Core Area, and enhance the profile of those already located there, to highlight their role in the affairs and life of the Capital.

### 3.3 Capital Experience

#### Goal

Plan meaningful and memorable experiences for all audiences in the Core Area, that honour Canada's past and look to a shared future, that celebrate the values, accomplishments and diverse faces of the Canadian mosaic, that nourish our connection to the land, and that provide an authentic reflection of our national heritage.

#### Context

An essential element of the NCC's mandate is to create pride in Canada's Capital, by organizing, sponsoring or promoting public activities and events in the Canada's Capital Region in order to enrich the cultural and social fabric of Canada. The NCC works with other federal agencies, cultural institutions, the cities of Ottawa and Gatineau and the private sector to welcome Canadian and foreign visitors to Canada's Capital. This joint effort focuses on delivering high-impact, four-season programming that will give Canadians a better understanding of the Canadian government, culture and heritage, the Capital Region and Canada's place in the world. The Core Area is the prime destination for visitors to the Capital and is a national gathering place where people discover and learn about Canada and their Capital. Programs interpret, communicate and animate Parliament Hill and the Core Area. Parks and open spaces, capital stages and cultural landscapes are maintained as exemplary outdoor settings and improved with visitors services, facilities and installations to support ongoing interpretation programs and annual events. Planned events and activities embrace the winter season that is so much a part of this northern Capital, and feature Winterlude, Christmas Lights, the Rideau Canal skateway and other initiatives.

The planning for and management of programming in the Core Area is directed by the document entitled *Reflecting a Nation – A Public Programming and Activities Vision for the Core Area of Canada's Capital* ("the Programming Vision"). The Programming Vision is rooted in the diversity of Canadians: who we are, what we have achieved and what we cherish. The programming experience evolves from geography: themes that pervade distinct character areas, determined by their spatial attributes, and by an identity that emerges from their fundamental historic and natural elements.

#### Opportunities and Issues

- Since the Core Area is the location for the majority of national cultural and political institutions and is the prime destination for visitors to the Capital, it is also the area presenting the greatest opportunity for enhancement of the Capital experience.

- Activities and events staged for visitors are best enjoyed in authentic mixed-use, unique neighbourhoods, and are enhanced when taking place in unique settings supported by interpretation, memorials and commemorations that add meaning to the experience.
- Many areas of the Core can support an increase in the number of visitors, but the attractions and routes require greater promotion.
- NCC Capital stages are under pressure partly because of the numerous events they attract on a yearly basis and due to new requirements of security and safety for large gatherings.
- By working together, federal agencies, the cities of Ottawa and Gatineau and the private sector, including tourism partners, can create sustainable and lively districts that integrate heritage features, residential development and commercial and recreational elements.
- Partnerships are the best means by which the NCC can increase nation-wide representation of Canada's diverse regions and cultures.
- The plurality of the Canadian mosaic could be better reflected in the Capital, through its various interpretive, commemorative and symbolic programs.
- Increasing concerns about security and about providing access to growing numbers of visitors are factors influencing future planning.
- There are "disconnects" in terms of the visitor experience of the Core Area Sector: districts that have more attractions and visitors amenities, separated by areas that are relatively unanimated and more private than public.
- There is a need for better integration of the outstanding natural landscape of the Core Area into the public experience of the Capital: better ways to connect to the Ottawa River, appreciate the natural features such as the escarpment and the Chaudières Falls, and gain access to pathways and parks.
- The system of Capital Stages needs to be better planned, categorized and developed to accommodate a range of cultural activities that will help to enliven the Core and enhance the visitor experience.
- The Core Area works well for visitors during the day in warm weather but not as well on cool evenings or during winter. More balance is required seasonally and during the day.

## **Policies**

Matters related to the Capital Experience are subject to the policies, strategies and guidelines contained in the Programming Vision. The Programming Vision provides

broad direction for program specific plans; commemorations, interpretation, capital stages (events) and visitor services. Land use policies included in this Plan will help to guide the realization of the Programming Vision.

**To meet the needs of all visitors:**

- Focus on providing memorable Capital experiences to all of the Capital's audiences, be they NCR residents, Canadians or international visitors.
- Emphasize a participatory approach, including on a national level, in planning a more inclusive, representative Capital that reflects the diversity of Canada.
- Place a high priority on partnerships with federal departments, institutions and agencies, the City of Ottawa and City of Gatineau that all have a key stake in the Capital, and with the private sector and local community groups. Work together with these cultural and tourism-related partners to promote visitation to the Core Area.

**To promote a holistic visitor experience within the Core Area:**

- Create and showcase a network of visitor destinations that encourages visitors and residents to explore the Core Area of the Capital and learn about Canada.
- Emphasize the pedestrian experience of the Core Area by developing Confederation Boulevard as a continuous programming stage, dense with attractions, animation, and programming.
- Support the pedestrian experience of the Core Area with easy routes of access and convenient public transit options including shuttles, and by supporting the provision of safe parking for visitors arriving in the Capital by car.
- Showcase events and institutions in both Ottawa and Gatineau.
- Maintain and enhance Confederation Boulevard as the route that connects the principal stages for programming activities in the Core Area.
- Provide enhanced public access to, and use, appreciation and enjoyment of, the Ottawa River by providing more riverside facilities, services and activities in a manner consistent with the River's natural, cultural and historic character.
- Complete Capital Pathways along Confederation Boulevard and the Ottawa River to encourage visitor movement (Map 13).
- Provide Capital Stages, as indicated on Map 16, as venues for distinctive events and celebrations throughout the Core Area.
- Provide strong physical and visual links between areas where visitors gather, with clearly identified signage, encouraging visitors to extend the boundaries of

their exploration and reach further than their initial destinations (creating looped discovery interpretive trails).

- Encourage programming on Capital Stages and routes throughout the Core Area that balances the desire for people to move freely and enjoy themselves with the need for certain security and safety measures.
- Establish capacity parameters for Capital Stages to ensure the responsible use of these venues and the safety of participants.
- Support linkages from the Core, including parkways, pathways, and green corridors, to important sites and experiences outside of the Core Area, including the Canadian Museum of Nature, Gatineau Park, Canada Aviation Museum, Central Experimental Farm, and Canada Museum of Science and Technology.

**To enhance the use and enjoyment of programming within Character Areas:**

- Connect programming themes to the spatial and natural attributes and historical identity of particular Character Areas.
- Target, in the introduction of new visitor experiences and destinations, underdeveloped parts of the Core where additional activity is needed to create a critical mass or functional continuity between districts.
- Encourage the staging of public programs and visitor experiences in lively mixed-use areas where visitors' interests in shopping, food and architecture can also be satisfied.
- Increase physical connections to and awareness of visitor amenities, and identify areas that will benefit from additional amenities.
- Use commemorations and public art as a key feature of the design of the new programming areas in the Capital, in accordance with the Commemorations Plan and the Programming and Public Activities Vision.
- Improve and strengthen, in cooperation with partners, the basic elements of the visitor experience, such as signage, universal accessibility, parking, orientation and security.
- Ensure clear, distinctive and well-placed orientation and wayfinding measures.
- Balance organized activities and events with lower-key, discovery-oriented experiences, by creating interpretive programs and information panels to promote self-guided walking tours.
- Identify and promote opportunities to expand the range and type of programming activities during colder seasons and evening periods.

- Feature an illuminated Core Area as a key programming element, and as a distinct winter season and evening experience.
- Provide year-round programming and animation to enliven Core Area natural and built spaces in partnership with the cities, agencies such as Business Improvement Areas (BIAs), and arts and theatre groups. This animation would occur primarily in those parks and spaces not identified as Capital Stages.

**To represent Canadian values and identity, develop plans and programs that:**

- Strengthen the image and appeal of the Capital, both nationally and internationally, as an active and meaningful destination.
- Establish a comprehensive interpretive experience, featuring Canada's historic French, English and Aboriginal cultures, as well as reflecting Canada's broad cultural diversity, so that all Canadians feel represented in the Capital Core Area.
- Engage Canadians of all ages, particularly youth and the growing aging segment of the population.
- Provide equal access to facilities and events for residents and visitors of all levels of personal mobility by reducing physical barriers and offering convenient public transportation.
- Strive to represent the range of Canadian endeavour in the Capital when planning new programs and services through emphasis on the following themes: natural, cultural and built history, geography, arts and culture, politics, industry, science, and the economy.
- Feature and preserve natural heritage, including and especially the Ottawa River, in an environmentally sustainable manner.
- Maximize opportunities presented by the historic industrial lands and properties in the Core Area to communicate Canada's scientific and industrial heritage.

## 3.4 Urban Design and Urban Form

### Goal

Build upon the essential qualities and character of Canada's Capital Core, and its unique interaction between public buildings, natural setting and urban fabric, to create a sense of place and public assembly appropriate to Canada's Capital that is reinforced by the excellence of its architecture, public streets and spaces and centrally-located parks.

### Context

Canada's Capital Core Area is fortunate in that it boasts a rich heritage of outstanding architecture, a diverse civic fabric and an interesting network of Capital parks and urban spaces. The urban design origins of the Core Area find themselves primarily in the placement and interaction of the original Parliamentary Buildings and their dramatic natural site. More recently, Confederation Boulevard has transformed the physical experience of the Core Area. A number of other significant federal initiatives have served to shape and diversify the context of the Core as well, including picturesque pathways, the Mile of History (along Sussex Drive) and the Sussex courtyards, and the redevelopment of LeBreton Flats.

The architecture of buildings and design of public spaces define the initial experience and create lasting impressions of any city, with particular expectations for the quality of design in Capital cities. Achievement of the highest standards of quality and sustainability in design in Canada's Capital would be a clear demonstration of the federal government's commitment to its urban agenda and to the environment.

The Central Capital landscape<sup>7</sup> of national symbols and groupings of buildings, set amidst a picturesque green matrix of riverside parks and spaces, provides the central spine of the Core Area aligned along the bends of the Ottawa River. This spine is bounded and defined by the surrounding grid network of city streets and civic fabric. It is with the interaction between these two systems or realms that future urban design in the Capital should particularly concern itself, in two major ways: in bringing vitality and activity toward the civic realm and toward the Ottawa River, and in extending a quality urban environment and connectivities into the streets and spaces of the civic realm.

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<sup>7</sup> The river-related landscape contained by and adjacent to the central ring of Confederation Boulevard, being the focal public space of the Capital Core Area, and the location of the Nation's principal institutions and symbols. (*Core Area Concept of Canada's Capital, 2000, duToit Allsopp Hillier/Delcan*)

## Opportunities and Issues

- The perception of a building extends beyond the architecture of its facade, and signage, lighting and at-grade active uses and spaces can cumulatively have a major influence on the quality of the public realm.
  - Beyond the area of the Central Capital landscape, federal development does not always strongly relate to or reinforce the adjacent streets and public spaces.
  - While the future Portrait Gallery and West Block courtyard additions are excellent examples of adaptive re-use and timely rehabilitation of important “classified” federal heritage buildings, it is not always easy for the federal government to finance and find an appropriate fit between such key heritage buildings in the Capital Core and potential uses and tenants. These heritage buildings are crucial for the Core, not only in the preservation of its heritage, but in terms of the enhancement of the urban spaces around them and of the productive interplay between the historic and the contemporary in the Core.
- The location and configuration of the new War Museum continue the tradition of national symbols and pedestrian public access linked to the Ottawa River, and exemplify new urban design, planning and public programming opportunities toward the western side of the Core Area.
- The urban design character of the Core is marked by its intimacy, human scale and sense of contrast. Cumulative views represent the dynamic experience of moving toward and around the central river basin, whereby buildings are perceived “in the round” and from a variety angles along streets and boulevards.
- There is often a significant contrast between federally designed and managed buildings and those occupied by the federal government under long term lease. While many federally owned buildings are in urgent need of construction upgrades, investment and enhanced space management, a number of federally leased buildings contribute little to the public environment around them or to the public face of the civic realm.
- With the government’s environmental and urban objectives, new buildings for federal occupation should achieve high standards of design, sustainability and construction and take into account a longer operational term as well as immediate cost implications.
- Urban design guidelines have long, but have not always, been prepared for important federal buildings in the Core (such as the new Canadian War Museum) in order to ensure the achievement of high quality and responsive designs.



- There are no consistent design standards for projects within the larger Core area. These could be coordinated with those of the two cities, and with the private sector, to achieve a higher quality of design, streetscape and sustainability throughout the area.
  - More emphasis needs to be placed on the quality of urban design for developments beyond Confederation Boulevard. Streets and approaches such as Laurier and King Edward Avenues, the Macdonald-Cartier Bridge, Maisonneuve Boulevard and Booth Street have significant influence on the experience of the adjacent Capital realm.
- While on occasion having the benefit of removing cars and other vehicles from sensitive heritage and pedestrians environments, such as Parliament Hill, recent security measures and proposals have also threatened to restrict public access, and have impacted the quality of adjacent street and public areas.

## **Policies**

The Sector Plan identifies the following policies, to achieve a level of quality and to establish a sustainable and comprehensive approach to urban design throughout the Core Area, appropriate to the significance of Canada's Capital. Urban design and urban form matters are also subject to the Urban Design policies of Section 4.6 of the Plan for Canada's Capital.

### **To achieve excellence and establish a comprehensive approach to design throughout the Core Area:**

- Add to the rich legacy of Capital architecture and spaces with contemporary designs of high quality, providing a layered experience of historic and compatible modern forms and noble materials.
- Cooperate with other federal agencies to prepare urban design guidelines for all important buildings on key federal lands in the Core Area, to promote high quality and sustainable designs appropriate to their significance. Collaborate with other agencies, the cities of Ottawa and Gatineau, and the private sector, on broader planning and design standards for Capital and civic character areas to improve the overall quality and sustainability of designs in the Core.
- Ensure that all development along and adjacent to Confederation Boulevard achieves the highest possible standards of architectural, landscape and urban design quality, and is hence valued for its contribution to the quality of the larger ensemble.
- Consider carefully, in the location and design of all buildings on federal lands and for significant civic sites in the Core Area, the views along Confederation Boulevard and around the central river basin. The role of

new buildings in both the foreground and background of views should be examined. Maximum heights have been determined for “background” buildings on both sides of the River. Design and massing guidelines should be prepared for any buildings on federal lands in the foreground of control viewpoints and key views. (See View Protection policies, Section 3.11)

- Collaborate with federal departments, other agencies, and the local municipalities, to determine appropriate adaptive re-uses for “classified” federal heritage buildings and to safeguard the collective heritage of the Core Area. Carefully integrate these buildings into the Capital and civic realms with a contemporary approach to the design of adjacent public spaces, landscape and fixtures.
  - Work with other departments, the two cities and the private sector to capitalize upon the connectivity, urban design and programming opportunities in the western sector of the Core, encouraging active public use of the shorelines, increased pedestrian access to the Islands, enhanced experience and views of the national symbols and national assets, and, in selective locations, interpretation, infill and development.
  - Prioritize at-grade active uses for all federal buildings fronting onto streets and other public areas, with an articulated and well scaled “base” architecture that encourages pedestrian interaction and exploration of the Core.
  - Ensure, in any additions, changes and improvements to buildings on federal lands in the Core Area (most of which are covered by the NILM designation), the maintenance of the buildings’ heritage character and qualities, as well as the delivery of related landscape and/or public realm improvements. Encourage the same provision for any new federal developments, including “leased to purchase” developments. The standards of federally leased developments should be raised to essential levels of design quality and sustainability (in accordance with the intent of policies for federal construction contained in Section 3.6, Natural Environment & Features) and, similarly, make a positive contribution to the streetscape and pedestrian scale of their civic location. (See Natural Environment & Features policies, Section 3.6)
- Consider, where appropriate, the use of processes such as design competitions to encourage the best design results for key building, landscape and infrastructure projects in the Core Area.
  - Collaborate with programming, commemoration and illumination initiatives, to ensure design co-ordination between related projects and installations.

- Consider the impact of the various seasons and evening use when designing new buildings and spaces.
- Ensure, over time, that the provision of universal access to buildings and facilities on federal lands is accomplished in a manner that is compatible with their heritage and Capital significance.
- Improve the treatment and identification of gateways and entry nodes with appropriate landscaping and design.
- Collaborate with the municipalities of Ottawa and Gatineau to improve Capital-Civic connections, and to encourage qualities of civic environment and private development appropriate to the significance of these locations.

### **3.5 Built Heritage, Cultural Landscapes and Archaeological Resources**

#### **Goal**

Enrich the Canadian story and reflect the Canadian identity by ensuring that the preservation and interpretation of the cultural and natural heritage of the Core Area is integrated with and expressed in land use, design and communication programs.

#### **Context**

The cultural heritage of the Capital Region – the landscapes and buildings, the monuments, the archaeological resources, works of art and even the documents that remain after centuries of human history – are a visible record of an important part of the Canadian story. By preserving the Capital Region's cultural heritage, the NCC addresses part of its mandate: "to enrich the cultural and social fabric of Canada" in order to foster pride and create unity. Heritage protection also responds to the NCC's mission by communicating Canada to Canadians and safeguarding and preserving Canada's treasures.

#### ***Built Heritage***

There is no single custodian of built heritage in the Capital Region, and the NCC works with many partners to achieve mutual objectives. Within the Core Area:

- the Federal Heritage Buildings Review Office (FHBRO) evaluates the heritage significance of federally-owned buildings;
- the City of Ottawa designates properties under the Ontario Heritage Act and identifies "heritage conservation districts";
- the City of Gatineau designates both heritage buildings and historic districts; and
- the Quebec Ministry of Culture and Communications designates monuments, historic sites and historic districts.

Parks Canada, as part of the Historic Places Initiatives, has prepared a document, the *Standards and Guidelines for the Conservation of Historic Places in Canada*, outlining standards and guidelines for the protection of buildings, archaeological resources, landscapes and engineering works having heritage value. This document is intended to become the national standard for the protection of heritage resources on federal, provincial and municipal lands.

## *Cultural Landscapes*

Cultural landscapes help to expand the concept of heritage protection beyond buildings and historic sites. Cultural landscapes represent the combined works of nature and man and illustrate the evolution of human society and settlement over time, under the influence of the natural environment and of successive social, economic and cultural forces. The UNESCO World Heritage Committee has outlined a useful framework for cultural landscapes to understand their nature and significance, be they designed, organically evolved, or associative.<sup>8</sup>

The concept of a cultural landscape has special relevance to the NCC, having a long history of creating and managing landscapes, parks, sites and great expanses of open space which contribute to the cultural identity of the Capital Region. The NCC document entitled “Definition and Assessment of Cultural Landscapes of Heritage Value on NCC Lands”, produced in December 2004, establishes guidelines for the definition and evaluation of cultural landscapes having heritage value on NCC lands. This document also sets out a methodology for the identification, management and preservation of these cultural landscapes.

## *Archaeology*

The NCC plays a key role in ensuring that the ‘buried heritage’ or archaeological treasures of the Capital Core Area are both protected during development and carefully preserved and communicated as elements of the region's cultural heritage, in accordance with its *Archaeological Resource Management Policy*, as well as the *Standards and Guidelines for the Conservation of Historic Places in Canada*. As the organization with authority for federal land use and design approvals, the NCC reviews changes and alterations to federal properties and considers, among other things, whether the proposed project has the potential to disturb or destroy archaeological sites. It carries out environmental impact assessments, which include consideration of the impact of a development on built heritage and archaeological resources. Finally, the NCC has mapped all federal lands within the Capital Region to identify areas with prehistoric archaeological resource potential so that, if and when these sites are developed, the protection of potential archaeological resources can be a key component of the planning stage of the project.

The Ontario Heritage Act and the Québec Cultural Property Act protect archaeological resources in both provinces.

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<sup>8</sup> *Designed landscapes* are landscapes which have been created and designed intentionally, such as gardens and parks; *Organically evolved cultural landscapes* are landscapes resulting from an initial social, economic, administrative, and/or religious imperative, creating a landscape which has developed its present form, by association with and in response to its natural environment; and *Associative cultural landscapes* comprise areas of powerful religious, artistic, or cultural associations, where the natural element usually takes precedence over that of material culture.

## Opportunities and Issues

- The Core Area has a rich legacy of heritage buildings, historic sites and districts as well as archaeological resources, and there are many opportunities for improved promotion and interpretation.
- The number of regulating agencies and implicated jurisdictions justifies the adoption of a broad approach to heritage preservation, but adds ambiguity to roles, responsibilities and management practices.
- The many agencies and levels of government do not necessarily share common definitions for heritage and cultural landscapes.
- There is often a shortage of resources or appropriate new uses to ensure the preservation of key heritage assets, both federal and non-federal, in the Capital Core Area. Key areas include the Islands industrial heritage buildings, and key classified buildings along Confederation Boulevard such as the Government Conference Centre, the former War Museum and the Bank of Montreal.
- The limits of certain NCC-defined cultural landscapes can extend beyond NCC lands, onto other public or private lands. There will be a need in the future to develop partnerships in the management of some of the Capital's cultural landscapes.
- Many federal properties have significant local and regional heritage value, and the federal government must cooperate with cities to preserve them and make them better known.

## Policies

Matters relating to built heritage, cultural landscapes and archaeological resources are also subject to the policies contained in Sections 4.7 and 4.8 of the Plan for Canada's Capital.

### **To establish a comprehensive approach to built heritage, cultural landscape and archaeological resource preservation and management throughout the Core Area:**

- Identify, demarcate and define cultural landscapes in the Core Area, complete the Cultural Landscapes Plan, and preserve designated cultural landscapes accordingly.
- Celebrate, promote and protect the rich layering of history found in the Core Area, illustrated on Map 11, and in accordance with the relevant provisions of federal and provincial legislation.
- Respect federal, provincial and municipal policies, procedures and guidelines.

- Apply the *Standards and Guidelines for the Conservation of Historic Places in Canada* in the protection of the Capital's heritage assets.
- Work with all levels of government to better recognize, promote and manage both national and local heritage resources, through the establishment of shared and independent responsibilities, joint management tools, and common definitions.

**To preserve and manage heritage properties and districts:**

- Identify sites and districts of heritage significance within the Core, and develop strategies to incorporate conservation, public interpretation, and rehabilitation of these sites.
- Adhere to the Built and Landscape policies within Section 4.7 of the Plan for Canada's Capital and the NCC Built Heritage Policy, as well as to the *Standards and Guidelines for the Conservation of Historic Places in Canada*,
- Continue to support the Federal Heritage Building Review Office (FHBRO) in its efforts to designate heritage properties of federal interest, including modern, post-war heritage.

**To preserve and manage cultural landscapes:**

- Apply the guidelines and methodologies developed in the document, "Definition and Assessment of Cultural Landscapes of Heritage Value on NCC Lands", for the identification of cultural landscapes.
- Apply criteria for the definition and assessment of cultural landscapes that take into account:
  - the interplay of the natural setting with human activities or occupation;
  - the association of an artistic, religious, political or cultural experience with the landscape;
  - the significance of an event or historic period;
  - the extent of the connection between the historic event or period and modern Canadian identity;
  - the expression of the symbolic significance of the Capital for all Canadians;
  - the delineation of boundaries and scale.
- Work with partners and the public to define new cultural landscapes, to determine the meaning of these landscapes and their place in the expression of the Capital Core Area and Canada's identity.

- Develop and manage cultural landscapes in a manner that preserves their heritage value and character-defining elements, and contributes to the communication of their cultural significance.

**To preserve and manage archaeological resources:**

- Adhere to the Archaeology policies contained in Section 4.8 of the *Plan for Canada's Capital*, as well as all NCC and Parks Canada guidelines and standards.
- Implement the NCC's archaeological management policy by:
  - integrating internationally established management principles for archaeological resources, in particular the UNESCO Convention, into project management procedures, impact assessments and approval documents;
  - undertaking all necessary steps to recognize, conserve and positively exploit archaeological resources of national interest, while respecting archaeological resources of local or regional interest; and
  - protecting NCC archaeological resources and sites from pillage and vandalism, to the extent possible.
- Address the protection of archaeological resources at the earliest stage of the project's planning and define measures for the mitigation of impacts at this early stage, in particular to allow for the preservation of archaeological resources, and if possible, for their integration within the particular project, and within any proposed interpretation plan or activities.



## 3.6 Natural Environment and Features

### Goal

Demonstrate leadership in the application of sustainable development practices and showcase the federal government's commitment to the enduring health of the natural environment by incorporating the principles of environmental preservation, restoration, and design, into federal initiatives within the Core Area.

### Context

The natural environment is the foundation of Canada's heritage and of the Core Area landscape. It is fundamental to the image of the Core Area, particularly the central River-based landscape. Key natural features and habitats within the Core Area include the waterways and natural shorelines, the wooded escarpment and open spaces, and fish habitats and migratory bird conservation areas. These natural elements are interconnected as ecosystems and the integrity of each is integral to the long-term health of the whole. To preserve these features and habitats, Strategic Environmental Assessments are conducted when the implementation of a policy, plan or program may have important environmental effects, either positive or negative. The assessment considers the scope and nature of the likely environmental effects and the need for mitigation to reduce or eliminate adverse effects. These assessments are one of many tangible expressions of the federal government's goal of sustainable development.

Utilizing sustainable design practices within the Core Area will also lessen impacts on the environment, while creating healthy buildings and dynamic settings. Sustainable design practices include optimizing site potential, minimizing consumption of non-renewable resources and energy, reducing waste and conserving water. The redevelopment of brownfields, contaminated lands that lie unused and unproductive, is also an example of sustainable design. Their redevelopment can remove threats to human safety, reduce sprawl and the pressures for greenfield development, and restore environmental quality. Transportation use and infrastructure can also, in a broad sense, incorporate sustainable design. Transportation networks that promote walking, cycling and the use of transit ultimately consume less land and improve air quality. Sustainable design of buildings is also key, from design and construction to operation, maintenance and, potentially, redevelopment.

### Opportunities and Issues

- Within the Core Area there are many opportunities for the government to practice sustainable development.
- Sustainable development is not only about preservation, but also about restoration and new development

- The health of natural features and habitats in the Core Area is currently quite good, but there are some areas requiring restoration.
- Brownfield sites within the Core Area present opportunities to restore environmental health and revitalize underutilized sites.
- A number of North American and international standards and guidelines have been developed, the application of which can promote and realize sustainable design and construction practices in the Capital Core Area. These systems and guidelines include the Canadian adaptation of American LEED (*Leadership in Energy and Environmental Design*) Green Building Rating System, Green Globe/Go Green Comprehensive, the United Kingdom model of BREEAM (*BRE Environmental Assessment Method*), and Green Leaf. The selective application of these different systems to different types of construction and renovation projects is in evolution across the public and private sectors.
- Pilot projects for the introduction of new district energy systems in the Core have promise for permanent and larger systems. There are alternate power sources and service systems that merit support.
- Modes of transportation other than the private automobile, including public transit, cycling and walking, are popular in the Core Area, but more could be done to promote and facilitate them.

## **Policies**

Matters relating to the Environment are also subject to the Natural Heritage Areas policies in Section 4.1 of the Plan for Canada's Capital, the Strategic Environmental Assessment process and many other provisions of federal and provincial legislation.

### **To establish a comprehensive approach to environmental preservation and restoration throughout the Core Area:**

- Preserve the Core Area's natural features and key symbolic natural views and natural landmarks, including the Hill escarpment, the Ottawa River, and the views to Gatineau Hills.
- Work with all levels of government and the private sector to enhance awareness of significant features and habitats and establish shared environmental principles respecting all forms of development.
- Maintain the health of the natural features and habitats illustrated on Map 12 by ensuring that the use of wooded areas, waterways and adjacent shorelines does not contribute to the loss of habitat, the increased instability or erosion of soil, or the deterioration of water quality.

- Restore natural features and re-naturalize shorelines wherever practicable, either as a part of site redevelopment or within areas that will remain undeveloped.
- Limit public access to sensitive natural areas and identify sites/places where naturalization projects will be undertaken.
- Consider and mitigate, to the greatest extent possible, the negative environmental impacts of all federal development, transportation, programming, commemoration and illumination initiatives.
- Integrate Strategic Environmental Assessments (SEAs) into all policy, plan and program proposals where implementation of the proposal may result in important environmental effects, in accordance with the *Cabinet Directive on the Environmental Assessment on Policy, Plan and Program Proposals*.
- Ensure, through the NCC approvals process, the completion of environmental assessments pursuant to the Canada Environmental Assessment Act for federal projects.

**To promote the federal government as a leader in sustainable development and design and a steward of the Core Area environment:**

- Encourage the integration of sustainable design in all federal development projects, including federal accommodation, cultural institutions, programming facilities and residential developments on federal lands within the Core Area.
- Require, through the Federal Land Use and Design Approval process and in accordance with agency or departmental policies as they exist from time to time, the application of sustainable building rating systems or guidelines in order to optimize energy efficiency and sustainability in all federal development projects, through:
  - Reduction of energy consumption;
  - Use of alternative design standards and materials;
  - Establishment of recycling programs;
  - Selection of appropriate sites; and
  - Management of water, stormwater and wastewater.
- Redevelop brownfield sites in accordance with accepted best practices and the vision proposed by the Brownfield Redevelopment Strategy published by the National Round Table on the Environment and the Economy.
- Adopt sustainable landscape practices on federal lands, such as the planting of indigenous species and the limitation of pesticide and herbicide use.
- Support district energy initiatives in the Core Area.

- Support increases in density of new urban development in order to make better use of existing infrastructure and preserve natural spaces.
- Incorporate green technologies, such as green roofs, dehumidification and alternative power sources, into new or existing buildings, wherever practical.
- Design all buildings as enduring, rather than as limited-life or disposable structures. Consider the reuse or renovation of existing buildings as an alternative to redevelopment or new construction.

## 3.7 Capital Open & Public Spaces

### Goal

Preserve and enhance the network of parks and open spaces as interconnected green or open corridors that support and provide a setting for capital stages and programming, recreation and movement, while serving as a picturesque backdrop for the Core Area's built environment.

### Context

Canada's Capital Region is defined in part by its open spaces: from Gatineau Park, the Greenbelt, NCC parkways and their corridors, the Central Experimental Farm, to the interior green corridors, and finally, to the Capital parks, plazas and courtyards of the Core Area. Parkway and driveways radiate from the Core Area, stretching into or near the Greenbelt and Gatineau Park. Core Area open spaces link with Rockcliffe Park to the east, Dows Lake to the south, Lac Leamy to the north, and ultimately with Gatineau Park and the Greenbelt. This integrated system contributes to the Capital's green image, provides habitats for plants and wildlife and serves as the formal and informal stage for events and recreation.

The excellent system of green corridors in the Core Area is focused on waterways and the escarpment. Within these corridors are recreational pathways ("Capital pathways") that parallel the Ottawa River and Rideau River shorelines, the Rideau Canal, Ruisseau de la Brasserie and the escarpment in both Ottawa and Gatineau. These trails link all Core Area Capital Parks and the majority of Capital urban green spaces.

### *Capital Parks*

Capital Parks are tied to natural and built features, or to historic events. They include:

- Confederation Park
- Jacques Cartier Park
- Major's Hill Park
- Parc des Portageurs
- Rideau Falls Park
- LeBreton Common

These parks provide capital stages for major events and programming and are designed and maintained with a high standard of illumination, animation and, in some instances, major commemorations. They provide respite for visitors and residents from the bustle of the built-up parts of the Core Area. Other Capital urban green spaces, including Parc des Chars de combats and lands south of the Portage Bridge/Wellington Street intersection, provide settings for daily recreation and serve as significant links within the green corridor system.

### *Open Spaces and Corridors*

A variety of public open spaces and corridors exist within the Core Area. Some spaces are hard surfaced and urban, including bridge decks, lanes and mid-block connections, which acquaint people with interesting architectural features, facilitate wayfinding, and honour landmarks. They also serve as capital stages for a variety of programming, commemorative and interpretive purposes. Others are grassed, formally landscaped places, while certain open spaces offer more of a natural landscape, such as the shoreline areas of the Ottawa River and parts of the Rideau Canal.

NCC parkways provide scenic views and safe road access to Capital settings and destinations. The parkways are not simply roadways, but are landscaped open space corridors that contain a roadway. Many of these are considered cultural landscapes. They function as gateways and arrival routes to the Capital. Several of the parkways are key transportation corridors in the regional road and recreational pathway network. The Urban Lands Master Plan, the Gatineau Park Master Plan and the Plan for Canada's Capital set the overall policy for parkways.

A number of parkways begin in or at the edges of the Core Area: the Ottawa River Parkway, the Rockcliffe Parkway, Queen Elizabeth Drive and Colonel By Drive. Parkway corridors leading to the Core Area highlight the green character of the Capital and relationships with waterways. They are also stages for public events and programming.

### *Urban Spaces/ Plaza / Courtyards*

The Core Area includes urban, hard surfaced spaces, squares, plazas and courtyards. Most key national institutions in the Core Area feature large plazas. Certain federal and municipal courtyards and public streets, such as the Sussex Heritage Courtyards, Sparks Street and Place Aubry, function as connections or transition areas between the Capital and Civic realms. These spaces provide visitor amenities, shops, and housing, incorporate preservation of heritage features, and offer space for programming and commemorations. They also form part of the pedestrian network and experience.

## **Opportunities and Issues**

- At times, planned and actual uses of open spaces conflict with one another.
- There are gaps in the continuity of the recreational pathway system and open space through the Core Area, and in the continuity of the open space / parks system. These gaps detract from the completeness of the experience for those moving in this open space or pathway system.

- Certain capital parks are under considerable pressure, and have experienced environmental degradation, due to intensive programming, sometimes beyond their designed capacity.
- There are a significant number of parks throughout the Core Area, but the downtowns of Gatineau and Ottawa lack municipal open spaces; therefore, many Capital Parks must also function as civic spaces as well.
- Redevelopment sites and planned open spaces offer opportunities for new capital stages and green corridor connections between urban areas, parks and waterways, in both the short and long term.
- Certain courtyard areas are not well known nor are the access points to them, for example, the Sussex Heritage Courtyards. As a result, some of these areas remain undiscovered by many people. Some businesses do not take advantage of their “rear address” which faces the courtyard.
- Certain courtyards have unrealized potential to support animation and programming.
- Universal access to certain courtyards and parks is an issue.
- A number of management issues affect certain open spaces and courtyard areas, including public safety, maintenance challenges, property abuses and criminal activities.

## **Policies**

Parks and Open Space planning is also subject to the Capital Urban Green Spaces policies in Section 4.4 of the Plan for Canada’s Capital.

### **To establish a comprehensive approach to the maintenance and expansion of Core Area open spaces:**

- Work with Parks Canada and the Cities of Ottawa and Gatineau to improve the connectivity of green corridors and develop mutual approaches to enhancement in areas of mixed ownership and overlapping use.
- Preserve existing parks, courtyards and open spaces and any new parks and open spaces that are subsequently established within the Core Area (see Map 13).
- Complete the network of existing links to improve the continuity of the public pathway system and the Capital Pathway Network between parks, open spaces and waterways (see Map 13).
- Work with partners to recognize the cultural landscape value of the parkways that enter into the Core Area. Require detailed urban design studies that

consider the experience along the length of the entire corridor, and set clear urban design guidelines. Ensure that any changes to the parkways in the Core Area are consistent with these guidelines.

- Provide new pedestrian, cycling and vehicular links to connect Core Area parks and open spaces with those outside the Core Area, including Rockcliffe Park, Leamy Lake Park and Gatineau Park.
- Improve the transition between natural and urban environments by identifying and introducing strategic connections between pathways / corridors and city streets.
- Reduce the effect of accessibility and mobility “barriers” to the River and open spaces due to bridges and topography, to improve the ability to traverse physical transitions and promote equal access throughout the Core Area.
- Ensure a high standard of design in courtyards, plazas and urban open spaces.
- Provide effective lighting and illumination, where desirable, in open spaces so as to improve user safety. Ensure that safety evaluations and audits consider that lighting and illumination affect perceptions of safety, and that not providing lighting, in certain specific cases, may be preferable.
- Provide public washrooms, where feasible and desirable, within open spaces.

**To enrich the use and enjoyment of parks and open spaces within the Core Area:**

- Ensure design approaches and inclusion of appropriate infrastructure such that certain designated large open spaces can perform multiple roles, as capital stages for outdoor events, as intimate places for recreation and relaxation and as links between built and natural places.
- Monitor the use and health of the Core Area’s open spaces to identify and address problems including exceedances of capacity, overuse, undesirable impacts on vegetation, and inappropriate programming.
- Ensure that considerations related to personal safety are a fundamental aspect of the design of open spaces by keeping spaces clear, visible and appropriately lit, and by encouraging uses adjacent to them that promote activity and movement throughout the spaces.
- Collaborate with partners and community groups to monitor and improve safety in Capital public and open spaces.
- Integrate programming, illumination and commemorations in the planning of Capital public and open spaces to create destinations that are animated and



vibrant and include a variety of points of interest and amenity. At the same time, recognize when the capacity of a capital park or open space has been reached, and direct future programs and commemorations to sites having excess capacity.

- Place emphasis on exemplary design of new open spaces and linkages, including LeBreton Common, the Islands, and, in the long-term, the Scott Paper site.
- Maintain and enhance wayfinding measures to improve visitors' ability to understand the network of Capital pathways and open spaces and the way these connect to nearby services.
- Continue to encourage and promote 'non-vehicular' programs for certain parkways and driveways, such as the National Capital Marathon, benefit runs, and the Sunday Bikeways program.

## 3.8 Sustainable Urban Transportation

### Goal

Demonstrate the commitment the federal government has made to the environment, emphasize pedestrian mobility in the public experience of the Core Area and support the establishment of a sustainable urban transportation system serving residents and visitors throughout the Core Area and National Capital Region, as a national model, focused on moving people and the provision of alternative travel modes to the private automobile.

