

Backgrounder

September 24, 1998

ACS1998-1301-111

National Capital Commission “Draft Plan for Canada’s Capital” and “A Capital for Future Generations - Vision for the Core Area of Canada’s Capital Region”

Commission de la capitale nationale “Plan d’ébauche de la capitale du Canada” et “Une capitale pour les prochaines générations - Vision d’avenir pour le coeur de la région de la capitale du Canada”

Issue

- This past June, the National Capital Commission (NCC) unveiled plans for transforming the capital and presented its ideas to Planning & Economic Development Committee (PEDC). NCC’s proposals include tearing down existing buildings to turn Metcalfe Street into a grand boulevard leading to Parliament Hill; redeveloping the Victoria and Chaudière Islands; examining a location for a new bridge crossing of the Ottawa River; and linking Bank Street to Ottawa River destinations through a series of walkways and river taxi service. The substantial evacuation of federally-leased office space downtown is also an issue.
- Following a presentation by NCC staff, PEDC forwarded its recommendations to Council; on July 2, 1998, Council approved a number of modifications to PEDC’s recommendations which are contained in this report.

What’s New

- general and specific concern with the NCC documents, i.e., Department recommends no widening or realignment of Metcalfe Street, no new bridge within city boundaries and objection to federal abandonment of downtown office space---to cite just three.
- NCC plan must recognize as a key planning principle the respect for municipal policies and processes pursuant to the Ontario Planning Act.

Impact

- NCC’s documents will direct the future federal land use decisions in the region with implications for the City
- more detailed federal planning documents affecting specific parts of the city will be forthcoming
- cooperation and coordination with the NCC through these change processes will be important if City is to be able to anticipate change and adapt, rather than simply react to changes in the federal presence in the municipality

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September 23, 1998

ACS1998-1301-111

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(File: XCD3300/0445)

Department of Urban Planning and Public
Works

Ward/Quartier

City Wide

- Planning and Economic Development
Committee / Comité de l'urbanisme et de
l'expansion économique
- City Council / Conseil municipal

Action

**Policy - National Capital Commission: Draft “Plan for Canada’s Capital”
and “A Capital for Future Generations - Vision for the Core Area of
Canada’s Capital Region”**

**Politique - Commission de la capitale nationale: Plan d'ébauche de la
capitale du Canada et Une capitale pour les prochaines générations -
Vision d'avenir pour le coeur de la région de la capitale du Canada**

Recommendations

1. That City Council strongly object to the NCC's shorter alternatives of the Metcalfe Street proposal, (i.e. extending south of Sparks Street, alternatively to Laurier Avenue), as well as, to the realignment of Metcalfe Street, as they would result, in varying degrees, to the destruction of significant heritage buildings from Ottawa's history.
2. That City Council object to the NCC's proposal for opening up Metcalfe Street which would extend to McLeod Street, as this proposal would destroy significant commercial-office development, and numerous residential buildings in Ottawa's downtown core.
3. That City Council insist that the “Plan for Canada’s Capital” and “A Capital for Future Generations - Vision for the Core Area of Canada’s Capital Region” conform to the City of Ottawa's Official Plan, particularly as it relates to lands not owned by the Federal Government and that all land use changes be part of the public decision-making regulations as determined by the Ontario Planning Act.
4. That the National Capital Commission not include any expansion of the Western Parkway as part of their long-term vision on the revitalization of the downtown core.
5. That the National Capital Commission include, in its vision for the National Capital, a statement to the effect that the Ottawa River crossing at the Alexandra Bridge not be modified in order to accommodate increased volumes of motor vehicle traffic.

6. That City Council urge the National Capital Commission to proceed quickly with the Bank Street Project, ie. Linking to the River.
7. That City Council object to the federal government strategy to withdraw its employees from federally-leased office space in the Ottawa Central Area and to the possible abandonment of non-core federal employment nodes and that City Council strongly urge the federal government to retain the Ottawa Central Area as the primary location of federal employment in the National Capital Region.
8. That City Council's position of May 18, 1994, with respect to the recommendations of the Joint Administrative Committee on Planning and Transportation, (JACPAT), be respected when considerations are made of additional crossings or modifications to existing crossings of the Ottawa River.
9. That the National Capital Commission be requested, when it has determined which federal lands in Ottawa no longer serve a Capital Urban Green Space role as part of its implementation of S.4.3 and 4.5 of the Plan for Canada's Capital, to convey such lands at no cost to the City to meet the open space requirements of its citizens, should City Council be prepared to assume the responsibility and costs to protect and enhance these public lands.
10. That the National Capital Commission be requested to provide the City of Ottawa with an early identification of sites where it intends to locate future Capital Destinations, including National Cultural Institutions, Diplomatic Missions and International Non-Governmental Organizations, particularly where such locations fall within the area shown in the City's Official Plan as part of the Greenway System, and that the National Capital Commission be requested to commit to working with the City to ensure that the Greenway System policies of the Official Plan are respected.
11. That the draft "Plan for Canada's Capital" be modified as set out in Document 2; and
 - a) That the NCC be advised that City Council's position on the Draft "Plan for Canada's Capital" as a strategic document not preclude its ability to raise further issues on subsequent documents the National Capital Commission intends to release in the future, in particular, the "Urban Areas Master Plan" and,
 - b) That the National Capital Commission be requested to formally respond to and provide clarification that those issues identified in Document 3 will be addressed in future more detailed planning documents.

12. That the National Capital Commission be requested to provide the City with the procedures associated with the Federal Land Use Approval process whereby amendments and appeals to the "Plan for Canada's Capital" and "A Capital for Future Generations" may be pursued.



September 23, 1998 (1:01p)

Edward Robinson
Commissioner of Urban Planning and Public
Works

JF:mm

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Pierre Lacroix - 244-5300 ext. 1-3877



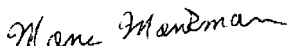
September 23, 1998 (1:10p)

Approved by
John S. Burke
Chief Administrative Officer

Financial Comment

The documents as presented are at a high level and therefore a financial impact on the City of Ottawa is difficult to quantify. However, there would be a decrease in the City's assessment base in the Central Area resulting from the proposal for Metcalfe Street. Preliminary estimates indicate that the City's loss of taxation revenue would be in excess of 2.1 million dollars for commercial properties, excluding payments in-lieu for federal properties.

All stakeholders will need to work closely with the City in terms of planning, coordinating, implementing and phasing of activities to ensure that the interests of the local taxpayer are protected and costs incorporated in the City's budgets and long term financial plans.



