

# CAPITAL URBAN LANDS PLAN





# Message from the Chief Executive Officer



Among the many assets under the stewardship of the National Capital Commission, the Capital urban lands are without doubt the most generally interspersed into the Capital's urban fabric. As such, this first Capital Urban Lands Plan is critical to ensuring the appropriate integration of these complex holdings into the National Capital Region as part of the NCC's new framework for planning the capital.

Within the broader context of the Plan for Canada's Capital 2017-2067 this Plan sets out an astute basis for planning, developing, improving and conserving the NCC's urban lands. It complements and supports other plans developed by the NCC for the Greenbelt, Gatineau Park and the Capital Core Area.

It gives me great pleasure that this Plan is the result of an in-depth process of public consultation, expert analysis and detailed planning. The passion of citizens and stakeholders for our urban parks, river shorelines and heritage buildings is fully reflected in this document. It builds on the thoughtful plans and hard work of the Commission and its predecessors that have guided the Capital's evolution since 1898.

This Plan defines a long-term vision that will guide decisions for many years to come, helping those who do business with the NCC by providing clear and precise direction for the development of facilities and activities on federal lands, and more specifically on NCC lands. This Plan will serve as the primary guide for the NCC's Capital Stewardship activities and for federal approvals pertaining to Capital Urban Lands.

The Plan also provides new opportunities to address local community concerns, such as offering the possibility of using certain areas for community purposes or by their long term conservation as green space and their eventual transfer to another public agency.

In approving this Plan, the NCC Board members reaffirmed their commitment to the Capital's planning heritage and to preserving its key landmarks and features. On behalf of the Board I offer warm thanks to the team of planners and experts whose sustained efforts over a period of years have now reached their conclusion, as well as to all of those who participated in the public and stakeholder workshops.

Together we can build a beautiful and vital Capital for all Canadians.

Dr. Mark Kristmanson

A handwritten signature in blue ink, consisting of stylized initials 'MK' followed by a long horizontal flourish.

Chief Executive Officer

# Acknowledgements

The Capital Urban Lands Plan represents a shared accomplishment that received important contributions from many people.

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# Section 1

## Introduction

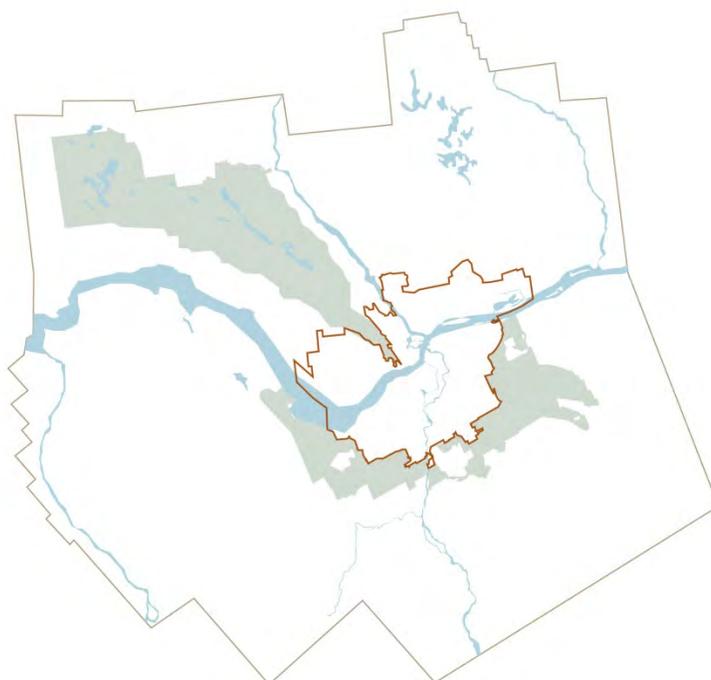
### 1.1 Background

Since the Plan for Canada’s Capital was approved in 1999, the National Capital Commission (NCC) has completed Plans for Gatineau Park (2005), Canada’s Capital Greenbelt (2013), and the Core Area Sector (2005). While the Plan for Canada’s Capital provides an overarching vision and strategic direction for the Capital Region as a whole, the Capital’s Urban Lands Plan applies to federal lands inside the Greenbelt on the Ontario side and within the urban perimeter on the Québec side, excluding Gatineau Park. The lands within these limits are collectively referred to as the ‘Urban Lands Study Area.’ The Capital Urban Lands Plan provides detailed direction and guidance for the use and stewardship of federal lands for which the NCC has jurisdiction pursuant to the National Capital Act within the Study Area. The Plan also considers properties not under federal ownership where they are significant to the experience and perception of the Capital, such as areas located along the shorelines within the Study Area.



The Capital Urban Lands Plan was developed in conjunction with the Plan for Canada's Capital, 2017 to 2067. The Plan for Canada's Capital holds a strategic role in the Capital Planning Framework and sets the main planning directions for the Capital Master Plan, of which the Capital Urban Lands Plan is a component.

This Capital Urban Lands Plan was developed during a period when both the *Schéma d'aménagement et de développement de Gatineau* and *City of Ottawa Official Plan* were being reviewed and updated. This provided an opportunity to effectively coordinate long-range municipal and Capital planning objectives. The Capital Urban Lands Plan was developed with a spirit of teamwork and collaboration, involving a broad range of federal partners, the municipalities and other stakeholders.



The development of the Capital Urban Lands Plan also involved the active participation of the public. In 2010, an on-line survey was conducted that explored which Urban Lands sites were considered to be of highest value to the Capital Region's residents. Sites with the highest levels of public use, sites requiring improvements, and sites in need of improved integration with the surrounding neighbourhoods were identified. In March 2014, an online survey and two public meetings invited participants to provide feedback on a draft version of the proposed plan. The public consultation report summarizing the results of consultation activities related to the Plan is available on the NCC's website.

During its development, the Plan was the subject of several presentations and workshops with the Commissions' expert Advisory Committee on Planning, Design and Realty and Board of Directors who provided valuable feedback and played an important role in shaping the content of the final plan.

## 1.2 Purpose and Scope of the Plan

### **Purpose**

The Capital Urban Lands Plan (CULP) is a land-use plan providing detailed policy guidance to support the planning and stewardship of the Capital's Urban Lands.