### Context

Efficient transportation is essential to the development, economy and sustained liveability of the National Capital Region. Although the transit and road networks function well today, continued growth throughout the region is placing heavier demands on existing systems, which increases congestion and vehicle emissions and lessens mobility, safety and air quality. As Ottawa and Gatineau are separate cities located in different provinces, transportation planning has occurred somewhat independently and there is a need for improved planning integration and transportation service across the Ottawa River.

There are numerous alternatives for travelling to the Core Area, but private vehicles remain the dominant mode. The bus rapid transit and O-Train system in Ottawa, operated by OCTranspo, is convenient and well used during peak periods, but it is centred on accessing the Core, rather than on facilitating movement within the Core itself. Public transit in Gatineau, provided by *the Société de transport de l'Outaouais* is not as large a system, but is likewise focused on getting riders to and from the Core Area during peak periods. These two transit systems operate in a largely independent fashion, save for some coordination of service provision between the *Terrasses de la Chaudières* and *Place du Portage* office complexes in downtown Gatineau.

Parts of the Core Area suffer from traffic congestion, an uncomfortable pedestrian environment (particularly along certain streets used by transit) and shortages of vehicular parking in certain locations. Ultimately, the transportation system lacks a necessary level of integration and sophistication that is both appropriate for the region's maturity and reflective of its role as the Nation's Capital. This affects mobility for visitors as well as for residents.

In addition to functional and structural concerns, the national and international context for transportation planning has changed. Awareness that vehicle emissions contribute directly to global warming and climate change has initiated worldwide efforts to reduce automobile use. The Kyoto Protocol, to which Canada is a signatory, emphasizes

reducing emissions to mitigate climate change. Addressing these concerns and fulfilling obligations will require a new approach to transportation, one that is focused on moving people, rather than moving private vehicles.

Within the Core Area is a diverse transportation network upon which a more sustainable model should be built. In addition to the bridges, highways, scenic parkways and arterial and collector roads, are dedicated bus ways, a rail line, bike lanes and recreational pathways, which support pedestrians, cyclists, commuters, visitors, buses and commercial vehicles. At the centre of this network is Confederation Boulevard, a symbolic and ceremonial route that connects the most prominent political and cultural facilities and open spaces within the National Capital Region, and a possible corridor for certain sections of an interprovincial transit integration “loop” between Ottawa and Gatineau.

### **Opportunities and Issues**

- The functioning and structure of the transportation network within the NCR is currently considered in good condition for a region of over one million people.
- There is a lack of transit integration between the Ottawa and Gatineau systems within the Core Area that constrains the mobility of commuters and tourists.
- Gaps in the pathway system and deficiencies in the pedestrian realm to or across some of the bridges discourage some from walking and cycling.
- There are a number of alternative routes and modes providing access to the Core Area including highways, parkways, arterial roads, transitways, the O-Train, bike lanes, pathways and sidewalks.
- There are also opportunities for rapid bus transit serving downtown Gatineau, light rail transit to and through downtown Ottawa, and water taxis on the Ottawa River, which will help to better link the two cities.
- The parkways were originally designed as scenic roadways in beautiful landscapes. This original objective is somewhat compromised by their ‘unofficial’ role as heavily used commuter routes.
- The bus transitway is efficient but focuses on moving people into rather than around the Core Area. Light rail transit and an interprovincial rapid transit integration loop represent new options for augmenting the transit network, reducing the number of buses in the Core Area, and improving accessibility within the Core Area, particularly between Ottawa and Gatineau.
- The high numbers of buses on certain Core Area streets during peak periods present urban design and environmental challenges.
- Traffic negatively impacts the visitor experience of Parliament Hill and formal and symbolic sites along Wellington Street.

- Visual clutter of street signage and traffic lights in the formal and symbolic spaces detracts from views, especially those of commemorations.
- There are some gaps in the recreational pathway system that, if completed would improve the system's functionality and utility. Commuter traffic is currently manageable but congestion is increasing.
- Visitor movement throughout the Core Area is challenged, in some areas, by a poor pedestrian environment, an insufficient wayfinding system, and narrow sidewalks. Certain intersections, such as Wellington-Portage and Rideau-Sussex, are somewhat dangerous and need improvements in respect of at-grade pedestrian accommodation.
- Increasing numbers of visitors to the National Capital Region, results in tour bus circulation, embarking/disembarking and parking issues within the Core Area which, if improperly managed, could result in a decline in the attractiveness of the Capital as a tourist destination. However, the travel modes and needs of visitors need to be balanced in the context of sustainable transportation for the Capital Core Area overall.
- Truck movement on bridges and throughout the Core Area increases congestion and intrudes upon commercial streets and residential communities. An area of particular concern is the truck traffic passing along King Edward and Nicholas Avenues.
- Available parking supply within and adjacent to Confederation Boulevard is approaching capacity, with corresponding shortages of weekday, short-term parking.

## **Policies**

Transportation planning is also subject to the NCC's Strategic Transportation Initiative and to the policies contained in Section 6 of the Plan for Canada's Capital.

### **To provide leadership and direction to transportation partners:**

- Favour, wherever possible and practicable, pedestrian and cyclist movement, followed by public transit, and then private vehicles.
- Work with stakeholders in the planning and implementation of transportation initiatives affecting mobility and accessibility within the Core Area and throughout the NCR.
- Jointly develop principles, policies and documents to strive for intercity and interprovincial consensus, resolve common issues and balance jurisdictional needs.

### **To facilitate movement and exploration of the Capital:**

- Support the study of the feasibility of special-purpose public transit options which help visitors get to attractions and special capital places including such proposals as a Confederation Boulevard loop trolley, shuttle, jitney, monorail, water taxis, etc.
- Address, in collaboration with partners, the provision of safe and clear at-grade pedestrian crossings at key Core Area intersections.
- Encourage the orientation of public transit service to key Core Area sites and attractions and establish related joint signage between Ottawa and Gatineau to improve orientation and enhance the visitor experience.
- Improve wayfinding signage throughout the Core Area, in conjunction with municipal governments where appropriate, to help visitors better orient themselves and move around the Core Area.
- Facilitate visitor access to Gatineau Park, Greenbelt and other destinations outside the Core Area, to enable visitors to complement their Core Area experience with visits to other Capital destinations.
- Assess and evaluate, in partnership with other agencies, options to facilitate improved access to the Core area (tour buses and private vehicles).

### **To integrate systems of movement between Gatineau and Ottawa:**

- Work towards creating a holistic transportation network that improves inter-provincial mobility, incorporates all modes of transportation, including transit, tour buses, commuters and commercial trucks, and functions for all types of users, including residents, visitors and employees, as follows:
  - Work with the City of Ottawa to establish north/south and east/west light rail transit (LRT) routes.
  - Work with the City of Gatineau to establish an effective Rapibus system.
  - Work with the Provinces of Ontario and Quebec and the Cities of Gatineau and Ottawa to establish an interprovincial rapid transit integration loop that spans the Ottawa River, is aligned through the Core Area and connects with rapid transit systems in both Ottawa and Gatineau, as conceptually indicated on Map 15.
- Work with Ottawa and Gatineau to connect the LRT, Rapibus and other regional buses directly with the interprovincial rapid transit integration loop, and support the creation of multi-modal transit stations, throughout the Core Area, as appropriate, to ensure a seamless network of multimodal transit, facilitate trips between multiple destinations and alleviate bus congestion within the Core Area.

- Investigate the potential for the provision of remote parking sites within or potentially beyond the Core Area, with direct transit links to the Core Area and to the interprovincial rapid transit integration loop, in order to lessen the demands for parking in the vicinity of Confederation Boulevard, and plan these to meet the needs of commuters, tour buses, residents and visitors.
- Encourage the use of modes of transportation other than the private automobile to diminish short-term parking demand in the Core Area.
- Support the establishment of a system of Ottawa River water taxis that connect key Core Area sites and attractions along the Ottawa and Gatineau shorelines and link with other modes of travel, taking into consideration infrastructure requirements and corresponding effects on the natural environment.
- Support efforts to address the possible redirection of commercial trucks and regional traffic away from King Edward Avenue by continuing to work with the cities, the provinces and other federal agencies to reach consensus on the construction of new crossings of the Ottawa River.
- Ensure, in the design of interprovincial bridges, the proper accommodation of public transit and non-motorized modes of travel.

**To promote environmental leadership and sustainable transportation:**

- Support the integration and intensification of land use at strategic points, favouring mixed use developments, to urbanize development and to optimize the use of existing municipal services, transportation and transit infrastructure.
- Preserve the character of parkways, and reaffirm their primary role, as scenic routes to and from the Core Area,
- Facilitate pedestrian and cyclist movement by completing all missing links in and adding new paths to the Capital Pathway network to create a dedicated system of trails along Confederation Boulevard and shorelines and across waterways.
- Encourage the addition of bike lanes or wider shared-use lanes along arterial roads, improve the accommodation of cyclists on bridges and provide bike racks, where needed and practical.
- Encourage improved connections between the Capital pathway network and on-road cycling facilities.
- Encourage federal employers to provide sufficient parking for federal accommodations to meet operational needs, but limit parking availability for staff riding in single-occupant vehicles to encourage the choice and use of alternate forms of transportation.

- In support of the above policy, encourage federal employers to promote the use of public transit by their employees.
- Locate parking underground or in parking structures, wherever feasible, to make land available for development, open space or naturalization.

### 3.9 Capital Commemorations and Public Art

#### Goal

Enhance the symbolic role and aesthetic and educational experience of the Core Area, by ensuring comprehensiveness in the range of Canadian “stories” conveyed through commemorations and public art, and by expanding the focus of commemorative activity away from Parliament Hill and Confederation Square. Increase, in a strategic and organized fashion, the number of sites, while safeguarding high-profile sites for the commemorative needs of future generations.

#### Context

Commemorations, which honour the memory of persons, events, and ideas, play an important role in the identity of a country, and more particularly, of its capital. They form part of the physical and cognitive mapping of a place, for both residents and visitors. They help shape the experience of the Capital Core Area, and should reflect the values and interests of Canadian citizens.

The planning for and management of commemorations in the National Capital Region will be directed by *Canada’s Capital Commemorations Strategic Plan* (the “Commemorations Plan”). To help guide future decisions relating to commemorations, the NCC embarked on a review of its commemoration program. This planning exercise, done in consultation with stakeholders and partners, will result in an urban design and thematic framework, revised policy and procedures, and a detailed site inventory.

The Plan limits itself to those commemorations that are *public, tangible, and national* in scope or interest. *Public* commemorations are those that are either publicly funded and implemented or those that are privately initiated and funded, but are placed in public space. *Tangible* commemorations are physical markers in the landscape and include, for example, statues, fountains, gardens and plaques. *National* commemorations speak to the community of all Canadians; their intent is particularly clear when placed within public spaces that are themselves of national interest.

The messages conveyed by Capital commemorations are organized according to the following themes:

- Political life
- Peace and security
- Canada and the world
- Intellectual, cultural and sporting life
- Social and community life
- Developing economies

This structure allows for both the analysis of existing commemorations as well as the means to think about and plan for future commemorations. An examination of currently under-represented areas in the Capital clearly signals a need for more



commemorations pertaining to the last four themes listed above. The Commemorations Plan also places a priority on enhancing the representation of three groups or categories: native peoples, ethno-cultural communities, and women. These three priority groups respond or are relevant to a number of the organizing themes above. In addition, the relationship between the land and the people was identified as needing more appropriate representation to highlight the importance of environmental stewardship to Canadians.

In the future, the Capital Core Area could also benefit from a complement of investments in public art in Capital Parks and other locations. Public art adds to the interest and animation of public spaces, and contributes to better representing the Canadian identity in the Nation's Capital.

### **Opportunities and Issues**

- The existing number and scale of commemorations in the Core Area is less than that found in many national capitals of the western world.
- The need for and nature of elements to be commemorated will continue to evolve as Canada evolves. The NCC should endeavour to safeguard sites for future generations, particularly high profile sites such as the Confederation Boulevard landmark nodes.
- There is a variety of interesting national stories and subjects that have not been commemorated in the Capital. The telling or commemoration of these nationally significant people, ideas and events will enhance the overall Core Area message. Reserving remaining landmark nodes in order to convey one of the overarching themes, as identified in the Commemorations Plan, would allow for a rich thematic experience around Confederation Boulevard.
- The siting of commemorations can help to define and strengthen important settings, destinations and links in the Core Area. Commemoration and public art contribute to the creation of people places, places of gathering, remembrance and celebration.
- Coordination with civic commemorations and public art programs presents an opportunity to provide greater harmony for symbolism and mental mapping/orientation throughout the Core Area.

### **Policies**

The initiation, review, approval and implementation of new commemorations will respond to the policies, strategies and guidelines of the NCC's Commemorations Plan. They build upon the Public Art and Commemorations policies contained within Section 5.1.3 of the Plan for Canada's Capital, which should also be referenced.

**To celebrate Canada in the Capital through commemorations and public art:**

- Facilitate the commemoration of individuals, events or ideas of national significance on highly visible and accessible lands within the Core Area owned by the federal government. Target under-represented themes, in accordance with the Commemorations Plan.
- Locate large scale, high-profile commemorations (existing and potential) on sites as indicated on Map 16. Observe that many of these sites are paired along important axes (located on Elgin Street, Sussex Drive, St Laurent Boulevard, Alexandre-Taché Boulevard) to create important gateway corridors to the Core Area.
- Develop appropriate interpretive programs and events to explain the significance of these people, events or ideas.
- Collaborate with programming and illumination initiatives to strengthen the presence, purpose and symbolism of commemorations and public art.
- Safeguard, and enhance the important relationships that commemoration sites and sites for major public art pieces will have with major features and capital stages within the Core Area, especially adjacent to Confederation Boulevard.
- Collaborate with the cities of Ottawa and Gatineau to establish and link appropriate sites for capital commemorations, civic commemorations and public art programs.
- Plan and design the siting of future commemorations and public art to support the creation of new places and connections within the Core Area, and to enhance linkages between the Capital and Civic realms. The Islands, Ruisseau de la Brasserie, Hôtel de Ville, and the western portion of LeBreton Flats are areas where commemorations can support “place-making”.
- Expand commemorative sites along corridors (parkways, waterways and pathways) that radiate out from Confederation Boulevard.

## 3.10 Safety and Security

### Goal

Working with partners, support initiatives to ensure the safety of all people and the security of buildings and places in the Core Area and promote the achievement of sensitively integrated design solutions that allow public access to and enjoyment of the national symbols and public institutions, destinations, settings and links within the Core Area.

### Context

In recent years, global awareness of security threats has heightened concerns regarding the adequacy of security measures to enhance the safety of people and, in particular, of prominent or key buildings. Within the Core Area there are many nationally significant political and cultural institutions, diplomatic missions, government offices and events where enhanced precautions are desirable. The safety of parliamentarians, officials and foreign dignitaries is fundamental, as is the safety of Capital residents, employees and the millions of people who visit the Core Area each year. All deserve an environment that they can enjoy and within which they feel secure to work, explore and participate in informal recreation and organized events. Parliament Hill has the greatest security challenges, as it is the workplace of the federal government and judiciary, but at the same time, a key democratic symbol and visitor destination.

While increasing limitations on public access may, in one sense, provide a greater level of protection, public activity and the presence of people do mean that there are watchful eyes and witnesses to occurrences. Security measures that are put in place need to be respectful of the values and ideals of Canadian democracy. Civility and openness of our political institutions are fundamental to Canadians and are essential to the Capital experience, notably in the Core Area where so many political institutions are located. Ultimately, safety measures should contribute to, rather than detract from, the design quality and accessibility that has become synonymous for more than a century with Canada's Capital.

### Opportunities and Issues

- Planning for security measures must appreciate the importance, in the Capital, of creating and maintaining environments that communicate Canadian respect for human rights, equity, international cultures and other values.
- The Capital experience and the quality of urban design are key considerations in terms of safety and security matters.
- Parliament Hill security measures have implications, not only for the environment on the Hill, but for the planning and design of the Core Area.

- There is a body of opinion suggesting that the presence of people on the street and in open spaces can improve, rather than compromise, public safety.
- The specific objectives of security measures should be clearly identified and understood in order to ensure their proper integration into planning and design.
- There are issues of personal safety in the Core Area, in parks and open spaces, on public streets, that need to be considered in future planning and design.

## **Policies**

The Plan identifies the following policies many of which will be achieved through collaborative efforts between the NCC, embassies, federal departments and agencies, municipal governments, and community and interest groups.

### **To balance accessibility, movement and safety to enhance the Capital experience within the Core Area:**

- Design security measures to reflect Canadian values of respect for human rights, multiple cultures and diverse beliefs in order that the experience of the Capital remains open, authentic and vibrant.
- Encourage active land uses and programming activities adjacent to public open spaces, walkways, and courtyards.
- Design new and reconfigure existing open spaces and pathways focussing on appropriate lighting, access and visibility to encourage continuous activity within a safe day- and night-time environment.
- Work with federal and municipal partners, including Public Works and Government Services Canada, Solicitor General of Canada, the RCMP, city police forces, and embassies to establish balanced approaches and standards for security initiatives.
- Design security measures to preserve the integrity of the built setting of the Capital Core Area, with a primary focus on ensuring the safety and security of people and buildings.
- With respect to the Parliamentary and Judicial Precincts Area:
  - Respect the symbolism, public and national spaces and experience of the pre-eminent institutions within the Precincts in the planning and implementation of security measures.
  - Maintain Wellington Street as an essential part of Confederation Boulevard and as a public street that supports public and private transportation movement and public access to the Precincts.

- Encourage the establishment of vehicular screening infrastructure in strategic and sensitively designed locations and facilities.
  - Respect, in the introduction of security measures, the topography, natural environment and heritage of the Precincts, the need for pedestrian movement within and through the Precincts and along the riverside pathways, and approved plans for the Precincts.
- Support and liaise with local police forces and community organizations that handle safety and security issues.
  - Establish land use and design guidelines that strive to satisfy both security criteria and contribute to the public realm, including those applicable to landscape elements such as security barriers, bollards, glass structures, and illumination. Promote the continued public identification of secured buildings wherever possible.
  - Support the provision of emergency call centres and strategically located, accessible security kiosks.
  - Provide a level of security for capital stages, large events and demonstrations that communicates a message of safety rather than intrusive control. Ensure that site plans for events incorporate appropriate safety measures.
  - Ensure that the standard of maintenance applied to Core Area parks, pathways and other open spaces contributes to a safe public experience.
  - Give priority to at-grade pedestrian crossings of roadways and intersections, to avoid below-grade pedestrian crossings.
  - Continue to collaborate with community groups and police to ensure safety on the NCC's recreational pathway network.
  - Incorporate new design and programming initiatives in open spaces, in a sensitive manner that complements and enhances the inherent character of these spaces.
  - Encourage mixed land use and programming to enliven specific precincts within the Core Area, such as courtyards and through-block connections.

## 3.11 View Protection

### Goal

Protect and enhance the visual integrity and symbolic primacy of the Parliament Buildings and other national symbols, from around Confederation Boulevard and key viewpoints on both sides of the Ottawa River.

### Context

Canada's parliamentary, judicial and cultural buildings and their landscape setting, form a unique and memorable ensemble of great significance. They are the Capital's key symbols that form the essence of the Capital's physical image. While many views have been compromised or lost, exceptional views of the Capital skyline of this ensemble remain to be enjoyed, from around Confederation Boulevard and from key points on main approach routes to the Capital Core Area.

### Opportunities and Issues

- The care and protection of the national symbols, and of both public access to and experience of them, is both a national obligation and a civic responsibility. The federal government and municipal councils are the custodians of these symbols on behalf of present and future generations of Canadians.
- The value of national symbols is economic as well as symbolic. The economic value stems from their attraction to visitors and tourists to the region, and also to private building developers who seek to capitalize on proximity to nationally significant sites. The potential devaluation and visual erosion of national symbols by the encroachment of nearby private development is a concern.
- The custodianship of national symbols requires long-term vision. As part of its mandate to safeguard and enhance the national treasures and to instil pride in Canadians for their Capital, the NCC, in collaboration with the municipal governments and PWGSC, has long been involved in measures to regulate development in order to preserve the visual integrity of the national symbols.
- Existing view protection measures, adopted in 1996, are based on careful urban design and three-dimensional computer analysis and extensive negotiations with partners in the public and private sectors. These measures take into account the protection of the foreground and of the background to views of Parliament Hill and the Centre Block, from a variety of viewpoints on both sides of the Ottawa River. They continue to allow a far greater density and flexibility for private development, close to the national symbols, than is permitted in comparable national capitals including Washington DC and Paris.

- Protecting these views and the public’s visual experience of the national symbols is clearly a matter that is of the greatest importance in the Core Area. It is one of the elements that distinguishes the planning of a Capital from the planning of a city.
- Guidelines and regulations adopted as part of municipal official plans and zoning bylaws provide a means of ensuring protection of views of the national symbols. These view protection measures are based upon recommendations contained in the studies entitled “Ottawa Views” (1993), “Ottawa Views Addendum”(1994) and “Hull Views” (1994).
- Proposals for new buildings in the Core Area that respect the view protection measures help to enhance an extraordinary skyline that is unique to Canada’s Capital and is recognizable around the world, and to attract an increasing number of visitors and economic energy to the region. The experience of this skyline is part of the region’s much-vaunted quality of life.
- There is an opportunity to improve the incorporation of view protection considerations in key federal documents and initiatives, such as PWGSC’s Federal Employment Accommodation Strategy in the Core Area.

## **Policies**

Matters relating to the protection of views are also subject to the policies contained in the Plan for Canada’s Capital.

### **To protect and enhance key views:**

- In close co-operation with the Cities of Gatineau and Ottawa and PWGSC, continue to protect and enhance the views and symbolic primacy of the Parliament Buildings and other national symbols, through height controls and view protection guidelines, and the integration of these objectives in Official Plans, other municipal plans and zoning by-laws.
- Monitor closely the key viewpoints within the Capital realm and areas subject to height control as indicated on Map 17 and described in the following NCC documents: “Ottawa Views” (1993), “Ottawa Views Addendum” (1994) and “Hull Preservation of Views” (1994).
- Collaborate with partners to uphold the principles of and to update the above studies as required. In particular, seek a broader appreciation of the benefits and implications of protecting views to national symbols located in both Ottawa and the Gatineau Central Waterfront, particularly as these implications affect the need for foreground and background height controls.

- Continue to work with the cities in their approval processes respecting private development to ensure that tools are in place at the municipal level to ensure the protection of the views of the national symbols.
- Ensure the incorporation of the view protection measures/limits in the review of new development proposals affecting the background to views, encourage the urban design analysis of developments affecting foreground views and provide professional and technical advice as required.
- Provide technical and professional advice to federal departments, public and private agencies / interests to ensure the protection of key Capital views, through various design and approval processes.
- Ensure a coordinated approach to implementing NCC view protection policies for Core Area institutions for which PWGSC and other federal agencies are the federal custodian.
- Work with the Cities of Gatineau and Ottawa to identify, enhance and preserve key civic views and axes, particularly as they help to connect the civic and Capital realms as does the York Street steps.
- Ensure that new federal development within and adjacent to the circuit of Confederation Boulevard respects the key views and view sequences, through careful urban design analysis, and appropriately contributes to the quality and symbolism of the Capital skyline. In addition, work with custodian departments to develop options respecting those existing federal structures and uses that compromise the potential of key views.
- Consider other important views to the national symbols from around the riverside pathways, from the intersections of civic streets with Confederation Boulevard, and from the plateaus at the edge of the river escarpments.



## 3.12 Illumination and Lighting

### Goal

Establish a strategy for the illumination of symbolic buildings and places in the Core Area, in an environmentally responsible and financially sustainable way.

### Context

Illumination has functional and artistic components. Functionally, the effective lighting of buildings, streets and open spaces improves visibility, facilitates orientation and contributes to feelings of safety and comfort. Artistically, effective lighting enriches ambiance by framing and accenting key features of building façades and outdoor settings, by showcasing monuments and structures and by creating a unique sense of place. When a landscape or feature is illuminated, people are encouraged to move toward a building, along a route, or through a park or neighbourhood. Individual approaches to illumination for different areas of the Core that are rooted in a common theme and harmonized with strong programming, design and commemorations can distinguish and accentuate the settings, destinations, links and ceremonial routes of the Core Area.

### Opportunities and Issues

- Quality lighting accentuates and contributes to the unique attributes of a building, place or route.
- An effective lighting system enhances the perception of distance and scale, encourages pedestrian movement and contributes to a sense of comfort and safety.
- A clear and effective illumination strategy will require negotiation, as there are many custodians and design partners within the Core Area.
- In keeping with the principles of sustainability, the desire for increased illumination must be balanced with energy conservation and light pollution concerns.
- In certain situations, the glare from pedestrian level lighting diminishes the success of more targeted building illumination efforts. Coordination between pedestrian level and building lighting schemes are needed to reduce light pollution and undesired effects such as glare.
- Investment in and maintenance of lighting systems are expensive undertakings. It is important to note that a more extensive system does not necessarily result in a more successful illumination result or more appealing environment.

- Life cycle maintenance, type of material used in a very specialized context and the engagement of technical expertise in designing illumination approaches are key considerations, with associated costs.
- The long-term success of a lighting system is dependent upon a proper and consistent maintenance program.

## **Policies**

Sector Plan policies provide the foundation and direction for the proposed Core Area Illumination Plan.

### **To establish a comprehensive approach to illumination throughout the Core Area:**

- Undertake an Illumination Plan for the Core Area to direct the planning and management of illumination in the Core Area. The Plan will establish policies for illumination rationales and standards, including:
  - A pattern and hierarchy of lighting for settings (cultural landscapes, capital stages and open spaces), destinations (buildings and commemorations) and links (ceremonial routes, streets and pathways)
  - Orientation (spatial composition, signage and wayfinding)
  - Circulation (pedestrian and vehicular)
  - Safety and security
  - Programming (events and facilities)
  - Sources of lighting (quality, type and materials)
  - Usage (time of day and year)
- Work in partnership with the cities of Ottawa and Gatineau, federal departments, cultural institutions, embassies and the private sector.
- Coordinate illumination projects with programming, commemoration and design initiatives.

### **To promote illumination as a defining design element within the Core Area:**

- Provide a diversity of lighting for various seasons, holidays and special events.
- Using illumination techniques, highlight, display and interpret the beauty and design excellence of the Capital Core Area during the evening hours and winter months.
- Establish individual strategies for different areas of the Core that incorporate a lighting hierarchy and highlight the character and unique attributes of the area.
- Develop illumination strategies that complement settings, and that highlight destinations and links.

- Emphasize, within cultural landscapes, capital stages and other special settings, the dimensions, landscaping and prominent features of the setting.
- Emphasize, for key buildings, commemorations and other destinations, the entrances, façades and unique characteristics of these places.
- Respect the heritage features and architectural details of buildings and structures to be illuminated. For federally owned buildings that are recognized or classified by FHBRO, submit information and proposals respecting illumination and illumination equipment to FHBRO for their review.
- Provide a system of lights along pathways, streets, waterways and other links that improves pedestrian visibility, contributes to pedestrian comfort and safety, and guides pedestrians between areas of interest.

**To promote energy conservation and sound fiscal management:**

- Invest in quality, energy efficient lighting and in locally supplied, simple lighting solutions that will keep maintenance requirements and budgets realistic and achievable. Use standardized fixtures and prepare a comprehensive maintenance strategy to simplify repair and replacement.
- Focus the provision of lighting in areas of activity, using lights only when they are needed. Avoid light pollution and erosion of the night sky.

### **3.13 Strategic Environmental Assessment Summary**

Policies and initiatives identified in the preceding Section 3 Core Area Policies have been reviewed as part of the Strategic Environmental Assessment of the Core Area Sector Plan, in order to identify associated environmental impacts and related mitigation measures. The table below summarizes this review and analysis. A more complete presentation of the Strategic Environmental Assessment findings appears as Appendix 2.

Core Area Sector Plan Policies and Initiatives	Type of Activity			VEC- BioPhysical Environment					VEC - Social Environment					VEC - Cultural Environment		Potential for Cumulative Negative Effects		Suggested Mitigation Measures			Significance of Residual Negative Effects	Monitoring			
	Planning	Construction	Operating	Water	Land	Air	Flora	Fauna	Quality of Life	Built Environment	Visual Environment	Tourism and Recreation	Community Environment	Employment	Transportation	Heritage	Spatial	Temporal	Project EA	Approvals	Communications		Plan Review	Annual Reporting	FAQ's
<b>Policies</b>																									
Confederation Boulevard	◆	.	◆			+	+	+		+	+	+			±	+			.	●	●	Negligible	.	.	★
Land Use in the Capital Realm	◆	.	◆			+	+		+	+	+	+	+	+	+	+			.	.	.	None	.	.	.
Capital Experience	◆	◆	◆	±	±		±	±	+			+	+	+	+	+	■	■	●	●	●	Insignificant	★	.	★
Heritage, Cultural Landscapes and Archaeological Resources	◆	.	◆							+						+			.	.	.	None	.	.	.
Natural Environment and Features	◆	.	◆	+	±	+	+	+		±	+		±		±				.	●	●	Negligible	★	.	★
Capital Open Spaces	◆	◆	◆		±	+	±	±	+	+	+	+	+						●	●	●	Insignificant	★	.	★
Sustainable Urban Transportation	◆	◆	◆	±	±	+	±	±	+		+	+	+		+	±			●	●	●	Insignificant	★	.	★
Capital Commemorations and public art	◆	.	◆						+			+				+			.	.	.	None	.	.	.
Safety and Security	◆	.	◆				±	±	+	±	±		+	+	+				.	●	●	Negligible	.	.	★
Urban Design and Urban Form	◆	.	◆						+	+	+	+				+			.	.	.	None	.	.	.
View Protection	◆	.	◆							+	+								.	.	.	None	.	.	.
Lighting and Illumination	◆	.	◆			+	±	±	+	+	±	+	±		+	+			.	●	●	Negligible	.	.	★

Type of Activity	Symbol
The type of activity was classified as planning, construction or operating. The activity or activities, which applies to the policy or character area, is marked with a ◆.	◆
<b>Potential Effects</b> Potential effects of an activity can be positive or negative or a combination of both. A positive effect is denoted with a plus sign, a negative effect with a minus sign, and a combination with both.	+/-
<b>Potential for Cumulative Negative Effects</b> Two types of cumulative negative effects have been identified. If a strategy or project has a potential for a spatial or temporal effect, it is noted with a ■. If there is not a potential effect identified, the box is left empty.	■
<b>Suggested Mitigation Measures</b> Three types of mitigation measures have been identified to ameliorate negative effects. The specific measure recommended is indicated with a ●.	●
<b>Significance</b> Potential negative residual environmental effects, including cumulative effects were assessed as to their significance based on professional judgment and experience.	Negligible Insignificant Significant
<b>Monitoring</b> Three types of monitoring have been identified to follow up on potential effects. Where monitoring is recommended, it is indicated with a ★. Where no monitoring is recommended, it is noted as None.	★

## Section 4: Character Area Policies

This section of the Core Area Sector Plan contains detailed policies for distinct areas within the Core called “Character Areas”. These Character Areas are defined as small geographic units that can be identified by unique physical characteristics including land use, function, built-form or natural features. The Areas are distinguished both by the nature of their internal characteristics and their distinction from the characteristics of areas that surround them.

The fourteen *Character Areas* identified on Map 6 reflect the physical structure of the Core Area: Capital and city spaces, downtowns and neighbourhoods, waterways and parks. Policies contained in this Section of the Plan seek to reinforce the unique identities of these Character Areas. The policies recognize that, although each Character Area is somewhat unique, each Area must interact positively with its surroundings. Hence, the Character Area policies also strive to foster connections and strengthen relationships between Character Areas, and to promote a better integration and connection between Town and Crown.

Character Area policies bring inputs from a variety of themes and initiatives, such as programming districts, commemoration sites and heritage preservation, and they elaborate upon these in the context of a particular geographic or “character” area. Character Area policies build upon policies found in the Plan for Canada’s Capital, other NCC plans and initiatives, and those of the NCC’s partners, as specifically referenced. They also incorporate more detailed interpretations of the Core Area policies (contained in Section 3 of this Plan) in the way that these apply to specific Character Areas. In addition, the delineation of Character Areas in this Plan mirrors closely the programming districts identified in the NCC’s Programming Vision.

### *Organization*

Character Areas acknowledge varying roles for different parties, and reflect the fact that there are:

- areas within the Core Area where the federal government has a *leadership* role in planning;
- areas where the federal government will work actively in *partnership* with partners, in particular the Cities of Ottawa and Gatineau, PWGSC and Parks Canada; and
- areas where the federal government’s role is to *support* the planning goals of its municipal partners.

The reflection of these roles in this Plan – graphically indicated on Map 8 – means planning policies are more prescriptive and more detailed where the NCC and the federal government have a leadership role. Policies are less prescriptive and less detailed for areas where the NCC’s roles are ones of partnership and support.

The varying role of the NCC (leadership, partnership, support) in each of these types of Areas is used as an organizing device for this Section, with Character Areas and their policies grouped according to these roles.

**Federal Leadership:** Character Areas where the majority of lands are in federal ownership, have strong Capital significance, are symbolic and fulfill Capital functions.

- Parliamentary and Judicial Precincts (section 4.1)
- Gatineau Central Waterfront (section 4.2)
- Sussex Drive North and South (section 4.3)
- Islands (section 4.4)
- Rideau Canal (section 4.5)
- Jacques Cartier Park (section 4.6)

**Partnership Action:** Character Areas where the connection between the Capital and Civic realms is strong, where lands fulfil some Capital functions and where land ownership is not only federal but also municipal and private.

- LeBreton South (section 4.7)
- Ottawa River (section 4.8)
- Promenade du Portage (section 4.9)
- Ruisseau de la Brasserie / rue Montcalm (section 4.10)
- Sparks Street (section 4.11)

**Supportive Action:** Character Areas where there is limited or no federal land ownership and where the main activities rely on civic functions, although some Capital functions occur on specific sites.

- Civic Arts, Retail and Theatre District (section 4.12)
- Ottawa Central Business District (CBD) (section 4.13)
- ByWard Market (section 4.14)
- Hull Island (Vieux Hull) (section 4.15)

Each Character Area section is organized as follows:

**Goal:** a general statement of intent and broad purpose, a preferred end-state for the Character Area realized in part by this Plan and other land use plans prepared by the federal government and other agencies or levels of government.

**Context:** an orientation and review of key characteristics that provide the necessary background for goals and policies.

**Opportunities and Issues:** opportunities and issues that should be addressed to support the Character Area goal and, more broadly, the Core Area Vision.

**Policies:** general statements of direction and intent regarding the long-term planning and development of the Character Area. These statements reflect the interests and intent of federal departments and agencies, as well as possible orientations from other parties such as local governments and the public.

## ***FEDERAL LEADERSHIP CHARACTER AREAS***

### **4.1 Parliamentary and Judicial Precincts**

#### **Goal**

Ensure a Parliamentary and Judicial Precincts Area that is planned, protected and interpreted as the symbolic and democratic heart of the nation, as the prime focus of the Nation's Capital and the Core Area, as a national and international landmark, and as the centre stage for national celebrations.

#### **Context**

The Parliamentary and Judicial Precincts Area encompasses federal lands between Wellington Street and the Ottawa River, extending from the Rideau Canal in the east to the Portage Bridge in the west. In addition to Parliament, these lands contain the Judicial Precinct, and Library and Archives Canada. Their location and composition atop the escarpment, overlooking the Ottawa River, has made for a dramatic setting unique among parliamentary institutions around the world.

Parliament Hill is more than the workplace of Canada's government – it is a national symbol and a site of architectural beauty and historical significance. The Hill is a National Historic Site, being one of the most visited heritage sites in Canada with over 1.5 million visitors each year. It is the venue for major national events such as the Canada Day celebration. A visit to Parliament Hill fosters a better understanding of Parliament, of the federal government, of the Capital and of Canada.

The NCC exercises its planning and design approval responsibilities within the Parliamentary and Judicial Precincts in accordance with two key documents: *“The Parliamentary Precinct Area: Urban Design Guidelines and Demonstration Plan for Long Range Development”* (NCC, PWGSC, duToit Allsopp Hillier, 1987) which applies to lands west of Kent Street, and *“The Parliamentary Precinct Long Term Vision and Planning Framework: Urban Design Study”* (PWGSC, Hotson Bakker Architects et al., 2001).

Public Works and Government Services Canada is currently overseeing the preparation of a *Development Plan Update for the Parliamentary and Judicial Precincts*. The federal government is also examining security issues in the Precincts. The outcomes of these two initiatives will add further precision and clarity to the planning of the Precincts, and this Plan will be reviewed upon completion and approval of any further plans for this Area.



## Opportunities and Issues

- In all activities that affect the Precincts, it must be emphasized that Parliament Hill is the Capital's premier symbol and visitor attraction. As a national heritage treasure, the Hill belongs to all Canadians.
- The planning and design of the Parliamentary and Judicial Precincts, based on a unique interaction between buildings, site and landscape, have set a high standard for architecture and planning in the Capital, and indeed, in Canada; this standard needs to be maintained.
- Preservation of the urban design and architectural integrity of the two major triads is of paramount importance for the future. The Parliamentary Triad comprises the East, Centre and West Blocks, while the Judicial Triad comprises the Supreme Court, the former Justice Building (now occupied by Member of Parliament accommodation) and the future Pierre Elliott Trudeau Judicial Building.
- The views to the national symbols, particularly those that preserve the silhouettes of the rooflines and towers of the major Precincts buildings, are spectacular. The preservation of these views from areas outside the Precincts, and the understanding of potential impacts of new development in these areas, is very important. New development within the Precincts may also affect the interesting internal views currently available.
- The expanding accommodation and operational requirements of Parliament and support functions is putting pressure on the Precincts – in terms of requirements for built space and for parking. There is a unique relationship between national symbols and their natural setting on the escarpment, underscoring the issue of the “environmental capacity” of the Precincts to accept new building and infrastructure projects.
- There are increasing concerns about securing the Precincts in the event of threat or crisis. While protection of the workers and buildings of the Precincts is key, there are also concerns about maintaining an openness and accessibility to the site for visitors and residents. Increased security measures could impinge upon this public accessibility and visitor experience.
- The continued availability of the Parliamentary Lawn in front of the Centre Block for public activities, democratic expression and key events such as the Canada Day celebration is important to the relevance of the Hill as a national symbol.
- Private automobile parking within the Precincts area is an issue for two major reasons. First, the visual and environmental context of the Precincts currently suffers from an excess of surface parking lots. Second, the number of vehicles needing to access the Precincts directly affects the scale and complexity of security infrastructure required to screen these vehicles.
- Visitors to Parliament Hill, for the most part, do not explore the western area of the Precincts. There are no clear routes of connection within the Precincts to the Supreme Court or Library and Archives Canada.