September 23, 1998 (9:06a)

Mona Monkman
City Treasurer

RC:cds

Executive Report

Reasons Behind Recommendations

Context

On June 23, 1998, staff of the National Capital Commission, (NCC), attended a Planning and Economic Development Committee, (PEDC), meeting to provide a briefing of the new draft federal land use planning document entitled “*Plan for Canada’s Capital*” and an accompanying descriptive document entitled “*A Capital For Future Generations - A Vision For The Core Area*”. Following the presentation, the Committee forwarded a series of recommendations to City Council and at its meeting of July 2, 1998, Council approved a number of modifications to the Committee’s recommendations, (attached as Document 1). Municipal staff were directed to prepare a formal response to the draft Plan. Accordingly, a Corporate Team was assembled to review the document. The purpose of this report, therefore, is to comment on the implications for the City of the National Capital Commission’s draft “*Plan for Canada’s Capital*” and “*A Capital For Future Generations - Vision For The Core Area of Canada’s Capital Region*”, and to request Council approval of the City’s corporate response.

The NCC draft “*Plan for Canada’s Capital*” is the federal government’s lead policy statement on the physical planning and development of the Capital over the next fifty years. It is written from a ‘capital city’ planning perspective, focussing on the national and international roles of the capital, federal government interests such as Parkways, Confederation Boulevard, and the Core Area including federal employment nodes and buildings. Hence, it is unique among planning documents affecting the City of Ottawa. This Plan is regional in scope and strategic in nature. By working within the parameters set by this Plan, detailed land use policy guidance over a broad area subsequently will be undertaken by the NCC to develop the *Urban Areas Master Plan*.

The “*Capital for Future Generations*” document presents a vision of the Capital’s future. It includes elements such as the opening up of Metcalfe Street as a vista to Parliament Hill, the construction of a broad staircase opposite the west end of York Street leading to Sussex Drive, the introduction of water taxi service to and from attractions along the Ottawa River, the preservation of views and vistas to the Parliament Buildings and other national symbols, the gradual relocation of surface parking underground within the Parliamentary Precinct, the recognition of the inherent value of the escarpment, waterfalls, islands and shorelines of the Ottawa River, and the vibrant mixed use development proposed for Lebreton Flats as part of Ottawa’s Central Area.

This report puts forward recommendations on the two documents; some fall into broad topical areas while others constitute detailed modifications to specific policies of the *Plan for Canada’s Capital* (See Document 2). In some cases, the implications of certain issues will only be known following the completion of more detailed treatment in future NCC planning documents. These issues have been identified in Document 3 attached to this report.

The draft *Plan for Canada's Capital* document is the planning policy document that will receive formal approval from the federal government, while the document entitled "*A Capital For Future Generations - A Vision For The Core Area of the National Capital Region*" is more of an illustration of the policies contained in the *Plan for Canada's Capital*. The emphasis in this report is on the former document, as it will direct the federal government's land use decisions in future throughout the National Capital Region and will lead to more detailed planning documents, such as the "*Urban Areas Master Plan*". However, comments relating to both documents have been included.

Significant Highlights

In general, the following "highlights" associated with the NCC documents are identified as having particular significance for the Municipality. These themes are discussed in greater detail throughout the report. They include:

- Metcalfe Street;
- Western Parkway;
- Alexandra Bridge Crossing;
- Bank Street;
- Municipal Approvals Process;
- Ottawa River Crossings;
- Public Open Space;
- Shifts in Federal Employment;
- Greenway System;
- Subsequent NCC Planning Documents;
- Amendment/Appeal Process.

Recommendations 1 and 2

Both "*A Vision For The Core Area*" and the "*Plan for Canada's Capital*" contain reference to a proposed opening-up of Metcalfe Street to create an open plaza, permitting a dramatic entrance to Parliament Hill as envisioned in the Gréber Plan of 1951. The means of accomplishing this could vary - from the creation of a "Parliament Square" centred on the axis of the Peace Tower and extending south of Sparks Street - to a realigning of Metcalfe as a "Parliamentary Boulevard", centred on the Peace Tower, extending from Laurier Avenue. The most radical NCC proposal would extend as far south as McLeod Street with other alternatives being shorter along Metcalfe Street. While specific details are not set out in either document, long-term changes involving the widening of the Metcalfe Street right-of-way would have the potential for substantial economic and social impacts on Ottawa's Central Area. The vast majority of buildings in the affected area have been built tight to the street, with little or no

setback. The NCC proposal, at its extreme, requires the demolition of many locally-important, designated heritage buildings, some dating back to Confederation. Their loss would obliterate the local historical record and leave an unattractive exposed “flank” to many of the buildings that remain. The wholesale destruction of buildings along or in the vicinity of Metcalfe Street to achieve this NCC goal is strongly opposed.

More specifically, from a heritage perspective, an open plaza along Metcalfe Street is incompatible with the character of the Gothic Revival architecture of Parliament Hill. A wide, open plaza is not in keeping with the complex of Gothic Revival buildings on the Hill. It is generally accepted that the Gothic is best viewed from an angle to emphasize its picturesque qualities. Since Gothic architecture is characterized by variety and asymmetry, views to it should be designed to accentuate these characteristics. In S.5.1.4, (Ottawa Core Area), of the draft “Plan for Canada’s Capital” document, a case is made for re-examining Metcalfe Street as a means to create a dramatic entrance to Parliament Hill, stating that in many capitals, the foremost symbolic and political institutions are located along or at the end of major open esplanades or promenades. While examples of this form of urban design are found in the capital cities of Canberra, Australia, Washington D.C. and Brasilia, Brazil - none of these capitals have Gothic Revival Houses of Parliament - their legislative buildings are in classically-inspired, symmetrical styles, so the comparison to Ottawa is not apt. One could reply that the Houses of Parliament in London, built in the Gothic Revival style and the model for parliamentary democracy, are not surrounded by an open plaza, nor accessed from a wide and open esplanade.

The NCC proposal, at its extreme, could mean the demolition of many locally important, designated heritage buildings, including the federally designated buildings at 111 Sparks Street constructed prior to Confederation in 1859, 93 Sparks Street constructed in 1870, and 14 Metcalfe Street, constructed 1881, designed by William Hodgson, architect, all of which have formed a vital part of Ottawa’s urban fabric for well over 100 years. In addition, the Beaux Arts style American Embassy, designed by leading American architect Cass Gilbert, is also threatened by the proposed widening of Metcalfe Street. Further south along Metcalfe, there are a number of important municipally designated heritage buildings whose loss to the City would be a tragedy: 216 Metcalfe Street, 236 Metcalfe Street, 252 Metcalfe Street, 301 Metcalfe Street and 306 Metcalfe Street.