This Plan informs the day-to-day management of federal property to support a shared vision to be implemented over the long-term. The Plan provides long-range policy statements necessary to ensure that project proposals, land-use and activities are consistent with the vision for the future of Canada's Capital.

The Capital Urban Lands Plan is a shared reference document for the NCC, its partners, and all stakeholders who are responsible for the stewardship of the Capital's Urban Lands. The Plan provides the requisite flexibility and adaptability to address emerging initiatives and will serve as a collaborative tool. Achieving the vision set forth will require sustained collaboration between all stakeholders. The NCC will establish and renew its partnerships with stakeholders to engage in the work required to implement the objectives of this Plan.

The Capital Urban Lands Plan provides a shared framework for the numerous actors. The Plan will serve to support Canadian Heritage (PCH) in relation to its federal programming, national commemorations, public art and interpretation responsibilities for the Capital. This Plan will also be of interest to the NCC's federal partners such as Public Works and Government Services Canada (PWGSC), Parks Canada (PC), the National Research Council of Canada (NRC), the Royal Canadian Mounted Police (RCMP), the Communications Security Establishment (CSE), Department of National Defence (DND), Agriculture and Agri-Food Canada (AAFC), Natural Resources Canada (NRCan), the national museums, and other Crown corporations, such as Canada Post.

The Plan will provide guidance to the region's municipalities, provincial authorities, and the private sector with respect to federal interests within the Urban Lands Study Area. The information will be of use to project proponents when undertakings require authorization under the National Capital Act. The Plan will also be of interest to many Canadians, all of whom have a stake in the future of their Capital.

## Scope

The Urban Lands Study Area is comprised of a wide variety of sites and land-uses, numerous landowners and jurisdictions. **The primary focus of the Capital Urban Lands Plan is providing planning direction for federal lands situated within the Study Area. Federal interests beyond federally-owned properties are identified, where relevant.** The NCC's objectives and expectations for all Urban Lands sites of importance to the Capital are identified in detail.

The policy guidance and land designations for federal property within the Urban Lands Study Area will endeavor to continue a tradition of high-quality planning for Canada's Capital. The quality and character of the Capital today has been defined in large part by the manner in which these urban lands have evolved over time. The need to maintain and enhance the quality of the Capital's urban public places is important today, and will be critical to the success of the Capital Region into the future.

### SURFACE AREA OF PROPERTIES, PER JURISDICTION IN THE NATIONAL CAPITAL REGION

Total surface area of the National Capital Region (NCR): 4,760 km<sup>2</sup>

Surface area of the Urban Lands Study Area: 412.24 km<sup>2</sup>

- Surface area of properties under NCC ownership: 6%
- Surface area of properties held by other federal departments and agencies: 4%
- Surface area of non-federal properties: 90%

## 1.3 The Plan's Content

The Capital Urban Lands Plan is divided into five sections. Section 2 describes lands under federal ownership within the Study Area, explores existing conditions and identifies key challenges and opportunities related to the future use of the Capital's Urban Lands.

In Section 3, planning directions and the Plan's strategic framework are presented. The Capital Realm concept is also introduced, which identifies all lands that serve an essential Capital function.

Section 4 presents the Plan's land designations and policies. The Land Designations and Policies provide detailed guidance for the use and development of federal sites and addresses issues relevant to federal interests.

Section 5 presents the various implementation tools to be utilized by the NCC to implement the actions envisioned in the Plan.





# Section 2

## Existing Conditions

### 2.1 The Capital's Urban Lands – An Inherited Legacy

The Urban Lands Study Area encircles the Core Area of the Capital and is home to many important functions that are essential to the role of a Capital. The Urban Lands accommodate federal departments and agencies that operate to meet the federal government's program requirements. The Urban Lands are also used to enhance the quality of the Capital's setting by supporting a network of valued greenspaces. The Capital's Urban Lands provide numerous places to host gatherings, for commemoration and to celebrate in the Capital.

The lands under Federal ownership in the Capital have been acquired over the course of more than a century. Beginning in 1899, the Ottawa Improvement Commission, and subsequently, the Federal District Commission and the National Capital Commission have worked to implement successive plans and improvement projects as part of a continuous endeavor to make Canada's Capital Region a significant source of national pride.

The rich legacy inherited by the Capital Region includes our most prominent National Symbols located in the Core Area and vast tracts of verdant open space and impressive natural features positioned near the centre of an urban region. The Capital Region is home to an extensive network of scenic pathways, parkways and publically-accessible shorelines.

One of the first federal contributions to the enhancement of the Capital within the Urban Lands Study Area was the establishment of the picturesque Queen Elizabeth Driveway corridor along the western bank of the Rideau Canal in 1905, followed thereafter in 1928 by the Rockcliffe Parkway (now Sir George-Étienne Cartier Parkway), which extends along the shore of the Ottawa River east of the Core Area. The land base for several prominent Capital Parks such as Rockcliffe Park, Leamy Lake Park, and Commissioners Park was also secured by the federal government during this early period of planning Canada's Capital. After 1950, French planner Jacques Gréber's vision for the Capital resulted in the extension of the parkway network as well as the acquisition and beautification of several of the region's shorelines.

During mid 1900s, the federal government required lands to accommodate a growing federal public service. As the public service matured, federal offices and

research facilities were consolidated into large campuses such as Tunney's Pasture and Confederation Heights. During this period, the NCC acted to reserve corridor lands dedicated towards future regional transportation infrastructure envisioned in the Gréber Plan and in later municipal plans. Although some of the transportation projects envisioned were never undertaken, former corridor lands in some areas remain under federal ownership and are used informally by the public as passive open space.

Key federal holdings in the Urban Lands Study Area, such as the Central Experimental Farm (a National Historic Site of Canada) and the Rideau Canal (a UNESCO World Heritage Site), are of rich heritage value. Sites of heritage value contribute to the inspiring character of Canada's Capital. Over 60 federal buildings located within the Urban Lands Study Area have been recognized or classified by the Federal Heritage Buildings Review Office (FHBRO) due to their heritage significance. Among these, 10 are owned by the National Capital Commission.