- The evolving context of the Precincts, particularly in light of current and future development of both the built and public realm in the areas of LeBreton Flats and the Islands, must be taken into account. Riverfront environments, Confederation Boulevard relationships, future use of lands west of the Cliff Street heating plant, views, pathway connections and public uses are all key contextual issues. Urban design improvements to the “Town wall” on the south side of Wellington facing the Precincts are also desirable.
- There is growing demand for commemoration of key national figures and events on the Hill. This activity needs to be guided by clear policy.
- The proper service to and accommodation of the many visitors to Parliament is a key concern. The present visitor centre under the Centre Block operates beyond its capacity and its location is of concern from a security point of view. The NCC-operated Infotent continues to offer services to visitors not able to access the Centre Block; the Infotent’s role may be supplanted by that played by a new larger Parliament Hill Visitor Centre in the future. Key issues include the future siting and scale of a new visitor centre, and implications for the existing NCC’s Capital Info Centre and Infotent.

## **Policies**

In addition to the Core Area Sector Plan, planning within the Parliamentary and Judicial Precincts is also subject to:

- the Parliamentary Precinct Area policies contained in Section 5.1.1 of the Plan for Canada’s Capital (1999);
- the Parliamentary Precinct Area Urban Design Guidelines and Demonstration Plan for Long Range Development (1987);
- A Legacy for Future Generations – the Long Term Vision and Plan for the Parliamentary Precinct (2001); and
- the Parliamentary Precinct Long Term Vision and Planning Framework, Urban Design Study (2001).

The NCC participates in and strongly supports studies and plans led by the Parliamentary Precinct Directorate of Public Works and Government Services Canada.

### **To preserve and enrich character:**

- Protect and enhance the unique relationship between the national institutions of the Precinct and their dramatic natural setting as the Capital’s pre-eminent cultural landscape.
- Retain the visual and symbolic pre-eminence of Parliament Hill within the Precinct and within the National Capital Region as a first priority.

- Retain and reinforce the established hierarchy and scale of the two triads of Parliament Hill and the Judicial Precinct on their twin promontories, in any future additions or initiatives, such as the proposed “Bank Street Building”.
- Ensure that all development and programming initiatives respect the environmental and site capacity of the Precincts, in order to preserve the integrity, health and stability of the escarpment, the Ottawa River shoreline and the site overall.
- Ensure the preservation and management of the Precincts, as a cultural landscape, in accordance with cultural landscape guidelines and policy.
- Ensure that public activities such as national celebrations respect the Precinct’s built, natural and cultural setting.
- Ensure that new structures, site and building renovations, streetscapes, landscape interventions and commemorations in the Precincts Area are of the highest quality and are designed to be both of their own time and compatible with the existing architecture and cultural landscape.
- Work with the Parliamentary Precinct Directorate of PWGSC to ensure that plans for new buildings, infrastructure and other facilities are in harmony with the natural and physical landscape of the Precinct, that physical and functional relationships of the Hill with surrounding urban areas, waterfronts and other public spaces are enhanced, and that the amount of surface parking in the Precincts is reduced over time. The majority of parking needed by the Precincts should be accommodated underground, as further development progresses throughout the Precinct and in adjacent areas.
- Work with PWGSC to ensure the protection, rehabilitation and reinstatement (including reforestation to re-establish the “wild”-ness) of the Escarpment landscape along the length of the Precincts.
- Work with local governments to protect and enhance views of the Parliament Buildings and other national symbols from sites along Confederation Boulevard, including the Portage and Alexandra Bridges, riverside pathways, Victoria Island, the Museum of Civilization terrace, and from sites along the principal approach routes such as Sussex Drive, Ottawa River Parkway, Nicholas Street, Colonel By Drive, Queen Elizabeth Drive, Rockcliffe Driveway, and boulevard Alexandre Taché. This work should entail reviews and updates of view protection studies and corresponding regulatory controls from time to time, as new developments and circumstances warrant.
- Consider the potential and role of the Cliff Street “benchland”, west of the heating plant, for future public use.

**To improve connectivity:**

- Improve direct public pedestrian connections between Parliament Hill, the lower plateau and the Ottawa River, along the edges of the escarpment and upper terraces, and between Confederation Boulevard and the Ottawa River.

- Protect and enhance the recreational pathway connections between the Canal, the Canadian War Museum and the Islands, and adjacent programming, riverside, and open spaces.
- Emphasize the public role and predominant public use of the riverside recreation corridor below the escarpment, linking the Rideau Canal, the Cliff Street “benchland”, and further west, the Booth Street axis, with the Canadian War Museum, the Islands and the Ottawa River Parkway.
- Encourage pedestrian connections and environments, between Bank, Lyon and Fleet Streets and the Ottawa River.
- Improve pedestrian linkages between Confederation Boulevard and the Ottawa River, through the extensions of Bank Street and Lyon Street, creating an improved relationship with Sparks Street and the Ottawa Central Business District (CBD).
- Develop the Bank Street connection as a strong Capital – Civic link and a link to the Ottawa River, north of Wellington Street, and ultimately, down the escarpment to the River’s edge. Incorporate, in the Bank Street connection: a pedestrian realm and a lookout at the head of the Bank Street escarpment “valley”.
- Create a significant east-west connection, Canada’s Promenade, which will provide a rich heritage interpretive experience along the upper escarpment and through the Precincts.
- Improve links within the Precincts, from the Library and Archives Canada to the Vittoria Way, a possible heritage interpretation walk, and along both Wellington Street and the riverfront to LeBreton Flats, across the Portage intersection, and to the Islands character area.
- Promote alternatives for improving pedestrian access between LeBreton South, the Precincts, Sparks Street and the Ottawa CBD.

**To enhance use, enjoyment, animation and safety:**

- Support the redevelopment of selected sites, including the Pierre-Elliott Trudeau Judicial Building (Building No. 6 on Map 9); the Confederation-Justice Infill Building (Building No. 7 on Map 9); and the Bank Street Building (Building No. 8 on Map 9).
- Confirm the long-term role of Parliament Hill as the location of Canada Day national celebrations, commemorations and events, including the availability of the Parliamentary Lawn.
- Ensure that the Parliamentary and Judicial Precincts Area offers a secure environment, while maintaining a high level of accessibility, so that Canadians can continue to understand the significance of its symbols, appreciate the relationship to their own lives and witness democracy close at hand.

- Provide an appropriate level of services and amenities that meets the needs of visitors to the Precincts Area, including a permanent indoor visitor information centre and orientation facility, designated pedestrian entrances, coherent signage, and interpretation.
- Ensure a balance of transportation modes to the Precincts including rapid transit, tour buses, automobiles, cycling and walking along Wellington Street in order to provide adequate access to adjacent properties, improved security throughout the Area, and safe mobility for visitors and commuters.
- Designate and maintain the Parliamentary and Judicial Precincts as the focal point for illumination initiatives pursuant to the Core Area Illumination Plan.

## 4.2 Gatineau Central Waterfront

### Goal

Develop the Gatineau Central Waterfront Area both as a site for national institutions, programs and open spaces within the Capital realm and as a superior urban space, connected with the civic realm of a revitalized downtown Gatineau.

### Context

The Gatineau Central Waterfront is a strategically located area with significant potential for both the Core Area and the City of Gatineau. The Area comprises the Museum of Civilization, the Scott Paper plant and an undeveloped site, owned by the NCC, at the intersection of the Portage Bridge and Rue Laurier. The Trans Canada Trail runs along the shoreline and connects with Jacques Cartier Park to the northeast. To the east of the area, between the Portage and Chaudières Bridges is located one of Domtar's paper plants. The area offers exceptional views of the Parliamentary and Judicial Precincts, the National Gallery, the Ottawa River and the Islands. The Gatineau Central Waterfront is the "nexus" of the symbolic and cultural Capital presence in the City of Gatineau, on the "inside" of the Confederation Boulevard loop. These lands are a key element of the Core Area capital realm, facing Parliament Hill, and connecting easterly and westerly to lands along the Ottawa River shoreline. There is a certain rhythm along the River within this part of the Core Area, a balance of diverse uses and built and open spaces. The major building, the Canadian Museum of Civilization, is the most visited cultural attraction within the Core Area. The unique design and siting of this Museum enables the institution to successfully relate to both its urban and riverfront context. Immediately to the west, the Scott Paper plant occupies an 8-hectare site; the Plant employs over 500 people. This site is owned by the NCC but is leased to Scott Paper until 2028.

### Opportunities and Issues

- Federal ownership of the Scott Paper site further consolidates public ownership along the Ottawa River shoreline, and hence, the continuity of the Capital realm around Confederation Boulevard. The ultimate redevelopment of the Scott Paper site, combined with that of the undeveloped site to the west, can contribute greatly to the Capital experience, and intensify the focus of downtown Gatineau.
- There is an opportunity, in the redevelopment of the Scott Paper site, to enhance the value of the cultural landscape of this area, building upon its prehistoric and historic significance.
- The site at the intersection of the Portage Bridge and Rue Laurier is vacant and could be considered for future development.

- The Museum of Civilization is an attraction that could be better connected to nearby areas. Visitors often do not combine a trip to the Museum of Civilization with a visit to other Gatineau attractions because of a lack of awareness, amenities and services.
- Development of improved open space on a portion of the Scott Paper site, envisaged to occur within the horizon of this Plan, will improve the link between the river and downtown Gatineau. Other uses, in conjunction with the open space use, could be considered in the future; their realization extends beyond the current planning horizon.
- Parking for the Museum of Civilization is insufficient to meet demand. Any additional attractions developed in this area could exacerbate this parking shortage. This issue is part of a wider issue along the length of Confederation Boulevard.
- Although much of this area will develop in the medium and long term, a communication and promotion strategy that links the Museum of Civilization with the surrounding City of Gatineau could increase awareness of Gatineau attractions in the short term.
- Downtown Gatineau contains many large buildings that are inward-oriented complexes, and do not take advantage of the proximity of the River.
- There are less than ideal recreational pathway connections between the Gatineau Central Waterfront and lands to the west, and ultimately, Parc des Portageurs.

### **Policies**

The NCC, working collaboratively with the City of Gatineau and the Canadian Museum of Civilization, will lead planning, development, programming and commemoration initiatives within the Gatineau Central Waterfront.

An Area Plan will be prepared for the Gatineau Central Waterfront Character Area, to further develop and elaborate upon a number of the policy directions identified in this section.

### **To preserve and enrich character:**

- Pursue a high quality of planning and design to ensure that future development of this area reflects its location on Confederation Boulevard and the contribution it represents to the Capital realm.
- Ensure that the design of any redevelopment in this area relates to both Confederation Boulevard and to the River, and that the ensemble features a mix of uses that fosters links between the River and the streets of downtown Gatineau.
- Encourage active public uses at street level in federal buildings.

- Ensure that programming and development initiatives enhance and preserve the integrity and health of the Ottawa River shoreline.
- Plan for the development of a Capital park on the Scott Paper site, the realization of which would occur after the expiration of the Scott Paper lease.
- Ensure, in the context of redevelopment of the Scott Paper site, respect for:
  - Environmental requirements and procedures respecting future site remediation, in accordance with proposed land use;
  - NCC Archaeological Resource Management Policies respecting site activities and artefacts; and
  - Naturalization and restoration objectives regarding the Ottawa River shoreline.
- Ensure that new development preserves or enhances views of Parliament Hill, including those from the view corridors at Hôtel de Ville and Laurier, Victoria and Laurier, and Alexandre-Taché and Eddy.
- Improve, in partnership with the City of Gatineau, the quality of the streetscape for gateways to this Area (Rue Laurier, Boulevard Alexandre-Taché, Boulevard Maisonneuve, Boulevard St Laurent, Chaudières Bridge), through such initiatives as public art, improved signage, and enhanced landscaping.

**To improve connectivity:**

- Promote the provision of new and enhanced public access to the Ottawa River shoreline through the creation of strong pedestrian connections between the Ottawa River and Downtown Gatineau, focused on Hôtel de Ville; this enhanced access would extend to include Rue Verchères, and Rue Victoria through to Ruisseau de la Brasserie (see section 4.15).
- Maintain, in future development in this area, the fluidity and diversity of Ottawa River shore uses, incorporating buildings, stages and open spaces with a network of paths that encourage movement, access and exploration.
- Locate and design any future uses and structures in such a way as to reinforce the pedestrian extension of Hôtel de Ville onto the Scott Paper site, and to address the urban, institutional and river context, with specific emphasis on linking downtown Gatineau, the Museum of Civilization and the shoreline.
- Complete the pathway along the river between Jacques Cartier Park and Parc des Portageurs, supporting secondary connections with pathways into downtown Gatineau.



**To enhance use, enjoyment, animation and safety:**

- Recognize that one of the region's best opportunities for a "public" waterfront exists within this character area.
- Ensure that future development fosters increased activity and animation and encourages a dynamic mix of uses, supporting the attraction of the Museum of Civilization.
- Create an important Capital Park, on the Scott Paper site as lands become available, which would be linked to the River and become an integral part of the Capital Park network, and a stage for capital events, activities and interpretation (Landscape No. 3 on Map 9). Ensure the provision of visitor services and amenities to support events.
- Explore the possibility, in the long term (beyond the horizon of this Plan), the inclusion of a new cultural/institutional building on the Scott Paper site, to increase the attractiveness of the area as a destination.
- Achieve a balance between active and passive uses in the planning and development of open spaces in the Area.
- Organize any new buildings around an important new riverfront park space on the Scott Paper site and adjacent lands. Design this open space as both a new Capital Stage for programming and events, and a key civic waterfront park for downtown Gatineau. This park space would terminate the axis created by the pedestrian extension of rue Hôtel-de-Ville.
- Consider the development of future cultural or commemorative institutions or symbols on the site adjacent to the Portage Bridge (Building No. 17 on Map 9).
- Support a variety of recreational and transit opportunities, including the provision of docking facilities, water taxis, and water-based activities.
- Ensure, through the design and siting of future buildings, a permeability of the site for pedestrians, to foster reinforced connections along Hôtel-de-Ville and between Laurier/Confederation Boulevard and the river's edge, the Museum of Civilization and the Trans-Canada Trail.
- Encourage the location of active uses along key pedestrian axes, to provide vitality and amenities.
- Address, in cooperation with partners, parking issues and future parking strategies in the area, in response to the needs of both the Museum of Civilization and projected requirements to support new development on the Scott Paper site; relate these to strategies for Confederation Boulevard (see section 3.1).
- Incorporate programming, commemorations, illumination and public art elements in the design of new landscapes and buildings.

### **4.3 Sussex Drive North and South**

Sussex Drive is an important segment of Confederation Boulevard and one of the Capital's most prestigious addresses. It extends from Rideau Street to the residence of the Governor General, Rideau Hall. Though the unifying element of this Area is Sussex Drive, the Character Area is divided into Sussex Drive North and Sussex Drive South in order to recognize and highlight the different neighbourhoods and land uses within each part.

#### **Sussex Drive North**

##### **Goals**

Preserve and enhance the setting of the Official Residences of the Prime Minister and the Governor General, strengthen key ceremonial routes and functions through the area and continue to develop this area as an important International Precinct within the National Capital Region.

##### **Context**

Sussex North, in the northeastern part of the Core Area and a short drive from Parliament Hill, is an area with many faces. The embassies lining Sussex Drive, the Department of Foreign Affairs and International Trade, and the Canada and the World Pavilion create a strong international presence. The Official Residences of the Prime Minister and the Governor General welcome official visitors to Canada and speak to Canada's architectural heritage. The residential neighbourhood of New Edinburgh lies within the Character Area and comprises mainly privately owned properties. The area also contains a number of striking natural features. Stanley Park, Rideau Falls Park, Green Island and Rockcliffe Park (the eastern portion of which lies within the Area) represent important open spaces offering dramatic views of the surrounding landscape. Rideau Hall, home to the Governor General, is publicly accessible and visitors can enjoy the grounds or tour the residence. The Ottawa and Rideau rivers and Rideau Falls contribute significantly to the area's character and are reminders of the National Capital Region's water-based heritage.

##### **Issues and Opportunities**

- There are opportunities for continued and enhanced programming and interpretation in the Sussex North area, particularly associated with Rideau Hall.

- The character area seems somewhat distant from the rest of the Core Area. Transit service to the area is limited. Pedestrian linkages to the area are challenged by long walking distances, an incomplete pathway along the Ottawa River and Confederation Boulevard, and an undefined route to the area from the ByWard Market area. Improvements to transit service and to pathways along the Ottawa and Rideau rivers would improve access to and linkages between the Capital settings and destinations in this area.
- Completion of the Confederation Boulevard landscaping improvements between the National Gallery and King Edward Avenue will strengthen Sussex Drive as a scenic route.
- Visitors to the Core Area do not frequently use capital amenities, such as the riverfront and open spaces.
- The Global Centre for Pluralism of the Aga Khan Foundation Development Network is proposed to be built on the site immediately east of the Saudi Arabian Embassy.
- There are a limited number of remaining sites in the area that may be appropriate for future development.
- The Area lacks certain services and amenities, the provision of which would improve the visitor experience, including parking, food services and animation/programming.
- The international theme, while partially developed for this Area, could be further explored and enhanced in future development and programming initiatives. However, some diplomatic missions function more as secured enclaves and do not always contribute positively to the public experience in this area.
- The southern part of the Sussex North Area, adjacent to the ByWard Market Character Area is not well understood, planned or developed.
- The lands surrounding and intermingled with the connections of Sussex Drive, King Edward Avenue and the Macdonald Cartier Bridge need to be addressed in term of improving streetscape, street edges, and landscape quality. Certain lands in this part of the character area may have the potential to function as a park.
- The former Ottawa City Hall is a landmark building, with special views to the Ottawa and Rideau rivers, but the complex has little public activity or interest.

## **Policies**

The NCC, working with Public Works and Government Services Canada, will lead planning, development, programming and commemoration initiatives within Sussex North, in cooperation with the City of Ottawa and other non-federal partners. The NCC will support the City of Ottawa in its planning efforts related to the New Edinburgh neighbourhood.

**To preserve and enrich character:**

- Continue to promote this area as the Capital's International Precinct, focussing new initiatives on organizations, institutions and programs having an international function or dimension, and highlighting the presence of diplomatic missions.
- Ensure that all development and programming initiatives preserve the health and stability of the escarpment, the Ottawa and Rideau Rivers, Green Island and Rideau Falls.
- Preserve and manage Rideau Hall and the Rideau River as cultural landscapes in accordance with NCC cultural landscape policy.
- Preserve and manage Rideau Hall and 24 Sussex Drive, classified heritage buildings by the Federal Heritage Buildings Review Office (see Map 11), in accordance with Federal Heritage Buildings Policy and the *Standards and Guidelines for the Conservation of Historic Places in Canada*.
- Maintain and manage public access to and use of Rideau Hall, the Official Residence of the Governor General of Canada, in accordance with the Rideau Hall Landscape Design and Site Management Guidelines and Parks Canada's *Cultural Resource Management Policy* as well as the *Standards and Guidelines for the Conservation of Historic Places in Canada*.
- Work with PWGSC and the City of Ottawa to preserve and manage Stanley Park in New Edinburgh, a jointly owned public park.

**To improve connectivity:**

- Work with the City of Ottawa to identify and promote a suitable pedestrian route between the ByWard Market Area and Rideau Hall.
- Complete a pedestrian pathway between Sussex South and Rideau Hall along Confederation Boulevard and, where possible, adjacent to the Ottawa River.
- Improve public transportation to Sussex North by establishing a direct link between Parliament Hill and points of interest within the area.

**To enhance use, enjoyment, animation and safety:**

- Reserve sites for the development of new cultural institutions and activities for the lands located on the east side of Sussex Drive, between Stanley Avenue and Alexander Street (see Building Opportunity Site No. 14 on Map 9). Favour uses that have an international focus, a public dimension that contributes to animation and greater visitation to the area, and strong built-form relationships to Sussex Drive.

- Develop and pursue programming and commemorations initiatives that support an international theme, and that are compatible with and sensitive to embassies, official residences and federal accommodation.
- Promote, with partners, active and public uses on the ground floor of 111 Sussex Drive, the former Ottawa City Hall.
- Explore, with PWGSC, the possible availability of parking facilities located at 111 Sussex Drive (former Ottawa City Hall) to the public during certain time periods.
- Manage programming and events so that they have minimal impact on the New Edinburgh neighbourhood.
- Ensure that official residences, diplomatic missions and federal accommodations incorporate a level of security that provides for the safety of residents, dignitaries and employees in a manner that does not preclude access to public facilities and open spaces, and that does not detract from the public experience.
- Incorporate contributions to the public realm such as pedestrian links, open spaces or public art, in the design of new buildings and structures.
- Work with the City of Ottawa and the Ontario Ministry of Transportation to explore improvements to pedestrian connections between Sussex Drive, King Edward Avenue and the Macdonald-Cartier Bridge (see Place-making Opportunity Site No. 7 on Map 9).
- Explore, over the long term, the possibility of rationalizing the ramp connections between the Macdonald Cartier Bridge, King Edward Avenue and Sussex Drive in order to improve the open space environment and possibly reclaim land for new development.
- Pursue ways to enhance pedestrian connections between Sussex North and the ByWard Market, including via the historic Minto Bridges and Confederation Boulevard.

## Sussex Drive South

### Goal

Maintain the appeal of this mixed-use, well-visited area that features national cultural institutions, commemorations, public programs and open spaces as well as several diplomatic missions.

### Context

Sussex South is a popular area for visitors and residents alike, with many attractions and spaces of national significance. The National Gallery is a landmark building, and a well-developed site for programming. Major's Hill Park, Ottawa's oldest park, is an important capital stage for seasonal programming, including Canada Day events and the annual Canadian Tulip Festival. The Park commands majestic views of Parliament Hill, the Ottawa River and Gatineau. The Nepean Point Astrolabe Amphitheatre and the outstanding panoramic vista of the Core Area enjoyed there are key assets. The York Steps have created a strong connection between the ByWard Market Area and Major's Hill Park.

### Opportunities and Issues

- Maintenance of clear pedestrian connections between Major's Hill Park, the National Gallery of Canada, Parliament Hill and the ByWard Market are central to the Capital experience for both residents and visitors.
- The connection between Parliament Hill and Major's Hill Park, across the locks, is often not apparent to visitors.
- The recreational pathway network within the Area would benefit from improved connections to Sussex North, south to the canal, and west to Parliament Hill. The terrain and existing buildings, in some cases, create challenges to expand the network in a universally accessible manner.
- Construction of the York Steps and restoration of NCC-owned buildings along Sussex Drive have created a strong relationship between the Capital and Civic realms that should be used as a model for other Capital/civic interfaces.
- Efforts should be made to better connect and integrate the US Embassy site with its surroundings.
- The former War Museum building occupies a NILM site on the inner ring of Confederation Boulevard. It has great potential to accommodate a new public or institutional use.
- There are opportunities to pursue infill development at select points along Sussex Drive which would further strengthen this street edge, such as at 519-521 Sussex Drive and at either side of 419-431 Sussex Drive.

## **Policies**

The NCC, working with federal partners, will lead planning, development, programming and commemoration initiatives within Sussex South, in cooperation with the City of Ottawa and other non-federal partners.

### **To preserve and enrich character:**

- Promote Sussex South as an area for the siting of national institutions, commemorations and programming of national significance.
- Ensure that programming and development initiatives preserve the integrity, health and stability of the part of the riverfront escarpment located within the area.
- Preserve and manage Major's Hill Park as a cultural landscape in accordance with NCC cultural landscape policy.
- Pursue infill development opportunities along Sussex Drive to strengthen the street edge and introduce new mixed uses to the Area.

### **To improve connectivity:**

- Improve signage and wayfinding to emphasize key destinations.
- Improve the direct connection between Parliament Hill and Major's Hill Park, across the locks, by adding directional signs and by augmenting the pathway to a high standard of design, lighting and animation.
- Facilitate better linkages between the US Embassy site and its surroundings by improving the urban design and landscaping of the areas bordering this site.

### **To enhance use, enjoyment, animation and safety:**

- Ensure the reuse of the Canadian War Museum as a public facility or institution, in federal ownership.
- Maintain Major's Hill Park as a place for both informal recreation and seasonal programming, reflecting its dual roles as a Capital park and a Capital stage.
- Preserve and manage Major's Hill Park in accordance with the Section 4.4 Capital Urban Green Spaces policies within the Plan for Canada's Capital.
- Enhance the level of services and amenities for visitors.

- Work with the City of Ottawa to establish a commemoration axis along Murray Street and Patrick Street, aligned with the Peacekeeping Memorial.
- Work with Parks Canada to promote safety around the locks, while maintaining a pedestrian route across the locks between Major's Hill Park and Parliament Hill.
- Create a capital stage on Nepean Point to showcase the spectacular view of the Core Area. Improve signage and pathways to clearly direct visitors to this vista.
- Maintain appropriate year round illumination of the National Gallery of Canada and within Major's Hill Park. Manage this illumination in accordance with the policies of the Illumination Plan.



## 4.4 The Islands & LeBreton North

### Goal

Celebrate the Area's industrial, aboriginal and natural heritage, establish a "land bridge" between the Core Area of Ottawa and Gatineau, and develop a mix of uses, programs and open spaces that create a unique public experience.

### Context

The Islands and LeBreton Flats North Area forms a physical and symbolic link between Quebec and Ontario. It is comprised of three distinct but highly interconnected areas: the primarily industrial lands on Chaudières Island and Victoria Island West and along the Gatineau shoreline; the lands of aboriginal interest on Victoria Island East; and the institutional and capital stage lands of LeBreton North. A number of open spaces and natural features, including the Ottawa River, Chaudières Falls and Devil's Hole complement and add character to these areas.

Access within and to the Islands portion of this Area is currently limited and existing uses do not support favourable public experiences. Future redevelopment of this Area presents an opportunity for the introduction of new cultural institutions, mixed uses, recognition and interpretation of the region's heritage, and a distinctive pedestrian and vehicular connection between Parliament Hill, LeBreton, the Gatineau shoreline and Ruisseau de la Brasserie. Industrial lands include the Domtar paper mills and several hydro-generating plants adjacent to Chaudières Falls and along neighbouring channels. This site is rich in history, primarily influenced by the power of the Chaudières Falls. Considered sacred by Algonquins and other aboriginal peoples, the Falls was the impetus for the development of this area, once one of the largest lumbering centres in the world. Collectively, the buildings and spaces form a fascinating industrial heritage complex. Many of these buildings are historic and in private ownership and use.

Victoria Island East is an historic portage and meeting place for aboriginal peoples. It was used extensively in the 19<sup>th</sup> and 20<sup>th</sup> centuries for industrial and storage uses as part of the Chaudières complex. Today the former Carbide Willson Mill, a federally recognized heritage structure, is the only remaining building on this part of the Island; the rest of the site is mainly open space. A seasonal attraction, "Aboriginal Experiences", offers aboriginal cultural programs and cuisine and is also situated on this part of the Island.

Development of the northern portion of LeBreton Flats has reclaimed prime riverfront land for publicly accessible open space and cultural and institutional uses of national significance, reconnecting the civic realm located to the south through to the Islands. LeBreton Flats north is home to the new Canadian War Museum, dedicated to the education, preservation and remembrance of Canada's military history. In addition to

the new building, the Museum will make use of the shoreline and adjacent park space for outdoor displays and ceremonies. This area also boasts a new capital park/stage for programming and events, capable of accommodating up to 40,000 people, and improved riverfront open space and pathway. A new recreational pathway is now located along the River shoreline and edge of the Bronson Channel. East of Booth Street, a site is available for an additional public institution, as well as commemorative and open space uses.

### **Opportunities and Issues**

- The Islands enjoy a unique physical location, in the middle of the Ottawa River, bridging the cities of Ottawa and Gatineau, featuring the Chaudières Falls and other interesting water edges and features.
- The Islands area presents unique opportunities for industry-related and historic interpretive programming, new cultural institutions and a finely grained mix of commercial, retail and other uses.
- There are significant views to the national symbols from the Islands.
- The Islands seem somewhat hard to reach. Bridges that cross it focus on moving vehicles, the public realm is underdeveloped and there are poor pathway connections to and through the Islands themselves.
- While the industrial uses in the area do restrict access somewhat to their sites (for safety and security reasons), their presence lends an authenticity to the area and provides a link with the past. Active industry presents opportunities to create 'living museums' and direct exposure to the area's continuing vocation.
- There are known problems of soil and groundwater contamination in the area.
- The most compelling natural heritage feature of the core area – the Chaudières Falls – is inaccessible to the public. Currently, it is only possible to catch a quick glimpse of the Falls while passing over the busy and narrow Chaudières truss bridge.
- There is no physical place or building within the National Capital Region that is solely dedicated to Canada's aboriginal peoples. The history of the Islands would lend meaning and significance to the location of such an institution here.
- There is a legacy of industrial sites along the river edges that could eventually be adapted to provide for greater public use.
- The Islands and LeBreton North Area presents an opportunity to create a fluid and unique connection from Ottawa to Gatineau, and Quebec to Ontario, and to establish a meeting place as a prime destination for both residents and visitors to the Capital.
- The Islands cannot support a significant amount of parking, necessitating reliance on other modes of access to the area, in addition to the private automobile.

- Pedestrian and pathway linkages between the Parliamentary and Judicial Precincts, the Islands and LeBreton Flats are evolving, but need to be strengthened.
- Public access to facilities such as Energy Ottawa and Hydro Québec's hydroelectric generating stations would enhance the visitor experience.

## **Policies**

The development and preservation of the Islands and LeBreton Flats North Area will be subject to the policies and design guidelines contained in the Islands Area Plan and the LeBreton Flats Area Plan, as well as the policies of the Plan for Canada's Capital.

The NCC, working with the cities of Ottawa and Gatineau, will lead planning, development and programming initiatives within the Islands Area, in cooperation with aboriginal representatives, private land owners and tenants and other federal agencies.

### **To preserve and enrich character:**

- Celebrate the unique industrial and aboriginal histories of Victoria and Chaudières Islands, encouraging their transformation into an important public destination that includes a new Aboriginal Centre, preserves working industrial uses, adaptively reuses redundant heritage structures and promotes the infill development supporting a mix of new uses and activities at an intimate scale. The focus of development and activity will be on Victoria Island and the eastern tip of Chaudières Island (Place-Making Initiatives Nos. 4 and 5 on Map 9).
- Develop a site strategy for the rehabilitation, interpretation and development of the site occupied by the Thompson-Perkins Mills and the Bronson Pulp Mill Ruins.
- Ensure that programming and development initiatives preserve the integrity and health of the shoreline, island habitats, channels and Chaudières Falls.
- Re-naturalize the shoreline on the Islands and on the Ottawa and Gatineau shores, where feasible.
- Improve pedestrian access to Chaudières Falls to showcase the grandeur and significance of this natural feature.
- Preserve and manage the Bronson Company Office, the Ottawa Electric Railway Co. Steam Plant and the Carbide Willson Mill, which are Federal Heritage Buildings Review Office "recognized" heritage buildings, and Energy Ottawa's Chaudières # 2 Station, which is a FHBRO "classified" building, in accordance with Federal Heritage Buildings Policy.

- Ensure that the location, nature and significance of archaeological resources on the site are known and that all artefacts are conserved prior to development of the site, in accordance with NCC Archaeological Resource Management Policies.
- Pursue opportunities to purchase the Domtar buildings on Chaudières Island and rue Laurier (west of Eddy Street) and adapt these buildings for new uses including commercial, institutional, arts-related or residential functions.

**To improve connectivity:**

- Develop a comprehensive system of public streets, pedestrian pathways, footbridges, boardwalks, piers and water taxi/boat docking facilities that connect across and between Victoria and Chaudières Islands, the Gatineau and Ottawa shores and other sites of national interest.
- Augment pedestrian connections to the variety of river and channel/canal environments, through pathways, linkages and lookouts.
- Support independent investigations to determine the suitability of opening the Upper Ottawa River to seasonal navigation for pleasure craft.
- Explore and pursue ways to improve connections between the Islands and Ruisseau de la Brasserie, including an assessment of the conceptual extension of Rue Montcalm to the Chaudières Bridge.
- Establish pedestrian linkages to Victoria Island from LeBreton South across the hydro dam structure at the Thompson Perkins Mills/Bronson Pulp Mill Ruins site, in partnership with Energy Ottawa.
- Establish pedestrian linkages from the Canadian War Museum to the Chaudières Falls Ring Dam, via Albert and Chaudières Islands, in collaboration with Domtar and Energy Ottawa.
- Reduce the need for private vehicular access to the Islands by establishing pedestrian routes from all adjacent areas and promoting improved and varied transit services (water and land) from various points throughout the Core Area.

**To enhance use, enjoyment, animation and safety:**

- Enhance interpretation, access to facilities, trails and lookouts to improve the image of the sector and expand the public domain over time.
- Promote the development of an Aboriginal Centre and related activities on the eastern tip of Victoria Island, as a significant new national cultural use (see Building Site No. 4 on Map 9).
- Encourage the comprehensive development of a variety of intimately-scaled retail, cultural, recreational, arts, educational, industrial and potentially

residential activities, with strong relationships to the Aboriginal Centre, but focused on the west side of Victoria Island and east side of Chaudières Island.

- Focus active public uses (such as galleries, studios, retail, restaurants and interpretive centres) at the ground level of any buildings and in key locations, to promote the Islands as a unique and dynamic visitor attraction.
- Include strong river faces and public art in the design of all new buildings. Ensure the orientation of building faces to both the River and the street wherever possible, and the inclusion of public art in new developments.
- Reuse existing industrial buildings, if and when decommissioned, to provide programs and facilities that interpret the area's industrial heritage.
- Celebrate and interpret the area's industrial and aboriginal heritage through interpretation, programming, commemorations, tours of industrial and power generation installations, viewing platforms, and events.
- Complement new development with public open spaces to provide access to the Ottawa River and to facilitate views of the Parliamentary and Judicial Precincts and other points of interest.
- Define and preserve important views to and from downtown Gatineau, Ottawa, and Parliament Hill, and within the Islands area.
- Use formal illumination in conjunction with programming and events.
- Implement programs, activities and development through joint public, private and non-profit efforts and projects.
- Develop and maintain LeBreton Common as a large capital stage, in accordance with the policies and guidelines of the LeBreton Flats Capital Stages Plan (Landscape No. 1 on Map 9).
- Consider the undeveloped site east of the War Museum for a significant new cultural institution (Building No. 3 on Map 13).
- Support the installation of commemorations at sites at Booth and Wellington streets, and at Lett and Wellington streets (see Map 16).

## 4.5 Rideau Canal

### Goal

Accentuate the role of the Canal as one of the defining physical features of the Core Area landscape, strengthen the orientation of existing open spaces and structures and improve pedestrian connections throughout the Canal area.

### Context

The historic Rideau Canal area contains a number of spaces and structures of Capital significance. The Area lies at the junction of five Character Areas and is a place of transition between the Capital and civic realms. Though the Area is small, it has several key components. Most important is the Rideau Canal, a historic waterway that cuts through the heart of the Core Area in Ottawa. The Canal is a national historic site and has recently been recommended to UNESCO as a candidate “world heritage site”.

The Canal is well frequented for outdoor skating and recreation in the winter and by pedestrians and boaters during the warmer months. The Chateau Laurier is an historic hotel and one of Ottawa’s most celebrated landmarks. The former Ottawa Union Station is a turn of the century, federally classified building currently used as the Government Conference Centre. The National Arts Centre is a premiere centre for the performing arts. Confederation Square, the site of the prominent National War Memorial, is bounded by Confederation Boulevard and is a major landmark for residents and visitors. Confederation Park, an important Capital park, is home to numerous public gatherings and festivals throughout the year. Finally, the Elgin arm of Confederation Boulevard is a ceremonial gateway to the functions, attractions and open spaces of the Core Area.

### Opportunities and Issues

- The Canal itself, the bridges that cross it, and arterial roadways through the area all contribute to make pedestrian access through the area, particularly in an east-west direction, somewhat challenging.
- Certain large buildings in the Area, including the National Arts Centre and the Congress Centre do not have strong relationships with either their streets or with the adjacent Canal. The Canal’s sense of connection to the rest of the urban fabric is further constrained as a result.
- Though the Canal is a prominent asset, most of the pedestrian activity in the area occurs at street level. This does not mean that the Canal is not well used by pedestrians, skaters and boaters, but improvements to access and the level of animation at the Canal level would increase visitation to this exceptional heritage asset.

- There are weak east-west linkages between the Byward Market / Rideau Centre and Sparks Street Mall areas at the north end of the Canal and across Confederation Square.
- Though there are ample parks and open spaces in the Area, they are somewhat compartmentalized and poorly connected to one another.
- Even though there are bridges across the Canal, there is an opportunity for a footbridge north of the Mackenzie King Bridge, near the National Arts Centre.
- Though the grand, former Ottawa Union Station currently houses the Government Conference Centre, this building has great potential to host a prominent public facility or national cultural institution. Public amenities could also be introduced along the canal edge of this structure.
- A structure or building at the southwest corner of Rideau Street and Colonel By Drive could serve to “punctuate” the north end of the Drive and reinstate an east-west Rideau Street “edge” at this location.
- Linkages between the National Arts Centre and adjacent outdoor public spaces and the Canal need improvement.
- There are currently few visitor amenities to support events and celebrations in Confederation Park and to serve the boaters along the Canal.
- The Bytown Museum is an important municipal cultural institution, which is difficult to access and often overlooked.
- The location and configuration of the site of the Museum of Contemporary Photography presents challenges to maximizing visitation to a small cultural institution. The seemingly low profile of this location needs to be addressed.