There is also a strong possibility that a barrier to east-west movement within the Core will be created as a result of the creation of such a strong north-south axis, effectively splitting sections of downtown and further exacerbating the historic east-west division between Uppertown and Lowertown which still exists today.

The loss through demolitions would have a major impact on the City’s assessment base. It is noted that buildings presently fronting Metcalfe Street contain over four million sq. feet of commercial office space and more than 1,100 residential dwelling units. It is noted that should buildings be replaced by formal “parkland”, the resulting land would be tax exempt. It may be anticipated that the usual problems associated with an area that is known to be reserved for redevelopment over a long period may surface, such as minimal upkeep, vacancies, and avoidance of the area by people due to these conditions.

In short, in order to achieve a grand vision of the Parliament Buildings, significant damage to the city's core would result. Consequently, any plans which would involve the destruction of heritage, commercial office and residential properties in an effort to widen and/or realign Metcalfe Street should be eliminated from both the "*Plan for Canada's Capital*", and "*A Vision For The Core Area Of The National Capital Region*".

Recommendation 3

This recommendation stresses the requirement to adhere to the local planning decision-making process under the Planning Act.

While the draft "*Plan for Canada's Capital*" contains numerous references to a commitment to harmonization and cooperation among the various agencies and authorities involved in the planning and development of land use and transportation in the National Capital Region, there is only limited and isolated mention made of local planning processes and jurisdiction. The challenge, in dove-tailing federal capital priorities with those of a local municipal nature will be to address the federal interests within the local regulatory system. The Plan indicates that the federal planning agenda will be achieved through ownership of lands and facilities through the application of planning principles such as those established in the Plan, acknowledging the absence of land use controls similar to those of provincial or municipal governments. However, there also needs to be an acknowledgment that ownership and planning principles cannot operate in a vacuum and that the local government context in which the Capital exists plays an essential part in the realization of federal planning objectives.

Hence, the local planning policies and by-laws enabled under the provincial legislation and developed through extensive public consultations must be respected.

Recommendation 4

This recommendation is consistent with the City's Official Plan, in particular Chapter 5.0, (Central Area), which emphasizes the promotion of public transit and other non-auto related modes of transportation, including cycling and walking, as the principal means of improving access to the Central Area. The NCC Plan proposes to "improve accessibility to Capital destinations for visitors and federal employees by way of Capital Parkways". City Council's motion of July 2, 1998, (contained in Document 1), has made it clear to the NCC that the accessibility should not be improved by expanding or widening the Ottawa River Parkway.

Recommendation 5

The NCC notes that the Interprovincial Bridge (Alexandra Bridge) crossing of the Ottawa River is an important link which requires some improvement, is a key element in the development of Confederation Boulevard, and supports Capital events in the core area. Although these statements are true, careful consideration must be given so as to ensure that improvements are undertaken for the benefit of pedestrians, cyclists, and public transit users and not to accommodate an increase in capacity for private automobiles.

This recommendation is consistent with the City's Official Plan, which places an emphasis upon increasing opportunities for non-automobile transportation, including pedestrians, cycles, and buses and upon significantly reducing the number of automobile trips in the City and Region. City Council, as part of its consideration of the recommendations of the Joint Administrative Committee on Planning and Transportation, (JACPAT), in May of 1994, indicated that no modifications to existing bridges were supported unless such modifications were recommended and adopted by City Council as part of the Transportation Demand Management (TDM) study recommendation which identified a full range of TDM measures to be examined. (See also Recommendation 8 of this report).

Recommendation 6

This recommendation reflects policy contained within the City's Official Plan, (Parliamentary Precinct Character Area of the Central Area Secondary Policy Plan), which specifically indicates Council endorsement for improved pedestrian access to the Ottawa River by reforming the landscape at the Bank Street Valley. Section 1.4.1, of this portion of the Official Plan, (the Vision), proposes that "over the years, pedestrian access from the Grand Esplanade along Wellington Street to the Ottawa River will improve with the provision of a formal sequence of stairs and a meandering pathway descending from Bank Street to the river's edge and the development of a major pedestrian corridor to the River between the Judicial Triad and the National Library / Public Archives building."

The "*Capital For Future Generations*" document makes reference to the possibility of paths across the wooded escarpment that could connect to a riverside dock. A small artist's impression of this is provided. There are obvious implications for the quality of the natural environment and terrain and a caution is raised that any future development along this line be subject to careful prior environmental assessment. Overall, however, the Bank Street Axis project would be beneficial to the health and vitality of Ottawa's core and Bank Street as a theme street.

Recommendation 7

The draft "*Plan for Canada's Capital*" provides a clear indication that the federal presence in Ottawa's Central Area will be significantly altered as a result of the government's Crown-owned consolidation policy. The fundamental thrust of the policy seeks to reduce the size of the federal government and to move its employees to government-owned space wherever possible, reducing

its use of leased accommodation. Since the majority of Crown-owned office space is located in Hull and most of the leased space is in Ottawa, it may be anticipated that office vacancies, particularly in the Central Area, will result. Federal government leased space constitutes approximately 30% of the privately-owned office space in the Central Area, or about 22% of the total office space. The amount of space the federal government owns in the Central Area is roughly equivalent to the amount it leases, (approximately 5 million vs. 4.5 million sq. feet). The source of this information is the Planning Development Information System, (PDIS), and Public Works Canada. The actual numbers of employees affected and how much space will be involved is not known at this time. However, since both the Regional Official Plan and the City's Official Plan recognize the importance of maintaining a strong Central Area to the economic and social health of the region, City Council should strongly object to the federal government's accommodation strategy and reinforce the need to retain the Central Area as the primary location of federal employment in the National Capital Region.

Another aspect of federal restructuring identified in the Plan which may have implications for the City is the indication that some federal lands and buildings may be vacated as a result of obsolescence or being declared surplus during the planning period. Some parcels may experience redevelopment to accommodate other land uses. Again, while specifics are lacking, the Booth Street complex and the CMHC and NRC campuses on Montreal Road are mentioned. When considered in company with the potential loss of downtown federal employment through consolidation in Crown-owned space outside Ottawa, there will be long term implications for the City's ability to realize its share of regional employment as anticipated by the City's Official Plan. Where the disposal of vacant or underutilized federal lands occurs, it should be noted that on many lands outside of the Central Area, the servicing of vacant federal parcels at development levels was not considered to be necessary by the federal government when the infrastructure system was originally being supplied to surrounding areas. Consequently, today these parcels are, in effect, underserviced islands in the middle of a built up community. This will have implications for development activity in the city. Therefore, if and when these lands are declared surplus and are sold in future, developers should be made aware that they may not be fully serviced lands and that additional costs to adequately service the lands may be required.