In total, the National Capital Commission owns almost 90 buildings within the Urban Lands Study Area including leased residential, commercial and agricultural structures, as well as public amenities such as washrooms and pavilions often located in Capital Parks. Nearly 70 NCC sites are leased to third parties such as the Rideau Tennis Club, the Champlain Golf Course and Rideau Canoe Club. Leased lands represent approximately 7% of the total NCC-owned property within the Study Area.



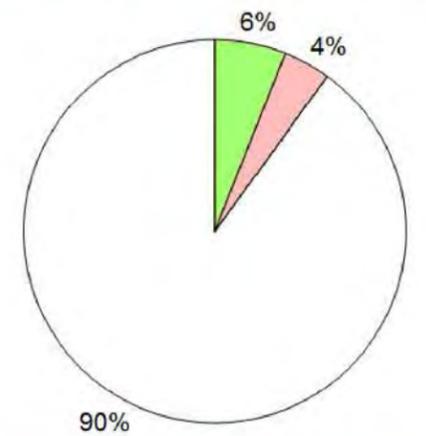
### 2.1 - Urban Lands: Federal Ownership

### 2.1 - Terrains urbains : Propriétés fédérales

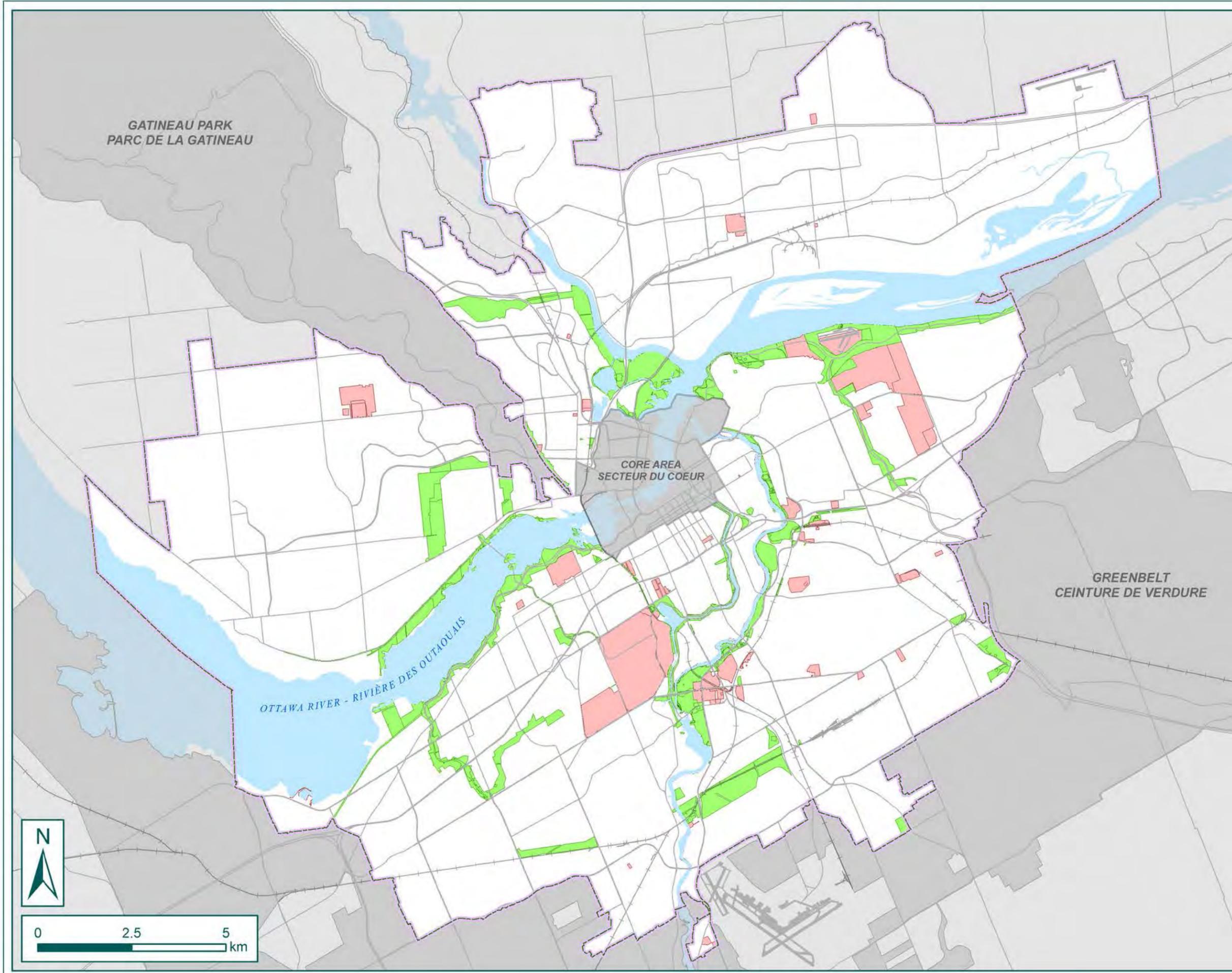
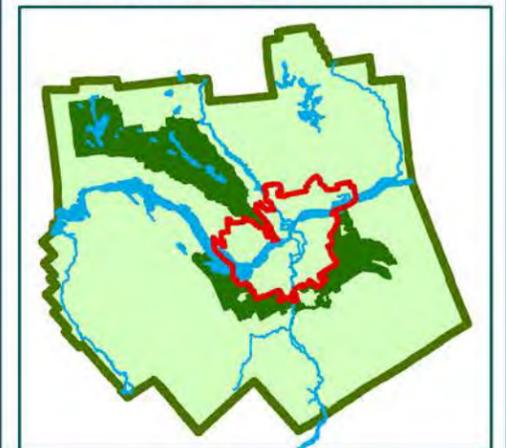
#### Legend • Légende

-  NCC Land  
Terrain de la CCN
-  Other Federal Land  
Autre terrain fédéral
-  Study Area  
Secteur d'étude

Comparison by percentage of total area  
Comparaison par pourcentage de superficie totale



NCR Overview - Vue générale de la RCN





## 2.2. Existing Conditions Analysis

Federal lands within the Study Area are distributed and woven throughout the region's urban fabric. These property holdings provide space for government buildings and other facilities that exist to support the functioning of the federal government and the delivery of its programs. Federal lands also support natural features, parkland, and scenic landscapes. Together with other geographic sectors that include concentrations of federal property such as the Core Area, Gatineau Park and the Greenbelt, the Capital's Urban Lands are intended to provide dignified places commensurate with the role of the Capital as the seat of the federal government and to showcase the Capital to visitors and residents alike.