## **Policies**

The NCC, working with Parks Canada, Public Works and Government Services Canada and the National Arts Centre, will lead planning, development, programming and commemoration initiatives within the Rideau Canal Area, in cooperation with the City of Ottawa and other non-federal partners.

An Area Plan will be prepared for the Rideau Canal Character Area, to further develop and elaborate upon a number of the policy directions identified in this section.

### **To preserve and enrich character:**

- Preserve and manage the Rideau Canal, as a cultural landscape, in accordance with Parks Canada’s *Cultural Resource Management Policy* and, for lands outside of the Canal itself, with NCC cultural landscape policy.
- Support the management of the Rideau Canal and Confederation Square, both national historic sites, in accordance with the *Cultural Resource Management Policy*

*for National Historic Sites, the Rideau Canal Management Plan, and the Historic Canals Regulations, under the jurisdiction of Parks Canada.*

- Maintain the Canal as an important visitor access and pleasure route for local and visiting boaters.
- Explore, in cooperation with Parks Canada, the adequacy of mooring spaces for boaters along the Canal in this area, and consider the advisability of adding mooring spaces south of Laurier Street to improve facilities for boaters within the Core Area (see Landscape Initiative No. 2 on Map 9).
- Preserve and manage Colonel By Drive and the Queen Elizabeth Driveway as cultural landscapes in accordance with NCC cultural landscape policy.
- Preserve the historic character of the Chateau Laurier Hotel and the Government Conference Centre building (former Ottawa Union Station), key buildings in the Core Area.
- Promote the reuse of the Government Conference Centre (former Ottawa Union Station) to accommodate a national cultural institution or other nationally significant public facility.
- Landscape and maintain Confederation Boulevard, Colonel By Drive and Queen Elizabeth Driveway in accordance with their ceremonial and historic significance.
- Preserve and manage Confederation Park in accordance with the Section 4.4 Capital Urban Green Spaces policies within the Plan for Canada's Capital.
- Consider the needs of both large-scale events and daily users in the design and management of Confederation Square, Confederation Park and the Canal, as these areas are important public spaces for various uses including celebration, recreation, commuting and contemplation.

**To improve connectivity:**

- Work with the City of Ottawa, Parks Canada, and other partners, to improve pedestrian and vehicular connectivity between the Rideau Centre / ByWard Market area and Confederation Square and the Sparks Street Mall by landscape paving, animation and improved signage.
- Provide a recreational pathway adjacent to the National Arts Centre along the Canal to provide a link between the Canal and Ottawa River pathways.
- Examine design options that could strengthen the role of Queen Elizabeth Driveway and Colonel By Drive as parkways providing a strong approach to Confederation Boulevard and that could also improve pedestrian access across them to the Canal.
- Reinforce the relationship and pathway links between the National Arts Centre and the adjacent streets and areas (especially Sparks Street and the Canal) through design alterations and pathway links.



- Introduce signage and wayfinding to clarify routes between the Canal and neighbouring Capital and civic areas.
- Strengthen the physical and visual link between Confederation Park and the Canal.
- Improve the sense of pedestrian “connection” between Confederation Square, Confederation Park and the Human Rights Monument.
- Support the construction of a footpath across the Canal via a pedestrian swing-bridge, at canal level, north of the Mackenzie King Bridge.
- Improve signage and pathway connections to the Bytown Museum, along the Canal, from Major’s Hill Park and from Parliament Hill.

**To enhance use, enjoyment, animation and safety:**

- Explore ways to elevate the profile of the Museum of Contemporary Photography site, through improved design, signage, wayfinding and promotion.
- Work with the City of Ottawa to explore ways to improve pedestrian safety and amenity at the southeast corner of Rideau Street and Colonel By Drive. Options could include elimination of the pedestrian underpass, at-grade east-west sidewalks, and a small site for a potential new plaza entry-court to the Rideau Canal promenade, or a small building (Building No. 12 on Map 9).
- Encourage, with partners, the provision of additional services and amenities through the Rideau Canal area, at the base of the National Arts Centre and of the Government Conference Centre, along the streets and the Canal and under the arches of the Plaza Bridge, to meet the needs of park users, pedestrians and boaters.
- Further develop Confederation Square, Confederation Park and the Canal as national programming spaces in accordance with the policies of the NCC Programming Vision, including creating programming facilities and stages.
- Work with the National Arts Centre to ensure that any future extensions to their facilities preserve important views of Parliament Hill (see Map 17), fit with the scale and character of existing buildings in the area, provide a strong terminus for Sparks Street and are well connected to the pedestrian realm. Opportunities to improve existing façades on Mackenzie King Bridge and Elgin Street through the addition of active public uses at grade and additional points of entry to the building should also be pursued.
- Reinforce, through landscape design, pathways and animation, relationships between the Rideau Canal and adjacent civic spaces and activities.
- Establish a ‘Commemoration Axis’ along Confederation Boulevard from the War Memorial to the Human Rights Monument in accordance with the policies of the Commemoration Plan.

- Enhance the level of interpretation and commemorations along the Canal, visible to pedestrians and boaters, reflecting the historic value of the Canal waterway.
- Introduce appropriate year-round illumination along the Canal and pathways, and within Confederation Square and Confederation Park. Manage this illumination in accordance with the policies of the Illumination Plan.

## 4.6 Jacques Cartier Park

### Goal

Develop the site to the highest standard, in accordance with its role as a Capital Park, Capital Stage, important natural asset, and significant recreational open space. Utilize the site to support diverse activities, from national programming and major events, to casual recreation and daily use.

### Context

Formerly an industrial site on the Ottawa River shoreline, Jacques Cartier Park today anchors the north eastern corner of Confederation Boulevard, is part of a network of public open spaces stretching along the waterways of the NCR and is the largest park within the Core Area. It is easily reached from Gatineau, as it lies just northeast of the Museum of Civilization and near the Hull residential community. Though its special vocation is to provide facilities and programs for children and youth, it is a leading site in the Core Area for outdoor recreation. The Trans-Canada Trail traverses the Park, along the shoreline, and includes a Trail Pavilion. The Hull Wharf is at the southern tip of the park, just north of the Alexandra Bridge. The Park is also an active capital stage for national programming and events such as Canada Day and Winterlude, and has a close relationship with the Ottawa River, fronting directly on it and offering spectacular views of Ottawa and Parliament Hill. Though the NCC owns the vast majority of the Park, certain waterside lands are the property of the Province of Quebec.

The Park contains two recognized FHBRO-designated buildings: Maison Charron and the Gilmour-Hughson Lumber Company office. Maison Charron, built between 1826 and 1841, is a remnant of early settlement and is the oldest surviving building in the Hull sector. The Gilmour-Hughson office dates back to the late 19<sup>th</sup> century and, although modest in appearance, is historically distinguished as it is one of the few extant buildings of what was once one of the most prominent Ottawa Valley lumber companies.

### Opportunities and Issues

- The Park has outstanding views, extensive pathways and is intimately connected with the Ottawa River, but these natural assets and features are underused.
- The northeastern end of the Park is isolated, relatively unknown and has potential as the site of a major new public institution (Building 15, Map 9).
- The Park has the potential to be a major Capital destination and is an ideal location for an active capital stage. Currently, it supports only a few large events and limited services.

- The nature of NCC programming within the Park must have regard to impacts on adjacent, low-density residential neighbourhoods.
- The transition and relationship between Jacques Cartier Park and the civic realm is poorly defined.
- The distance of the Park from Parliament Hill and from other more travelled areas of the Core creates the impression that the Park is somewhat distant or removed. The Park's proximity to the Museum of Civilization could strengthen the association with the Core.
- The possibilities for the enhancement of port-of-call and boating facilities could improve the Park's connection to other areas within the Core.

## **Policies**

Planning within Jacques Cartier Park is also subject to the Jacques-Cartier Park Orientation Plan, the Jacques-Cartier Park South Area Plan, and Section 4.4, Capital Urban Green Spaces policies of the Plan for Canada's Capital.

The NCC, working with federal partners, will lead planning, development, programming and commemoration initiatives within Jacques Cartier Park, in cooperation with the City of Gatineau and other non-federal partners.

### **To preserve and enrich character:**

- Limit development within the site to structures and uses that are in keeping with the Park's dual role as a capital stage and a community-based park, appealing to families with children who frequent the park for informal activities.
- Ensure that programming and development initiatives and day use activities preserve the integrity and ecological health of the Ottawa River shoreline.
- Preserve and maintain Maison Charron and the Gilmour-Hughson Lumber Company office in accordance with federal and municipal heritage policies.
- Orient new commemoration themes to the river, nature, recreation or the site's logging and exploration heritage.

### **To improve connectivity:**

- Work with the City of Gatineau to formulate urban design guidelines with respect to the gateway to Confederation Boulevard, the Park entrance and the urban edge adjacent to the Park, to create improved visual and physical links between the Park and the residential neighbourhood to the northwest.
- Locate future water taxi terminals along the shore to improve access to other areas within the Core.

- Strengthen and promote the connection between the southern end of the Park and the Museum of Civilization.
- Maintain the system of pathways throughout the Park, increasing the number of access points to it from the north and west.

**To enhance use, enjoyment, animation and safety:**

- Manage large-scale programming and events in a manner compatible with and sensitive to neighbouring residential uses.
- Promote the use of Maison Charron and the Gilmour-Hughson office for active public uses that highlight their history and contribute to the activities of the area.
- Develop a National Cultural Institution in the northeast portion of the Park (Building Site No. 15 on Map 9). The design of a building at this location should take advantage of the spectacular panoramic river views, while in turn responding to the fact that it will be highly visible from several sites on the Ottawa shore within the Sussex North area.
- Consolidate facilities related to the existing Jacques-Cartier Marina (Building Site No. 16 on Map 9) for broader public use, including port-of-call, restaurant, bike and canoe rental facilities, etc.
- Develop a family-focused interactive attraction such as a children's garden, fountain/wading pool or creative play structure, subject to the Park's environmental carrying capacity.
- Consider Jacques Cartier Park as an appropriate site for many major festivals, in addition to Canada Day and Winterlude, to achieve a balance in the level of activities with those occurring in the Ottawa side of the Core Area.
- Add visitor services and amenities to support major events and daily usage of the Park.
- Increase interpretation along the River, building upon the Park's proximity to the water and its industrial, aboriginal and colonial heritage, in accordance with recommendations of the Quebec South Shore Interpretation Plan.
- Design programming and institutional structures to the highest standard using an open and inclusive public process.
- Create a lookout at the northeastern end of the Park to capitalize on the view of Ottawa and the River.
- Use formal illumination as a primarily seasonal initiative, in conjunction with programming and events.

## ***PARTNERSHIP ACTION CHARACTER AREAS***

### **4.7 Sparks Street**

#### **Goal**

Promote the revitalization of the Sparks Street Mall, and the realization of the potential of the Wellington Street blocks facing Parliament Hill. Enhance the integration of this Area with other adjacent areas of the Core, and promote a new identity for the Area as a desirable destination, with a diversified and interesting mix of uses, a high level of programming and visitor amenity, and a sense of place and history.

#### **Context**

The Sparks Street Character Area is centred on the historic Sparks Street Mall, the first pedestrian mall in Canada (1967). Sparks Street itself runs in an east-west direction, from Elgin Street in the east to Bronson Avenue in the west. The Character Area's eastern, northern and southern boundaries are Elgin, Wellington and Queen Streets, with the western boundary being the western edge of the Garden of the Provinces. The shift from the Capital realm southward to the Civic realm occurs through this Character Area - with Sparks Street poised to act as the "hinge".

Flanking Sparks Street on the north side are the blocks that frame the Parliamentary Precinct's southern edge, being the blocks between Wellington and Sparks streets, from Elgin Street through to the Garden of the Provinces. Properties in these north-side blocks are all federally owned, with the exception of St. Andrews Presbyterian Church at Kent and Wellington. The majority of buildings in these blocks house office accommodations related to Parliament - the Prime Minister's Office, the Privy Council, the Senate, the House of Commons - as well as accommodation for other departments and agencies such as PWGSC, the Department of Justice, Library and Archives Canada, some non-governmental organizations and media agencies. On the Sparks Street face of these blocks are active, retail uses at the street level, constituting the main function of the Mall itself.

The south side of Sparks, through to Queen Street, features similar retail and service uses at grade. Here the ownership is more varied: the federal government owns or occupies a number of major buildings, but there are a number of privately owned office buildings, banks and hotels.

Aside from the pedestrian nature of the Mall, the heritage buildings and character of the street are one of the defining characteristics of the Sparks Street Area. The City of Ottawa has designated the blocks from Elgin to Bank as a municipal heritage district, and there are a number of federally recognized and classified buildings. Its location is also key - as a main east-west route between LeBreton Flats and the Rideau Canal area,

one block south of Parliament Hill, with major cultural institutions such as the National Arts Centre and Library and Archives Canada in close proximity.

Jurisdictionally, there are several key players on Sparks Street: the City of Ottawa which owns the street right-of-way; the Sparks Street Mall Authority and Business Improvement Area which are responsible for the marketing, promotion and management of the Mall; PWGSC which owns the majority of buildings in the Character Area; and the NCC, responsible for land use and design on all federal properties and owner/developer of several properties on the Mall's south side. Effecting change on the Mall requires the joint commitment and cooperation of these authorities, as well as the support of merchants and private owners on the street.

### **Issues and Opportunities**

- The Sparks Street Mall does not have a clear or attractive identity. The Mall enjoyed its commercial heyday prior to the opening of the Rideau Centre. Since that time, it has suffered decline and loss of major tenants, though it still performs a number of important functions, including retail. Its landscape is in need of renewal, with the priority being removal of the pavilions from the centre of the right-of-way. All agencies responsible, as well as the public, eagerly support the Mall's revitalization and improvement. The *Sparks Street Vocation Study (2004)* recommends a number of ways to enhance the appeal of the street, including the addition of cultural and entertainment uses and improvement of the physical streetscape.
- The Street enjoys healthy volumes of patrons during the lunchtime hours on weekdays, but is quiet during evenings and on weekends. Visitation also varies significantly from season to season. Many people who use the street are just passing through, and fail to perceive the street as a shopping destination.
- The heritage character of the Area is one of its major strengths, but the heritage features of the Area are not highlighted or well communicated.
- The pedestrian nature of the Mall itself is another major strength. In fact, Sparks Street functions as one of the most important linear open spaces in the western ore Area; it is seen as an oasis, away from traffic.
- Visitor services are provided on the Mall at the NCC's Capital Info Centre; this Centre may be expanded or co-located with Parliament Hill visitor service functions. The Centre is not supported by visitor parking facilities or coordinated accommodation of tour bus visitors (bus parking, pickup, drop-off sites). Generally, amenities and services for visitors on the Mall and in the Area are somewhat lacking.
- Though its location is central, the Street does not function well as an effective interface between different areas. It seems hidden from Parliament Hill, visually and functionally. The Area is somewhat disconnected from the Rideau Centre

and the ByWard Market area to the east, separated by Confederation Square, the Canal and the Plaza and Sappers Bridges. Pedestrian activity along Sparks Street declines significantly west of Bank Street, where the amount of at-grade retail dwindles. There is also an absence of elements to lure visitors westward, specifically a strong anchor facility or activity. Building better connections to the future LeBreton community to the west will also be key.

- Wayfinding and signage could be improved and made more distinctive, to improve recognition and pedestrian movement.
- Greater distinction between the role or niche of Sparks Street and that of other parts of downtown would allow Sparks to succeed on its own, and to be a better complement to the Rideau Centre, the By Ward Market, Bank Street and Elgin Street.
- New mixed use projects on the Street, such as the new CBC headquarters and broadcast studios between O'Connor and Bank, the 131 Queen Street project at Queen and O'Connor, and the redevelopment of lands at Queen and Metcalfe, promise to bring new life and vitality to the street. Two of these projects incorporate a residential component. The CBC presence on the Mall will serve to animate this section of Sparks Street.
- There are prime redevelopment opportunities on Wellington Street facing the Centre Block on Parliament Hill, on potential buildings sites located on either side of the future Portrait Gallery of Canada.
- The blocks on the south side of Wellington are under increasing pressure to accommodate Parliamentary functions – office and parking requirements – particularly in Blocks 1, 2 and 3 between Elgin and Bank streets. The future use of these blocks is key to a successful experience of Parliament Hill, as well as to the healthy functioning of Sparks Street. Public uses and visitor services are important inclusions in the future fabric of these blocks and should be considered wherever possible, particularly at grade level.
- The Garden of the Provinces is an under-visited site with a somewhat unclear purpose or profile. The potential of the larger site to accommodate a significant gateway building or use having a strong public component has been discussed. There are underground utilities, however, that may constrain the developability of the site.
- Key buildings such as the classified Bank of Montreal building at Wellington and O'Connor have potential and should be considered for a future public use, to preserve public accessibility and elevate the profile of this magnificent structure.
- Short term, public parking in the Area is in short supply during the daytime on weekdays. This impacts both locals and visitors coming to the area. Bicycle parking could also be augmented.



- There is a lack of anchor uses (retail and other) on Sparks Street. 240 Sparks, with a large retail component, could fulfill this role if the building were better integrated with Sparks Street.
- Transportation issues affect the future of the Mall. Suggestions have been made to reintroduce vehicular traffic to the street, perhaps during evenings or winter only, and to bring a heritage streetcar to the street. These proposals could affect the pedestrian nature of the Mall.

## **Policies**

The NCC will work in partnership with the City of Ottawa, the Sparks Street Mall Authority and BIA, the Canadian Broadcasting Corporation, and Public Works & Government Services Canada in promoting the enhancement and revitalization of the Sparks Street area.

An Area Plan will be prepared for the Sparks Street Character Area, to further develop and elaborate upon a number of the policy directions identified in this section.

### **To preserve and enrich character:**

- Promote actively, in concert with federal and municipal partners, the revitalization of the Sparks Street Mall, as a destination, an important heritage area, an open space amenity, and a key interface and connector between the Capital and Civic realms and between different parts of the Core Area. Encourage the realization of new directions and initiatives, including:
  - reinforced retail function, with new anchor uses and diversified retail that introduce additional arts, cultural and entertainment uses to give the street a new cachet, and extend the hours of activity on the Mall
  - new residential uses on and in proximity to the Mall
  - a revived landscape on the Mall, starting with the removal of the green pavilions from the central right-of-way.
- Emphasize and interpret the historical significance of Sparks Street and its heritage buildings to create a sense of place and a meaningful experience for residents and visitors.
- Protect the view of Parliament Hill along Metcalfe, O'Connor and Bank streets.
- Preserve designated heritage structures and support their improvement and rehabilitation where necessary. Support the designation of Sparks Street (Blocks 1 to 3) as a National Historic Site.
- Redevelop infill properties at Metcalfe and Queen streets for a mixed-use project, to include residential, retail and cultural uses.

- Support the introduction of new programming (indoor and outdoor) initiatives and land uses on Sparks Street that feature an arts and cultural content or theme.
- Undertake, with partners, a comprehensive illumination strategy for Sparks Street, to accentuate the historic features of heritage structures and to develop compatible pedestrian level lighting.
- Encourage a mix of uses, and an increase in the amount of ancillary public uses, amenities and services, in the blocks on the south side of Wellington Street, to increase the level of activity and animation at street level on this important section of Confederation Boulevard.
- Support the designation of the Capital Info Centre plaza at Wellington and Metcalfe streets as the site of a new building which could accommodate, in part, future expanded visitor centre uses. (see Building Site No.10, Map 9). The grade-related portion of this new building would be preserved for public use. The design of this building would respond sensitively to the surrounding character and context, and provide for internal public connections to Sparks Street through public spaces in adjacent existing buildings, where possible.
- Promote the site west of the Portrait Gallery of Canada on Wellington for a new building (see Building Site No. 18, Map 9). Ensure that the building design responds sensitively to the historic character and scale of the Wellington frontage.
- Support the reinstatement, along the south side of Wellington, of the “Town wall”, a continuous set of building faces, to contain and contrast with the pavilion setting of the Parliamentary and Judicial Precincts to the north.
- Support PWGSC in its planning of blocks on the south side of Wellington, in the creation of viable and diversified land use scenarios, and the realization of optimum solutions to challenges of service access, parking and loading facilities, particularly in Block 2 (Metcalfe to O’Connor). Recognize and build upon the transitional role of Blocks 1, 2 and 3 between Wellington and Sparks streets, and between the Capital and civic realms, to support Parliamentary accommodation, visitor and cultural and functions, with an emphasis on active public uses at street level wherever possible.
- Encourage a public use for the Bank of Montreal building, and ensure that any infill development on surrounding parcels respects its context in terms of heritage, architecture and scale.

### **To improve connectivity:**

- Create stronger linkages between Sparks Street and areas east and west, and north and south of Sparks Street. Address ways in which new public and active land uses, landscaping and streetscaping, lighting, surface treatments, distinctive crosswalk patterning, new paths, gateway elements and signage can improve these linkages, and introduce measures to achieve these wherever possible.
- Introduce and improve mid-block pedestrian connections and encourage through-block uses, where feasible, between Wellington Street and Sparks Street Mall, and between the Mall and Queen Street.
- Collaborate with the City to strengthen the relationship between Sparks Street, Parliamentary and Judicial Precincts, and Confederation Boulevard by enhancing the streetscapes of Lyon, Bank, O'Connor and Metcalfe streets with public art, signage, green spaces, interpretation, commemorations, lighting, fountains and other design features.
- Strengthen street frontages of key buildings at Bank and Sparks and the integration of 240 Sparks with the Mall, and work with partners to bring new programming initiatives to the Bank of Canada plaza, in order to create a "node" of activity at Bank Sparks, as a southern anchor to the Bank Street Connection (see Parliamentary and Judicial Precincts, section 4.1) and an important node on the east-west Mall.
- Address parking and tour bus issues in the Area, by developing a parking strategy with partner agencies to address the Mall's requirements and seeking ways to improve the accommodation of tour bus requirements in the Area.
- Work with the City, the Mall Authority, the BIA, merchants and federal agencies, in the evaluation of different transportation proposals, for transit and vehicles, to ensure that the strengths of the Mall are not compromised.

### **To enhance use, enjoyment, and animation:**

- Support, and participate in bringing to the Mall, additional animation, public art, programming and improved streetscaping. Make better use of key venues such as the Bank of Canada plaza, and the underutilized blocks of the Mall west of Bank Street. Explore using Sparks Street as a "satellite" venue for major festivals and activities centred elsewhere in the Core.
- Improve the retail mix on the Mall, and support the introduction of interesting new uses to increase the Mall's attractiveness as a shopping and entertainment destination. Promote a greater contribution to street vitality from large internalized buildings, such as 240 Sparks and the D'Arcy McGee buildings.

- Support expanded heritage interpretation of Sparks Street’s history and fine buildings, through tours, illumination, plaques and information to relate the story of the area to residents and visitors.
- Support improved illumination of the Mall and of its significant buildings to enhance the nighttime experience on the street.
- Enhance visitor services and amenities throughout the Character Area. Support the improvement of visitor parking and tour bus accommodation in the Area, by working with other agencies.
- Promote a mix of uses in the southern blocks of the Area, including residential, retail, cultural, educational, service and office uses to increase activity throughout the day and evening, animate Confederation Boulevard, and to improve the civic and visitor experience.
- Provide a careful mix of parliamentary / judicial accommodation, with ancillary visitor, cultural and support facilities and uses for the south of Wellington, to encourage more at-grade public activity and an appropriate transition between Capital and civic realms;
- Explore the possibilities for redevelopment of additional potential building sites, as follows:
  - on a portion of the site of the Garden of the Provinces (Building No. 5 on Map 9); and
  - on the south side of Wellington Street, both on the site to the west of the Portrait Gallery of Canada and on the site located on the south-west corner of Wellington and Metcalfe Streets (Buildings No. 10 and 18 on Map 9).
- Build on the contributions that new uses such as the CBC headquarters and broadcast studios make to the street, by bringing complementary uses and activities to the Mall to create a greater collective synergy and contribute to a new identity.

## 4.8 LeBreton Flats South

### Goal

Develop a vibrant mixed-use community that functions as an independent neighbourhood but is well connected to the Ottawa CBD, Sparks Street, and the Islands and LeBreton Flats North areas.

### Context

LeBreton Flats South, on the western edge of the Core Area, is the last major development site in downtown Ottawa. Formerly an industrial and residential area, it was destroyed by fire in 1900, and re-established as a mixed industrial – rail –residential community until the early 1960s, after which it remained vacant for almost 40 years. An Area Plan for LeBreton Flats (1996) proposed a mixed-use neighbourhood of mid- and high-rise residential development and commercial and office uses, as well as services and amenities to support the community. An abundant open space system of parks, squares and waterways also figures prominently in the Area Plan. Connections to the aqueduct, the river, the islands to the north, nearby communities and the central core will make it simple and convenient to walk, cycle or take public transit within the immediate area. A section of the Ottawa River Parkway (ORP) has been relocated southward to form part of Wellington Street, reconnecting at the west to the ORP.

LeBreton Flats South is part of the larger LeBreton Flats area, a prominent 65-hectare riverfront site, which will continue to be transformed over the coming years. The north-south Light Rail Transit line is proposed to pass through the LeBreton South community. The new Canadian War Museum, a major tourist destination, and a new capital stage for national programming, capable accommodating up to 40,000 people, are located to the north, within the Islands character area.

### Opportunities and Issues

- There is a significant opportunity to create a vibrant, mixed-use community, on a reclaimed brownfields site, exemplifying high standards of planning and design.
- The area is close to downtown Ottawa but pedestrian connections from LeBreton South are currently challenged by the escarpment and busy arterial roads.
- LeBreton South, although close to the Islands, is not well connected to them.
- The heritage Ottawa Waterworks Fleet Street Pumping Station, Aqueduct and Tailrace have significant potential as waterside public spaces. The tailrace portion of this system is an important whitewater kayaking facility.

- Development in the broader area, if not managed sensitively, has the potential to affect the liveability of the mixed-use neighbourhood.

## **Policies**

The development of the LeBreton South community will be subject to the policies and design guidelines within the 1996 LeBreton Flats Area Plan and to the Official Plan, zoning bylaw and specific development approvals of the City of Ottawa.

The NCC will lead planning, development, programming and commemoration initiatives within LeBreton South, in cooperation with the City of Ottawa and other non-federal partners. An Area Plan will be prepared to address the lands lying east of Pooley's Bridge, west of the Garden of the Provinces and south of the Wellington-Portage Bridge intersection, to further develop and elaborate upon a number of the policy directions identified in this section.

### **To preserve and enrich character:**

- Ensure the development of a well-designed mixed-use neighbourhood comprising mid- and high-rise residential development and commercial and office uses, together with services and amenities, to support the community, complemented by a generous system of well-connected public open spaces.
- Ensure that the location, nature and significance of archaeological resources on the site are known and that all artefacts are conserved prior to development of the site, in accordance with NCC Archaeological Resource Management Policies.
- Incorporate in the LeBreton South development, where possible, the application of sustainable building rating systems or guidelines for design and construction that support the policies contained in Section 3.6, Natural Environment & Features.

### **To improve connectivity:**

- Work with the City of Ottawa to establish clear pedestrian connections to the CBD, up the escarpment and through the Garden of Provinces. Explore the potential for a connection to Sparks Street from Pooley's Bridge in LeBreton South, via the NCC-owned park on the upper escarpment or alternate means.
- Improve pedestrian wayfinding to the Sparks Street Mall and nearby national cultural institutions such as the Library and Archives Canada and the Currency Museum.
- Develop a network of park and open spaces in LeBreton South that link with adjacent areas.

- Ensure that development of LeBreton South fosters strong pedestrian connections between the community and the LeBreton Common, the Canadian War Museum and the Islands.
- Support the implementation of the *LeBreton Flats Interpretive Concept Plan – Interpretive Looped Pathway* recommendations to enhance the interpretive experience of LeBreton South.

**To enhance use, enjoyment, animation and safety:**

- Develop a compelling public space along the heritage aqueduct. Highlight existing heritage features such as Pooley’s Bridge and the Fleet Street Pumping Station, as well as modern use of the tailrace for whitewater kayaking/national team training activities.
- Develop one or more National Cultural Institutions at the west end of LeBreton South (see Building Site No. 1 on Map 9). Future buildings should front onto the Ottawa River Parkway, take advantage of proximity to the Ottawa River and be located to benefit from their proximity to public transit infrastructure.
- Consider a major new commemoration on the site east of the tailrace, south of the Portage-Wellington intersection, in accordance with the policies of the Commemorations Plan (see Map 16).

## 4.9 Ottawa River

### Goal

Protect and enhance the Ottawa River as a witness of the Capital's cultural, economic and built heritage, and a pre-eminent natural feature in the Core Area. This will be achieved by encouraging development that strengthens the relationship between land and water, while preserving the health and quality of the water, shoreline and aquatic habitats, and by promoting the natural and cultural heritage of the River through improved access and navigation.

### Context

The Ottawa River is interwoven with the heritage of Canada's three founding cultures. The River was a major route for aboriginal peoples, and, from the 1600s, for European explorers and fur traders. The timber trade replaced the fur trade at the beginning of the 19<sup>th</sup> century, with the arrival of new settlers, followed by sawmills, hydroelectric power generation and the pulp and paper industry. Today, only a small number of industries are adjacent to the River within the Core Area. Heritage buildings from the lumber and hydro era remain, and archaeological remnants are still present on many sites.

The River is one of the pre-eminent natural features within the Core Area, a habitat for fish and other wildlife and a setting for the many institutions and parks that line the shore. Pathways and open spaces along the River promote recreation and enjoyment for residents and visitors. The River is an important source of drinking water for the area. Although the River bisects the Core Area, separating Gatineau from Ottawa and Quebec from Ontario, it is also a fundamental connection. Four bridges span the River in the Core Area and tens of thousands of people cross the River daily to work, to attend festivals and to visit the region's numerous amenities. While links to and across the River are under pressure to meet growing demand, there are many opportunities to build upon the existing pathway network, to explore water-based transportation and to better relate buildings and programs with the shoreline. These improvements will ultimately position the River as a significant presence in the cityscape and better unite the Core Areas of Ottawa and Gatineau.

### Opportunities and Issues

- The Ottawa River contributes to the economic and ecological wellbeing of the Core Area, the Cities of Ottawa and Gatineau and the entire National Capital Region.
- The River is an historic transportation route but is currently underused for navigation and as a link between Ottawa and Gatineau.



- The River is a significant Core Area asset for residents and visitors but is not well integrated with adjacent buildings, programming and open spaces. There are, also gaps in the pathway network along the River shore.
- Pedestrian connections to the pathway network along the River from downtown Ottawa and Gatineau, neighbourhoods, cultural institutions and attractions are, in places, unclear and incomplete.
- The River's water quality and shoreline stability are generally good, but new development adjacent to the River must be effectively managed to ensure continued health of the waterway.
- The River extends far beyond the Core Area, and activities throughout the Region affect the use, enjoyment and health of the River, both upstream and downstream.

### **Policies**

Planning for the Ottawa River is also subject to the Section 4.5 Capital Waterways and Shore Lands policies within the Plan for Canada's Capital, and to the Ottawa River Integrated Development Plan.

The NCC will work in partnership with all levels of government and the private sector to preserve the ecological character of the Ottawa River and adjacent shorelines, while increasing access to, and amenity along, its banks.

An Area Plan will be prepared for the Ottawa River Character Area, to further develop and elaborate upon a number of the policy directions identified in this section.

### **To preserve and enrich character:**

- Recognize the historic significance of the Ottawa River and preserve and manage it as a cultural landscape in accordance with NCC cultural landscape policy. Explore designating the River as part of the Canadian Heritage River System.
- Ensure that all development and programming initiatives preserve and enhance the integrity and stability of the Ottawa River shoreline.
- Seek to better understand the biophysical environment of the River, enhance the state of aquatic and riparian ecosystems, and rehabilitate damaged natural habitats.
- Implement resource conservation measures applicable to shoreline ecosystems, and commit to monitoring programs that implement the tenets of sustainable development.
- Support the maintenance and improvement of water quality and preservation of the health and extent of fish habitats through effective management of water-based activities, flood control and stormwater, both within and outside the Core Area.

### **To improve connectivity:**

- Support initiatives to improve the River's contribution to residents' quality of life and the visitor experience by enhancing accessibility between the river and the downtowns of Ottawa and Gatineau, adjacent neighbourhoods, capital stages, parks and open spaces and attractions.
- Consolidate, working with and supporting partners, the pathway network along the shoreline, from the River to Gatineau Park, and between the river and key settings and destinations within the Core Area.
- Support the provision of access from the river to the shore for boaters, where services and points of interest are available.
- Forge links between Ottawa and Gatineau by establishing a public water transportation system that connects numerous water-related sites and activities on both shores.
- Support the exploration of ways to enhance the nautical potential of the river through improvements to navigation in the Core Area.

### **To enhance use, enjoyment, animation and safety:**

- Encourage riverside developments that improve the River's nautical potential, enhance the visitor experience and promote economic and tourism benefits.
- Promote the introduction of amenities (washrooms, water fountains, parking food and beverage, interpretation signage) at current and future activity nodes along the river.
- Balance the open space along the shore with activities and attractions that encourage movement between the river and the urban fabric of Gatineau and Ottawa.
- Increase the diversity of uses and landscapes along the river corridor and develop activities and cultural and recreational events so that the river can be actively used year-round.
- Consider development sites along the shoreline as opportunities to establish water-based attractions and to reinforce, in a more continuous manner along Confederation Boulevard, the connection between the river and the land.
- Include the waterfront as part of the programming experience by:
  - Linking services and facilities to the shoreline;
  - Interpreting the historical, ecological and environmental significance of the Ottawa River;

- Providing lookouts, benches and landscaping along the river's edge; and
- Planning commemorations and illumination strategies that complement activities and festivals.

## 4.10 Promenade du Portage

### Goal

Support the role of the Promenade du Portage Area as the heart of Gatineau, promote visitor experiences based upon Francophone culture and establish links to the adjacent Ottawa River, neighbourhoods, cultural institutions and parks.

### Context

When the cities within the Outaouais merged in 2002, downtown Gatineau was confirmed as the hub for the region. It is the site of the Gatineau City Hall as well as the largest concentration of federal employees in Gatineau, accommodated in Place du Portage, Place du Centre, and les Terrasses de la Chaudières. Regional buses from both Ottawa and Gatineau serve the area and thousands of government and private sector employees and residents converge there during the week.

While downtown Gatineau is easily accessible to much of the Core Area, as it is adjacent to the Laurier portion of Confederation Boulevard and both the Portage and Alexandra bridges pass through it, it is an area that is little explored by tourists. Many of the major streets are not pedestrian friendly and do not encourage discovery of the downtown or of the adjacent neighbourhoods of Ruisseau de la Brasserie and Vieux Hull. Jacques Cartier Park, the Museum of Civilization and the Ottawa River are nearby, but the massing of federal office accommodations acts as a barrier between these capital amenities and downtown streets. Although the area itself does not have a specific cultural anchor, the cafes, shops and restaurants in Place Aubry and along Promenade du Portage, a revitalized main street, create a vibrant, yet relatively unappreciated, atmosphere.

### Opportunities and Issues

- Downtown Gatineau (Ile de Hull) is a major point of entry to Quebec and is often the first introduction to Francophone culture for tourists.
- Though Place du Portage is a major site for federal accommodations, it is not fully integrated with the surrounding urban fabric, separating downtown Gatineau from Confederation Boulevard and the Ottawa River and having a severe impact on views. Industrial uses separate les Terrasses de la Chaudières and the Ruisseau de la Brasserie from the River.
- The shops, restaurants and streetscaping along Promenade du Portage and in Place Aubry are a significant asset but are an under-explored area within the Core.

- Major arterials, including Maisonneuve, St. Laurent, Hôtel de Ville, Wellington, and Alexandre Taché are important links that would benefit from improved streetscaping. Maisonneuve and St. Laurent boulevards are already the subject of improvement projects.

## **Policies**

Planning within Promenade du Portage will be directed by the vision and policies of the Gatineau Strategic Plan, Development Plan and Planning Program.

The NCC will work in partnership with the City of Gatineau, Public Works and Government Services Canada, other federal agencies, in regard to planning, development, programming and commemoration initiatives within the Promenade du Portage Area.

### **To preserve and enrich character:**

- Support the City of Gatineau's efforts to continue to preserve and revitalize important heritage areas, including Promenade du Portage and Place Aubry.
- Emphasize francophone arts and culture in programming and commemoration initiatives to highlight downtown Gatineau as a doorway to the Outaouais and to Québec.
- Support the City of Gatineau in its efforts to improve the design, aesthetics and urban form of the area.

### **To improve connectivity:**

- Work with the City of Gatineau to better integrate federal accommodations with the surrounding uses and amenity areas and re-establish clear links to other parts of the Core Area.
- Create stronger pedestrian connections and routes along Hôtel-de-Ville, between the federal office precinct and the Ottawa River, through improved streetscaping, signage and grade-related uses, to reaffirm the proximity of the Trans-Canada Trail and the Museum of Civilization along the River, to the shops, services and amenities that line Promenade du Portage. Extend this pedestrian connection through to the Ruisseau de la Brasserie area as part of the Hull Island loop.
- With partners, support the examination of possibilities for redesigning Maisonneuve between Elisabeth Bruyère Street and the Portage Bridge, to establish a welcoming route to and from Ottawa.