Recommendation 8

The draft "*Plan for Canada's Capital*" contains policy direction to protect rights-of-ways on federal lands for a new bridge crossing in 2011 and another beyond that time frame, but no indication is provided as to where these lands are located. Also, it is not clear whether the policies could result in proposals to increase capacities for certain bridges, (City Council has already recognized this latter issue with respect to the Alexandra Bridge).

Of greatest concern with respect to the river crossings policies of the Plan is the need to recognize the municipality's interest and stated position on future bridge connections and to have these reflected in the policies. In this regard, the draft Plan's policy directives "to co-operate with other governments to determine an appropriate location for future bridge crossings" and "to work with stakeholders to minimize the harmful effects of future bridge crossings" are welcomed but are not, on their own, considered sufficient to acknowledge the significant interest

of the City in this issue. Furthermore, City Council has already taken a position on this issue in association with the recommendations of the Joint Administrative Committee on Planning and Transportation, (JACPAT), on May 18, 1994. It was made clear then that the City of Ottawa is opposed to any new bridge crossing of the Ottawa River within its boundaries, and this position still holds true.

Recommendation 9

Sections 4.3 and 4.5 of the draft “*Plan for Canada’s Capital*” notes that local municipalities depend too greatly upon the NCC for the provision and use of open space/green space, and as such, will encourage local and regional governments to provide lands that meet the open space requirements of their citizens. It also notes that certain lands are not expected to continuing serving the roles originally envisaged for them while others are not considered to serve a Capital role. It is anticipated that further details as to which lands are affected may be forthcoming as part of the future “*Urban Areas Master Plan*”.

This policy direction is a fundamental example of where federal and local agendas meet; the loss of public open space within a community could keenly affect the local quality of life. It is essential, therefore, that the NCC provide the City with a candidate list long before it puts these sites up for sale so that the City has ample opportunity to review and assess them, in order to determine if they have any local value. Furthermore, the NCC’s practice to date has been to offer up their “surplus” open space lands for sale at “fair” market value. Rather than encouraging the City to secure these lands for community purposes, this approach has in fact discouraged the City because of high costs, (i.e. costs based on the open space’s projected value as a redevelopment site). The NCC should seriously consider turning over these lands, which were purchased by taxpayers for public use purposes, to the municipality at no cost if the City is willing to assume the responsibility and costs to protect and enhance these public lands.

Recommendation 10

The draft “*Plan for Canada’s Capital*” contains numerous policies aimed at accommodating the national and international role of the Capital and serving the needs of visitors to the area. Sections 5.1 “Visitor Destinations”, 5.1.3 “Ottawa River”, 5.1.6 National Cultural Institutions“, 6.0 Capital Links”, and 6.6 Capital Parkway Network”, are among the most relevant in this regard.

The Capital Parkway Network, which refers to the system of federal scenic driveway corridors which ribbon the city, has been identified by the NCC as a critical element in providing access to and between what are referred to both as Capital and Visitor destinations. These terms in the Plan include land uses such as National Cultural Institutions, (such as museums); Diplomatic Missions, (including chanceries and embassies), and international non-governmental organizations, (such as United Nations agencies). It is not entirely clear in the Plan, but it appears that the Parkway network’s function in facilitating access to and between these uses also implies possible locations for the uses immediately adjacent to the Parkways themselves. For

example, S.5.1.6 includes a policy stating “locate, as opportunities arise, national and cultural institutions in highly visible and accessible locations on or adjacent to ...the parkway network...”.

A significant portion of the parkway network, as well as a substantial portion of the lands on either side of the roads themselves, lie within areas designated in the City’s Official Plan as “Greenway System”. The Ottawa River Parkway is a good example of this, most of the lands along it being designated Waterway Corridor. Generally, the policies and objectives of the Official Plan for the Greenway anticipate only limited development within selected areas of the System, an important objective being the primary means of sustaining and enhancing natural processes in the city, while recognizing its role in providing selected corridors for utilities, scenic roadways and for leisure resources.

While there is a desire to accommodate federal objectives, Recommendation 10 seeks to maintain the integrity of a central component of the Municipal Development Strategy of the Official Plan, and will require a cooperative approach with the NCC early in the formulation of detailed federal land use plans.

Recommendation 11

The Corporate Team identified a substantial number of detailed changes that were deemed necessary to specific parts of the documents under review and this recommendation references Document 2, where the requested modifications and a brief rationale for each change is provided. The changes are presented for the most part in a chronological fashion and are intended, when approved, to constitute part of the City’s position on the draft “*Plan for Canada’s Capital*” and “*A Capital for Future Generations - Vision for the Core Area of Canada’s Capital Region*”.

It is recognized that these documents contain broad strategic principles and that these principles will be implemented through more detailed sector or master planning documents. Concern has been identified that certain strategies being pursued by the federal government could have implications for the City of Ottawa, but that until such time as the magnitude, location and means of their implementation are known, City Council can only identify its concerns in a general way. It is anticipated that the release of the “*Urban Areas Master Plan*” could both provide this finer grain of detail and at the same time, raise additional issues with respect to the scale or area or timing and methods of land use changes in the city.

Part (a) of Recommendation 11 establishes that City Council’s position on the two documents should not be interpreted to mean support in the future for the specific means of implementation of these Plans in all cases. Part (b) seeks, through reference to Document 3, confirmation that several matters identified as being of potential significance to the City will, in fact, be subject to further elaboration through future NCC planning documents.

Recommendation 12

It is significant that the draft “*Plan for Canada’s Capital*” document contains reference to a process which exists to amend the Plan. It notes that the goals, policy statements and supportive interpretive maps will be subject to amendment. Proposed amendments may come from interested parties, such as the City of Ottawa. Any proposed amendment will be subject to a thorough review carried out according to the NCC’s Corporate Administration Policies and Procedures, specifically the NCC’s Federal Land Use Approval process. Any actual details as to how a request would be made and the process involved in its consideration are still largely unknown and further clarification is being sought from the NCC including an appeals process. Further, it is expected that the future Master, Sector or Area Plans which will provide detailed land use policy guidance over a broad area will also be subject to an amendment/appeal process.

Environmental Impact

No environmental impact is anticipated as recommendations fall within the MEEP Automatic Exclusion List - Administrative Action.

Consultation

As this is a policy position on a Federal government-initiated project, no public input was sought. However, a copy of this report and notification of the Planning and Economic Development Committee meeting was provided to the Federation of Community Associations and the Ottawa-Carleton Home Builders Association.