Map 2.1 identifies all lands under federal government ownership within the Study Area.

### **Analysis of Federal Urban Lands and Emerging Challenges**

The existing functions supported by the federal properties within the limits of the Urban Lands Study Area can be broadly organized under the following four land-use components.

**Government Functions** – Lands used to support the administration and day-to-day operation of the federal government, its departments and agencies

**Parkland and Greenspace** – The green and blue ensemble that contributes to the inspiring qualities of the Capital's setting, including valued habitats and natural area

**Capital Links** – Pathways, parkways, arrival points, and gateways that facilitate the discovery of the Capital and are key to the visitor experience.

**Other Federal Lands** – Federal lands supporting other functions

### **Government Functions**

Core federal functions are comprised of land-uses related directly to the operation of the Federal government and the delivery of federal programs. This component includes:

- Political Functions

These functions are exemplified on sites used to support Canada's legislative, judicial and representative functions, which are at the heart of the role of a Capital. Many of these functions are most prominently sited within the Parliamentary and Judicial Precinct (such as the House of Commons and the

Senate). The political function includes the Capital's Official Residences which host Canada's key representatives, sites used by international, national, provincial and territorial missions and other organizations engaged in the legislative and political processes carried out in the Capital. Some of these organizations, including several embassies are sited along Confederation Boulevard. The vast majority of sites supporting a political function are located in or near to the Core Area of the Capital.

- Federal Administrative Functions

This function is embodied at sites accommodating the federal workforce such as research, office, storage, training, and laboratory facilities. These installations are required to deliver federal programs. Federal administrative functions are carried out on consolidated federal employment campuses (e.g., Tunney's Pasture and Confederation Heights), as well as less extensive stand-alone federal facilities and complexes. Many of these facilities are crown-owned, while other federal accommodations sites are leased from the private sector.

- Cultural Functions

The Capital hosts sites that support the federal government's cultural program. These functions reside on sites supporting major museums and attractions including the National Cultural Institutions, the sites of national commemorations, such as the National War Memorial, and at sites featuring public art and interpretation installations. Other non-federal cultural facilities complement the federal contribution to these Capital functions in a manner that is supportive of the Capital's symbolic and representative role in Canada. The Capital's places of heritage significance and cultural landscapes are also cherished because they contribute to the telling of the story of Canada and of its Capital. They are also witness of the stories of its people, from Aborigines to the successive settlers of the Capital Region.



## Government Functions - Challenges and Opportunities

In the future, federally-owned lands within the Urban Lands Study Area will continue to support critical government functions. Federal departments and agencies must continually ensure that they are aligned to meet program requirements in response to the priorities of the government. Adaptability and flexibility is essential in order to respond in a timely manner to changes in workspace requirements, technological change and other emerging trends affecting the federal workforce. The appropriate planning and stewardship of government sites permits the efficient and cost-effective delivery of federal programs.



The physical distribution of federal accommodation sites across the region has and will continue to result in significant implications for the region's infrastructure planning. Much of the infrastructure serving federal workplaces in the Capital is constructed, operated and maintained by the region's municipal governments. As the federal workforce represents a sizable fraction of the daily commuting population, the siting of federal offices and other facilities has significant impact on the operation of the region's transportation and transit networks. The NCC acknowledges that the region's municipalities have prioritized achieving a more compact urban form and a balance between housing and employment uses within communities. These factors must continue to be taken into account when decisions are made with regard to the siting of federal facilities. The Capital Urban Lands Plan seeks opportunities to introduce new mixed-use development at federal employment sites, especially where more intensive use will complement the region's rapid transit network.

Some federal facilities are viewed to be isolated from their context within the urban community, to varying degrees. In some cases, this is due to security requirements. The Capital Urban Lands Plan will prioritize the improvement of the interface of federal facilities with the surrounding urban fabric. Design solutions that allow for more active interaction with the urban environment at street level are supported.

Many federal buildings will continue to be of emblematic and symbolic significance in the Capital and their design should continue to reflect this role. Opportunities exist to improve public-facing federal facilities and headquarters, especially as these buildings serve as a welcoming public face for the federal government's major departments and agencies.

## **The Federal Workforce in the Capital: An Overview**

The Federal Government's workforce is distributed throughout the region's urban area, with a concentration in the Core Area, where 60 % of the total federal workforce in the National Capital Region (NCR) occupies office space in government-owned or leased buildings.

Of the five federal employment nodes inherited from the Gréber Plan, three will remain significant federal employment centres over the long-term. Today, large federal employment centres located outside of the Core Area accommodate approximately 20% of the NCR federal workforce. These employment complexes, dating from the Gréber Plan, are strategically located near rapid transit routes. Some federal employment centres, particularly at Tunney's Pasture and Confederation Heights, offer opportunities for future urban intensification.

Finally, a number of smaller facilities, mainly dispersed across the Urban Lands, accommodate the remaining 20% of the federal workforce in the NCR. Among these, some new and consolidated facilities, namely the Ogilvie Road campus, have risen in importance in recent years (Canadian Security Intelligence Services and the Communications Security Establishment Canada). A new mixed-use centre including federal accommodations on Tremblay Road in Ottawa is being planned. On the Gatineau side, other new office facilities have been built in recent years, namely along Boulevard de la Carrière, and other facilities are under development in the Core Area.

Certain federal agencies manage their own accommodation requirements, or may choose to entrust part of this task to Public Works and Government Services Canada, which is the lead federal agency with respect to these matters.

Federal accommodation sites no longer needed to support federal program requirements are anticipated to be redeveloped for other purposes. For example, Canada Lands Company (CLC) is planning the redevelopment of the former Rockcliffe Air Base as a sustainable mixed-use neighborhood.