- Reinforce downtown Gatineau as a gateway to neighbouring areas, including Ruisseau de la Brasserie, Jacques Cartier Park and Vieux-Hull, as well as Gatineau Park, with high quality landscaping, street furniture, vegetation and signage along Maisonneuve, St. Laurent, Wellington and Alexandre Taché.

**To enhance use, enjoyment, animation and safety:**

- Support efforts to establish a pedestrian-oriented circuit, centred in downtown Gatineau, that uses murals, plaques, heritage structures and visual and physical links to encourage interpretation and exploration of Hull Island along existing pathways, waterways and streets. Support efforts to establish a recreational loop around the Hull Island.
- Introduce a commemoration or public art installation on St Laurent Boulevard between Laurier Street and Maisonneuve Boulevard, as part of a Commemoration Axis along boulevard St. Laurent.
- Consider the introduction of additional grade-related commercial or other public uses in Place du Portage.

## **4.11 Ruisseau de la Brasserie / Rue Montcalm**

### **Goal**

Promote Ruisseau de la Brasserie/Rue Montcalm Area as an important Core Area destination through residential, mixed use and cultural development and through improved connections that preserve and build upon the existing heritage and open space character.

### **Context**

Ruisseau de la Brasserie is an historic area founded during the peak of the Ottawa Valley/Outaouais lumber industry in the early 1800s. Several prominent politicians and trades people subsequently lived within this small community and there are several heritage homes within the Village d'Argentine that display a distinctive elegance and architectural quality. Today the area is a tranquil neighbourhood within the City of Gatineau, which is enhanced by several natural features, open spaces and attractions. Ruisseau de la Brasserie (the creek itself) is a narrow waterway that surrounds Île de Hull and connects with the Ottawa River. Parc des Portageurs and Parc des Chars de Combats are well maintained, federally owned parks within the Area. Theatre de l'Île and the Écomusée are popular community and local tourist destinations. The boardwalk adjacent to Ruisseau de la Brasserie and the trail through Parc des Portageurs offer peaceful pedestrian connections to these assets.

Although Ruisseau de la Brasserie is a long established community it possesses unique potential. Federally owned land between the Creek and Montcalm Street is undeveloped and presents an opportunity for new uses and the evolution of Rue Montcalm to an animated main street. The expanse of park space allows for the development of a cultural institution within Parc des Chars de combats without sacrificing the Area's open space character. La Fonderie, the former Connors Building, has been redeveloped by the City as a large multipurpose facility and includes an indoor soccer field and other public uses. Finally, Gatineau is constructing a Rapibus transit system that will run along the existing railway right of way, Montcalm Street, Taché Boulevard and St-Laurent Boulevard, linking the downtowns of Gatineau and Ottawa, Gatineau Park and other areas within the City of Gatineau. This development will further establish Ruisseau de la Brasserie as a destination that is well connected within both the Core Area and the NCR.

### **Opportunities and Issues**

- Ruisseau de la Brasserie has very strong physical, natural and heritage attributes and redevelopment potential. The area could be better linked to nearby points including les Terrasses de la Chaudières, the Trou du Diable and Chaudières Falls, the Islands and LeBreton North Area, the Canadian War Museum and the Canadian Museum of Civilization.

- The Creek itself, adjacent open spaces and architectural heritage of the area establish an appealing character for new development. There is strong community support for retention of public green space.
- Establishing Ruisseau de la Brasserie as a dynamic district and prominent destination will take many years, but there are opportunities that can be realized in the short and medium term.
- Internal pathways are well used and maintained. External connections can be improved with the construction of the Rapibus system, enhanced streetscaping and new and improved pedestrian connections.

## **Policies**

The development of Ruisseau de la Brasserie (along Montcalm Street) will be subject to the policies and design guidelines within the Ruisseau de la Brasserie/Rue Montcalm Area Plan.

The NCC will work in partnership with the City of Gatineau in implementing planning, development, programming and commemoration initiatives within Ruisseau de la Brasserie.

## **To preserve and enrich character:**

- Work with the City of Gatineau and interested parties to create a vibrant new mixed-use neighbourhood on vacant lands located between Ruisseau de la Brasserie and Montcalm Street. Buildings should be designed with strong public faces to both the street and the creek, provide for frequent pedestrian connections between the street and the creek, and, to the extent possible, host active uses on the ground floor that have relationships with both of these important public edges, to provide activity and interest.
- Ensure that the scale, form and height of new development respect the surrounding community.
- Ensure, in the context of the urban village objective, an appropriate balance between built development and lands dedicated to open space.
- Ensure that programming and development initiatives preserve the integrity and ecological health of Ruisseau de la Brasserie and adjacent parks and open spaces.
- Support the preservation and management of Village d'Argentine, a heritage district, in accordance with the policies of the City of Gatineau.
- Maintain and enhance Parc des Chars de combat in accordance with the policies of the City of Gatineau.



### **To improve connectivity:**

- Work with the City of Gatineau and other stakeholders to assess ways to improve connections between Ruisseau de la Brasserie and the Islands and LeBreton Flats North Areas, including enhancements to pedestrian, recreational pathway, vehicular and transit connections and access.
- Maintain and strengthen existing recreational pathways adjacent to waterways including the boardwalk along Ruisseau de la Brasserie and the pathway through Parc des Portageurs and between Ruisseau de la Brasserie and the Ottawa River, as part of the Hull Island looped pathway initiative.
- Examine alternatives for an improved pedestrian connection to downtown Gatineau, especially to the Canadian Museum of Civilization, such alternatives to include routes adjacent to the Ottawa River through the Islands area, adjacent to Boulevard Alexandre Taché, and along Rue Wellington.
- Develop Montcalm as a Main Street for the Ruisseau de la Brasserie Area, creating a strong focus for the community, while supporting pedestrian and vehicular movement to and from downtown Gatineau.
- Support City of Gatineau efforts to enhance the streetscape of major roads, including Montcalm and Alexandre Taché, improve connections with Downtown Gatineau and federal accommodations, and provide a welcoming pedestrian experience.

### **To enhance use, enjoyment, animation and safety:**

- Explore opportunities for small craft navigation along portions of Ruisseau de la Brasserie.
- Consider a diversity of uses along Montcalm Street, including residential, commercial, retail, services, galleries and live/work spaces.
- Create a strong cultural anchor, such as a museum, educational centre or arts-related institution, within the Parc des Chars de combat.
- Consider the arts, Francophone culture or natural assets of the Area as appropriate themes for programming and commemorations.
- Support the promotion of this Area as a local tourist destination by celebrating the heritage of the Creek throughout the year, with skating in the winter and events or festivals in the warmer months.
- Work with partners to establish an approach to regularize water levels and flow to the Ruisseau, to ensure public safety, ecological integrity of the northern part of the Creek, and a pleasant public experience.

## ***SUPPORTIVE ACTION CHARACTER AREAS***

### **4.12 Civic Retail, Arts and Theatre Precinct**

#### **Goal**

Support the City of Ottawa in its efforts to establish the Area as a focus of civic arts and culture within the City, solve vehicular traffic and goods movement issues within the area, and improve the pedestrian experience along Rideau Street, in ways that achieve an appropriate balance with the character and quality of the residential community of Sandy Hill.

#### **Context**

The Civic Retail, Arts and Theatre Precinct is a diverse mixed-use area. The Congress Centre and Rideau Centre are major destinations within Ottawa, with the Rideau Centre being the busiest shopping centre in Ottawa. Residential uses are located in Sandy Hill, east of Waller Street, and on Rideau Street. Rideau Street also supports at-grade retail uses. Arts and theatre venues are concentrated to the south and east of the Rideau Centre, and feature the Arts Court, which is an important centre for the performing, visual and literary arts within Ottawa. The Area is home to many historic buildings, including the Arts Court and the homes within Sandy Hill West, a City of Ottawa designated Heritage Conservation District, which add character and charm to the Area. The NCC and other federal agencies own little land within the Area, but its proximity to Parliament Hill makes it a significant element of the Core Area.

Rideau Street, King Edward Avenue, Laurier Avenue East and Colonel By Drive bound the Area. King Edward Avenue and Rideau Street are major regional transit routes and are heavily used by commercial and commuter traffic. Colonel By Drive, in this Area, is an attractive parkway for automobile users, but it physically limits pedestrian access to the Rideau Canal. Both the Rideau Centre and the Congress Centre are inward-looking and physically and visually separate the rest of the Area from the Canal as well. The Canal is difficult for pedestrians to cross, as neither Rideau Street nor Mackenzie King Bridge is oriented for pedestrians wanting to cross at the Canal level. The structure of arterials and large buildings limits movement, particularly pedestrian movement, within and through the Area.

#### **Issues and Opportunities**

- The local arts and cultural uses concentrated within the Area have a unique role within the City of Ottawa.
- The Area is adjacent to the Ottawa CBD, in close proximity to Parliament Hill and other Capital attractions, and is a major destination within the City.

- Pedestrian connections across the Rideau Canal could be enhanced, as Laurier Bridge was recently.
- There are poor connections between large buildings, such as the Rideau Centre and Congress Centre, and the public realm.
- Connections to the University of Ottawa campus are unclear to those unfamiliar with the area.
- King Edward Avenue north of Rideau Street was once an elegant boulevard in Ottawa but today is characterized by heavy traffic (commercial, commuter truck and transit) and the corresponding problems of congestion.
- Though Rideau Street is perceived as an undesirable destination for many people, it has the potential to be transformed into a more pleasant “main street”. Issues such as large numbers of transit buses and trucks constrain the achievement of this potential.
- The Rideau Centre is one of Canada’s most successful inner-city shopping malls. However, this success does have an effect on the viability of neighbouring small-scale retail.
- The future of this sector could be affected significantly by the introduction of light rail transit.

### **Policies**

The NCC will support the City of Ottawa in its initiatives to strengthen the role of the district as an important part of the CBD, providing cultural and retail amenities to residents and visitors.

#### **To preserve and enrich character:**

- Support the City of Ottawa in its initiatives to preserve the quality and historic character of heritage buildings and districts within the Area.

#### **To improve connectivity:**

- Support the improvement of the relationship between the Canal, the Rideau Centre and Congress Centre by encouraging design, uses and activities that address Colonel By Drive and the Canal, and improve physical and visual connectivity.
- Support municipal efforts to improve the design of Rideau Street, with streetscaping and additional street oriented-related uses, to enhance its role as a gateway to the Core Area, connecting the Area across the Canal and into the Capital Realm.
- Encourage the enhancement of pedestrian connectivity by supporting public access through buildings wherever possible.

- Support improvements to pedestrian connections through the area, and of wayfinding to the University of Ottawa campus.

**To enhance use, enjoyment, animation and safety:**

- Use theatres and performance venues within the district for capital programming to support municipal cultural and tourism objectives.
- Support the addition of grade-related mixed uses to the Congress Centre and Rideau Centre and residential intensification along Rideau Street.
- Support intensification of development on sites that are underused or vacant throughout the Area.
- Support the promotion of the Area as a destination for local arts and culture within the City of Ottawa.
- Work with all transportation partners to reduce the effects of truck traffic, and possibly reroute truck traffic from Rideau Street and King Edward Avenue, in the medium and long term.

## **4.13 Ottawa Central Business District (CBD)**

### **Goal**

Support the City of Ottawa in its efforts to continue to strengthen and enhance the CBD, reinforce relationships between the Capital realm and adjacent civic areas, diversify land uses in the Core and increase the amount of residential development, and revitalize the urban fabric and landscape through high quality design and development of buildings and streetscapes.

### **Context**

The Ottawa CBD is the major focus of employment and economic activity within the National Capital Region, with office and retail being the primary land uses. The CBD is directly south of the Parliamentary and Judicial Precincts and Sparks Street Character Areas. Bank Street is the major shopping street in the Area. The majority of office space in the CBD Area continues to be occupied by the federal government and associated non-governmental organizations, in spite of two trends: the diversification of the Core, as head offices of major corporations, financial organizations and diplomatic missions continue to choose central locations; and some decentralization of federal accommodation as certain administrative uses have relocated to employment centres outside the CBD. Though the federal government owns almost no property south of Sparks Street, the government has long-term leases with private property owners on many properties throughout the Ottawa CBD Area. The CBD Area also hosts the east-west OC Transpo bus transitway, on Slater and Albert streets and will be the location of a new Light Rail Transit service in the future. There is some residential development in the northwestern part of the CBD Area.

The Ottawa CBD is adjacent to several mixed use areas defined in the City of Ottawa's Downtown Urban Design Strategy, such as the Civic Arts, Retail and Theatre Precinct, the Bank Street corridor and LeBreton Flats, that are either well-established or under development. Connections to these areas are underdeveloped or inhibited, in some locations, by geography, built form and limited streetscaping.

### **Opportunities and Issues**

- Rejuvenation of the historic areas in the CBD as places where people can live, work, learn and engage in recreation, represents an opportunity to add vitality to and create a new community within downtown Ottawa and the Core Area.
- Federal office accommodation, whether owned or leased, forms the largest market segment within the Ottawa CBD. The design quality of some of these

- buildings is not to the highest standard, negatively affecting aesthetics in certain parts of the Core Area.
- Certain demographic cohorts find the Core Area an appealing place to live, such as singles, empty nesters, and childless couples.
  - New residential projects in the western part of the Ottawa CBD Area support shared City-NCC objectives for increased vitality in the Core Area. Any additional residential development would further this trend.
  - The quality of the public realm in this Area needs improvement. This affects the success and liveliness of the street environment, particularly on portions of Slater, Albert, Lyon and other streets.
  - There are few formal connections between the Ottawa CBD and the Capital realm, particularly to Parliament Hill across Confederation Boulevard. Greater attention could be paid to key north-south streets (Metcalf, O'Connor, Bank, Kent, Lyon) and the quality of their environment as they approach the Parliamentary and Judicial Precincts. There could also be improved integration of the CBD Area with those parts of the Core Area east of Elgin Street and east of the Rideau Canal.
  - The property occupied by the Lorne Building on Elgin Street, and the parking lot to its rear, both owned by PWGSC, are underutilized in terms of their potential. There is also the possibility of redevelopment of the neighbouring British High Commission property to the north, which could be jointly pursued with initiatives for the Lorne Building properties. There are potential connections between these sites and the National Arts Centre. New structures and new uses should be considered for these properties, so that they can make a greater contribution to Confederation Boulevard and to the Core.
  - Issues of tour bus parking and circulation, and short term parking directly affect this part of the Core Area. There are often conflicts between tour buses and transit and vehicular traffic, as well as competition for curbside space. Shortages of short term, public parking on weekdays in the CBD affect the viability of retail businesses that are so important to street vitality and activity.
  - The City of Ottawa is proposing to extend light rapid transit through the CBD Area. The precise routing of this LRT line and its coordination with the existing transitway are important factors.
  - The protection of views to the key symbols in the Parliamentary and Judicial Precincts will continue to be an issue, as the level of development in the Core Area intensifies, with the corresponding pressure to allow construction of higher buildings. The City of Ottawa and the NCC need to reaffirm their joint commitment to views protection and stand united on the issue of height controls through zoning.

## **Policies**

Planning within the Ottawa CBD is subject to the policies of the Ottawa Official Plan. The NCC will support the City of Ottawa in its efforts to strengthen and enhance the CBD, and work in partnership with the City, PWGSC and others in implementing planning, development, programming and commemoration initiatives along a number of streets.

### **To preserve and enrich character:**

- Support, and work directly with, the City of Ottawa in its phased implementation of the recommendations of the Downtown Ottawa Urban Design Strategy, including joint planning, review of pilot projects and coordination of design review processes.
- Respect the visual integrity and symbolic primacy of the Parliament Buildings and other national symbols and federal view protection policies, within the context of an evolving built environment. These policies are included in and currently represented by the City of Ottawa Official Plan policies and Zoning By-law height control regulations, which are used by the NCC in reviewing development or redevelopment proposals affecting such background or foreground views.
- Preserve the quality and heritage character of federally owned buildings through on-going maintenance and restoration, in keeping with the principles of FHBRO Board Review and of City of Ottawa Heritage Conservation Districts.
- Ensure that development of Crown-owned federal accommodation achieves a high standard of design that contributes to the beauty of the Core Area, provides active street frontage and promotes a public face for federal government activities reflecting their location in the Capital Core Area, and respects heritage character throughout the area. Encourage the achievement of the same objectives for federal leased accommodation.
- Improve the quality of planning and design of federal projects, including of architectural, landscape and streetscape components.
- Encourage PWGSC to advance the redevelopment of the Lorne Building properties, on Elgin Street. New development should reinforce the role of, and activity on, Confederation Boulevard, with appropriate quality, scale and uses. The medium height nature at this edge of the Boulevard, exemplified by the Lord Elgin Hotel, should be respected along the Elgin Street frontage. The role that parking provided on these sites could play in the partial mitigation of parking issues within the Parliamentary and Judicial Precincts should be explored.

- Support, wherever possible, the City of Ottawa's policies to encourage new residential development within the CBD Area.
- Introduce public art that celebrates the civic, Capital and national aspects of this Area.

**To improve connectivity:**

- Strengthen links between the CBD Area and adjacent eastern and western areas of the Core Area by working in conjunction with the City of Ottawa, to improve access eastward across the Canal to the Civic Arts, Retail and Theatre Precinct and westward down the escarpment to LeBreton (supportive of the Escarpment Park initiative and connections across Bronson/ Albert to Laurier).
- Collaborate with the City to strengthen the relationship between the CBD Area, Parliamentary and Judicial Precincts and Confederation Boulevard by enhancing the streetscapes of Lyon Street, Bank Street and Metcalfe Street with public art, signage, green spaces, lighting, fountains and other design features. Protect the view of Parliament Hill along Metcalfe Street.
- Work with the City of Ottawa in the planning of future light rail transit routes through the CBD Area, to ensure the consideration of concerns and issues raised by federal departments and agencies, including superior design, in order that it may contribute to increased transit ridership and reduced vehicular traffic in the Core Area.
- Continue to work with the City of Ottawa and involved federal and local agencies in the accommodation of the needs of visitors, including addressing tour bus and visitor car parking issues in the CBD Area.

**To enhance use, enjoyment and animation:**

- Work with the City of Ottawa to introduce programming and commemorative elements along the north south streets from Parliamentary and Judicial Precincts into the CBD, as well as to address means to better integrate the eastern and western parts of the CBD with adjacent character areas.
- Encourage the inclusion of active, at-grade uses in buildings leased to federal departments and agencies to increase the level of activity at the street level throughout the CBD Area.
- Support the City of Ottawa in its efforts to beautify CBD streets.



## 4.14 ByWard Market

### Goal

Support the preservation and enhancement of the area as a vibrant, mixed-use heritage district and the strengthening of relationships between the Market and the Capital Realm.

### Context

The ByWard Market is one of Ottawa's historic commercial centres, anchored by the ByWard Market building and associated open-air markets. The traditional market area, west of Dalhousie Street, contains retail, restaurant and office uses and is an important destination for both local residents and visitors to the Capital Core Area. The Market building is an authentic and attractive heritage structure, indicative of the architecture and design quality throughout the Area. The Market is also a living community: Dalhousie Street is an active main street that supports the residential uses concentrated in the northern and eastern parts of the Character Area. King Edward Avenue and Rideau Street bound the Area on the east and south and separate it from adjacent civic neighbourhoods. Public transit buses, regional commuters and trucks transporting commercial goods frequent King Edward Avenue. Rideau Street is a major transit route and arterial roadway, flanked by the Rideau Centre and large department stores.

Though primarily an urban civic space, the ByWard Market has a close interaction with the Capital Realm. The NCC owns several buildings along Sussex Drive, which have been faithfully restored and leased, and the Sussex Heritage Courtyards, which facilitate mid-block pedestrian connections and squares and the display of public art. There are also numerous mixed-use, infill projects led by the NCC. Though park space within the Market is limited, Major's Hill Park is nearby to the west. Connections to Sussex North and the open spaces along the Ottawa and Rideau Rivers are not well defined.

### Issues and Opportunities

- The heritage character of the Area and the historic ByWard Market has helped to establish a major tourist destination; these qualities should continue to be enhanced.
- The Area's desirable location, animation and quality mean continued pressure for intensification of uses.
- Some vacant and underused sites are available for residential intensification and infill projects.
- Vehicular traffic through the Market area is heavy and there are parking shortages and traffic congestion during weekends and evenings.

- King Edward Avenue was once a prominent “boulevard” in Ottawa but today is characterized by commercial traffic, heavy transit and congestion.
- The Area lacks a clear pedestrian link to the Ottawa and Rideau Rivers and to the Sussex North Area.
- The pedestrian axis through the Market along York Street to King Edward Avenue should be strengthened. Opportunities need to be explored to enhance disabled access in the Market area.
- There are issues of safety and security in the Market area, including in the Sussex Courtyards.

## **Policies**

The NCC will support the City of Ottawa in implementing planning, development, programming and commemoration initiatives within the ByWard Market. The recent *Sussex Heritage Courtyards Urban Design Study* will direct the NCC in the design, animation, programming and interpretation of the Courtyards.

### **To preserve and enrich character:**

- Preserve the quality and heritage character of NCC buildings through on-going maintenance, in keeping with the historic nature of the Area.
- Ensure that new development and design respects the character and form of the Area, in keeping with the historic nature of the ByWard Market.
- Support the City of Ottawa in its efforts to protect the mixed-use character of the Area and the continued increase in residential density.
- Implement recommendations, strategies and policies outlined in the *Sussex Heritage Courtyards Urban Design study*.

### **To improve pedestrian connectivity:**

- Work with the City of Ottawa to further connect the ByWard Market to the Capital Realm by:
  - strengthening the character of York Street and establishing a Civic Square linked to the York Steps;
  - identifying a suitable pedestrian connection on civic streets through the Market Area to Sussex North, the Ottawa and Rideau Rivers and Rideau Hall; and
  - improving connectivity to and awareness of public transit service on Rideau Street.

- Work with the NCC's transportation planning partners to:
  - Address issues of commercial traffic congestion along King Edward Avenue, and circulation and parking concerns within the Market Area; and
  - Improve pedestrian safety at the Rideau Street and King Edward Avenue intersection.

**To enhance use, enjoyment, animation and safety:**

- Support the City of Ottawa in its efforts to enhance the liveability, residential development, artistic character and tourist appeal of the ByWard Market Area through appropriate federal programming and transportation leadership.
- Support animation of the area through the continued use of the Sussex Courtyards for federal programming activities and related commemorations and illumination initiatives.
- Ensure that programming is supportive of merchants and compatible with and sensitive to neighbouring residential uses.
- Support on-going measures to secure the American Embassy, provided that the security efforts are designed to enhance, rather than compromise, public space.

## 4.15 Hull Island (Vieux Hull)

### Goal

Support City of Gatineau initiatives to revitalize the 'urban village' character of the city centre and the redevelopment of Hull Island, maintain green connections around and through Hull Island and establish the Area as a gateway to Gatineau Park.

### Context

While Hull was established over 200 years ago as an area specializing in the forestry industry, it developed most rapidly in the early to mid-1900s with the production of pulp and paper products. It amalgamated with the other Outaouais cities in 2002 and is today a physically and economically integrated part of the Core Area, the City of Gatineau and the National Capital Region. Gatineau is currently developing a Development Plan (*Schéma d'aménagement*), following the publication of its Strategic Plan, to better harmonize the economic, cultural and community aspects of the formerly independent municipalities. Subsequently, a Planning Program (*Plan d'urbanisme*) will be formulated for the Hull Island sector. Vieux Hull comprises the majority of land on Hull Island, which is separated from the rest of Gatineau by the Ruisseau de la Brasserie. The urban village comprises a residential area with small-scale commercial and service uses throughout, a major administrative node, and other typical downtown uses. Under the Gatineau Strategic Plan, the role of Vieux Hull as one of many distinct but interrelated 'urban villages' will be respected and enhanced. Urban villages are neighbourhoods assembled around their own economic activities. They have different sizes, scales, and vocations. Some are heritage sites that are to be preserved and developed.

Hull Island (Vieux Hull) is bounded by Ruisseau de la Brasserie on the west and north, Jacques Cartier Park on the east and Promenade du Portage Character area on the south. Though Vieux Hull is on the outer edges of the Core Area and is mainly a civic community, it is influenced by federal planning and transportation decisions. The NCC owns undeveloped land north of the Autoroute 50 and south of Ruisseau de la Brasserie. PWGSC owns a significant amount of land north of the residential areas, which includes several parks and the National Printer. The Autoroute 5, Boulevard St. Laurent, Boulevard Maisonneuve and Rue Laurier pass through Vieux Hull and connect directly with the federally owned Portage, Alexandra and Chaudières bridges. The Macdonald-Cartier Bridge is jointly owned by the governments of Ontario and Québec. All of these bridges span the Ottawa River and lead directly to the Core Area within Ottawa. Boulevard St. Laurent and Maisonneuve are being rehabilitated by the City of Gatineau in partnership with the NCC as a scenic link between the Core Area and Gatineau Park. They may become revitalized anchor streets within Vieux Hull.

The City of Gatineau has identified the following redevelopment objectives for Hull Island: to promote residential consolidation and development; to prioritize improvements to public spaces that elevate the quality of life; to favour development projects that act as catalysts, and to establish and realize incentives and programs, all with the view to enhancing the perception of Hull Island.

### **Opportunities and Issues**

- The recent amalgamation of Hull with other cities will support the establishment of a comprehensive direction for Hull Island within Gatineau's new downtown, and better integration of Vieux Hull with surrounding neighbourhoods.
- Though on the periphery of the Core Area, Hull Island / Vieux Hull is adjacent to many significant Capital amenities, including the federal accommodation in Downtown Gatineau and Jacques Cartier Park, and is within a few kilometres of Gatineau Park and Leamy Lake.
- There are many underdeveloped parcels throughout Vieux Hull, which present a substantial opportunity for intensification and infill projects.

### **Policies**

Planning within Hull Island will be primarily directed by the vision and policies of the Planning Program developed for Hull Island by the City of Gatineau.

The NCC will support the City of Gatineau in its initiatives to plan and develop Hull Island Vieux Hull.

#### **To preserve and enrich character:**

- Support the City of Gatineau in its efforts to create an environment that will attract residents to live downtown, enhance liveability and establish Vieux Hull as a vibrant 'urban village'.
- Enhance the greenway associated with Ruisseau de la Brasserie, reinforcing the character and experience of the Island of Hull, and promote effective trail links to the residential areas.

#### **To improve connectivity:**

- Complete, in partnership with the City of Gatineau, the improvement of Boulevard St. Laurent as a scenic and improved connection between the Core Area, Confederation Boulevard and the Gatineau Parkway / Gatineau Park. Landscape and streetscape the Boulevard at a standard of design befitting a Capital scenic route.

- Ensure that Boulevard St. Laurent integrates and links with, rather than severs, adjacent residential communities.
- Reduce physical and visual barriers and improve links from the Canadian Museum of Civilization to Ruisseau de la Brasserie to the north and to Jacques Cartier Park to the east, through supporting the introduction and enhancement of interesting cultural pedestrian routes, activities, animation and amenities.
- Maintain the green connection and trail link adjacent to St. Laurent between Jacques Cartier Park and Ruisseau de la Brasserie, through Parc Dupuis.
- Improve the improvement of surface landscaping of urban boulevards between Laurier Street and the Gatineau Parkway, integrating St. Laurent and McConnell-Laramée Boulevards.
- Support City of Gatineau efforts to enhance the streetscape of major roads, including Laurier and Maisonneuve, to improve the design quality and experience of connections with Downtown Gatineau and federal accommodations and provide a welcoming pedestrian experience.

**To enhance use, enjoyment, animation and safety:**

- Work with the City of Gatineau when constructing or renovating federal accommodations, having consideration for City planning and design priorities.
- Support City of Gatineau initiatives to rehabilitate existing streets and structures and to promote residential development.
- Ensure that programming in the adjacent Jacques Cartier Park is compatible with and sensitive to residential uses in Vieux Hull.

## **4.16 Strategic Environmental Assessment Summary**

Policies and initiatives identified in the preceding Section 4 Character Area Policies have been reviewed as part of the Strategic Environmental Assessment of the Core Area Sector Plan, in order to identify associated environmental impacts and related mitigation measures. The table below summarizes this review and analysis. A more complete presentation of the Strategic Environmental Assessment findings appears as Appendix 2.

Core Area Sector Plan Policies and Initiatives	Type of Activity			VEC- BioPhysical Environment					VEC - Social Environment						VEC - Cultural Environment	Potential for Cumulative Negative Effects		Suggested Mitigation Measures			Significance of Residual Negative Effects	Monitoring			
	Planning	Construction	Operating	Water	Land	Air	Flora	Fauna	Quality of Life	Built Environment	Visual Environment	Tourism and Recreation	Community Environment	Employment	Transportation	Heritage	Spatial	Temporal	Project EA	Approvals	Communications		Plan Review	Annual Reporting	FAQ's
<b>Character Areas</b>																									
Parliamentary and Judicial Precinct	◆	◆	◆	±	+		±	±	+	+	+		+	+	+			●	●	●	Insignificant	★	▪	★	
Gatineau Central Waterfront	◆	◆	◆	±	+		±	±			+	+		+	+	±	■	■	●	●	●	Insignificant	★	▪	★
Sussex Drive North & South	◆	◆	◆			+			+		+		+	+	+			●	●	●	None	★	▪	★	
The Islands	◆	◆	◆	±	+					+	+	+	±	+	+		■	■	●	●	●	Insignificant	★	▪	★
Rideau Canal	◆	◆	◆	±			±	±			+	+			+			●	●	●	Insignificant	★	▪	★	
Jacques-Cartier Park	◆	◆	◆	±	+		±	±	+		+	+	+		±	■	■	●	●	●	Insignificant	★	▪	★	
LeBreton Flats South	◆	◆	◆	±	+	+	±	±	+	+		+	±	+	+			●	●	●	Insignificant	★	▪	★	
Sparks Street	◆	◆	◆						+	+	+	+	+	+	+			·	·	·	None	▪	▪	▪	
Ottawa River	◆	◆	◆	±			±	±	+			+		+	+		■	■	●	●	●	Insignificant	★	▪	★
Promenade du Portage	◆	◆	◆			+			+		+		+	+	+			·	·	·	None	▪	▪	▪	
Ruisseau de la Brasserie / Rue Montcalm	◆	◆	◆	±	+		±	±	+	+	+		+		+	■	■	●	●	●	Insignificant	★	▪	★	
Ottawa Central Business District	◆	◆	◆		±					+	±			+	+			●	●	●	Insignificant	★	▪	★	
Retail, Arts and Theatre Precinct	◆	◆	◆		±				+	+			+		+			●	●	●	Insignificant	★	▪	★	
ByWard Market	◆	◆	◆						+	+	+	+	+	+				·	·	·	None	▪	▪	▪	
Hull Island (Vieux Hull)	◆	◆	◆	±	±		±	±	+			+	+		+			●	●	●	Insignificant	★	▪	★	

Type of Activity	Symbol
The type of activity was classified as planning, construction or operating. The activity or activities, which applies to the policy or character area, is marked with a ◆.	◆
<b>Potential Effects</b>	
Potential effects of an activity can be positive or negative or a combination of both. A positive effect is denoted with a plus sign, a negative effect with a minus sign, and a combination with both.	+/-
<b>Potential for Cumulative Negative Effects</b>	
Two types of cumulative negative effects have been identified. If a strategy or project has a potential for a spatial or temporal effect, it is noted with a ■. If there is not a potential effect identified, the box is left empty.	■
<b>Suggested Mitigation Measures</b>	
Three types of mitigation measures have been identified to ameliorate negative effects. The specific measure recommended is indicated with a ●.	●
<b>Significance</b>	
Potential negative residual environmental effects, including cumulative effects were assessed as to their significance based on professional judgment and experience.	Negligible Insignificant Significant
<b>Monitoring</b>	
Three types of monitoring have been identified to follow up on potential effects. Where monitoring is recommended, it is indicated with a ★. Where no monitoring is recommended, it is noted as None.	★



## Section 5: Plan Implementation

This section of the Core Area Sector Plan presents the different tools and means by which the Plan will be implemented, monitored and evaluated, over time. These tools and interventions comprise both processes and products, which give planners and other users of this Plan ways to realize the Plan's intent and direction. They include:

- Day-to-day administration of requests affecting federal lands, review and approval of projects in the Core Area through the Federal Land Use, Land Transaction and Design Approval processes;
- Preparation of successive or related plans and studies, such as Area Plans, site specific plans or strategies, in the Core Area which refine or elaborate upon policies of the Sector Plan;
- Individual projects and initiatives to achieve Sector Plan objectives, such as the creation of a new asset, or the launching of a new programming initiative;
- National Interest Land Mass (NILM) designations, as a tool to guide federal interventions on important federal sites in the Core Area;
- Monitoring and Evaluation of the Plan to ensure its relevance and realization.

The NCC will use this Plan in its role as the planning authority for federal lands in Canada's Capital Core Area, and as the guiding policy document for the range of land use and other decisions that it makes or influences. The Plan will also serve as a statement of federal land use intent for consideration by other planning jurisdictions in the Capital Region. It will guide the NCC in the way it builds partnerships with, and supports the lead of, other agencies in certain areas. Collaboration with other NCC branches and local partners, as well as recognition of local government planning processes, will all be essential elements in the implementation of the Plan.

A Commissioning Plan is a companion document to this Plan and key to the Plan's realization. This document transfers certain responsibilities to asset or program managers, prioritizes certain activities or objectives of the Plan, and identifies key stakeholders in the plan's implementation.

### 5.1 Plan Administration & Related Plans/Projects

#### Plan Administration<sup>9</sup>

Day-to-day administration of the Core Area Sector Plan involves the review of requests and proposals that affect federal lands. This occurs through the Federal Land Use, Land Transaction and Design Approval process, pursuant to the National Capital Act, Section 12. The management of this integrated review process is the responsibility of the Design & Land Use Division of the NCC.

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<sup>9</sup> The Federal Land Use Approval of the Core Area Sector Plan (Appendix 7) brought the provisions of this Plan into effect.

Requests and proposals can be put forward by the NCC, by other federal agencies and departments, by municipal or provincial governments, or by other interested parties including the private sector, organizations and individuals. Requests and proposals are reviewed to assess the specific land use and design implications of a proposal and to ensure its conformity with the objectives and policies of the Sector Plan. As part of this integrated review process, individual environmental assessments will be completed, as required by NCC policy (which respects the provisions of the Canadian Environmental Assessment Act), to address impacts on the natural environment.

Instances may arise when a proposal or request does not comply with the policies of the Plan. In these cases, NCC staff will evaluate the request in relation to the provisions of the Plan to determine whether the plan should be amended to permit the particular proposal to proceed. The need for corresponding amendments to other NCC plans, such as the Urban Lands Master Plan or the Plan for Canada's Capital would also be reviewed.

### *Other NCC Plans*

The Core Area Sector Plan has specific relationships to other NCC plans of varying scope, as defined in the NCC's planning framework (refer to Section 2.3 above). The Plan for Canada's Capital, completed in 1999, provides a broad policy direction for all federal lands in Canada's Capital Region, and is at the top of the hierarchy.

*Master Plans* represent the level above Sector Plans in the planning framework. The *Urban Lands Master Plan* is underway at the time of writing of this Plan, 2004-2005. The Core Area Sector is one sector *within* the Urban Lands Master Plan area. As such, the ULMP will reflect the content and direction of the Core Area Sector Plan in the development of its objectives and policies from a broader, more regional perspective.

*Area Plans*, defined as the level immediately below Sector Plans in the Framework, provide more detailed planning direction than Sector Plans. They may correspond to a Character Area boundary, or to a grouping of lands smaller than a Character Area. Within the Core Area, the LeBreton Flats Area Plan was completed and approved by the NCC, as a priority, in 1996. An Area Plan for the Islands & LeBreton North Area is underway, and similar plans for a number of other Area Plans will be initiated over the coming years.

Character Areas within the Core where the preparation of an Area Plan will be a priority include those where the NCC has a leadership or partnership role, and where there are pressing issues or opportunities that need to be addressed. Priority Area Plans to initiate in the near term include:

- Rideau Canal North
- Lands between LeBreton, the Islands and the Garden of the Provinces/west end of Sparks Street, as an addition to the LeBreton Area Plan
- The Ottawa River Basin, to clarify and address the proposals of the *Integrated Development Plan*.

Area Plans will also be completed for the Islands, Sparks Street and Gatineau Central Waterfront Character Areas.

### *Core Area Vision and Concept*

Six priority initiatives or projects were highlighted in the Core Area Vision and Concept, the predecessor documents to this Plan.

- LeBreton Flats
- Chaudières and Victoria Islands
- Sparks Street Area
- Bank Street Axis
- Connecting with Gatineau Park
- Industrial Land Scott Paper

Policies respecting these initiatives appear in the corresponding Character Area sections of this Plan.

### *Key Initiatives*

A number of other key initiatives for the Core Area are both underway and proposed at the time of preparation of this Plan. These include:

- Core Area Programming Vision
- Commemorations Plan
- Cultural Landscape Strategy
- Ottawa River Integrated Development Plan
- Illumination Strategy for the Core Area

The Core Area Sector Plan and these initiatives are mutually supportive undertakings, with their collective realization bringing new vitality and interest to the Core Area and enhancing the achievement of Capital objectives.

## **5.2 National Interest Land Mass**

The National Interest Land Mass (NILM) is considered essential to the long-term symbolism, functions, physical structure, and natural and cultural landscape qualities of Canada's Capital. A NILM designation indicates a formal expression of the federal government's interest in the long-term use of these lands in a manner that supports Canada's Capital. A significant portion of the lands covered by the Core Area Sector Plan are designated NILM. These lands fall into three broad categories.