A Corporate Team with representation from the Departments of Corporate Services (Office of the City Solicitor), Finance, Community Services (Culture, Planning and Project Planning Branch), and Urban Planning and Public Works (Engineering Branch, Environmental Management Branch, Licensing, Transportation, and Buildings Branch, Planning Branch) was formed and the Team’s comments have been incorporated into this report.

An earlier draft of this report was provided to staff of the National Capital Commission and a written response from the Commission is attached as Document 4.

Disposition

Department of Corporate Services, Statutory Services Branch, to forward this report and Council disposition to the National Capital Commission, c/o Mr. Francois Lapointe, 202-40 Elgin Street, Ottawa, Ontario. K1P 1C7

List of Supporting Documentation

- Document 1 - City Council Recommendations from Meeting of July 2, 1998.
- Document 2 - Recommended Changes to Specific Parts of “Plan for Canada’s Capital” and “A Capital for Future Generations - Vision for the Core Area of Canada’s Capital Region”.
- Document 3 - Seeking Clarification of Future Planning Initiatives of the NCC.
- Document 4 - Comments Received from NCC.

Part II - Supporting Documentation

Document 1

CITY COUNCIL RECOMMENDATIONS FROM MEETING OF JULY 2, 1998

Recommendation 1

That the National Capital Commission be requested to commit to complying with the municipal approvals process, including Official Plan and Zoning Amendments, as they have agreed to for the Lebreton Flats Redevelopment.

Recommendation 2

That the National Capital Commission be requested to include, in its vision for the National Capital, a statement to the effect that the Ottawa River crossing at the Alexandra Bridge is not to be modified in order to accommodate increased volumes of motor vehicle traffic.

Recommendation 3

That the National Capital Commission be requested not to include any expansion of the Western Parkway as part of their long-term vision on the revitalization of the downtown core and that City Council go on record as opposing any such future attempt.

Recommendation 4

That the City of Ottawa urge the National Capital Commission to proceed quickly with the Bank Street Project, ie. Linking to the River.

Recommendation 5

That the National Capital Commission be requested to eliminate, as part of their plan, “A Vision For The Core Area”, the destruction of heritage and other properties in an effort to widen Metcalfe Street.

RECOMMENDED CHANGES TO SPECIFIC PARTS OF:

“Plan for Canada’s Capital” and “A Capital for Future Generations - Vision for the Core Area of Canada’s Capital Region”

1. That the following sections of the draft “Plan for Canada’s Capital” be modified to add reference to local government:
 - Executive Summary - pg.2 - 3rd bullet;
 - S.2.4 Summary of Need - pg.25 - 4th bullet;
 - S.5.2 Opportunities and Issues - pg.67 - 5th bullet.

2. That S.2.1, The Support Function, be modified to add the following sentence to the end of the second paragraph:

“As part of its fulfilment of this role, the federal government acknowledges the part played by the local municipality in its mandated approvals processes and planning documents and commits to participation and compliance with these functions where applicable.”

3. That S.2.2, Federal Lands in the National Capital Region, be modified to add the following phrase to the end of the last sentence of the third paragraph on page 18:

“...while acknowledging the role played by local government jurisdictions under their respective enabling legislation.”

4. That S.2.3, The Evolving Region, be modified to add the following phrase to the first sentence of the third full paragraph on page 22:

“Regional governments, as well as the City of Ottawa, intend to encourage mixed land uses in the Urban Areas...”

5. That S.2.3, The Changing Federal Government Presence, be modified to add the following phrase the end of the first paragraph on page 22:

“...sensitivity to environmental, social and economic effects in the host community and respecting local jurisdictional procedures.”

6. That S.2.3, The Changing Federal Government Presence, be modified to add the following phrase to the first sentence of the fourth paragraph on page 23:

“...for helping regional and local municipal planners in their efforts...”

7. That S.2.5, Regional Planning Principles, be modified to add the following phrase immediately following the last sentence of the first paragraph on page 27:

“...partners in the planning and development of the National Capital Region, but acknowledging that local governments also play a fundamental role in this partnership as well.”

Rationale for Recommended Changes 1-7:

There are a number of areas where specific reference to local or municipal government needs to be added in company with other levels - specifically, regional government, since municipal impacts and/or interests are involved. In order to fulfill the presumption stated in the Plan at the bottom of page 2, (Executive Summary), that “the Plan offers planning direction that reflects ideas from, and the interests of”, (among others), “provincial, regional and local governments”, there needs to be particular references to local government interests added in strategic locations of the Plan. This is not to say that the Plan contains no reference to local government, but that it is not consistent enough to balance the overriding flavour of the document which reflects in detail the agreement reached between the NCC and the three regional governments on planning direction.

8. That the Key Initiatives, set out in the Executive Summary on page 3, be modified to either add the following new bullet:

“• enhancement and protection of the region’s historical resources.”

OR: modify the 8th bullet in the Key Principles to read as follows:

“• the preservation and conservation of the Capital’s cultural landscapes (built and natural), historical and archaeological resources.”

Rationale: Since heritage conservation is mentioned throughout the document, it should be identified as one of its key initiatives.

9. That S.4.5, Urban Design, be modified to add the following phrase to the end of the first bullet of the Policies on page 45:

“• Work with the municipalities and other agencies to strengthen the sense of the central “place” within the Capital, focussed on the Core Area and Ottawa River

Basin, and the positive contrasts and connections between Capital-oriented and municipal developments using tools such as heritage designation.”

10. That S.4.6, Built Heritage, be modified to add the following phrase to the second bullet of the Opportunities and Issues on page 46:

- “• There is an need to complete, in a comprehensive manner, data bases on built heritage buildings, sites and landscapes (classified and recognised) or, if not federally owned, designated under the Ontario Heritage Act or the Loi du patrimoine du Quebec, as a means to set priorities for future interventions.

Rationale for Recommended Changes 9 & 10: This is to ensure that a hierarchy does not develop and that municipally designated properties are treated with the same care as federally designated ones. The document really ought to distinguish between federal and municipally designated buildings - at times it states “federal heritage building” but sometimes it just states “heritage building.”

11. That S.4.6, Built Heritage, be modified to add the following text to the end of the 6th bullet in Policies on page 46:

- “• Work co-operatively with local and provincial government heritage agencies to identify, interpret and preserve heritage structures of Capital significance. Work co-operatively with local and provincial government agencies to identify, interpret and preserve heritage structures of Capital significance, respecting those which are designated under either the Ontario Heritage Act and the Loi du Patrimoine du Quebec.”

AND:

Add a new policy to S.4.6, Built Heritage, to read as follows:

- “• Make suitable efforts to ensure that federal heritage properties continue to be protected by heritage legislation after they leave the federal inventory.”