## Parkland, Greenspace and Shorelines



The Capital's inspiring setting reflects a significant legacy dating back to the first improvement plans prepared for the Capital. The Capital's picturesque parks, publically accessible shorelines and natural features are vital because they contribute in significant part to the treasured character of the Capital. Many of these unique urban green and blue spaces and parks are jewels worth protecting. Archaeological resources that reflect an Aboriginal presence or historical land uses abound on many federal sites within the Urban Lands Study Area. The region's greenspaces support ecological functions and contribute to regional biodiversity. It is the NCC's duty to maintain and enhance the Capital's unique and scenic places for the benefit of future generations. The Capital's green setting can be broken down into the following functions:

- Natural Ecological Functions

Natural areas that are essential to support local or regional biodiversity, such as valued natural habitats, as well as other lands that provide ecological services.

- Park Functions

Parkland within the urban fabric that contributes significantly to the Capital's image. These parks are often tied to a significant natural or built feature or a historical event increasing their relative significance in the Capital. Several of these sites serve as stages for events and activities of Capital significance.

- Urban Green Space Functions

Lands that encompass extensive areas used as green open spaces, often in a linear corridor and along the region's shorelines (blue spaces). In several cases, lands identified under this function, support scenic pathways and parkways.

## Parks and Greenspace - Challenges and Opportunities

NCC parkland and greenspace within the Study Area contribute significantly to the quality of the region's public realm. The creation and conservation of good quality public spaces is understood to support the economic competitiveness of urban regions<sup>1</sup>. A high quality public realm supports the attraction of business investments, employees and customers. The NCC's role in protecting federal open space and cultural assets benefits the regional economy through the delivery of significant amenity value. The appropriate stewardship of these vital public lands




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<sup>1</sup> Commission for Architecture and the Built Environment (CABE). *The Value of Public Space - How high quality parks and public spaces create economic, social and environmental value*, Londres, CABE, 2004.

will be required to ensure that the contributions of federal public space provides to the regional economy can be sustained over the long-term.

Parks and greenspaces within the Urban Lands Study Area are subject to pressures related to increased use over time. Urban intensification and redevelopment within many of the central neighbourhoods surrounding federal greenspace is anticipated to continue as the region's population grows over time. In some cases, a lack of municipal parkland has led to the use of federal properties to satisfy local demand. It is anticipated that there will be increasing numbers of requests to permit additional uses, such as to support more intensive installations related to urban agriculture, community gardens, formal recreation facilities, and installations for domestic pets (e.g., fenced off-leash dog run). This Plan considers whether federal sites could appropriately accommodate these uses, while continuing to serve their primary purpose.

Urban parkland is subject to many requests to host large scale events throughout the year. Events pose stewardship challenges for NCC parkland due to potential resulting maintenance, operational, and ecological impacts.

The conservation of the urban forest and natural habitats, the management of invasive species and maintaining ecological functions are among other key stewardship challenges. The Capital's parks and greenspaces present many opportunities to strengthen and protect regional resilience and biodiversity.

### Capital Links

Pathways, parkways, arrival points, and gateways that facilitate the discovery of the Capital and enhance visitor experience

- Capital Parkway and Recreational Pathways

The Capital's parkways and recreational pathways constitute important links that are integrated into its parks and greenspaces. The parkway and pathway corridors are defining features of the Capital of key strategic importance that are distinct in character when compared to the municipal transportation network. The user experience of the Capital's parkway and pathway networks contribute to the perception of a picturesque and verdant Capital. These networks link National Cultural Institutions, the Core Area, major federal accommodation sites and other destinations in the Capital, while also providing opportunities to promote active mobility and recreation. In effect, the parkway and pathway corridors form a set of linear parks made accessible to the public.



- Interprovincial Bridges

The Capital Region's five federally owned and operated interprovincial bridges are critical links in the regional transportation system and are vital to the Capital Region's integrated economy. Interprovincial crossings play an important functional role by providing physical links between Ottawa and Gatineau for pedestrians, cyclists, transit and other vehicles. They are also symbolic of the strong connections essential for a Capital Region that spans two provinces populated by two of Canada's founding cultures.

- Capital Arrivals and Scenic Entries

These are key roadways, bridges and gateways that contribute to the symbolic character of the Capital Region. They foster a sense of arrival and welcome for visitors. Generally, these facilities are not under the ownership or management of the federal government and require coordinated partnerships to support improvements.

### **Capital Link Functions – Challenges and Opportunities**

Over time, the Capital's parkways have been subject to growing pressure due to increasing traffic volumes resulting from continued population growth and urban expansion in the Capital Region. Added to these pressures are demands for use in support of the daily commute by workers and requests to provide additional local access points for vehicles. Increased use for general traffic can also result in the parkways becoming physical barriers, where a parkway supporting heavy vehicular traffic prevents easy or safe access to a shoreline, pathway or other feature of the Capital.

Interprovincial Bridges are challenged to better reflect the prioritization of active and sustainable mobility options, while also facilitating the safe and efficient movement goods and people. In addition, opportunities exist to enhance the symbolic contribution of Interprovincial Bridges to the Capital, especially where they play a role as extensions of Confederation Boulevard or a Capital Parkway.

While the Capital Pathway network is well developed, some key links are still missing. Over time, the completion of these key missing sections will increase network connectivity and provide new recreational and active mobility opportunities for visitors and residents. Due to increased use, the Capital's Pathways are sometimes a source of conflict between different users. Options for improved design, public education campaigns and enforcement of pathway regulations where user safety is threatened will be necessary to continue to foster a culture of shared use.

### **Other Federal Lands**

Some federal lands are reserved to serve future government needs or to provide a measure of operational flexibility. Other sites are presently considered surplus to federal needs and are not required in support of Capital functions. Some were acquired on the basis of anticipated projects that are no longer likely to be implemented.

In many cases, surplus federal lands have remained vacant over a significant length of time. Some of these public properties support passive and informal recreation by local residents. Once declared surplus by a government custodian, it is generally understood that federal properties no longer required by the government will be subject to disposal in accordance with Treasury Board policy.