- **Federal public NILM lands**  
The vast majority of the NILM is federally owned, most by the NCC.
- **Non-federal public NILM lands**  
Some lands that are designated as NILM are not owned by the federal government. Such lands are owned by a variety of public owners, including

provincial, regional, and municipal governments. Examples include shoreline lands at the edges of Victoria Island, and some streets forming parts of Confederation Boulevard. In most cases, there is no intent to bring lands of non-federal public agencies into federal ownership, in as much as municipal planning policies support Capital objectives.

- **Privately-owned NILM lands**

Some privately owned lands are also designated NILM. For example, in the Core Area, the majority of Albert and Chaudières Islands and certain NILM-designated properties along Sussex Drive are owned by or under long term lease to the private sector. Normally, the designation of non-federal land as NILM emerges in support of long-range policy plans developed by the NCC.

The long-term intent of the NCC is to acquire key privately owned NILM lands through negotiated settlement. As an alternative, municipal land use policies, existing land uses, and landowners' future intentions will be monitored to ensure that the long term potential of the site to perform its Capital role is maintained. Frequent communication and collaboration with private landowners is necessary to conserve their potential Capital value.

#### *Influencing land use change on non-federal NILM lands*

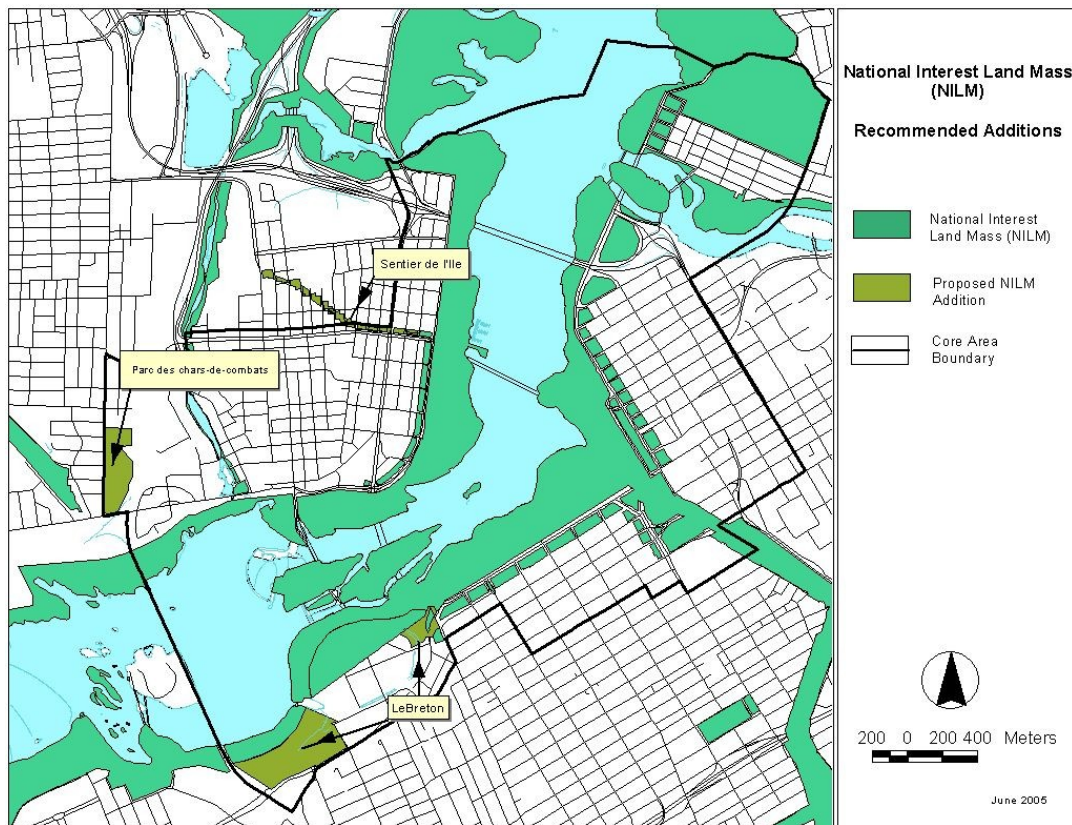
By virtue of the National Capital Act, the NCC must approve changes in land use on federal lands. This authority does not extend to non-federal lands. Through municipal planning processes, the NCC can seek to influence proposed land use changes on non-federal public or privately held NILM-designated land, if it is perceived to be contrary to Capital objectives. The NCC's response to a proposed land use change is guided by policies in the Core Area Sector Plan, and can be expressed in a number of ways, according to the level of risk to Capital objectives. This includes:

- participation in the municipal planning process that guides land use change;
- expressions of concern, persuasion or support (moral, financial, or otherwise) to landowners;
- informal agreements with landowners;
- formal agreements (easements, right of first refusal, etc.); and
- acquisition.

#### **Land use on adjacent non-NILM lands**

Certain lands with no intrinsic Capital contribution are important because their future use could affect the integrity, roles, and land uses of adjacent NILM lands. Examples include lands subject to height controls; view planes and height control limits are established in municipal by-laws to ensure the protection of views to key symbols, and these limits affect privately-held properties in the Ottawa part of the Core Area. Developments on lands adjacent to NILM properties in certain areas are also monitored closely, for example, in proximity to Confederation Boulevard in the ByWard Market.

Map 12 - NILM Lands in the Capital Core Area



### 5.3 Monitoring & Evaluation

The goal of monitoring<sup>10</sup> and evaluation<sup>11</sup> is to ensure that the principles, goals and policies of the Plan remain current, relevant and effective over time.

Plan monitoring and evaluation is an essential component of land use planning. The process for monitoring and evaluation should be:

- Performed on a regular basis
- Strategic in its approach
- Effective and efficient
- Based on existing and future studies and reports

<sup>10</sup> Monitoring is a process of measuring the status of a set of policies relative to trends, changes in the environment, new information, etc.

<sup>11</sup> Evaluation is an activity that accompanies monitoring that aims to verify the accuracy and appropriateness of policies, in order to ensure that the Plan responds effectively to change and remains relevant.

- Responsive to new and updated plans and initiatives prepared by the NCC's partners
- Provide useful information for project managers and decision makers

Monitoring and evaluation should review a wide variety of qualitative and quantitative information published by a variety of sources – the public, the media, other governments, universities and research establishments, professional organizations, etc.

The following types of information, among others, should be reviewed in order to assess the currency of the Plan's directions:

- New, significant social, environmental and economic trends
- Changes in legislation (federal, provincial or municipal)
- Creation of new policies
- New Master, Sector or Area Plans
- New research studies, findings and reports
- Information gained through the NCC's review of projects and proposals

To add rigour to this activity, NCC staff should convene periodically to consider trends and patterns, and their implications concerning the integrity of the Plan's goals and policies.

The Strategic Environmental Assessment (SEA) is an integral part of the monitoring and evaluation process. During the preparation of this Plan, the SEA ensured that the Plan incorporated environmental principles and objectives. As part of the monitoring activity, awareness of emerging environmental issues/effects will also be key in ensuring that the Plan and any future modifications to it are based on up-to-date environmental principles and objectives.

### **Measures of Success**

Assessing the success of a land use policy plan is challenging. Concepts such as *awareness*, *knowledge*, *integration* and *recognition* can help plan administrators to determine whether the plan is successful, not only for the NCC, but from the perspectives of external partners, interest groups and the public.

- *Awareness*: Federal and municipal partners, stakeholders and the general public know that the Plan exists, and understand its main purpose.
- *Knowledge*: Federal and municipal partners, interest groups and the public know and understand the policies contained in the plan.
- *Integration*:
  - Federal partners incorporate policies compatible with those of the Sector Plan into their own documents.

- Municipal partners acknowledge the Plan's jurisdiction over federal lands; its role in "partnership" character areas and the intent of the Plan is incorporated into their own plans.
  - Interest groups endorse the plan's principles.
  - The public endorses the plan's vision and direction.
- *Recognition:*
    - Federal partners are satisfied that their perspectives are integrated into the plan's policies and fairly represent their plans, policies, and programs.
    - Municipal partners are satisfied that the plan respects areas of municipal jurisdiction and municipal plans and policies.
    - Interest groups and the public are satisfied that their perspectives were included in the plan.

Key Measures of Success of the Core Area Sector Plan will be monitored and integrated into the document when it is reviewed. Indicators can be grouped into two categories: those related to the underlying conditions that shape principles and policies (planning indicators), and those that measure the success of the Core Area Sector Plan.

Since the concepts of healthy communities and sustainable development oriented the principles of the plan, monitoring and evaluation of the Plan should include a broader examination of progress in the Core Area towards sustainable development and a healthy community. Indicators such as those presented below can help to evaluate the progress of the NCC and federal government to this end.

### **Planning Indicators**

During plan monitoring and evaluation, the following types of indicators and trends would be reviewed and assessed. This review will indicate the need to change policies of the Core Area Sector Plan.

- Land Use (e.g., mixed use)
- Built Environment (e.g., life cycle status of key buildings)
- Capital Experience (e.g., participation levels in festivals and events)
- Heritage (e.g. preservation of structures and landscapes)
- Natural Environment (e.g., advances in energy efficiency)
- Capital Open Spaces (e.g., use of open space network)
- Sustainable Urban Transportation (e.g., modal split to public transit)
- Safety and Security (e.g., features of buildings to enhance security)
- Urban Design and Urban Form (e.g., intensification, pedestrian friendly areas)
- View Protection (e.g., effectiveness of zoning controls)
- Lighting and Illumination (e.g., increase in number of key buildings or sites illuminated)

## 5.4 Plan Review

Specific amendments to the Core Area Sector Plan can occur as a consequence of a particular land use, design or land transaction proposal or application. It can also originate from a monitoring and evaluation exercise.

Plan Review is a formal process to determine the plan's current relevancy. Assessments or scans of the broader planning environment will be undertaken periodically to determine which key factors, issues and trends have changed and their effects on the relevance of Plan policies and initiatives. Specific amendments may ensue.

The need for a *comprehensive* review or update of the Plan will be assessed at least every 5 years following completion of the last plan or plan review. If a plan assessment indicates a need for a comprehensive review or update, this review or update will be initiated in a timely manner. In any event, a comprehensive review or update of the Plan shall be initiated within a 10-year period of the last plan or plan review.



## **Section 6: Core Area Maps**

The following maps present a range of information and designations for the Core Area.

- Aerial Photo of the Core Area
- Existing Federal Land Ownership
- Downtown and Central Business District Areas
- Capital Realm
- Waterways
- Character Areas
- Capital Connections
- NCC-Federal Role and Involvement
- Current and Recommended Initiatives
- Federal Land Use
- Historic Resources
- Natural Features and Significant Habitats
- Parks, Recreational Pathways & Open Space
- Capital Approaches
- Proposed Transit Improvements
- Commemoration and Programming Sites
- View Protection

Maps that are related to the Concept appear in Section 2.

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## Appendix 1      Glossary of Planning Terms

<b>Brownfield</b>	An abandoned, vacant, derelict or underutilized commercial or industrial property where past actions have resulted in actual or perceived contamination and where there is potential for redevelopment. (modified from NRTEE, 2003)
<b>Capital Park</b>	Capital Parks are tied to natural and built features or historic events, providing capital stages for major events and programming. They are designed and maintained with a high standard of illumination, animation and, in some instances, major commemorations.
<b>Capital Realm</b>	The Capital Realm represents the political, judicial, administrative, institutional and symbolic centre of the Capital. It differs from the federal realm present elsewhere in that these lands have real or symbolic capital functions.
<b>Capital Stage</b>	Large open spaces that accommodate events and public activities of Capital significance. Capital Stages require infrastructure, design, and maintenance to properly fulfil this role.
<b>City of Ottawa</b>	A city incorporated in 2001 following the amalgamation of 11 member municipalities of the Region of Ottawa-Carleton. Its population in 2001 was 774,000 and its area 2788.6 km <sup>2</sup>
<b>Ville de Gatineau (City of Gatineau)</b>	A city incorporated in 2002 following the amalgamation of five member municipalities of the Communauté urbaine de l'Outaouais (Outaouais Urban Community). In 2001, the population was 228 052 over 339.4 km <sup>2</sup> .
<b>Civic Realm</b>	Zone of urban blocks, streets and squares that frames and sustains the Capital Realm. The Civic Realm comprises the most central portions of the Cities of Ottawa and Gatineau and forms the “edge” of the Capital Realm.
<b>Confederation Boulevard</b>	A 7.5-kilometre ceremonial route in the centre of the Capital. It is the seam between the Capital and Civic Realms, defining their edges and stitching them together. Confederation Boulevard is a structuring element, organizing land use and federal investment in the Core Area.
<b>Core Area Sector</b>	Encompasses the downtown areas of Ottawa and Gatineau and extends over approximately 10 square kilometres on both sides of the Ottawa River.

<b>Core Area Sector Concept (2000)</b>	The second phase of a three step planning process to develop the Core Area Sector Plan for the heart of the Capital.
<b>Core Area Sector Vision (1998)</b>	The first phase of a three step planning process to develop the Core Area Sector Plan for the heart of the Capital.
<b>Cultural Landscape</b>	<p>NCC has adopted Parks Canada definition as combined works of nature and of man ... illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment and of successive social, economic and cultural forces, both external and internal". (UNESCO, 1996a)</p> <p>An <b>Aboriginal cultural landscape</b> is a place valued by an Aboriginal group (or groups) because of their long and complex relationship with that land. It expresses their unity with the natural and spiritual environment. It embodies their traditional knowledge of spirits, places, land uses, and ecology. Material remains of the association may be prominent, but will often be minimal or absent.</p>
<b>Designed Landscape</b>	<p><b>Designed landscapes</b> are landscapes which have been created and designed intentionally, such as gardens and parks; <i>Organically evolved cultural landscapes</i> are landscapes resulting from an initial social, economic, administrative, and/or religious imperative, creating a landscape which has developed its present form by association with and in response to its natural environment; and <i>Associative cultural landscapes</i> comprise areas of powerful religious, artistic, or cultural associations, where the natural element usually takes precedence over that of material culture.</p>
<b>Diversify</b>	Vary a range of uses or structures.
<b>Environmental Assessment (EA)</b>	<p>Environmental Assessment is used as a planning tool to identify, predict, interpret and communicate information about the environmental impacts of a proposal. It is designed to:</p> <ul style="list-style-type: none"> <li>• Anticipate and prevent environmental problems;</li> <li>• Identify opportunities to maximize environmental benefits; and</li> </ul>

- Support informed decisions on project options and trade-offs

<b>Federal Accommodation</b>	Room, building, or space rented or owned by the federal government for its use.
<b>Grade Level</b>	The street or ground level, the flat or sloping surface upon which a structure is built.
<b>Built Heritage</b>	Parks Canada

Heritage character may be understood to be a composite amalgam of the various areas of heritage value perceived in a building. In some cases, heritage value may be linked to original building design and attributes, while in others to the changes and additions brought by time. The heritage values of Crown-owned buildings derive from many sources. These include historical associations, architectural significance, environmental importance and continuity of use.

Heritage character may reflect importance in a broad range of areas. These may include architectural design, but also, for example, the degree to which buildings may reflect important themes in Canadian history. Heritage character may also reflect the contextual importance of a building in its site or setting, or its influence on local development. The determination of heritage character in buildings reflects contemporary values in society, and may require adjustment over time. (Parks Canada)

<b>Illumination/Lighting</b>	Illumination comprises the artistic and aesthetic aspects of lighting, as well as the functional aspects. Lighting here is limited to the function of improving visibility, perceptions of safety, etc.
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<b>Infill</b>	Infill is development that occurs on sites that are vacant or underdeveloped close to or within existing developments, where infrastructure already exists. Infill may also refer to the creation of the lot or lots. (modified from City of Ottawa)
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<b>Intensification</b>	(a) The development of a property or site at a higher density than previously existed. This may include the following: redevelopment or
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	development within existing communities; infill development; or development on vacant lots or underdeveloped lots within a built-up area; or conversion, or change of use of an existing structure or land use; or the creation of apartments or other accommodation in houses;
	(b) The creation of new dwelling units in existing buildings or on previously developed, serviced land and includes redevelopment and small-scale intensification
	2) Intensification means that the density of development, measured in households or employment per hectare, increases.
<b>Kyoto Protocol</b>	An international agreement, reached in 1997 in Kyoto, Japan, which extends the commitments of the United Nations Framework Convention on Climate Change. In particular, it sets targets for future emissions by each developed country.
<b>Mixed Use</b>	A variety of uses in a building or community in proximity, including housing, recreational, commercial, institutional, industrial or other employment uses.
<b>Multi-modal</b>	Logistics that use at least two modes of transport. Also known as Intermodal.
<b>National Capital Act</b>	Act incorporating the NCC and delimiting its mandate, roles, responsibilities, jurisdiction and powers. Passed in 1958 and amended in 1988.
<b>National Capital Commission (NCC)</b>	A Crown corporation of the Government of Canada, the National Capital Commission (NCC) was created in 1959 as the steward of federal lands and buildings in the National Capital Region. Its role is to plan, develop and use these properties as a source of pride and unity for Canadians.
<b>Open Corridor</b>	These are land corridors that provide the principal links among the Core's open space lands.
<b>Open Space</b>	Local parks, linear corridors, and large-scale public lands which are in or intended to be in public ownership and are, or will be, generally available for public use and enjoyment.
<b>Parks Canada</b>	Federal government agency mandated to protect and present nationally significant examples of Canada's natural and cultural heritage and foster public understanding, appreciation and enjoyment in ways that ensure their ecological and commemorative integrity for present and future generations.

<b>Plan for Canada's Capital</b>	The federal government's long-term, lead policy statement on the physical planning and development of the national Capital Region (or the Capital).
<b>Public Works and Government Services Canada (PWGSC)</b>	Federal government department responsible for procurement, real property and related areas on behalf of most federal government departments and agencies.
<b>Recreational Pathway</b>	Multiuse pathway for cyclists, pedestrians, cross-country skiing, roller/inline skaters, joggers and wheelchair users. It links points of interest in Canada's Capital Region and offers diverse experience to recreational users.
<b>Strategic Environmental Assessment (SEA)</b>	An off-road route for pedestrians, cyclists and other non-motorized users. It links communities, open spaces and recreational destinations. The systematic and comprehensive process of evaluating the environmental effects of a policy, plan or program and its alternatives. (CEAA, 2000, « <i>Strategic Environmental Evaluation</i> »)
<b>Sustainable Development</b>	Development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs. It provides a framework for the integration of environmental policies and development strategies. It recognizes that development is essential to satisfy human needs and improve the quality of human life.
<b>Urban Lands Master Plan</b>	The Urban Lands Master Plan (slated for completion in 2007) will express a long-term vision of how varied properties of federal interest in the urban area of the Capital Region in both Ontario and Quebec (north and south of the Ottawa River) will change and develop over time.
<b>Urban Spaces</b>	Urban Spaces have paved access roads and streets, they are close to neighbouring properties and have support services less than 10 miles away.
<b>Visitor Experience</b>	The network of visitor destinations that encourage visitors to explore the Capital and learn about Canada. It encompasses interpretation, support infrastructure and accessibility.

## Appendix 2 Strategic Environmental Assessment

### Executive Summary

The main purpose of the Core Area Sector Plan (the "Plan") is to identify a framework of policies and initiatives and to guide development, programming, preservation, environmental integrity, transportation, animation, architectural and design quality on federal lands in the Capital's Core Area. As a primary tool for the National Capital Commission (NCC), other federal departments and agencies, the Plan is intended to guide decision-making and inform future planning initiatives.

The 1999 Cabinet directive (amended in 2004) on the environmental assessment of plans, programs and policy initiatives requires that all proposed federal policy initiatives be reviewed for their potential environmental implications. This directive applies to Core Area Sector Plan.

By subjecting this plan to a Strategic Environmental Assessment (SEA), the NCC is fulfilling the Cabinet directive and ensuring that environmental considerations are built-into future planning processes for the resulting strategies and projects.

Based on the SEA methodology presented herein, the Plan's initiatives and projects were assessed. A review of the environmental components (biophysical, socio-economic and cultural), mitigation measures, potential for spatial or temporal cumulative effects and residual effects was undertaken by cross-referencing proposed strategies, projects and other known activities with foreseeable environmental conditions or trends.

Based on the strategic level of assessment, the activities presented in the plan are not likely to lead to negative environmental effects.

With this said, all future projects will be assessed individually under the *Canadian Environmental Assessment Act (CEAA)* to ensure environmental compliance at both the federal and provincial levels.

The initiatives and projects outlined in the Plan are intended to improve the surrounding biophysical, socio-economic, and cultural environments both over time and over the entire landscape. Short-term cumulative effects may occur spatially if construction schedules overlap or are in close proximity to on another. Effective communications and consideration of the cumulative effects for individual projects through Environmental Assessment Reports and CEAA Screenings will also help to reduce any short-term negative cumulative effects.

Based on the strategic review of the initiatives and projects, there are no residual negative effects which would meet the definition of significant.



## 1.0 Introduction

The main purpose of an SEA is to identify at a strategic level, within the parameters of sustainability, the preferred option for achieving the goals and objectives of a policy, plan, or program, before any project or detailed plan is implemented. It allows potential environmental implications to be flagged that are not easily addressed at the project level.

Furthermore, the implementation of SEAs by the NCC support the principle of sustainable development, which encompasses the belief that the activities of one generation should not reduce the resources or choices available to future generations. It recognizes the intrinsic links that exist between the economy, the community and nature (biophysical components), and supports decisions and actions, which respect the integrity of each of these three environments.

## 2.0 Legislative Framework:

The 1999 Cabinet directive on the environmental assessment of plans, programs and policy initiatives requires that all proposed federal policy initiatives be reviewed for their potential environmental implications. This directive applies to Core Area Sector Plan.

By subjecting this plan to a Strategic Environmental Assessment (SEA), the NCC will fulfill the Cabinet directive and ensure that environmental considerations are built-into the planning process for the resulting strategies and projects.

In addition, the *National Capital Act* (1958, amended in 1988) empowers the NCC to:

- Plan for the development, conservation and improvement of the National Capital region so that the “nature and character of the seat of the Government of Canada may be in accordance with its national significance”; and
- Organize, sponsor, and promote public activities and events in the National Capital region that will “enrich the cultural and social fabric of Canada, taking into account the federal character of Canada, the equality of status of the official languages of Canada and the heritage of the people of Canada”.

## 3.0 Principles and Objectives

This document has incorporated the SEA requirements by identifying and assessing the potential environmental effects of the proposed Core Area Sector Plan. It also identifies appropriate mitigation and monitoring measures where potential adverse environmental effects may occur.

For the assessment, “environment” includes components of the biophysical or natural environment as well as components of the socio-economic and cultural environment. These aspects of the environment are described below:

The biophysical environment includes land, water, and air including all layers of the atmosphere; all organic and inorganic matter and living organism; and the interacting natural systems. The specific aspects of each of these biophysical environmental areas, which are relevant to the Plan, are defined in Table 1.

The socio-economic and cultural components of the environment, which are important in the context of the SEA, include: quality of life, built environment visual environment, tourism and recreation, community environment, employment, transportation and cultural heritage. Specific issues within each of these components have been included in the evaluation and are defined in Table 2.

Environmental planning objectives (EPOs) are analogous to other planning objectives because they are expressions of goals or desired end-states. The substantive reasons for emphasising specific objectives include the following:

- Planning based on specific objectives can provide a focus that keeps the assessment on track;
- The approach promotes a results-oriented agenda; and
- EPOs focus attention on **doing the right things** and **doing things right**.

Although more than twenty sources in the international literature were synthesised for identifying potential EPOs, plan and context-specific experience combined with *Caring for the Earth* (IUCN *et al.*, 1991) was particularly relevant. Selection of the EPOs was undertaken according to the following criteria:

- The EPOs are *pertinent to one or more of the Plan's planning principles* and can be used as organising concepts for environmental considerations. Cross-applicability to more than one planning principle aids in prioritising the EPOs under conditions of conflict between and among issues, objectives, and interests;
- The EPO must not only be possible, but *attainable*; and,
- The *Plan* must be capable of exerting an *influence* on the EPO, either directly or indirectly given the nature of the NCC mandate.

The EPOs were adopted from the original Core Area Plan and modified for this update based on consultations with government agencies, stakeholders and the NCC.

**Table 1.0**

<i>PRINCIPLE</i>	<i>OBJECTIVES</i>
<p><b>The Core Area will:</b></p> <p>Be a model of Sustainable Urban Development with regard to: the quality of the biophysical environment.</p>	<p><b>It is the intent of the Sector Plan to:</b></p> <p><b><u>Biophysical</u></b></p> <p><b>Water</b></p> <ul style="list-style-type: none"> <li>• Ensure the protection of natural shorelines;</li> <li>• Ensure the proper management and protection of water resources, including quality and quantity.</li> </ul> <p><b>Land</b></p> <ul style="list-style-type: none"> <li>• Ensure the ecological health and proper management of Capital Urban Green spaces;</li> <li>• Develop new Capital Urban Green spaces within the built up area and near the water’s edge;</li> <li>• Locate events in Capital Urban Green spaces according to the capacity of individual sites;</li> <li>• Ensure the protection of the escarpment lands as part of a larger shoreline ecosystem;</li> <li>• Encourage the remediation of contaminated lands and brownfield development.</li> </ul> <p><b>Air</b></p> <ul style="list-style-type: none"> <li>• Include energy conservation measures in the development of the Core;</li> <li>• Promote the reinforcement of international GHG reduction targets and Kyoto initiatives.</li> </ul> <p><b>Flora</b></p> <ul style="list-style-type: none"> <li>• Protect and increase vegetation within the Core Area;</li> <li>• Connect natural areas in the Core to natural areas outside of the Core (i.e. Greenbelt, Gatineau Park, etc.);</li> <li>• Protect and enhance species at risk and associated habitats.</li> </ul> <p><b>Fauna</b></p> <ul style="list-style-type: none"> <li>• Protect significant wildlife and aquatic habitat;</li> <li>• Protect and enhance species at risk and associated habitats.</li> </ul>

**Table 2.0**

<i>PRINCIPLE</i>	<i>OBJECTIVES</i>
<p><b>The Core Area will:</b></p> <p>Be a model of Sustainable Urban Development with regard to socio-economic and cultural environment.</p>	<p><b>It is the intent of the Sector Plan to:</b></p> <p><b><u>SOCIO-ECONOMIC</u></b></p> <p><b>Quality of Life</b></p> <ul style="list-style-type: none"> <li>• Ensure safety considerations are integrated into planning and development projects;</li> <li>• Incorporate best practices for the physically challenged.</li> </ul> <p><b>Built Environment</b></p> <ul style="list-style-type: none"> <li>• Include northern climatic design considerations in development projects;</li> <li>• Ensure a pedestrian oriented urban design and universal accessibility;</li> <li>• Include energy conservation measures.</li> </ul> <p><b>Visual Environment</b></p> <ul style="list-style-type: none"> <li>• Protect views of Parliament Hill and important National Cultural Institutions;</li> <li>• Protect views of the Ottawa River and Capital Urban Green spaces.</li> </ul> <p><b>Tourism and Recreation</b></p> <ul style="list-style-type: none"> <li>• Develop the recreational potential of the Ottawa River and other Core Area Character Areas;</li> <li>• Develop the river as a link between recreo-touristic destination points;</li> <li>• Improve the links between points of activity.</li> </ul> <p><b>Community Environment</b></p> <ul style="list-style-type: none"> <li>• Ensure the strengthening of neighbourhoods in the Core;</li> <li>• Support increased residential development in the Core neighbourhoods.</li> </ul> <p><b>Employment</b></p> <ul style="list-style-type: none"> <li>• Support the role of the Core as the primary location for employment in the region.</li> </ul> <p><b>Transportation</b></p> <ul style="list-style-type: none"> <li>• Support the following priorities in transportation infrastructure projects: pedestrians, cyclists, public transit, car pooling, single occupant vehicle use;</li> <li>• Support the movement of inter-provincial routes outside of the Core;</li> <li>• Develop transportation network based on future demographic considerations.</li> </ul> <p><b><u>CULTURAL</u></b></p> <p><b>Heritage</b></p> <ul style="list-style-type: none"> <li>• Protect built heritage resources;</li> <li>• Develop existing industrial heritage as ‘living heritage’</li> </ul>

	landscapes; • Protect archaeological resources.
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#### 4.0 Scope of the SEA

The SEA will describe and discuss future projects and plan intended for National Capital (Ottawa-Gatineau) region’s existing environment, including the biophysical, socio-economic, and cultural components. It will attempt to determine possible future environmental effects and evaluate their likely significance. Typical prevention and mitigation measures to be implemented to avoid or mitigate environmental effects will be identified, and any residual and cumulative effects addressed. Specific project related problems and construction methods for the application of standard geo-technical, hydrology, site remediation, hazardous materials handling/disposal, and other construction related management techniques and best practices should be addressed in subsequent CEAA project assessments.

#### 5.0 Study Area

The study area has an approximate area of 2.5 kilometers in diameter, centered on the Peace Tower on Parliament Hill. Its limits extend beyond the boundaries of the Core Area, recognizing that what happens within the Core Area affects and is affected by what happens beyond its boundaries.

#### 6.0 SEA Methodology:

The objective of the SEA process is to ensure that the proposed Core Area Sector Plan incorporates sound environmental planning principles. This acts as an early warning tool used broadly to determine potential environmental effects of strategies and plans, whereas environmental assessment is the tool used at a project-specific level. Some projects may eventually require detailed environmental assessment depending on the nature and scope of the individual projects.

The Core Area Sector Plan SEA considered both the spatial and temporal aspects of proposed NCC policies and strategies slated for the Core Area. The spatial aspects included those areas located within the Core and where appropriate, site specific locations. The temporal aspects involved an examination of the planning, construction and operational phases of the proposed policies and strategies.

The SEA methodology has been tailored for this assignment and includes seven steps:

**1. *Identify and Categorize future initiatives and projects***

This step involved the review of the Plan to identify the projects and strategies that would be assessed.

## 2. *Determine type of activity*

To conduct the SEA of the Plan initiatives and projects, it was first necessary to understand the nature of the activities associated with each. This allowed for an assessment of the potential for environmental effects on the biophysical, socio-economic, and cultural aspects of the Core Area environment. Guidelines and projects, their activities and scope were categorized into three groups including *Planning*, *Construction*, and *Operation*. Every guideline and project included one of these activities, but some included two or even all three.

## 3. *Assessment of potential environmental effects*

In order to assess the potential for environmental effects, even at a strategic level, a set of environmental indicators were established. These indicators were grouped according to the biophysical, socio-economic, and cultural environmental component groups.

Once the indicators were established, the strategies and projects were assessed using a broad scoping approach to determine the potential for positive or negative effects.

## 4. *Assessment of potential cumulative effects*

Cumulative environmental effects are defined as the effects on the environment caused by an action in combination with other past, present, and future human actions (CEA Agency, 1999). They occur when two or more project-related environmental effects, or two or more independent strategies or projects, combine to produce a different effect. Cumulative effects for the Plan were assessed at a preliminary screening level based on their spatial and temporal boundaries.

## 5. *Suggested Mitigation*

Guidelines and projects that have the potential for negative environmental effects or negative cumulative environmental effects may require mitigation measures to eliminate or reduce the type, location, severity, and duration of those effects. Three high level measures were identified to attenuate environmental effects: Project EA, Approvals and Communications.

## 6. *Determine significance of residual effects*

"Residual" environmental effects were assessed and defined as changes to the environment caused by the project, in comparison to existing conditions and taking into account all built-in mitigation measures.

## 7. *Suggested Monitoring*

Monitoring is the process of tracking the effectiveness of mitigation measures, with the objective of influencing positive change or action to improve or remedy environmental conditions. Monitoring is recommended for some initiatives where residual effects were identified.

## **7.0 Assessment of Potential Environmental Effects**

For the purpose of this SEA, the planning of projects is assumed to continue within the current NCC framework as outlined below:

### **1. Federal Land Use, Transaction, and Design Approvals**

- Ensure that the project integrates well with current plans and that the quality of the proposed change reflects the Capital's role in the region.

### **2. Environmental Assessments**

- Provides the NCC with a decision making tool to determine if projects should proceed.
- Ensure environmental protection, compliance and/or mitigation measures are in place for projects.
- Incorporate the NCC Environmental Management Strategy.
- Assess projects in the spirit of the CEAA.

### **3. Managing the Environment**

- Incorporate "sustainable development" into projects.

### **4. Heritage and Archaeological Resources**

- Preserve heritage and apply relevant federal policies and international standards to the review of all federal properties

### **5. Commissioning and Evaluation**

- Undertake a "commissioning" plan that defines responsibilities and scheduling to initiate projects.
- Evaluate lessons learned.

Specifically, the SEA has examined potential biophysical and cultural effects by character area, as illustrated in Table 3. Sections 7.1, 7.2, and 7.3 further summarize potential project effects and proposed mitigation measures by valued environmental components (VECs).

## **7.1 Biophysical Components**

### **7.1.1 Water**

Interactions with aquatic resources will include future development of sites along the Parliamentary Precinct, Island Land Bridge (Victoria and Chaudières), Rideau Canal, Jacques-Cartier Park, LeBreton South, Ottawa River, Hull Island and along the Gatineau Central Waterfront. A new pedestrian link/observation post may connect the Chaudières Falls to the land.

#### **Summary of Effects**

Potentially positive effects on shorelines may result through shoreline improvements as part of the development of these sites. The positive effects on shorelines would largely result from shoreline rehabilitation and naturalization through the redevelopment of waterfront sites such as the Scott Paper plant, LeBreton Flats and the Islands.

Negative effects on the desired objective of naturalized shorelines may occur in areas where support facilities for boating are constructed at the water's edge. Potentially negative effects on water quality and quantity are largely possible from the following initiatives in the Sector Plan: erosion and sedimentation resulting from runoff during construction activities that are occurring adjacent to the watercourses and secondly, the development of hard surfaces increasing surface runoff and reducing infiltration.

Construction projects in proximity to the water's edge have a greater potential for effecting water quality through erosion and sedimentation. Negative effects on water quality and quantity may result from development at the Scott Paper site, the Islands, LeBreton as well as road improvements identified in the Sector Plan, especially where road re-construction is envisioned and there is the potential for earthworks.

Negative effects on water quality may also result from the increased boating activities on the Ottawa River. These result from the construction of facilities adjacent to the water's edge as well as negative effects that may result through operation such as fuel spills.

#### **Summary of Mitigation**

Where construction is proposed on waterfront properties, site rehabilitation and/or naturalization of shorelines should be included in landscape plans for these sites. Where boating facilities are to be located at the water's edge, they should be sited to avoid negative effects on shoreline habitat and fish habitat. The potential effects of increased boating on the Ottawa River can be mitigated through the use of Best Management Practices for boat operations such as the management of fuel. Relevant guidelines in the Department of Fisheries and Oceans *Fisheries Act* and *Policy for the Management of Fish Habitat* should be adhered to.

Management of storm water through the site-planning phase of construction projects that are developed as part of the Core Area Sector Plan should be undertaken. In addition, the re-construction of roads in the Core Area, the potential exists to separate



storm and sanitary sewers reducing combined sewer overflows during significant storm events.

### **7.1.2 Land**

Future Capital Urban Green spaces will be added to the Core Area at the LeBreton Common, Victoria Island East, Scott Paper site and along Brewery Creek. The escarpment will also be subject to naturalization projects and contaminated sites will be rehabilitated and developed, where possible.

#### **Summary of Effects**

The escarpment lands will be stabilized largely through naturalization and physical work required to avoid slumpage, resulting in positive effects.

Development of areas of LeBreton Flats and the Islands will likely encounter areas of contamination from historical land uses. Development of these areas could result in the spread on contamination but also offers the opportunities to remediate the sites.

The potential to negatively affect existing urban green space exists where development is proposed in existing green spaces such as Jacques-Cartier Park and the Gatineau waterfront. Use of these areas and potentially the physical size, will be decreased during the construction activities.

Development of future Capital Urban Green spaces to the west of the Core at LeBreton, Scott Paper and the Islands will help to diffuse the increasing demand for park space on Major's Hill Park, Jacques-Cartier Park and Confederation Park. Development of park spaces at the west end on Confederation Boulevard will also help to balance park space east and west in the Core Area.

#### **Summary of Mitigation**

The Sector Plan should identify the connections between the green spaces in order to emphasise the importance of the links between the parks and green spaces. Mitigation of contaminated sites should be performed to levels at or exceeding federal and provincial remediation criteria.

In known areas requiring remediation, Contaminated Materials Management plans should be a component of future development. The NCC also has an opportunity with these areas to encourage innovative projects with on-site management of materials. Consideration should also be given to compiling other information available from Environmental Site Assessments, municipal Official Plans and site specific investigations to map all the areas of known or suspected contamination within the Core Area.

### **7.1.3 Air**

The use of non-vehicular transit within and across the Core shall be encouraged as well as improved transit connections to link the business districts of Ottawa and Gatineau.

#### **Summary of Effects**

The prioritization of travel to favour pedestrians, cyclists, and public transit decreases dependence on auto traffic and assists in controlling vehicle emissions and improving air quality. Improvements to the transit network have the potential to slow the rate of auto traffic increases in the Core Area as transit use increases resulting from improved service. Provision of new parking lots however may encourage automobile travel.

Increased residential uses through mixed use intensification and infill at the Islands, the Ottawa Core Area, LeBreton Flats, downtown Hull and along Brewery Creek will increase the proportion of pedestrian, cycle and transit trips relative to auto trips than would otherwise have occurred had this portion of the increase in population occurred outside of the Core Area.

The effects of street improvements, improved public transit, and mixed use intensification and infill may lead to a reduction in auto trips and a reduction in energy consumption. Residential intensification is connected to reduced auto use and a related reduction in energy consumption. Improved infrastructure for modes of travel other than the single occupant vehicle (i.e. pedestrian, cycle, and transit infrastructure) also lead to decreases in auto use. Reduced energy consumption will result in a reduction in greenhouse gases (e.g. CO<sub>2</sub>). Increased public transit use in the form of diesel buses may create a localized reduction in air quality along frequently travelled bus routes.