Rationale: The first modification is keeping with the Treasury Board guidelines regarding the disposition of federal heritage buildings - the commitment is there to have the buildings designated municipally once they are out of federal government ownership and this should be reflected in the Plan. With respect to the new policy, it is extremely important that this be emphasized by the City now so that the NCC is aware that the City is committed to protecting heritage buildings if they are sold. The Booth Street complex is a case in point - there are federal heritage buildings there that will need protection should the property be sold by the federal government.

12. That S.5.0, Capital Destinations, include the definition of the parameters of the Core Area as set out in “A Capital for Future Generations - Vision for the Core Area of Canada’s Capital Region”, page 4.

Rationale: Section 5.0 of the draft “Plan for Canada’s Capital” contains some of the most critical policies affecting the City of Ottawa, particularly those in S.5.2, Federal Office and Research Facilities, which speak to land use and employment in the Core Area. It is critical to realize that the NCC Core Area and the City of Ottawa Central Area are two vastly different geographic entities. While the City’s Central Area is bounded by Gloucester, the Rideau Canal, the Ottawa River, and Lebreton Flats, the NCC Core Area is much broader since it incorporates Tunney’s Pasture, all of Centretown to the Queensway, and a substantial portion of the City of Hull. The draft “Plan for Canada’s Capital” contains no description of the boundaries of the Core Area, other than as indicated in a highly conceptual manner on Figure 3.3, Core Area Concept 2050. The document “A Capital for Future Generations - Vision for the Core Area of Canada’s Capital Region”, however, contains a succinct description of where the Core Area policies are to apply, as follows, “The Core Area of the Capital comprises land on both sides of the Ottawa River. In Ottawa, it includes the sector bordered by the Rideau River on the east and by Preston Street on the west, with its southern limit at Highway 417, (the Queensway). On the Hull side, it includes Hull Island, defined by Ruisseau de la Brasserie, (Brewery Creek).”

With so many policies applicable to the Core Area, it is essential that this definition be included in the Plan.

13. That S.5.1.4, 2nd bullet under Opportunities (reference to Metcalfe Street) be deleted in its entirety. Furthermore, that reference to Metcalfe Street on Page 32 of the Vision Document be deleted.

Rationale: Refer to Report Recommendations 1 and 2.

14. That S.5.1.6, National Cultural Institutions, be modified to add the following to Policies as a new bullet:

“• Use every opportunity for the adaptive re-use of existing buildings.”

Rationale: For the smaller museums or galleries, opportunities exist in the adaptation existing buildings to new uses, thus contributing to the preservation of viable parts of the built environment and to sustainable development practices, which is a fundamental principle of the Plan.

15. That S.5.1.8, Diplomatic Missions and International Non-governmental Organizations, be modified to add as a new policy the following text, taken from “A Capital for Future Generations - Vision for the Core Area of Canada’s Capital Region”, page 26:

- “• Appropriate planning studies will be required on a site-by-site basis to establish development and design guidelines, account for Municipal zoning and seek appropriate modifications, if required.”

Rationale: There is a need to balance the last policy bullet on page 65 of the draft “Plan for Canada’s Capital”, which encourages land use plans and zoning by-laws to recognize the unique contribution and special needs of the diplomatic community, (e.g., special parking requirements, events management and policing). The onus here is clearly on the municipality. The suggested new policy ensures that municipal interests are acknowledged.

16. That S.5.1.8, Diplomatic Missions and International Non-governmental Organizations, be modified to add as a new policy the following text:

- “• Encourage diplomatic missions and international organisations to locate their chanceries, embassies and headquarters in historical resources before considering new construction, when appropriate.”

Rationale: There are many examples where diplomatic missions and NGO’s have chosen to occupy heritage buildings and have adapted them to serve the new use, thus contributing to the preservation of viable, historic parts of the built environment and to sustainable development practices, which is a fundamental principle of the Plan.

17. That S.5.2, Federal Office and Research Facilities, be modified to include a new Policy along the lines of the following:

- “• Promote, where appropriate, the incorporation of additional land uses within federal office complexes which provide on-site services to enhance quality of life for employees.”

Rationale: The discussion provided under “context” in this section makes reference to the benefits of on-site services in federal employment centres, but no further mention is made within the Policies section. The achievement of mixed use employment centres is a fundamental policy of Chapter 4.0 of the City’s Official Plan and the federal government is encouraged to open up many of its single-use employment nodes in order to create more dynamic centres of activity which will also have the benefit of reducing the need for employees to travel off-site in their cars to obtain services.

18. That S.5.2, Federal Office and Research Facilities, be modified to include a new Policy immediately following the 8th bullet on page 68:

- “• Ensure that the adaptive re-use or retrofit of federal buildings respects the character of the building and that all work is consistent with accepted standards (i.e. the FHBRO Code of Practice)”.

Rationale: This is being recommended for the sake of consistency with considerations noted earlier under S.4.5 and 4.6.

19. That S.6.2, Inter-provincial Access, be modified to revise the 4th bullet under Policies on page 77 as follows:

“Where appropriate, **Wherever feasible**, design inter-provincial crossings (including rehabilitated bridge structures) to accommodate public transit vehicles, high-occupancy vehicle lanes, emergency vehicles, cyclists and pedestrians.”

Rationale: The policies on inter-provincial crossings of the River should clearly provide for accommodating all users wherever this can be accomplished. The current phrase, “where appropriate”, is too discretionary.

20. That S.6.3 Capital Parkway Network, be modified to add the following phrase to the first bullet under Policies on page 79:

“...while recognizing that the Parkways also serve as important commuter links in the municipal transportation system.”

Rationale: The policies set out in the Plan dealing with the Capital Parkway Network recognize and support the many functions of the parkway system to provide for commuter and recreational cycling (the policies to provide facilities for commuters as well as recreational cycling as part of repair/reconstruction of parkways is strongly supported), pedestrian corridors, linkages to capital destinations for visitors and for federal employees. The policies however do not recognize that the parkways are key and integral elements of the municipal transportation system, and not just for visitors and federal employees. In this regard, while the parkways may not have been developed to serve as commuter routes, they have evolved to become important commuter links. This should be recognized and supported within the policies to fully achieve the stated intent of the secondary objective set out in the introduction to Chapter 6.0 - to make efficient use of existing infrastructure.

21. That S.6.4 Capital Pathway Network, be modified to add the following phrase to the end of the first bullet under Policies on page 81:

“...integrated network of **pedestrian/cycling pathways that includes systems under the jurisdiction of other governments/agencies and that will serve as recreational pathways and, where appropriate, will also serve as a commuter cycling system.**”

AND,

That S.6.4 Capital Pathway Network, be modified to revise the last bullet under Policies on page 82 as follows:

“Promote, in conjunction with other jurisdictions, the extension and integration of all **pedestrian/cycling, (recreational and commuter)**, pathway systems in the National Capital Region...”