### **General Challenges – Planning for the Capital’s Urban Lands**

The Urban Lands comprise a complex, mosaic-like pattern of land-uses on numerous sites dispersed over a vast territory with many landowners and jurisdictional authorities. This poses a significant challenge in relation to the development of a coherent and consistent plan for the future.



Federal land-use planning requires close coordination with municipal plans, in order to ensure that all plans collectively work towards the implementation of a shared vision for the Capital. The harmonization of core planning principles and planning objectives is especially important for the Capital’s Urban Lands because federal properties must be considered within their context, as they exist alongside other properties under private ownership and municipal jurisdiction. The purpose and scope of the Capital Urban Lands Plan, as compared to other planning initiatives, plays a specific role. The NCC’s mission is to plan a Capital for all Canadians (including the residents of the Capital Region). The relatively long-range time horizon for this Plan is unique when compared to plans prepared by municipal planning authorities, who serve local and regional needs, and by other federal departments, who are responsible for the delivery of federal program requirements. The continued coordination of all initiatives necessary to achieve shared visions and objectives represents a key ongoing challenge for all planning authorities.

Whether a project is proposed by the NCC, a federal department or any other party, all works on federal property within the Urban Lands Study Area must be coordinated to ensure they contribute to the Capital. The NCC must effectively work with all stakeholders in order to pursue joint contributions to the Capital.

## Conclusion

The Capital's Urban Lands play a key role in defining the perception of the Capital and represent an important contribution to the quality of life offered by the Capital Region. Many of the NCC's properties within the Study Area are lands that contribute significantly to the quality of the Capital's setting. These sites have been inherited from more than a century of planning and stewardship. The NCC's land base consists mostly of publically accessible urban shorelines, picturesque parks and other urban greenspaces that contribute to the Capital's signature character. Several NCC sites host national events including Canada Day, Winterlude, and the Tulip Festival, as well as concerts, athletic events and cultural festivals which enliven the Capital. The NCC's Urban Lands have benefited over time from high-quality design projects that have helped to foster meaningful, memorable and unique experiences in the Capital. These lands are home to several natural features and valued natural habitats that support biodiversity within the urban area. Combined, these features of the Capital are treasured by the general public. This Plan will seek to balance the increased use of parkland as a resource to animate the Capital and as space for events, while ensuring the conservation of the network's natural functions and protecting the scenic, symbolic and cultural attributes these lands support.

Urban Lands owned by other federal departments and agencies include important federal employment sites supportive of the administration and operational requirements of the government's program. Several of these sites serve as a public face for major federal departments delivering services for Canadians. Non-NCC federal lands are also home to Canada's national museums, as well as other prominent national scientific and cultural institutions. Many of these federally-owned sites are lively and animated places that communicate Canada's history, values and greatest achievements to the Capital's residents and visitors alike.