#### **Summary of Mitigation**

When a transportation study is undertaken, HOV lanes should be considered and road re-design should include improvements, which foster pedestrian, cycle, and transit modes. Transportation Demand Management should be considered and maximized for areas and employment centres where new parking is being considered.

### **7.1.4 Flora**

Where city streets are reconstructed, and open space development occurs existing plantings may be removed. The re-development of Scott Paper and LeBreton Flats will likely involve the removal of the majority of existing vegetation. The Sector Plan identifies opportunities for increases in urban vegetation at development sites, and street trees. Specific areas identified in the draft Sector Plan include: the redevelopment of the Islands, improvements to Civic-streets, and re-development of-districts such as Brewery Creek as well as the increase in Capital Park space at the LeBreton Common,

Scott Paper and Victoria Island East. The escarpment will be the subject of naturalization.

### **Summary of Effects**

Landscape improvements include an increase in urban vegetation (trees and plantings) in parks and green spaces and where streetscape improvements will take place. The re-naturalizations of the escarpment lands will re-introduce natural species where possible as well as the elimination of non-native species in the Core Area. The development of LeBreton Flats will also result in the loss of existing vegetation on the site.

The naturalization of shorelines and escarpment lands (e.g. Parliament Hill Escarpment) will potentially improve the connections between natural areas that exist outside the Core Area such as Jacques-Cartier Park, Gatineau Park, and Brewery Creek through the consolidation of shoreline habitat, especially in areas where it is degraded.

### **Summary of Mitigation**

Development should be designed to minimise the negative effects on existing vegetation and the introduction of non-native species. Proposed mitigation should therefore include compensation for trees and vegetation that are removed with native species. Furthermore, streetscaping should consider carefully tree and plant species to be introduced in order that they are able to resist climatic effects of the urban environment, including road salt. Street trees should be included in the road design as part of the redevelopment of LeBreton Flats. High and very high values as defined in the Core Area Sector Plan, should be protected and areas of moderate values should be enhanced.

#### **7.1.5 Fauna**

Shoreline and escarpment areas will be further naturalized and rehabilitated. There will be an increase in vegetation through the development of park space.

### **Summary of Effects**

The Sector Plan includes the protection of shorelines and the re-naturalization of the Parliamentary Hill escarpment lands, which may provide positive benefits for urban mammals and birds.

There will be an increase in hard surfaces in the Core Area through the development of the Islands, Brewery Creek, and LeBreton Flats. Docking facilities will be developed at the water's edge at various points in the Core Area. If uncontrolled, runoff during construction could contribute to erosion (siltation) in watercourses affecting fish habitat. Potential negative effects to fish habitat may also result where there is development proposed along shoreline areas such as the docking facilities.

Linkages to the Chaudières Falls will potentially affect areas of migratory bird concentration and potential fish habitat. Construction and operation of facilities within or adjacent to these areas could also negatively impact resident species.

### **Summary of Mitigation**

Ensure that docking facilities are sited so as not to interfere with sensitive fish habitat such as spawning or nursery areas.

Detailed studies of fauna and habitat should be conducted before the implementation of projects within or adjacent to areas identified as important habitat. Studies should include detailed inventories, habitat mapping, potential effects, mitigation measures and monitoring requirements.

Storm water Management Plans should be prepared for re-development sites at LeBreton Flats, the Islands and Scott Paper in consultation with the local Conservation Authority, the City of Ottawa, the City of Gatineau and provincial regulatory authorities (i.e. Ministry of Environment of Ontario and Québec) as part of the Site Plan Approval process. Treatment methods should follow the NCC policy on Storm Water Management, 1996.

## **7.2 *Socio-economic Components***

Socio-economic components of the environment that are included as part of the evaluation were derived from the Planning Principles and Objectives used to guide the Plan.

### **7.2.1 *Quality of Life***

The Plan identifies potential programming and maintenance/operational improvements to Elgin Street, Sussex Drive and Confederation Boulevard in Ottawa, as well as Boul. Alexandre-Taché, Boul. St. Laurent, and Boul. Maisonneuve in Hull. Infill areas along Brewery Creek and in LeBreton Flats will increase the number of people residing in these neighbourhoods of the Core Area.

### **Summary of Effects**

The potential for improved safety exists where streets and pathways are to be re-designed as part of the Plan. An increase in people in certain Core Area neighbourhoods will lead to increased surveillance by residents and a potential increase in the safety of streets in these areas. Through the redesign of roads and re-development sites, the potential exists to include features and infrastructure, which better serve the physically challenged.

## **Summary of Mitigation**

Where streets are to be re-designed, improvements in pedestrian, cycling, and vehicular safety should be included. Safety considerations and universal accessibility should be included in development projects as part of the site planning process.

### **7.2.2 Built Environment**

Open spaces will be created at LeBreton Common, the Islands, and between commemoration sites. Encouraged use of non-vehicular transit within and across the Core Area will also be promoted. The degree to which open spaces include northern climatic design considerations will depend upon the extent to which microclimatic conditions are considered for each site.

## **Summary of Effects**

The prioritization of travel to favour pedestrians, cyclists and public transit, will encourage pedestrian oriented design. The re-design of streets can lead to improvements in the pedestrian realm. The re-development of the National Arts Centre provides an opportunity to consider off street connections to the Rideau Centre and the Congress Centre. A connection between these facilities and amenities will improve the pedestrian environment for those traveling between these facilities. This off street connection may, however, lead to a reduction in street level pedestrian traffic, which could compromise street activity.

## **Summary of Mitigation**

Design of open spaces and commemoration connections should take into account the microclimatic conditions of all four seasons and the effects of different design options in order to create liveable spaces throughout the year.

Ensure that the re-design of civic streets creates a high quality pedestrian experience. Ensure that above grade pedestrian links do not detract from the street-level pedestrian environment.

### **7.2.3 Visual Environment**

Development is planned within identified views of Parliament Hill and National Cultural Institutions.

## **Summary of Effects**

The re-shaping of nodes and the entrances onto Confederation Boulevard has the potential to alter views of the Parliament Buildings and National Cultural Institutions. The effects of the re-alignment of approach routes on views will have to be determined during the conceptual design phase of any re-alignment(s).

The linkage to Chaudières Falls, the Rideau Canal Pedestrian Bridge, and the removal of structures on the Islands has the potential to improve/add new views of the Parliament Hill and the Central Capital Landscape from Laurier Street in Hull.

### **Summary of Mitigation**

The Sector Plan includes built-in mitigation and suggests that urban design guidelines be developed in advance of development proposals.

### **7.2.4 Tourism and Recreation**

Development of pedestrian trails and the addition of park space, National Cultural Institutions, and commercial activities in close proximity to the Ottawa River have the potential to improve the use of the river for recreational purposes.

### **Summary of Effects**

The Sector Plan, through the development of facilities along the shorelines, will improve the connection between activities in the Central Area of Ottawa and those water based activities along at the river's edge. Street improvements in the Sector Plan will also improve the quality of the links, especially for pedestrians between points of activity. A proposed transit loop within the Core Area will also improve links between destinations. The Development of LeBreton Flats also offers the opportunity to create urban links between the existing neighbourhoods to the south and the Islands to the north.

### **Summary of Mitigation**

Traffic and visitor studies should be implemented to manage proactively each character area and to ensure no degradation of environment.

### **7.2.5 Community Environment**

The redevelopment of LeBreton Flats will include new residential uses. New residential infill and intensification may occur along Brewery Creek in Hull.

### **Summary of Effects**

The full implementation of the Sector Plan will augment the total amount of residential units in the Core Area.

### **Summary of Mitigation**

Residential uses should be considered in development plan and should include biophysical mitigation measures as previously discussed.

## **7.2.6 Employment**

The Islands will be re-developed to include future commercial uses. LeBreton will be developed as a mixed-use community with National Cultural Institutions located to the north of the site. Mixed-use intensification will also occur along Brewery Creek.

### **Summary of Effects**

Employment in the Core will likely increase as a result of the development of commercial office and commercial retail space on LeBreton Flats and the Islands, and through mixed-use intensification along Brewery Creek. Construction of new residential and commercial uses in the Core will create short-term construction employment. Long-term employment in the Core will be created through retail uses, commercial and institutional office space and increased tourism related employment. The full implementation of the Sector Plan will likely lead to increases short-term and long-term employment in the Core Area.

### **Summary of Mitigation**

There is no mitigation identified.

## **7.2.7 Transportation**

The Plan proposes to improve pedestrian and vehicular connections to Confederation Boulevard and within the entire Core Area. The Plan also proposes to complete the missing connections in the recreational pathway network.

A transit circuit of intra-urban transit routes will serve the central business districts, which includes a transit loop around Confederation Boulevard and potentially a light rail line from LeBreton and a Rapid Transit System in Gatineau (Rapibus).

There will also result in an increase in the number of residents and employment opportunities in the Core Area.

### **Summary of Effects**

Proposed improvements to streets in Ottawa and Gatineau offer the opportunity to develop infrastructure, which favours alternate modes of transportation such as an improved pedestrian environment and cycle and HOV lanes. Intensification of residential uses in the Core will increase the proportion of people that walk, cycle, and use public transit. Improvements to the recreational pathway network may lead to increases in walking and cycling as modes for commuting to and from the Core Area.

Increased investment in public transit through light rail and improved bus services will likely increase the proportion of commuters that choose this mode of travel.

## **Summary of Mitigation**

The pathway connections should be provided in consideration of future rapid transit systems in Ottawa and Gatineau.

### **7.3 Cultural components**

#### **7.3.1 Heritage**

Mixed Use infill development is proposed in the Sector Plan on Victoria and Chaudières Islands as well as in the vicinity of Brewery Creek. Victoria Island East will be developed as a Capital Urban Green space with the potential to include a development related to Canada's First Nations. Mixed-use infill is also proposed for the LeBreton Flats.

The Sector Plan also identifies potential Heritage Conservation Zones for the LeBreton flats aqueduct, the Rideau Canal, the Parliamentary Precinct, and the area surrounding Rideau Hall, Rockcliffe Park and 24 Sussex Drive. As well, potential Heritage Conservation Zones are identified in the Ottawa Core Area a corridor along Spark and Bank Streets.

Development will take place within the vicinity of known historic and prehistoric archaeological sites at the following locations: LeBreton Flats, Jacques-Cartier Park, and along the waterfront in Gatineau.

#### **Summary of Effects**

The use of Victoria Island East as a location for a First Nations related development may have negative effects on the interpretation potential of the Wilson Carbide industrial building on the site.

The redevelopment of the Islands into a mixed-use area with residential, commercial, industrial, and recreational uses provides opportunities to protect and build on the existing industrial character, on the Islands.

The Plan identifies existing and proposed heritage districts within the Core Area and supports the conservation, and interpretation of these districts, and sites while providing opportunities for rehabilitation or renovation.

Developments within areas of high archaeological potential have the potential to inadvertently destroy artefacts.

#### **Summary of Mitigation**

Any development in the existing or proposed Heritage Conservation Zones (Victoria/Chaudières Islands, LeBreton Flats, Ottawa and Hull Core Areas, and Brewery



Creek) should be integrated into the existing context of the heritage districts through the direction of design guidelines.

Prior to any construction or subsurface disturbance, a licensed archaeologist should be hired to conduct archaeological investigations on high potential locations.

*Insert Table 3*

## **8.0 Additional Mitigation Tools**

In addition to the general mitigation measures identified in the previous section, each project that has the potential for negative environmental effects or negative cumulative environmental effects may require specific mitigation measures to eliminate or reduce the type, location, severity, and duration of those effects. If there are no negative effects identified, there are no required mitigation measures.

Types of mitigation tools available to the NCC include revising the strategy or project EAs, Plans or Plan Amendments, Approvals, and Communications. A description of these mitigation tools follows.

### **8.1 Project Environmental Assessments**

The NCC *Environmental Assessment Policy* commits to reviewing all project and activities to identify the potential for negative effects, where recommending mitigation measures and monitoring plans to ensure that these effects are minimized. The NCC undertakes environmental assessments for its projects according to the spirit of the *Canadian Environmental Assessment Act* (CEAA) and undertakes environmental analysis for projects not subject to the act, to meet the requirements of relevant environmental legislation and/or policy. Where possible, the NCC will harmonize projects to achieve provincial and municipal environmental assessment requirements. Strategic environmental assessments also assist in focusing future assessments by providing the early identification of potential effect categories.

### **8.2 Plans or Plan Amendments**

Some strategies and projects may trigger the need for a modification to the NCC's plans approved under the authority of the *National Capital Act*, including the Plan for Canada's Capital, Master Plans, Sector Plans, and Area Plans, as well as the NCC's Corporate Plan. All of these plans and/or amendments may include recommended mitigation measures.

### **8.3 Approvals**

Some programs and projects may trigger the need for specific review and/or approvals by the NCC or other agencies, including for example:

- NCC Federal Land Use Approval;
- NCC Federal Design Approval;
- Federal Land Transaction Approval;
- Advisory Committee on Planning, Design and Real Estate (ACPDR);
- Municipal Official Plan Amendment;
- Municipal Zoning By-Law Amendment;
- Federal, Provincial or Municipal Environmental, Planning or Construction Permits.

NCC staff will determine the need for these approvals. These approvals may include recommended mitigation measures and/or conditions of approval incorporated into specific agreements.

### **8.4 Communications**

The potential negative effects of some programs and projects may be mitigated through communication initiatives aimed at providing information to other government agencies, stakeholders and the public. A wide range of media tools are available for this purpose, including media releases, direct or targeted mail outs, the NCC website, and on-location notice signs. The NCC website currently offers an opportunity for feed back on the Planning page, "Tell us how you think the NCC is doing?", at [info@ncc-ccn.ca](mailto:info@ncc-ccn.ca)

### **8.5 Revising the Strategy**

A proposed strategy may require revision if negative environmental effects cannot be mitigated by other means. The revised strategy is then assessed through the SEA analysis tool to determine if the potential negative environmental effects have been mitigated through the revision. If there are significant adverse effects that cannot be mitigated, the strategy or objective will require future modification before proceeding.

## **9.0 Potential Cumulative Effects**

Cumulative environmental effects are defined as the effects on the environment caused by an action in combination with other past, present, and future human actions (CEA Agency, 1999). They occur when two or more project-related environmental effects, or two or more independent strategies or projects, combine to produce a different effect. Cumulative effects for the Plan initiatives and projects were assessed on the basis of their spatial and temporal boundaries.

**Spatial Cumulative Effects may be experienced by:**

- Crowding of more than one project or activity within a single space;
- Compounding of effects from a localized activity with other activities or conditions over a broader (i.e. regional) area;
- Indirect consequences of an activity's effect on a seemingly unrelated activity or condition; and
- Fragmenting the value of a larger environmental component by small incremental changes.

**Temporal Cumulative Effects may be experienced by:**

- Accumulation of repetitive yet insignificant effects, reaching a significant level (i.e., crossing a threshold) over a long period of time; and
- Time lags whereby short-term effects are not experienced until the future.

A scan for potential spatial or temporal cumulative effects was undertaken based on cross-referencing with all proposed initiatives and projects and based on other known activities by the NCC or others as well as foreseeable environmental conditions or trends.

It is important to note that positive cumulative effects are not recognized in this SEA. That is because every strategy and project outlined in the Plan is intended to fulfill the EPOs, leading in general terms to an improved environment in the NCR both over time and over the entire region. On this basis, it would be redundant to note the positive cumulative effects for each.

Potential for cumulative negative effects are summarized in the Table 3.

## **10.0 Significance of Residual Effects**

Potential negative residual environmental effects are assessed as to their significance and categorized as Negligible, Insignificant, or Significant.

*Negligible:*

- Means nearly zero or hardly discernible effect.

***Insignificant:***

- Means an effect that may exhibit one or more of the following characteristics;
- Not widespread;
- Temporary or short-term duration (i.e. only during site pre-construction or construction phases);
- Recurring effect lasting for short periods of time during or after project implementation; or,
- Not permanent, so that after the project activity ceases, the integrity of the environmental component would resume.

***Significant:***

- Means an effect that may exhibit one or more of the following characteristics;
- Widespread;
- Permanent transgression or contravention of legislation, standards, or environmental guidelines or objectives;
- Permanent loss of highly valued environmental components; or,
- Permanent alteration to community characteristics or services, land use or established patterns, which is severe and undesirable to the community as a whole, and is contrary to the public interest.

Table 3 presents a summary of the potential environmental impacts. Based on the strategic review of the initiatives and projects, there are no residual negative effects which would meet the definition of significant.

## **11.0 Measures to Monitor the Effects of the Plan Proposals**

Performance monitoring is mandated in the Plan Management section of the Core Area Sector Plan. Environmental monitoring is also a central SEA activity and can serve the following purposes:

- Determining the relevancy/accuracy of SEA predictions;
- Determining compliance with mitigation measures;
- Determining the success of mitigation measures;
- Substantiating recommendations for further mitigation;
- Improvement of the SEA process;
- Overall promotion of long range planning and identification of further studies or research (Therivel *et al.*, 1993).

With this strategic environmental assessment, a residual difficulty is that socially validated limits or science-based environmental planning standards are required since a number of the *Plan's* impacts are cumulative (e.g., potentially arising from on-going land disposals).

The *Plan* identifies lands of Capital Interest and provides supporting policies for their use. Some federal lands are not considered to be of Capital Interest, while other non-federal land is. The *Plan* guides the incorporation of new lands of Capital Interest, alongside the disposal of other lands that are not (i.e., lands of no capital significance that are already developed alongside land that can be better rehabilitated by another jurisdiction may be suitable for disposal or divestment, as will land without valued ecosystem components). Overall, since the SEA operates at the same level as the *Plan*, it is more concerned with the cumulative impacts of land status rather than with the details that will be addressed by site-level EA. A contribution of the monitoring function will be to determine the net changes to the NCC inventory (i.e., the net difference between acquisitions and disposals/divestitures) and determining if or when a planning intervention (e.g., a change to plan content) is required.

Another challenge for this SEA is to ensure that scoped environmental issues and environmental planning objectives are being addressed at the plan and site-specific EA level. The quality and reach of the plan and site-level EAs related to the scoped issues will need to be analysed at regular intervals to reveal how the issues are evolving in cumulative terms. Subsequent research by NCC environmental planners concerning the identification of appropriate limits or environmental standards related to the scoped environmental issues should be recognised as a priority. As well, inventories of NCC assets and their trends need to be explored. Overall, SEA monitoring efforts should be fully integrated with plan monitoring.

## 12.0 CONCLUSION

Based on the strategic level of assessment, the activities presented in the plan are not likely to lead to negative environmental effects.

With this said, all future projects will be assessed individually under the *Canadian Environmental Assessment Act (CEAA)* to ensure environmental compliance at both the federal and provincial levels.

The initiatives and projects outlined in the Plan are intended to improve the surrounding biophysical, socio-economic, and cultural environments both over time and over the entire landscape.

Short-term cumulative effects may occur spatially if construction schedules overlap or are in close proximity to on another. Effective communications and consideration of the cumulative effects for individual projects through Environmental Assessment Reports and CEAA Screenings will also help to reduce any short-term negative cumulative effects.

Based on the strategic review of the initiatives and projects, there are no residual negative effects which would meet the definition of significant.

Type of Activity	Symbol
The type of activity was classified as either planning, construction or operating. The activity or activities, which applies to the policy or character area, is marked with a diamond.	◆
<b>Potential Effects</b>	
Potential effects of an activity can be positive or negative or a combination of both. A positive effect is denoted with a plus sign, a negative effect with a minus sign and a combination with both.	+
<b>Potential for Cumulative Negative Effects</b> Two types of cumulative negative effects have been identified. If a strategy or project has a potential for a spatial or temporal effect, it is noted with a burst. If there is not a potential effect identified, the box is left empty.	■
<b>Suggested Mitigation Measures</b> Three types of mitigation measures have been identified to ameliorate negative effects. The specific measure recommended is indicated with a circle	●
<b>Significance</b> Potential negative residual environmental effects, including cumulative effects were assessed as to their significance based on professional judgment and experience.	Negligible Insignificant Significant
<b>Monitoring</b> Three types of monitoring have been identified to follow up on potential effects. Where monitoring is recommended, it is indicated with a star. Where no monitoring is recommended, it is noted as None.	★

Core Area Sector Plan Policies and Initiatives	Type of Activity			VEC- BioPhysical Environment					VEC - Social Environment						VEC - Cultural Environment	Potential for Cumulative Negative Effects		Suggested Mitigation Measures			Significance of Residual Negative Effects	Monitoring			
	Planning	Construction	Operating	Water	Land	Air	Flora	Fauna	Quality of Life	Environment	Environment	Recreation	Environment	Employment	Portation	Heritage	Spatial	Temporal	Project EA	Approvals	Uncertainties		Plan Review	Reporting	FAQ's
<b>Policies</b>																									
Confederation Boulevard	◆	◆	◆			+	+	+		+	+	+			±	+			●	●	●	Negligible	▪	▪	★
Land Use in the Capital Realm	◆	◆	◆			+	+		+	+	+	+	+	+	+	+			●	●	●	None	▪	▪	▪
Capital Experience	◆	◆	◆	±	±		±	±	+			+	+	+	+	+	■	■	●	●	●	Insignificant	★	▪	★
Heritage, Cultural Landscapes and Archaeological Resources	◆	◆	◆							+						+			●	●	●	None	▪	▪	▪
Natural Environment and Features	◆	◆	◆	+	±	+	+	+		±	+				±				●	●	●	Negligible	★	▪	★
Capital Open & Public Spaces	◆	◆	◆		±	+	±	±	+	+	+	+	+						●	●	●	Insignificant	★	▪	★
Sustainable Urban Transportation	◆	◆	◆	±	±	+	±	±	+		+	+	+	+	±				●	●	●	Insignificant	★	▪	★
Capital Commemorations and public art	◆	◆	◆						+			+				+			●	●	●	None	▪	▪	▪
Safety and Security	◆	◆	◆				±	±	+	±	±		+	+	+				●	●	●	Negligible	▪	▪	★
Urban Design and Urban Form	◆	◆	◆						+	+	+	+				+			●	●	●	None	▪	▪	▪
View Protection	◆	◆	◆							+	+								●	●	●	None	▪	▪	▪
Lighting and Illumination	◆	◆	◆			+	±	±	+	+	±	+	±		+	+			●	●	●	Negligible	▪	▪	★
<b>Character Areas</b>																									
Parliamentary and Judicial Precinct	◆	◆	◆	±	+		±	±	+	+	+	+		+	+	+			●	●	●	Insignificant	★	▪	★
Gatineau Central Waterfront	◆	◆	◆	±	+		±	±			+	+		+	±	■	■	●	●	●	Insignificant	★	▪	★	
Sussex Drive North & South	◆	◆	◆			+			+		+	+	+	+	+				●	●	●	None	★	▪	★
The Islands	◆	◆	◆	±	+					+	+	+	±	+	±	■	■	●	●	●	Insignificant	★	▪	★	
Rideau Canal	◆	◆	◆	±			±	±			+	+				+			●	●	●	Insignificant	★	▪	★
Jacques-Cartier Park	◆	◆	◆	±	+		±	±	+		+	+	+		±	■	■	●	●	●	Insignificant	★	▪	★	
LeBreton Flats South	◆	◆	◆	±	+	+	±	±	+	+		+	±	+	+				●	●	●	Insignificant	★	▪	★
Sparks Street	◆	◆	◆						+	+	+	+	+	+	+				●	●	●	None	▪	▪	▪
Ottawa River	◆	◆	◆	±			±	±	+			+		+	+	■	■	●	●	●	Insignificant	★	▪	★	
Promenade du Portage	◆	◆	◆			+			+		+	+	+	+	+				●	●	●	None	▪	▪	▪
Ruisseau de la Brasserie / Rue Montcalm	◆	◆	◆	±	+		±	±	+	+	+		+		+	■	■	●	●	●	Insignificant	★	▪	★	
Ottawa Central Business District	◆	◆	◆		±					+	±		+	+					●	●	●	Insignificant	★	▪	★
Retail, Arts and Theatre Precinct	◆	◆	◆		±				+	+			+		+				●	●	●	Insignificant	★	▪	★
ByWard Market	◆	◆	◆						+	+	+	+	+	+					●	●	●	None	▪	▪	▪
Hull Island (Vieux Hull)	◆	◆	◆	±	±		±	±	+			+	+		+				●	●	●	Insignificant	★	▪	★

## Appendix 3

## Trends and Challenges Influencing the Plan

### National Trends

Planning a capital is a unique responsibility. Capital planning needs solid foundation that addresses the special character and needs of a national capital, and is based on sound urban planning principles. The Plan is guided by the concept of sustainable development that is supported as a policy by the federal government. Sustainable development means development that meets present needs without compromising the ability of future generations to meet their needs.

Sustainable development means recognising the links that exist between the three dimension of the environment, i.e. the economic, the social and the natural (biophysical) and making decisions and taking action in an integrated manner. A healthy and sustainable environment is characterized by: a vital and dynamic economy; a community that fosters individual well being, health and safety; and an ecosystem that functions well and has integrity.

The style of planning in Canadian cities and regions is evolving in the face of considerable change in our social, economic and political systems. Some changes present concerns and opportunities for all public planning authorities. Several key challenges for the Canada's Capital Region, shared by many communities across Canada are:

**Demographic:** Canada is largely an urban nation, with 8 in 10 people calling our cities home. Immigration has transformed Canadian society into a microcosm of the world, with 8 in 10 newcomers living in the country's largest urban centres. We live in an aging society, with slower rates of natural population growth partially compensated for by increasing numbers of immigrants. At a national level, the average age is expected to increase from 33 in 1989 and 37.6 in 2001 to 41 in 2010. The 45-55 age group will grow at four times the rate that for the overall population. Canada's population would begin to decline without immigration by 2026 and even with immigration, indeed, is projected to begin to decrease by 2046. However, the focus should not remain entirely on the elderly, as the future needs of today's youth must also be considered in urban planning.

The exact population figures for Canada's Capital Region (CCR) are not available. According to Statistics Canada, the Ottawa-Gatineau CMA is a bigger region, both geographically and demographics. The figures include in the Plan refers to Statistics Canada Ottawa-Gatineau CMA.

**Environmental Concerns:** International issues such as global warming and local climate change, initially the subject of scepticism, have now become realities. According to Environment Canada, the global average surface temperature has increased by 0.6 ±



0.2°C since the late 19th century. The 1990s was the warmest decade globally since modern record keeping began in the 1860s and 1998 the warmest year on record. Other changes, such as increased precipitation and longer growing seasons, have also been recorded. Parliament ratified the Kyoto Protocol to the United Nations Framework Convention on Climate Change in December 2002 but greenhouse gas emissions have increased 18% since 1990, the benchmark year.

Over southern Canada, the ozone layer has thinned by an average of about 6% since the late 1970s. Production of the industrial chemicals that once posed a major threat to the ozone layer has been greatly reduced since the 1987 Montreal Protocol on Substances that Deplete the Ozone Layer, and levels are expected to eventually recover. However, it will probably be more than a decade before we begin to see definite signs, and at least the year 2050 before any substantial recovery occurs.

Progress on acid rain since 1980 has seen eastern Canada cut its emissions of sulphur dioxide by more than half and 19% since 1991. Efforts continue within the framework of the Canada-wide Acid Rain Strategy for Post-2000. However, despite this progress, studies show that the recovery of natural ecosystems has been much slower than anticipated.

**National Economic Events and Trends:** Canada, the world's ninth largest economy, surpassed the \$1 trillion mark in terms of gross domestic product (GDP) in 2001, according to Statistics Canada. The rise of the knowledge and information economy had characterized the economy from 1994 to 2001. However, the high-technology sector shrank by \$10 billion in 2001 after the stock market crash while the travel and tourism industry was also hard hit in the aftermath of September 11, 2001. The agricultural sector also shrank, losing 30% of its employees in the last decade.

Real gross domestic product (GDP) increased by 1.7% in 2003, compared to the 3.3% increase in 2002, according to Statistics Canada. So far this decade, annual growth in Canada has averaged 2.3%, half the rate of 5.0% at the economic boom's crest between 1998 and 2000. For Canada, the economic event of 2003 was the 21.7% increase in value of the Canadian dollar, from 63.39 cents (US) to 77.13, the largest 12-month change on record.

Events such as SARS, the war in Iraq, and BSE (bovine spongiform encephalopathy, or mad cow disease) clearly illustrated that increasing global integration also raises Canada's vulnerability to situations over which it has little control. However, there is no evidence that the disasters of 2003 were a significant factor in the economy's slowdown. In another significant development, China became an important trading partner, surpassing both Japan and the United Kingdom in terms of Canada's source of imports.

**Political / Institutional Challenges:** A common challenge is to plan and cooperate effectively in complex intergovernmental settings. Cooperation and harmonization can result in more efficient use of limited resources. The Canadian population is generally

well educated and well informed, understands how government functions, is aware of its rights and obligations, and has high expectations of the public sector to be transparent, accessible and accountable. Government decision-making processes are expected to be open to the public and enable participation. Planning processes and plans need to facilitate decisions and implementation in a timely, equitable and cost-effective manner.

**Socio-cultural Values:** Canada is an increasingly multicultural society with diverse values, needs and priorities. The needs of Canada's Aboriginal peoples are part of the planning considerations for many communities.

Safety and security continue to be important considerations in urban planning and design, particularly international terrorism, which is relevant to major Canadian cities and landmarks. National crime rates dropped for the ninth year in a row in 2000.

The commitment to education has changed Canadian society over the last 50 years. In 1951, only 2% of all Canadians aged 15 and over had university qualifications, but this percentage has since climbed steadily. In 1981 the proportion was at 8%, in 1991, 11%; and by 2001, it had reached 15%. In Ottawa-Gatineau in 2001, it was 34.7%, the highest in the country. In recent years, the increase in women graduates is responsible for much of the growth in graduates.

**Technological Innovations:** Communications and transportation technologies have major impacts on the nature and location of work, on recreation, and on future physical structure of our communities. Communications technologies are now recognized as an integral component in land use and transportation issues. They are also important means to achieve energy savings, reduce roadway infrastructure demands, and encourage more flexible work arrangements. As new technology, including telecommunications continues to develop, it will continue to affect us. The number of Canadians that have access to the Internet continues to climb. Its effects will be increasingly clear in the years ahead.

**Urban Design:** Interest has grown in new ways of designing cities, with the rise, and broad acceptance of many of the principles of "smart growth". Its principles have influenced planning and urban design over the past ten years through emphasis on mixed-use neighbourhoods; pedestrian and transit-oriented development; universally accessible spaces and buildings; and design that is informed by the local sense of place. Many Canadians are exploring new concepts of their communities, and of Canada, leading to a renewed vision of their nation.

**Tourism:** Demographic trends suggest that the increasingly culturally diverse and elderly society will have an effect on visitor services provided in the Core. Interest in cultural travel tends to increase with age, as does an interest in heritage while

immigrants tend to be very interested in history. Therefore, travel that involves learning and cultural experience is predicted to increase while demand for travel that is adventurous, and romantic is also expected to rise, especially from “empty nesters”. Nature-culture travel such as hiking, biking, and contact with local people will increase, as will demand for family vacations. Winter and off-shoulder travel are also expected to show significant growth.

## **Capital Region Trends**

**The Evolving Core:** One hundred years ago, when Wilfrid Laurier and William Lyon Mackenzie King were governing a young country, the capital depended largely on natural resources, especially forestry resources. The rise of government, during and following World War II, saw the displacement of many industries outside the Core Area and away from waterways. Downtown Gatineau saw radical change through the construction of large office buildings and government complexes in the 1970s. The ByWard Market evolved from a farmer’s market to a regional tourist attraction surrounded by many boutiques and restaurants. The adoption of the Confederation Boulevard concept in 1983 stimulated federal investment on both shores of the Ottawa River, witnessed by the construction of national cultural institutions along its length. Recently, residents have returned to the Core Area, as infill, heritage restoration and adaptive reuse have become favoured forms of residential development.

**Regional Economic:** The dramatic collapse in high-technology stocks in 2001 had negative impacts on the CCR’s economy while the individual fate of the larger companies led to significant layoffs. The effects of this change in the economy were diminished by the increase in the federal government’s work force over the past five years. Ottawa-Gatineau in 2001 had one of the highest average income levels in Canada with one of the lowest proportions of persons relying on social assistance in the country. Unemployment rates are usually below national average. These statistics are not expected to change in the long-term.

**Regional Political/Institutional:** Amalgamations that created a new City of Ottawa in 2001 and City of Gatineau in 2002 changed the political context of the NCR. The Tripartite Committee, consisting of the NCC Chairman and the Cities’ Mayors was instituted following the Sussex Circle Report, creating a forum for leaders in the National Capital to discuss issues of the day, including planning. Planning staff across the CCR have also been cooperating through participation in a similar committee.

Demographic Change	Canada	Ottawa-Gatineau	City of Ottawa	Ville de Gatineau
Population 1991	27 296 859	879 683	678 147	201 536
Population 1996	28 846 761	938 745	721 136	217 609
Population 2001	30 007 094	1 000 768	774 072 77.1%	226 696 22.9%
Projection pop 2011	33 361 700	1 268 264	1 012 000	256 264
Projection pop 2021	35 381 700	1 481 026	1 192 000	289 026
Variation 1996 - 2001	5.7%	6.6%	6.3 %	8.0 %

**Regional Socio-Cultural:** As Canada is an immigrant nation, the CCR is becoming increasingly an immigrant region. Visible minorities make up a growing part of the CCR's population - accounting for 14% of its total population in 2001, slightly higher than the national average of 13%, and up from 10% in 1991. Those reporting an aboriginal identity, up slightly to 1.3% in 2001 affirmed a small, but significant aboriginal presence in the CCR; this percentage is below the national level of 3%.

**Regional Technological:** The number of workers telecommuting rose from 5% in 1996 to 6% in 2001. This trend is expected to grow slowly. The City of Ottawa's Broadband Strategy aims to enable more workers to telecommute by connecting people through broadband infrastructure and services, as well as supporting more balanced lifestyles.

**Demographic and employment trends:**

Projections for the CCR to 2021 indicate high growth in population of 48% and a similar jump in employment levels. The City of Ottawa projects employment inside the Greenbelt to increase by 28% and population by 14%.

The distribution of all jobs in the CCR, in 2001, was approximately 75% in Ontario to 25% in Quebec. There is a large difference in the numbers of workers that crossed the Ottawa River to work, with 43% of Quebecers working in Ontario and only 5% of Ontarians working in Quebec. This is not expected to change significantly over the short to medium term.

**Regional Tourism:** Trends in tourism are fundamental to the plan, as the vast majority of tourists to the Region visit the Core Area. Ottawa-Gatineau is the fourth ranked national tourist destination with 9.3% of the market. Toronto (22.9%), Montréal (14.3%), and Québec City (10%) are first, second and third respectively. From 1995 to 1999, the annual average rate of increase in visits to the nation's capital rose was 2.4%, while 82% of all visits to the capital are Canadian. The number of visits to the CCR is expected to

increase by almost 1% per year, from 5.7 million visits in 1999 and will approach 7 million visits by 2021.

**Transportation:** According to the City of Ottawa Transportation Master Plan, transportation demand by automobiles is expected to grow by 31% over the next twenty years. Transit ridership is predicted to increase by 222% by 2021 as a result of massive investment in transit ridership over the next twenty years.

The proportion of cyclists and pedestrians in the Core Area is expected to increase, aided in part by infill residential development in and around the Core Area. Goods movement through the Core Area is expected to change only in the long-term, after the construction of bridges. Many transportation challenges require long-term sustained cooperation by all stakeholders.

Trucks traffic in the Core Area is limited to two bridges: Macdonald-Cartier and Chaudières. Three quarters of all trucks, especially heavier ones, use the former with the remaining one-quarter use the Chaudières Bridge. Only a small proportion of truck traffic transits the National Capital Region on its way to another destination.

**Housing:** Housing affordability and availability are common goals in communities across Canada. Recent vacancy rates for rental housing have been low in Ottawa and at critically low levels in Gatineau. Low mortgage rates have eased the severity of the situation as home ownership becomes more affordable. In March 2003, new rules that allowed homebuyers to obtain mortgages with 0% down payment came into effect. Rents are much cheaper in Gatineau than in Ottawa. Neither of these is expected to change significantly over the short-term.

Ottawa-Gatineau's residential housing prices lead metropolitan areas in Canada for the largest increase in housing prices, as measured by Statistics Canada's New Housing Price Index. It increased 41.7% from January 1997 to January 2004, spurred by very low mortgage rates. Expected population growth over the long-term is expected to ensure continued healthy demand for housing.

**Federal Employment & Office Space:** Federal government employment in CCR, as the chart X indicates, has increased since the declines of the mid-1990s. Federal employment is expected to continue increasing slowly over the planning horizon. The amount of employment in the core (PWGSC's core for the survey differs from the Core Area Sector boundary) declined in both absolute and relative terms since 1989.

The Ottawa Business Journal calculated the vacancy rate of class A office space in the central business district as being approximately one per cent in December 2003 with "virtually no office space available." The newspaper indicates also that downtown Ottawa has one of "the tightest vacancy rates in North America, with relatively low lease rates".

**Heritage:** The concept of cultural landscapes is gaining increasing currency as a tool in the field of heritage preservation. Buildings and sites more than 40 years old, ones that

could be potentially recognized or classified by FHBRO, increasingly include post-war buildings and sites, many of them modernist, changing the public perception of heritage buildings as uniquely Victorian era. Several heritage structures in the Core Area have been approved for demolition over the past few years. The long-term cumulative effect of incremental changes could be significant.