Rationale: The ongoing co-ordination efforts between the NCC, City, and Region to provide for an integrated pedestrian and cycling pathway system throughout the Region that incorporates federal, regional and city systems is reflected by the policies dealing with the Capital Pathway Network. The only deficiencies identified relate to the failure of the policies to acknowledge that the municipal systems are integral components of the overall system. Also, the policies focus exclusively on recreational pathways, whereas the pathway system also serves, or has the potential to serve as a commuter cycling system.

22. That S.6.4 Capital Pathway Network, be modified to add the following new policy under Policies:

- “• Promote, where appropriate, the use of the Pathway System as a commuter cycling system.”

Rationale: The policies focus exclusively on recreational pathways whereas the pathway system also serves, or has potential to serve as a commuter cycling system. The achievement of an integrated transportation system, incorporating multi-modal components, particularly those of a non-vehicular nature, is a key principle of the City's Official Plan. Selective use of the Capital Pathway System, where appropriate, will contribute significantly to the realization of sustainability, also a fundamental aspect of the draft “Plan for Canada's Capital”.

23. That the Glossary be reviewed to ensure that terminology used in the “Plan for Canada's Capital” document is included therein.

Rationale: The Glossary is a welcome addition. However, examples of terms not included are - “high profile core-area locations”, “Parliamentary Precinct”, and “Core Area”.

24. That Conceptual Maps 3.1, National Capital Region 2050, and/or 3.2, Urban Concept 2050, be modified to include the network of natural areas within the urban environment that includes woodlots, wetlands, and waterways.

Rationale: To provide continuity between the maps and the text of S.4.1, Natural Heritage Areas.

25. That Conceptual Map 3.3, Core Area Concept, be modified to show the location of Canada's Guest House at 7 Rideau Gate.

Rationale: The six official residences in the National Capital Region are listed on page 63 of the Plan and 7 Rideau Gate is the only one not indicated on the map.

26. That Section C - Plan Management - Summary, be modified to add the following word to the third bullet on page 83:

- “• the long-term revitalization of the Core Area, including **investigating** the opening up of vistas to Parliament Hill”.

Rationale: It is considered that the primary focus should be the long-term revitalization of the Core Area. The aspect of opening up vistas to Parliament Hill should be only one possibility among many and should not be presented as a “given”, particularly considering that the Metcalfe Street proposal is what is implied here.

27. That Section C - Plan Management - Summary, be modified to add the following to the Policies:

- “• the enhancement and protection of the region’s locally important heritage buildings and areas.”

Rationale: As noted under previous recommendations, since heritage conservation is mentioned throughout the document, it should be identified as one of its key planning directions.

28. That Section C - Plan Management - Summary, be modified to add the following to the list of key planning directions on page 83:

- “• the municipal government context in which the Capital co-exists plays an essential part in the realization of federal planning objectives.”

Rationale: Section C of the draft Plan deals with Plan Management and describes the key planning directions contained therein. Consistent with concerns noted in Recommended Changes 1 to 7 above, it is considered that there is a need to acknowledge the fundamental co-existence of the “capital” and “municipal” roles operating within the geographic entity of Ottawa, in order to underline the working relationship that needs to be fostered as part of the implementation of the “Plan for Canada’s Capital”.

SEEKING CLARIFICATION OF FUTURE PLANNING INITIATIVES OF THE NCC

The following constitutes a list of issues associated with the draft “Plan for Canada’s Capital” and/or the “A Capital for Future Generations” document which, it is assumed, will be addressed in greater detail as part of future NCC planning documents, such as the “Urban Areas Master Plan” or other area specific exercises. Confirmation is sought that this is indeed the case as well as when and by what means these details will be provided. Unless otherwise specified, the page references are to the draft “Plan for Canada’s Capital”.

1. Future Federal Land Use and Accommodation Needs - Page 24 contains reference to “the changing land use needs of federal government departments and agencies whose mandates, programme needs and resources will continue to evolve”. Page 66 makes reference to federal organizational renewal and the creation of new federal agencies to deliver services, with specialized accommodation needs. Please refer to pages 32/33, 49, 66, and 69/70.
2. Linking the Museum of Nature, the Aviation Museum, and the Science & Technology Museum to Confederation Boulevard. Please refer to pages 31 and 56.
3. Relocation of National Cultural Institutions (to the North Shore adjacent to the Ottawa River in Hull. As mentioned on page 31.
4. The Central Experimental Farm and the Federal Government’s Diminished Role in Agricultural Research. Please refer to page 38.
5. The Capital Urban Green Spaces no longer serving the roles envisaged for them or no longer considered to perform a Capital role. Please refer to page 39.
6. Federal Lands which Serve Local Recreational Needs (and may be disposed of). Please refer to pages 44 and 45.
7. Standards of Architectural Design. Please refer to page 44.
8. The Locations of Non-governmental organizations. Please refer to pages 64 and 65.
9. Identification of the ‘New (federal) Agencies’ (that are predicted to make federal land use and accommodation “challenging”) . Please refer to page 66.

10. The Preferred Location(s) for the Next Ottawa River Crossing(s). Please refer to page 19, pages 31 & 32, page 44, and page 77.
11. The Creation and Function of a “Bridge Authority”. Please refer to page 77.
12. Policies for Specific Sections of the Parkway Network. Please refer to Footnote 44 on page 78.
13.
 - a) The Identification of Federally-leased Property to be Vacated.
 - b. The Identification of Federally-owned Property to be Abandoned due to Obsolescence.
 - c) The Identification of Crown-owned Property where Consolidation of Federal Employment will Occur.
 - d) The Identification of Federal Land or Buildings that will be Redeveloped.

Please refer to pages 23, 66-67, 70 and others.
14. The Recognition of the City’s Natural and Open Space Study (NOSS) in the identification of Natural Heritage Areas and associated ‘valued ecosystem components’. Please refer to pages 35 and 36.
15. Where Recreational, Environmental, and Development of Shorelines and Islands will Occur. Please refer to page 30, page 31, and page 41.
16. Planning Studies in Association with Affected Stakeholders with Respect to the “Chaudière Falls and Victoria Islands” and the “Opening Up Parliament Hill” Proposals, (similar to that identified with the “Bank Street Axis” proposal). Please refer to pages 32 and 38 of the “Capital for Future Generations” document.
17. The Manner in which the Two Woodlots on Victoria Island and the Wooded Escarpment will be Incorporated into Future Plans Associated with the “Chaudière Falls and Victoria Islands” and “Bank Street Axis” proposals. Please see pages 31 and 32 and pages 35 and 36 of the “Capital for Future Generations” document.