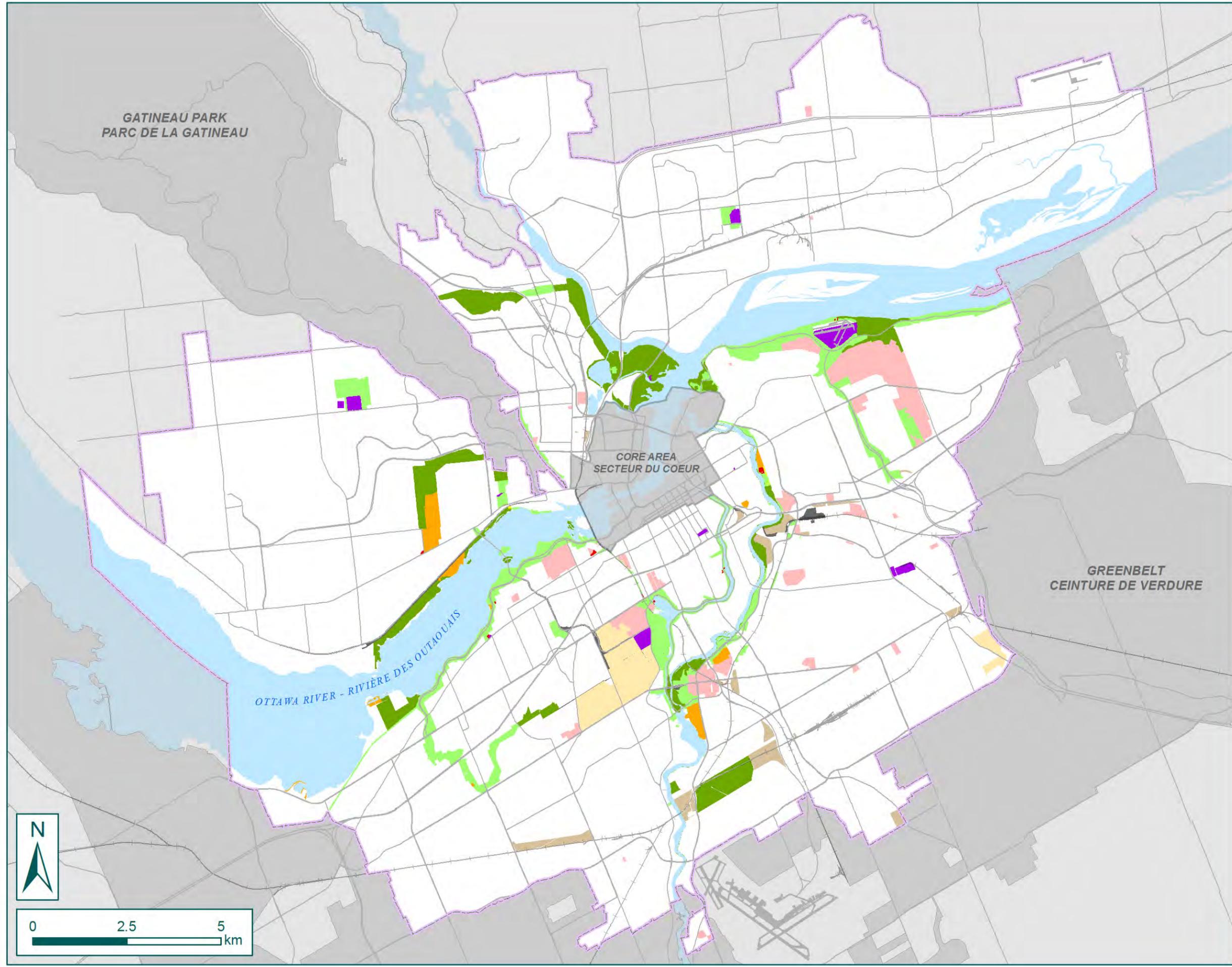


**2.2 - Urban Lands: Current Land Use**

**2.2 - Terrains Urbains : Utilisation actuelle des terrains**

**Legend • Légende**

-  Agricultural  
Agricole
-  Commercial  
Commerciale
-  Federal Accommodation  
Local fédéral
-  Federal Cultural Site  
Site culturel fédéral
-  Natural Land  
Espace naturel
-  Parkland & Greenspace  
Parc et espace vert
-  Recreation  
Récréative
-  Residential  
Résidentielle
-  Transportation  
Transport
-  Undeveloped & Reserve  
Non-développé et réserve
-  Study Area  
Secteur d'étude





# Section 3

## Charting the Way Forward

### 3.1 Key Planning Principles

The Capital Urban Lands Plan seeks to address the emerging planning and stewardship challenges facing the Capital's Urban Lands, which were identified in the previous section.

The Plan also addresses a series of broader, but related objectives for the Capital's Urban Lands:

- Provide sites for national purposes that conserve the dignity of Canada's Capital and of its institutions;
- Ensure the Capital's Urban Lands contribute to the building of a Capital with animated and well-integrated spaces;
- Balance land-use intensity and the conservation of ecological, scenic and cultural value;
- Contribute to the quality of life and sustainability of the Capital Region;
- Work towards sustainable urbanism and context-sensitive design that respects the spirit of place;
- Ensure the appropriate stewardship of assets that contribute to the dignity, meaning, symbolism and prestige of the Capital Realm; and
- Implement shared regional planning principles prioritizing sustainable urbanism.

The Capital Urban Lands Plan broadly shares regional planning objectives identified by the NCC's municipal partners. Shared objectives include the protection of biodiversity and ecosystem health, prioritizing sustainable and active mobility, the development of complete communities and the promotion of cultural vitality and its contribution to the Capital Region's identity. The Capital's Urban Lands are expected to contribute to a thriving, resilient and liveable urban region. Wherever possible, federal projects are expected to be well-integrated into the surrounding urban community in a manner consistent with shared regional planning objectives.

The Capital Urban Lands provide sites for national purposes and conserve the dignity of the national institutions they support. The Urban Lands include unique greenspaces, parkland and other sites that contribute to the inspiring character of the Capital.

In terms of planning and stewardship objectives, the use of these lands in support of federal functions must be balanced with the conservation of their ecological, aesthetic, and cultural value for the Capital.

Emerging challenges typical of growing urban regions are evident in Canada's Capital. In order to appropriately respond to these trends, this Plan will encourage measures that prioritize sustainable urbanism and the building of resiliency at the regional scale. The Plan is underpinned by an interest in improving active mobility options for residents and a focus on increasing permeability and accessibility between the Capital's Urban Lands and the broader urban environment. Increased urbanization and growth pressures within the Capital Region have served to underline the critical importance of the good stewardship of the Capital's valued parks, greenspaces and shorelines.

## 3.2 Capital Urban Lands Plan Strategic Framework

The following mission statement helps to appropriately frame the Urban Lands' fundamental purpose and contribution to the Capital. The mission statement is intended to provide a broad direction for the future and is closely linked to the long-range, overarching vision presented in the Plan for Canada's Capital, 2017 to 2067 on which this Plan's direction is based.

### **Mission Statement**

The Capital's Urban Lands support the vision of an inspiring and dynamic Capital and serve national purposes. The Capital's Urban Lands protect, improve and showcase the natural and picturesque quality of the Capital, they offer a welcoming and memorable experience for residents and visitors alike, and contribute significantly to the character and liveability of Canada's Capital Region.

In order to achieve their mission, the Capital Urban Lands must effectively play three key roles.

- Create and foster high quality and meaningful places  
Support the essential functions of the Capital. Create high quality spaces that contribute to the inspiring character of the Capital.
- Support the Capital's Urban Green and Blue Space Network  
Strengthen the Capital Urban Green and Blue Space Network. Provide opportunities for the enjoyment of valued green and blue spaces.

- Contribute to the building of a liveable Capital Region  
Plan and design federal sites to maximize positive contributions and animation to the urban environment.

The strategic framework provides an overview of the planning direction for the stewardship of the Capital Urban Lands into the future.

The strategic framework also provides contextual information by summarizing the Plan's underlying presumptions, the key planning challenges the Plan addresses, the shared regional objectives with which it is aligned, as well as the guiding principles that assisted in the development of the Plan.

A set of companion goals is linked to each of the three roles that Capital Urban Lands will achieve. These goals reflect a commitment to a strategic course of action or objective that is to be implemented by the NCC in collaboration with its partners and other stakeholders over time. The roles and goals for the Capital's Urban Lands are translated into more detailed planning policies, land designations and implementation tools in the following sections of this Plan. The three primary roles for the Capital Urban Lands are to be considered mutually supportive as many federal sites within the Urban Lands Study Area play more than one of the roles identified.



# Capital Urban Lands Plan

## MISSION STATEMENT

The Capital's Urban Lands support the vision of an inspiring and dynamic Capital and serve national purposes.

The Capital's Urban Lands protect, improve and showcase the natural and picturesque quality of the Capital, they offer a welcoming and memorable experience for residents and visitors alike, and contribute significantly to the character and liveability of Canada's Capital Region.

### Underlying Presumptions

- Urban lands are federal public lands that are essential to the role of a Capital and the Capital's long-term development.
- Together with Gatineau Park, the Core Area and the Greenbelt, the Capital Urban Lands are spaces that showcase Canada's Capital.
- Urban lands are inherited -- representing a legacy to be passed on to future generations of Canadians.