**Safety & Security:** The cumulative effect of terrorist incidents before, on, and since September 11, 2001 has resulted in changes to the design of buildings, and circulation in and around the Core Area. Clarence Street, for example, was modified near Sussex Drive to include a chicane while concrete barriers have been installed around the British High Commission. The ability of pedestrians to circulate freely in the Core Area, especially to visit Parliament Hill, is a commitment that represents a challenge for planners in light of increased demands for security. In the Core Area, the notion of safety includes also the issue of personal safety, aggression and homelessness as well as national security issue.

**Tourism:** In the Core Area, Parliament Hill is the most popular tourist attraction with about 1.5 million visits annually and projections (pre-Sept 2001) of 2.5 million visits by 2010. It is expected that at least one new national cultural institution will open in the Core Area over the short term, and another in the medium term. The expansion of the Ottawa Congress Centre and the establishment of an exhibition centre in Gatineau will improve Ottawa-Gatineau's ranking in these fields and increase Core Area tourism. Regional and local trends will affect how the NCC provides its visitor services. More detail is provided in the *Core Area Programming and Public Activities Vision*.

*Sources: Plan for Canada's Capital, Statistics Canada, Statistics Canada - "A Portrait of Canada", Environment Canada, NCC Five-Year Marketing, Communications and External Relations Plan 2003-2008, 2002 Federal Government Employment Survey.*

## Appendix 4

## Perspectives from Other Capitals

Capital cities are unique cities. Planning for cities that include a seat of government often involves political and symbolic concerns that are different from those of other urban areas. Canada is one of the world's most decentralized nations, and these issues are not confined solely to the national capital. Similar situations occur in other countries as capital city issues dominate core area planning in Washington, Canberra and Brasilia.

### Washington, District of Columbia

Firmly rooted in the ideals of the eighteenth century European Enlightenment, and powerfully expressing New World aspirations, the design of Washington is one of the world's great planning achievements. The 1791 L'Enfant plan, implemented during the 19<sup>th</sup> century, was followed in 1901 by the McMillan Plan, which re-emphasized the primacy of the Mall. Embracing this rich history while moving capital planning into the 21<sup>st</sup> Century, the National Capital Planning Commission released its 1997 Legacy Plan to address future demands on the capital. Tourism is expected to double over the next 50 years; automobile traffic could increase by a third during the next 20 years; and sites for many new memorials, museums, and federal buildings must be found.

The Legacy Plan builds on the historic L'Enfant and McMillan Plans and seeks to unify the city and the Monumental Core, with the U.S. Capitol at the centre; uses new memorials, museums and public buildings to stimulate economic development; reconnects the city to its rivers; and develops a comprehensive and flexible transportation system. While the Legacy Plan embraces growth and new development, it emphasizes the need to preserve the historic character and open space of the Mall and its adjacent ceremonial corridors. The plan is called a *framework* because it is meant to guide - not prescribe - future development.

The Memorials and Museums Master Plan calls for the placement of memorials and museums beyond Washington's traditional Monumental Core as a way to preserve the historic open space and vistas of the National Mall and surrounding areas and to distribute cultural and commemorative resources to all quadrants of the city. In addition to identifying 100 potential sites for future memorials and museums, the master plan provides general guidelines for where and how these facilities should be accommodated, as well as siting criteria and implementation strategies. The Plan establishes a reserve in the central cross axis of the Mall within which no new memorials and or museums sites will be approved. The urgent need to revitalize many urban areas in the Capital Region has created unique urban revitalization programs involving memorials and museums.

Security considerations are at the forefront of the planning consciousness in this federal capital. Following the 1995 Oklahoma City bombing, President Clinton ordered the closure of Pennsylvania Avenue in front of the White House. Following the September 11, 2001 tragedy, many security measures that affect the public domain put in place and even more have been considered. As the safety and access to public areas must always be ensured, the NCPC seeks creative ways to maintain that standard while being

respectful of the city's historic streetscapes, demonstrating that enhanced security and good urban planning are not incompatible.

### **Canberra, Australia**

The Australian National Capital was designed to be a symbol of unity. The National Capital Authority is responsible for realizing the 1912 Walter Burley Griffin plan and vision. Griffin's design had four main elements:

- The use of **topography** as an integral design feature and as a setting
  - A **symbolic hierarchy** of land uses designed to reflect the order and functions of democratic government
  - A **geometric plan** with the central triangle formed by grand avenues terminating at Capital Hill, the symbolic centre of the nation
  - A **system** of urban centres. (Source: NCA National Capital Plan, Feb. 2002)

From the 1960s to 1980s a number of important national institutions were placed at the heart of the Parliamentary Zone, such as the High Court, the National Gallery and the National Science and Technology Centre. The construction of the new and permanent Parliament House (1988) on Capital Hill at the apex of Griffin's central triangle culminated, for Australians, a century of capital building. While Canberra has created a monumental capital, it is now striving to create a vibrant, animated capital complementary to the capital realm.

### **Brasilia**

The establishment of Brasilia as the country's capital is one of the most challenging episodes of 20<sup>th</sup> Century capital planning. The design of Lucio Costa was structured on two perpendicular lines, representing the public sector and private life with a mixing of these elements where the two axes intersect. It was a work of art based on planning principles established in the Charter of Athens (1924) that supported the separation of functional needs: working, inhabiting, circulation, and entertaining body and spirit. This approach has since fallen into disfavour. The Eixo Monumental, a triumphant artery, formed the city's backbone, and called for an original and balanced architecture from architect Niemeyer. The conservation of Brasilia as an urban site of universal value is defined in terms of four scales into which the project by Lucio Costa is divided. The Monumental Scale - conceived to confer the city an effective landmark as the country's capital, is built along the axis, where public buildings stand out both for their architecture as well as for their symbolic value.

Similar to Canberra, Brasilia's key challenge is to create a vibrant, animated federal area that unifies both capital and civic realms. These complete, designed capitals are similar in the separation of the capital realm from the civic realm. Ottawa and Washington, despite their planned nature, more closely integrate the capital and civic realms.



## Linking Canada's Capitals

Each of Canada's provincial and territorial capitals plays a unique role and reflects the history, culture, economy and spirit of the people it represents. From **St. John's**, Newfoundland and Labrador, to **Victoria**, British Columbia, **Iqaluit**, Nunavut and **Quebec City**, most of Canada's Capitals have their own unique challenges. Capital status benefits these cities and city strategies have been developed to take advantage of this status. Planning and design initiatives have been undertaken in many downtown cores. **Halifax**, Nova-Scotia, is experiencing an exciting revitalization of its downtown core with a focus on developing the area's unique blend of past and present and to develop distinctive features of the cityscape. **Regina**, Saskatchewan, has emphasized the integration of functions of a capital city into a cohesive plan, in which each element has an appropriate location. This Plan wishes to acknowledge these efforts to planning, building and developing the Canadian identity through each capital.

## **Appendix 5**

## **Public Consultation Process & Planning Partners**

The plan was developed over the period of 2003-2004. Its preparation involved continuing research, a review of policy issues in the Core Area, strategic environmental assessment, consultations with departments and agencies of all levels of government, and public consultation.

### **Public Consultation**

The Plan is an NCC document that is informed by and will be used by the many people and agencies responsible for creating a dynamic and enduring Capital Core Area. The interrelationship between these individuals, organizations and their planning initiatives clearly implies that the establishment of a meaningful Sector Plan could not be achieved in isolation. The engagement of partners, stakeholders, residents and visitors in an inclusive dialogue has been a key goal of the Core Area planning effort since the process began in 1997. From Vision to Concept to Sector Plan, these partners have shared their expertise, both as professionals who plan for the Core Area and as citizens who benefit from the facilities, communities and events within it. Their knowledge and priorities are reflected in the principles and policies of the Sector Plan.

During 2000 and 2001, the Core Area Concept underwent a public consultation period with a series of questionnaires, workshops and charrette and was presented to NCR residents and elected representatives, local authorities, interest groups, businesses, local and national associations, government agencies, visitors to the Capital and the Canadian public. In 2003 and 2004, the Core Area planning community, as well as the general public, contributed to the development of the Sector Plan. Representatives from various federal agencies, institutions and municipal governments offered insight and direction through a series of interviews and participation in a comprehensive workshop. The Advisory Committee on Planning, Design and Realty was engaged three times to provide professional advice and an objective perspective. A draft of the Plan was presented to the general public at an Open House where feedback was solicited through questionnaires and discussion. The NCC has demonstrated a great openness, and a clear desire to establish a Plan for the Core Area in cooperation with its partners, interest groups and the public. Ultimately, their influence has been significant throughout the process.

A public consultation report summarizing the results of the final round of consultation has been prepared.

### **Working in Partnership**

The NCC has many federal, provincial and municipal partners, including Public Works and Government Services Canada, Parks Canada, Canadian Heritage, the Ministry of Transportation of Ontario, the Ministère des Transports du Québec (MTQ), the City of Ottawa and the Ville de Gatineau. It has a range of agency partners, including the National Gallery of Canada, the Canada Science and Technology Museum, the Canadian

Museum of Civilization, the National Arts Centre, the Canadian Museum of Nature, the Library and Archives Canada and the Portrait Gallery of Canada, the Library of Parliament, residents, visitors and special interest groups.

Each partner oversees a particular jurisdiction, whether it is an area, a system, a destination or a thematic mandate. The physical expression of this responsibility may be in the form of a plan, a study or a strategy. Because issues in the Core Area are complex and interconnected, partners share many common objectives, necessitating cooperation and continuity. Though the Sector Plan, like many Core Area initiatives, is a stand alone document, it builds upon and has been influenced by these initiatives. In the same manner, the Sector Plan is the formal statement of the NCC's desired direction for the Core Area and it is expected that both the NCC and its partners will use the Plan. The principles and policies emphasize the perspective of the NCC and are intended to guide and provide support for future plans and decisions respecting land use, design, movement, environment, events and animation. These organizations will look to the Core Area Sector Plan for guidance and direction. The Plan in turn must be responsive to the needs of the NCC's partner organizations and to their changing priorities over time.

Like the Core Area itself, the Sector Plan will continue to evolve. Studies and plans will continue to be undertaken by the Commission, alone or in cooperation with federal and local partners, that will generate new data, discover new opportunities and highlight new issues. The results of these efforts will enhance the content of the Sector Plan by adding detail to the Vision, Principles and Policies and the means to implement the proposals. The relationships established and the discussions initiated during the Sector Planning process are the first step to realizing the vision of the Plan. The NCC is committed to continuing this open planning process and maintaining a relevant and dynamic Plan. It will continue to provide opportunities for the NCC and its partners to offer input on the plan, its implementation and its amendment over time.

### **Related Plans and Initiatives**

The Core Area Sector Plan makes specific reference to a number of other key NCC planning documents, including the Plan for Canada's Capital; Capital Agenda 21; the Strategic Transportation Initiative; Reflecting a Nation: Creating a Capital Experience for All Canadians; the Federal Employment Strategy and the Ottawa River Corridor Study. It supports key recommendations included in partners' plans and studies, including Ottawa 2020 (the Official Plan); Gatineau 2026 (the Strategic Plan) and the Gatineau Official Plan (in progress); and; the Downtown Ottawa Urban Design Strategy. The Plan for Canada's Capital, the Ottawa Official Plan and the Gatineau Official Plan are the primary planning documents of the NCC and the Cities of Ottawa and Gatineau, respectively.

### *Plan for Canada's Capital (NCC)*

The Plan for Canada's Capital contained many policies of specific relevance to the Core Area, including:

- Maintaining priority of the Capital Core Area as an area for federal presence and a focus for investments and maintenance.
- Strengthening partnerships with local governments and private sector to prepare and implement land use plans for the river edges and the islands.
- Cooperating with public, private and inter-jurisdictional organizations to undertake the built and natural rehabilitation of the islands.
- Enhancing Aboriginal representation in the Capital Core.
- Enhancing the symbolic approaches to Parliament Hill through streetscaping and better links to the Parliamentary Precinct.
- Improving public access to the Ottawa River and to all waterways in the Core Area.
- Improving cross-river access to national cultural institutions.
- Improving access between the Core Area and other Capital features such as Gatineau Park, Greenbelt and other urban attractions.

The Plan considered the input received from partners and the public throughout the planning process and past planning exercise, as well as advice provided by experts from advisory committees. Opportunities identified included:

- Stronger integration between the capital realm and the adjacent urban fabric, while maintaining Confederation Boulevard as a key structuring feature of the Core Area.
- Bridging the capital realm to physically and visually integrate the Ottawa River to the civic realm.
- Reinvestment in infrastructure and buildings in the Core Area, during the next 25 years.
- Accommodation of high-profile national cultural institutions and commemorations in key locations throughout the Core Area.
- Connections, oriented to pedestrians and cyclists, between Confederation Boulevard and the Ottawa River.
- Recognition of the history of the Ottawa River and the Islands as a portage and sacred meeting place for Aboriginal peoples.
- Conversion to public uses, over the long term, of several industrial sites along the river edges.
- Reinforcement of the most significant industrial and cultural landscapes in the Capital through increased public accessibility.

### *Ottawa 2020 (City of Ottawa)*

In May 2003, the City of Ottawa approved a new Official Plan for the amalgamated City, *Ottawa 2020*. The Central Area for purposes of the Official Plan is the area indicated in

figure X. This area encompasses most of the Character Areas identified in the Sector Plan for the Capital Core Area. Plan policies for the Central Area are contained in Section 3.6.6 of the Plan and emphasize “the Central Area’s importance as the economic and cultural heart of the City and the symbolic heart of the nation based on its unique combination of employment, government, retail, housing, entertainment and cultural activities. It also recognizes that the Central Area is the main tourist destination in the National Capital Region with 5.5 million visitors yearly. Policies promote the Central Area’s vital role in the City, its distinct identity and heritage character, as well as the primacy of the Parliament Hill buildings and other national symbols. The Plan also aims to enhance the diversity and attractiveness of the Central Area by encouraging a broad range of land uses and year round activities. This aim will be supported by the protection of residential neighbourhoods in and near the Central Area and an increasing number of downtown area dwelling units, including a vibrant urban community on LeBreton Flats.”

The Central Area is comprised of a number of distinct sub-areas, each with its own identity and character. As such, the Plan identifies the ByWard Market’s heritage character and need for protection, the Core as the employment focus with emphasis on new mixed use development and refurbishment which is of human scale and Rideau Street, Bank Street and Sparks Street as shopping streets to be enhanced through pedestrian environments and office, residential and other uses above the street. Residential areas within the Central area are identified and emphasis is placed on these neighbourhoods as providing vitality to the Central Area and a convenient market for its services. While the Plan recognizes the need to ensure that residential intensification and infill development will occur over time, neighbourhood character and identity must be maintained.

#### *Gatineau 2026 Strategic Plan and Official Plan (Ville de Gatineau)*

The city of Gatineau was created on January 1, 2002 as an amalgamation of the five municipalities that formed the Communauté urbaine de l’Outaouais. It covers a surface area of 339 square kilometres and, with close to 230,000 inhabitants, is Quebec’s fifth largest city. The urban centre of the Outaouais region, it is connected to Ottawa, Canada’s capital. A Strategic Plan (Gatineau 2026) was released in 2004 and the new Official Plan for the amalgamated City is expected to be adopted by Council in 2005. Official Plan policies, which currently apply to the NCC Core Area Sector lands, are contained in the City of Hull Planning Program (*plan d’urbanisme*) dated 1990.

In 2003, Gatineau developed a strategic plan to establish a global approach for the new City based on a comprehensive vision for Gatineau’s future. The plan aims to achieve consensus on what Gatineau wants to become as a community and as an organization, and communicates the vision and ensuing strategic directions. Two of the main directions are: harmonizing the natural and built environments, and respecting the unique and distinct identities of urban villages\*.

### **Harmonization of the natural and built environments:**

To help Gatineau grow into a model city whose living environment is based on the harmonious integration of its exceptional natural heritage with quality built-up areas by:

- Designing urban environments that promote the harmonious integration of natural and built-up environments;
- Ensuring the sustainable development of the natural environment and agricultural landscape;
- Involving the public in the preservation and development of the natural environment and agricultural landscape;
- Developing green networks and waterways to encourage social links within each urban village and throughout the city;
- Acquiring the necessary means to maintain the sustainable development of natural resources throughout the city.

### **Respect for the unique and distinct identities of urban villages:**

To help Gatineau grow into an exemplary community of urban villages, arranged around flourishing social networks, structured along a transportation system adapted to users' needs, and interconnected through extensive roadways by:

- Developing the neighbourhoods with which citizens identify;
- Managing urban growth by encouraging the densification of activities and mixed uses in the existing sectors;
- Pursuing the development of a transportation network providing choices and focused on sustainable development;
- Maximizing opportunities for individuals to become involved and participate in the prosperity and well-being of their neighbours;
- Developing modern communications tools to optimize local vitality;
- Rationalizing the vocation of activity poles to achieve an optimal contribution to the city's economic development and a coherent urban structure.

## Appendix 6

## Steering and Working Teams

This plan was made possible by the participation of the following people:

### National Capital Commission

The Board of Directors

The Executive Management Committee

The Advisory Committee on Planning, Design and Realty

### Steering Committee

Curry Wood, Vice-President

François Lapointe, Director of Planning

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Roland Thériault

Peter McCourt

Daniel Miron

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(February 2005)

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Ronald Fournier, Head - Urban and Environmental Planning	Strategic Environmental Assessment
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## Appendix 7

## Federal Land Use Approval

File CP2110-43-07

Dossier CP2110-43-07

### FEDERAL LAND USE APPROVAL

#### 2005 CANADA'S CORE AREA SECTOR PLAN

### APPROBATION FÉDÉRALE D'UTILISATION DU SOL

#### PLAN DE SECTEUR DU CŒUR DE LA CAPITALE DU CANADA DE 2005

Building upon and updating the policies of the 1999 *Plan for Canada's Capital*, the 2005 *Canada's Core Area Sector Plan* (the "*Plan*") represents the lead policy document governing the planning and development of federal lands in the Core Area over the next twenty years.

The main purpose of the *Plan* is to identify a framework of policies and initiatives and to guide development, programming, preservation, environmental integrity, transportation, animation and architectural and design quality on federal lands in the Capital's Core Area. As a primary tool for the National Capital Commission, other federal departments and agencies, the *Plan* is intended to guide decision-making and inform future planning initiatives.

The Capital Core Area is the hub of Canada's Capital Region, and houses the seat of the federal government of Canada and the Supreme Court, represented by Parliamentary and Judicial Precincts as well as by the Parliament Hill. The Core Area extends over approximately 10 square kilometres on both sides of the Ottawa River. It encompasses the downtown portions of Ottawa and Gatineau, two cities that together form the fourth largest metropolitan area in Canada with a population of more than one million people.

The Capital Core Area is a unique mix of the symbolic and the practical, comprising federal political, cultural and administrative institutions situated along Confederation Boulevard. It is the location of the most significant concentration of office accommodation for federal employees in the National Capital Region, of the official residences of the Prime Minister and Governor General, national museums and numerous diplomatic missions of foreign countries.

Précisant les énoncés de politiques du *Plan de la capitale du Canada* de 1999, le *Plan de secteur du Cœur de la capitale du Canada* de 2005 (le « Plan ») représente l'énoncé principal de politiques du gouvernement fédéral en matière d'aménagement et de développement du Cœur de la Capitale pour les vingt prochaines années.

Le *Plan* a principalement pour objet de définir un cadre d'aménagement par le biais d'énoncés de politique et d'initiatives et d'orienter l'aménagement, la programmation, la préservation, l'intégrité environnementale, le transport, l'animation et la qualité de l'architecture et de la conception sur les terrains fédéraux du Cœur de la capitale. Outil important pour la CCN et les autres ministères et organismes fédéraux, il guidera le processus décisionnel et encadrera les futures initiatives d'aménagement.

Le Cœur de la capitale est le centre de la région de la capitale du Canada et renferme le siège du gouvernement fédéral du Canada, représenté par les Cités parlementaire et judiciaire ainsi que la colline du Parlement. Le Cœur de la capitale s'étend sur près de 10 km<sup>2</sup> des deux côtés de la rivière des Outaouais. Il englobe les centres-villes d'Ottawa et de Gatineau, deux villes qui ensemble constituent la quatrième région métropolitaine du Canada en importance avec une population de plus d'un million de personnes.

Le Cœur de la capitale renferme un assemblage unique d'éléments symboliques et pratiques, y compris les institutions fédérales politiques, culturelles et administratives situées le long du boulevard de la Confédération. Le Cœur de la capitale est aussi le centre de la vie économique, culturelle, politique et administrative de la région métropolitaine. On y trouve la plus grande concentration de locaux de bureaux de l'administration fédérale dans la région de la capitale nationale, les résidences officielles du Premier ministre et de la Gouverneure général, des musées nationaux ainsi que les missions diplomatiques de nombreux pays étrangers.

The NCC mandate translates into three main goals that inform this *Plan*

1. Developing a Meeting Place;
2. Communicating Canada to Canadians;
3. Safeguarding and preserving the Capital's heritage.

Six planning principles constitute the foundation of the *Plan* :

1. An exemplary place for all Canadians;
2. Vibrant representation of an evolving nation;
3. Many functions – from symbolic to functional;
4. Synergy and linkages between different areas;
5. Dialogue and partnerships to achieve common goals;
6. A model of Canadian know-how and leadership in the planning and development of human settlements.

Three major constructs have guided the development of the Plan and its policies and initiatives, and will continue to instruct the NCC in the daily implementation of the plan: Sustainable Development, Healthy Communities, and Smart Growth.

The Planning Concept of the Core Area comprises four major spatial foundations:

- Waterways;
- The Capital Realm;
- The Civic Realm;
- Confederation Boulevard.

The Concept Features are a synthesis of 16 objectives that are captured by three key themes:

- Celebrate (4);
- Connect (5); and
- Consolidate (7).

A total of 211 policies has been developed under 12 policy areas:

1. Confederation Boulevard (25) ;
2. Land Use in the Capital Realm : Federal Accommodation, Cultural Institutions, International Presence (23) ;
3. Capital Experience (33) ;
4. Urban Design and Urban Form (10) ;
5. Heritage, Cultural Landscapes and Archaeological Resources (15) ;
6. Natural Environment and Features (18) ;
7. Capital Open & Public Spaces (19) ;

Le mandat de la CCN est traduit en trois grands objectifs qui encadrent le *Plan* :

1. Créer un lieu de rencontre;
2. Communiquer le Canada aux Canadiens et Canadiennes;
3. Préserver le patrimoine de la capitale.

Six principes de planification constituent le fondement du *Plan* :

1. Un endroit exemplaire pour tous les Canadiens et Canadiennes;
2. Une représentation vivante d'un pays dynamique;
3. Des fonctions variées – symboliques et fonctionnelles;
4. Une synergie et des liens entre les différents endroits;
5. Un dialogue et des partenariats pour atteindre les objectifs communs;
6. Un chef de file du savoir faire canadien en matière d'aménagement et de développement des établissements humains.

Trois principaux concepts de référence ont balisé l'élaboration du plan et des énoncés de politique ainsi que des propositions qui guideront la CCN dans la mise en œuvre du *Plan* : le développement durable, le mouvement des « communautés en santé » et la notion de croissance intelligente.

Le concept d'aménagement du Cœur de la capitale s'articule autour de quatre principaux piliers :

- Les cours d'eau ;
- Le domaine de la capitale ;
- Le domaine civique ;
- Le boulevard de la Confédération.

Les éléments du concept sont une synthèse des 16 objectifs que traduisent trois modes d'action :

- Célébrer (4) ;
- Connecter (5) ;
- Consolider (7).

Un total de 211 énoncés de politique ont été formulés sous 12 secteurs d'intervention:

1. le boulevard de la confédération (25) ;
2. l'utilisation du sol dans le domaine de la capitale : les immeubles fédéraux, les institutions culturelles et la présence internationale (23) ;
3. l'expérience de la capitale (33) ;
4. la conception et la forme urbaine (10) ;
5. le patrimoine, les paysages culturels et les ressources archéologiques (15) ;
6. l'environnement et les caractéristiques

8. Sustainable Urban Transportation (21) ;
9. Capital Commemorations and Public Art (7) ;
10. Safety and Security (19) ;
11. View Protection (9) ;
12. Illumination and Lighting (12).

7. les espaces ouverts et publics de la capitale (19) ;
8. le transport urbain durable (21) ;
9. les monuments commémoratifs et les œuvres d'art public (7) ;
10. la sécurité (19) ;
11. la protection des vues (9) ;
12. l'éclairage et l'illumination (12).

The Capital Core has been divided into 15 Character Areas of three types, based on the varying roles of the NCC in these areas:

- **Federal Leadership:** Character Areas where the majority of lands are in federal ownership, have strong Capital significance, are symbolic and fulfill Capital functions.
- **Partnership Action:** Character Areas where the connection between the Capital and Civic realms is strong, where lands fulfill some Capital functions and where land ownership is not only federal but also municipal and private.
- **Supportive Action:** Character Areas where there is limited or no federal land ownership and where the main activities rely on civic functions, although some Capital functions occur on specific sites.

Le territoire du Cœur de la capitale a été divisé en 15 aires à caractère distincts de trois types, selon le rôle que joue la CCN à l'intérieur de celles-ci :

- **Leadership fédéral :** aires à caractère distinct où la majorité des terrains appartiennent au gouvernement fédéral. Symboliques, elles ont une grande importance pour la capitale et remplissent des fonctions liées à la capitale;
- **Partenariat :** aires à caractère distinct où les terrains remplissent certaines fonctions de la capitale et où la propriété foncière n'est pas seulement fédérale, mais aussi municipale et privée, présentant un lien solide entre le domaine de la capitale et le domaine civique;
- **Soutien :** aires à caractère distinct dans lesquelles le gouvernement fédéral possède peu ou pas de terrains et où les principales activités se rattachent à des fonctions privées, bien que certaines fonctions de la capitale prennent place à certains endroits.

A total of 286 policies has been developed for the 15 Character Areas grouped under the three types of role:

- **Federal Leadership :**
  1. Parliamentary and Judicial Precincts (28) ;
  2. Gatineau Central Waterfront (25);
  3. Sussex Drive North and South (31);
  4. Islands (26)
  5. Rideau Canal (27);
  6. Jacques Cartier Park (19);
- **Partnership Action:**
  7. Sparks Street (27);
  8. LeBreton Flats South (12);
  9. Ottawa River (18);
  10. Promenade du Portage (10);
  11. Ruisseau de la Brasserie / rue Montcalm (17);
- **Supportive Action:**
  12. Civic Retail, Arts and Theatre Precinct (10);
  13. Ottawa Central Business District (15);
  14. ByWard Market (10);
  15. Hull Island (11).

Un total de 286 énoncés de politique ont été formulés pour les 15 aires à caractère distinct groupées selon les trois types de rôle:

- **Leadership fédéral :**
  1. les Cités parlementaire et judiciaire (28) ;
  2. l'aire riveraine centrale de Gatineau (25) ;
  3. le nord et le sud de la promenade Sussex (31) ;
  4. les îles (26) ;
  5. le canal Rideau (27) ;
  6. le parc Jacques-Cartier (19) ;
- **Partenariat :**
  7. la rue Sparks (27) ;
  8. le sud des Plaines LeBreton (12) ;
  9. la rivière des Outaouais (18) ;
  10. la Promenade du Portage (10) ;
  11. le ruisseau de la Brasserie et la rue Montcalm (17) ;
- **Soutien :**
  12. l'arrondissement civique du commerce, des arts et du théâtre (10) ;
  13. le centre des affaires d'Ottawa (15) ;
  14. le marché By (10) ;
  15. l'île de Hull (11).

*Plan* administration and monitoring will be ensured through :

- The review and approval of projects in the Core Area through the Federal Land Use, Land Transaction and Design Approval processes;
- Preparation of successive or related plans and studies, such as Area Plans, site specific plans or strategies;
- the creation of new assets, or the launching of new programming initiatives;
- National Interest Land Mass (NILM);
- Monitoring and Evaluation of the *Plan*;
- The revision of the *Plan* ;
- The Commissioning *Plan* describing the roles and responsibilities of the participants in the implementation of the *Sector Plan*.

As required by the Commission, a Strategic Environmental Assessment process has been completed, and concludes that the activities presented in the *Plan* are not likely to lead to negative environmental effects and that there are no residual negative effects which would meet the definition of significant.

A public consultation process, initiated in 1998 and divided into three phases, provided the opportunity to consider the concerns of community organizations, interest or user groups, residents, the cities, the NCC's Advisory Committee on Planning, Design and Realty (ACPDR) and staff.

The NCC's Board of Directors approved the 2005 *Canada's Core Area Sector Plan* on June 30, 2005, following the comments and recommendations by the NCC's Advisory Committee on Planning, Design and Realty (ACPDR) on February 3, 2005.

In its analysis, the NCC took into account that :

- The 2005 *Canada's Core Area Sector Plan* is the result of a three stage planning process: the 1998 *Vision for the Core Area of Canada's Capital Region*, the 2000 *Concept of Canada's Capital Core Area* and the 2005 *Canada's Core Area Sector Plan*;
- The 2005 *Canada's Core Area Sector Plan* complies with the 1999 *Plan for Canada's Capital* with the improvement of the goal to enhance the vitality of the Capital Core Area and the reinforcement of connections between the federal and city parts of the Core, as well as to and across the Ottawa River ;
- The 2005 *Canada's Core Area Sector Plan*

La mise en œuvre du *Plan* seront assurés par :

- L'examen et l'approbation des projets par le biais des processus d'approbation fédérale d'utilisation du sol, de design et de transaction immobilière ;
- L'élaboration de plans et d'études successifs ou connexes, tels que plans de zone, plans particuliers d'emplacement ou stratégies ;
- Le lancement de projets de création de nouveaux actifs matériels ou de nouvelles initiatives de programmation ;
- La Masse de terrains d'intérêt national (MTIN) ;
- Le suivi et l'évaluation du *Plan*;
- La révision du *Plan* ;
- Le plan de remise au client décrivant les rôles et responsabilités des participants à la mise en œuvre du *Plan de secteur*.

Le processus d'Évaluation environnementale stratégique a été suivi conformément à la politique de la Commission et a conclu que les activités présentées dans le *Plan* ne sont pas susceptibles d'avoir des effets environnementaux négatifs et qu'aucun effet résiduel négatif ne répond à la définition d' « effet important ».

Un processus de consultations publiques, entrepris en 1998 et réparti en trois phases, a permis de tenir compte des préoccupations des organismes du milieu, des groupes d'intérêt, des résidents, des villes ainsi que du personnel et du Comité consultatif d'urbanisme, de design et de l'immobilier (CCUDI) de la CCN.

Le 30 juin 2005, le Conseil d'administration de la CCN a approuvé le *Plan de secteur du Cœur de la capitale du Canada* de 2005, suite aux commentaires et recommandations du Comité consultatif d'urbanisme, de design et de l'immobilier (CCUDI) de la CCN du 3 février 2005.

Dans son examen de la proposition, la Commission a tenu compte de ce qui suit :

- Le *Plan de secteur du Cœur de la capitale du Canada* de 2005 est l'aboutissement d'un processus de planification qui a comporté trois étapes : *Vision d'avenir pour le Cœur de la région de la capitale du Canada* de 1998, *Concept du Cœur de la capitale du Canada* de 2000 et *Plan de secteur du Cœur de la capitale du Canada* de 2005 ;
- Le *Plan de secteur du Cœur de la capitale du Canada* de 2005 est conforme au *Plan de la capitale du Canada* de 1999 en bonifiant le but de faire de ce lieu un cœur dynamique pour la capitale et d'assurer une meilleure complémentarité des fonctions fédérales de part et d'autre de la rivière des Outaouais ;
- Le *Plan de secteur du Cœur de la capitale du*

builds upon, updates and clarifies the policies of the 1999 *Plan for Canada's Capital*;

- The comments of the NCC's ACPDR;
- The comments received as part of the public consultation process.

In consequence:

*Canada* de 2005 précise les énoncés de politiques du *Plan de la capitale du Canada* de 1999 ,

- Les commentaires du CCUDI de la CCN ;
- Les commentaires reçus durant le processus de consultations publiques.

En conséquence,

**FEDERAL LAND USE APPROVAL IS HEREBY GRANTED TO THE 2005 CANADA'S CORE AREA SECTOR PLAN, PURSUANT TO SECTION 12 OF THE NATIONAL CAPITAL ACT.**

**L'APPROBATION FÉDÉRALE D'UTILISATION DU SOL EST DONNÉE AU PLAN DE SECTEUR DU CŒUR DE LA CAPITALE DU CANADA DE 2005, EN VERTU DE L'ARTICLE 12 DE LA LOI SUR LA CAPITALE NATIONALE.**

**The implementation of the Sector Plan will include the following measures:**

**La mise en oeuvre du plan de secteur comprendra les mesures suivantes :**

**Land Use:**

**Utilisation du sol :**

- Should any contradictions occur between the 2005 *Canada's Core Area Sector Plan* and the 1999 *Plan for Canada's Capital*, the text, maps, figures and other contents of the 2005 *Canada's Core Area Sector Plan* will take precedence over the text, maps, figures and other contents of the 1999 *Plan for Canada's Capital* for the territory within the limits of the Core Area Sector;
- The day-to-day administration of requests for the use of federal lands, and the continuing implementation of the Master Plan will be conducted through the Federal Land Use, Land Transaction and Federal Design Approval process;
- All proposals will be reviewed for conformity with the policies, concepts and objectives of the 2005 *Canada's Core Area Sector Plan* prior to any approval being granted;
- All future plans undertaken under the direction of the Sector Plan, as well as any proposed modifications to the Sector Plan, must also be submitted for separate review and approval;
- Adjustments shall be made to the National Interest Land Mass (NILM) to include the following sectors:
  - Parc des Chars-de-combat and manège militaire;
  - Sentier de l'Île;
  - Le Breton (east and west).

- En cas de contradiction entre le *Plan de secteur du Cœur de la capitale du Canada de 2005* et le *Plan de la capitale du Canada de 1999*, les textes, cartes, figures et autres contenus du *Plan de secteur du Cœur de la capitale du Canada de 2005* ont préséance sur ceux du *Plan de la capitale du Canada de 1999* pour le territoire compris dans les limites du Cœur de la capitale ;
- L'administration quotidienne des demandes relatives à l'utilisation des terrains fédéraux et la mise en oeuvre des propositions du plan directeur seront effectuées selon les processus relatifs aux approbations d'utilisation du sol, de transaction immobilière et de design en vigueur à la CCN ;
- Toutes les propositions seront examinées pour assurer leur conformité aux énoncés de politiques, au concept et aux objectifs de planification du le *Plan de secteur du Cœur de la capitale du Canada de 2005* avant qu'une approbation ne soit donnée ;
- Tous les plans futurs, complémentaires au plan de secteur, ainsi que toute proposition de modification au plan de secteur, devront être soumis pour examen préalable et approbation distincte ;
- Des ajustements devront être apportés à la Masse de terrains d'intérêt national (MTIN) afin d'y intégrer les secteurs suivants :
  - Parc des Chars-de-combat et manège militaire;
  - Sentier de l'Île;
  - Le Breton (est et ouest).

**Design:**

**Design :**

- THE PRINCIPLES OF THE SECTOR PLAN WILL HELP TO GUIDE THE ASSESSMENT AND THE REVIEW OF THE DESIGN OF A DEVELOPMENT OR OTHER WORK, PRIOR TO THE GRANTING OF FEDERAL DESIGN APPROVAL FOR PROJECTS IN THE CORE AREA.

- Les projets découlant de ce plan devront faire l'objet d'un examen préalable et d'une approbation de design selon le processus en vigueur à la Commission, guidés par les principes du plan de secteur.

**Environmental:**

- All projects undertaken on federal lands in the Capital Core Area will be subject to the requirements of the *Canadian Environmental Assessment Act* (CEAA).

**Heritage and archaeological :**

- Heritage and archaeological issues will be taken into consideration as part of the above federal approval processes.

**Monitoring:**

- The Director of Planning will complete and deliver a Commissioning Plan to the Director, Urban Lands and Transportation.

**Realty transactions:**

- All proposals for leases, disposals, easements or other realty transactions will be reviewed, through the Federal Land Use or Land Transaction Approval process, in conformity with the policies, concepts and objectives of the Sector Plan.

**Environnement :**

- Tous les projets qui seront entrepris sur des terrains fédéraux du Cœur de la capitale seront assujettis aux exigences de la Loi canadienne sur l'évaluation environnementale.

**PATRIMOINE ET ARCHÉOLOGIE :**

- Les enjeux relatifs au patrimoine et à l'archéologie seront pris en considération lors de l'examen des demandes d'approbation mentionnées ci-dessus.

**SUIVI :**

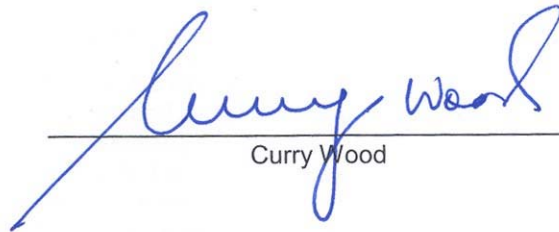
- Le Directeur de la planification devra compléter et déposer un plan de remise au client au Directeur, Terrains urbains et réseau routier.

**Transactions immobilières :**

- Toutes les propositions de location, vente, servitude ou autres types de transaction immobilière feront l'objet d'un examen préalable selon la procédure relative à l'approbation fédérale d'utilisation du sol ou de transaction immobilière, en conformité à l'orientation, aux concepts et aux objectifs de planification du plan de secteur.

Vice-President  
Capital Planning and Real Asset Management

Le Vice-président exécutif de l'Aménagement  
de la capitale et de la gestion de l'immobilier



Curry Wood



Date

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**This approval conforms to NCC's decision taken  
at its meeting of June 30, 2005.**

**La présente approbation est conforme à la  
décision prise par la CCN à sa réunion du 30 juin  
2005.**

cc. John Abel  
François Lapointe  
Marie Crevier  
Gisèle Kelly  
Bob Lewis  
*Roland Thériault*