National Capital Commission
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September 9, 1998

Mr. Edward Robinson
Commissioner
Department of Urban Planning and Public Works
City of Ottawa
111 Sussex Drive
Ottawa, ON
K1N 5A1

Dear Mr. Robinson:

In response to the National Capital Commission's public consultation process initiated in June, 1998, the staff of the City of Ottawa provided the NCC with a draft report to Planning and Economic Development Committee on September 2, 1998. The draft report provides commentary and feedback concerning two NCC planning initiatives: the *Plan for Canada's Capital* and *A Capital for Future Generations*. A response was requested by the City of Ottawa for September 8th. In this response, general comments about the planning context are provided and then each of the eleven recommendations identified in the City of Ottawa report (Document 1) are addressed.

The City of Ottawa Official Plan (Chapter 1, page 3) states that "a coordinated approach to interpreting and implementing the various aspects of the Official Plan shall be maintained with respect to federal, provincial, regional and municipal government matters of interest." *Coordinated* is the salient word in this quotation. The NCC has an analogous commitment to coordinate/harmonize their planning efforts with regional and local partners. For example, a key platform presented in the *Plan for Canada's Capital* is the following:

commitment to harmonization and cooperation among the various agencies and authorities involved in the planning and development of land use and transportation in the National Capital Region.

Overall, the unique attributes of the NCC mandate are premised on the fact that this is the nation's capital. Capital planning is a federal responsibility, and represents a distinct but complementary interest *vis-à-vis* regional and local land use planning. The NCC is concerned with lands that fulfill a capital role. The priorities of regional and local planning agencies are and will continue to be recognized and harmonized to the greatest degree that circumstances permit.

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We have the following responses to the City of Ottawa recommendations (provided in the order that they were originally presented):

Recommendations 1 and 2: Concerning the Metcalfe Street Realignment

We would ask that you reserve opinion on these two questions until the public consultation is complete.

Recommendation 3: Concerning the Ottawa River Parkway

The NCC has not suggested that the Ottawa River Parkway will be enlarged or expanded. No future expansion is contemplated or planned.

Recommendation 4: Concerning Alexandra Bridge

No widening or expansion of the capacity of Alexandra Bridge is contemplated. Future development of a linkage between Confederation Boulevard and Gatineau Park will be subject to detailed transportation and traffic studies.

Recommendation 5: Concerning Bank Street

The NCC is pleased that the City of Ottawa supports the Bank Street concept.

Recommendation 6: Concerning (a) the City of Ottawa Official Plan and (b) Federal Employment in the Core Area

The NCC is committed to the coordination/harmonization of our planning efforts with regional and local partners. Conversely, the term *conform* – used by the City of Ottawa in Recommendation 6 – is unduly strong and does not reflect the unique circumstances of the NCC's mandate for Capital Planning. Continued cooperation and harmonization represent a more accurate depiction of the NCC perspective.

Through the *Plan for Canada's Capital*, the planning framework provides a careful and systematic approach to the management of evolving federal employment in the Capital, while simultaneously recognizing the Core Area as the prime location for such employment.

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Recommendation 7: Concerning JACPAT

The City of Ottawa's position concerning alternatives for inter-provincial traffic is acknowledged. The *Plan for Canada's Capital* does not specify a particular bridge corridor. On-going discussion by federal, provincial, regional and local authorities will facilitate decisions concerning future inter-provincial crossings.

Recommendation 8: Concerning Open Space Requirements

Local open space requirements continue to be an important dimension of the NCC/local government dialogue. It warrants reiteration that the mandate of the NCC does not involve providing park space for local residents. In fact, many of the NCC's green spaces were purchased for other purposes (i.e., primarily for transportation corridors or for federal offices). The taxpayers of Canada (rather than local residents) have paid for NCC land holdings. Consequently, a capital role must be demonstrated for lands maintained in the NCC inventory.

It also needs to be emphasized that the NCC is willing to discuss land transfers with the City, even though the City seems reluctant to accept the transfer of open space. In fact, the NCC has been more than generous in its planning regarding provisions for linkages and open space. For example, in the Heron-Walkley proposal, approximately forty percent of the site was left as open space. Similarly, as a result of consultations with the City of Ottawa and citizens' groups, a large portion of the Southern Corridor will remain as open space. The NCC has and will continue to offer transfers of such lands to the City in exchange, where appropriate, for exemption from cash-in-lieu of parkland charges on lands which are retained. This not only encourages the City to secure land for community purposes, but allows the City to acquire far in excess of the five percent and two percent maximums they would otherwise be able to procure under the *Planning Act*.

The Commission will continue its current practice of offering surplus lands to the City and other local agencies prior to placing them on the open market for disposal. The City is typically given a minimum of 30 to 45 days to indicate whether or not it has an interest in acquiring properties that have been deemed *surplus*.

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Revenue generated through the sale of surplus NCC lands are necessary to fund acquisitions or undertake Capital improvements which fulfill the mandate of the NCC on behalf of all taxpayers of Canada. The Commission would not be financially responsible to those taxpayers if it were to subsidize the provision of free open spaces of local interest within any single municipality. The mandate for providing open spaces rests with local municipalities and is legislated by the *Planning Act* of Ontario. Typical sources of revenue for municipalities to pay for the acquisition and programming of open space include property taxes and provincial transfer payments. In this regard, it should also be noted that the NCC contributes to the City's revenue base through the payment of grants-in-lieu of taxes on all lands located within the municipality.

Recommendation 9: Concerning the City of Ottawa's Greenway System

The NCC is committed to cooperation with the City concerning the implementation of the Greenway System. This cooperation is predicated on the City's completion of the Secondary Planning Study, as required by the City of Ottawa Official Plan. The City should commit to continue to work with the NCC to define the boundaries of the system.

Recommendation 10: Concerning Changes Listed in Documents 2 and 3

The specific recommendations provided by the City of Ottawa in Document 2 are acknowledged and will be considered in greater detail following the conclusion of the public consultation exercise. Concerning Document 3, subsequent clarification will also be forthcoming.

Recommendation 11: Concerning Amendment of NCC Plans

A detailed explanation of the Federal Land Use and Approval Process (FLUA) has been available to the public since 1990. Recently, FLUA's supporting documentation was revised and the NCC will provide details about the process and plan amendment protocols in the *Plan for Canada's Capital*.

Thank you for your systematic and thoughtful feedback.

Yours sincerely,



Curry Wood, CA, CRE
Vice-President
Capital Planning and Real Asset Management