### Key Challenges

- Contributing to a dynamic and resilient Capital Region in a context of global competitiveness;
- Ensuring balance between land uses and site capacity;
- Contributing to the quality of life by providing well-designed, animated and well-integrated spaces within the urban fabric; and
- Promoting design excellence.

### Guiding Principles

- Plan and manage the Capital's assets to enhance its symbolism, dignity and prestige.
- Develop and manage federal lands to jointly benefit the Capital and the region.
- Apply context-sensitive, sustainable, and responsible urban planning practices.
- Ensure that actions reflect a spirit of openness and collaboration.

### Shared Regional Planning Objectives

- To protect biodiversity and ecosystem health;
- To support sustainable and active mobility;
- To create high quality urban environments; and
- To promote cultural vitality and contribute to the Capital Region's meaning and identity.

## ROLES

**Create and foster high quality and meaningful places**

Support the essential functions of the Capital. Create high quality spaces that contribute to the inspiring character of the Capital.

**Support the Capital's Urban Green and Blue Space Network**

Strengthen the Capital Urban Green and Blue Space Network. Provide opportunities for the enjoyment of valued green and blue spaces.

**Contribute to the building of a liveable Capital Region**

Plan and design federal sites to maximize positive contributions and animation to the urban environment.

## GOALS

**Improve, safeguard and enrich the Capital's cultural heritage**  
Promote design excellence and site-sensitive approaches that preserve and enhance the character of federal sites and cultural landscapes. Highlight the Capital's signature features and build meaningful places.

**Develop a network of Capital Discovery Routes**  
Develop discovery routes for residents and visitors that enrich and complement attractions in the Core Area. Provide a variety of sites to host a range of activities that vary from quiet and contemplative to festive and animated.

**Protect valued natural habitats and regional biodiversity**  
Safeguard, restore and strengthen valued habitats that support the Capital Region's ecological functions and biodiversity.

**Reinforce urban vegetation cover and conserve the Capital's picturesque landscapes**  
Protect urban trees and enhance the Capital's cherished landscapes.

**Provide improved access to green and blue spaces all year round**  
Ensure that access and use are compatible with site character, context and capacity.

**Enhance the accessibility and integration of federal sites**  
Ensure that federal greenspaces and employment sites are animated and welcoming places that enliven their urban environment. Improve site integration and accessibility.

**Promote sustainable urbanism and active mobility**  
Consolidate built federal sites to maximize land efficiency and prioritize investments that support sustainable urbanism and active mobility. Ensure that the redevelopment of federal sites contributes to the building of a liveable, compact and sustainable urban region.



### **Create and Foster High Quality and Meaningful Places**

The richness of the Capital experience is based upon the varied and meaningful spaces present. The Capital must be embellished and made more appealing through the development of places of high architectural, landscape and urban design quality that respect their surroundings and create a strong sense of place and of belonging.

The many facets of heritage value in the Capital including landscapes, sites, buildings and commemorations are vital elements to be discovered and enjoyed. Many of the Capital Region's heritage features including archaeological sites are conserved so that they may continue to contribute to the telling of Canadian stories, from the pre-contact Aboriginal presence to the present. The Plan supports creative and innovative approaches to the enhancement of Capital heritage (encompassing a variety of elements of knowledge and appreciation) as well as the building of inspiring and pleasant contemporary places.

Aesthetically pleasing, enjoyable and meaningful sites can provide ideal venues for activities, institutions, monuments or the many festive events that punctuate the Capital's calendar. These sites should nonetheless be open to a variety of uses, and offer respite from a busy urban setting.

The purpose of the first goal is to express and promote the experience of a rich and multifaceted Capital. This is achieved by improving federal sites through quality of site planning and architecture which imparts a true sense of place, all of which is further enhanced by the historical and cultural discovery opportunities they offer. Its aim is to promote the Capital experience through showcasing its built heritage and verdant cultural landscapes.

The second goal aims to create welcoming places and a Capital Discovery Routes extending from the Core Area, with national institutions and sites for various events, and monuments along the parkways and pathway network. Circuits that provide links between culture and nature will complement the goal for contact with green and natural spaces and will respect the principle of responsible and context sensitive planning.

### **Support the Capital's Urban Green and Blue Space Network**

The purpose of this goal is to provide opportunities for Canadians to come into contact with the natural environment at the very heart of the Capital's urban area. Conserving and enhancing the Capital's green spaces and waterways play a major part in advancing a "Picturesque and Natural Capital" identity. The purpose

is to preserve the Capital's green and blue assets (ecosystems, rivers and shorelines, green corridors or linear parks) for the common good.



The Capital Urban Green and Blue Space Network represents one of the Capital's most significant contributions to the urban environment of Gatineau and Ottawa, and is at the forefront of the planning intention for the Capital's Urban Lands. This ensemble of features includes protected natural environments, green spaces with a primarily recreational vocation, waterways and shorelines, wetlands and floodplains, and smaller watercourse corridors. The use of lands that offer potential links between ecosystems, forested areas and sites of geological interest must be addressed. Also, the use of lands for stormwater management areas, major road rights-of-way, must be carefully considered.

Maintaining and encouraging contact with nature requires a strong commitment to conservation. The first goal aims to ensure local and regional biodiversity applies specifically to valued natural habitats but also to all green and blue spaces. All actions must be orchestrated to strengthen biodiversity and are grounded on the principle of sensible and context sensitive planning. Hence, for a fragile site, lighter, reversible interventions with a minimal footprint will be prioritized.

The second goal is to reinforce vegetative cover in urban settings to enable the strengthening the regional biodiversity. The third goal promotes contact with green spaces and blue spaces, the natural environment and valued habitats for the benefit of all, as a priceless resource and a vital space for the future in an increasingly urbanized region. It promotes improved access to Capital destinations, natural spaces, shorelines and waterways all year long. This goal builds on the great recreational potential of the rivers and of green spaces to contribute to the animation of the Capital, as well as to the resiliency of the Capital Region.

These open green spaces support multiple functions and are valued precious features of the Capital that connect the urban sites to the larger open or forested areas of Gatineau Park and the Greenbelt. They are to be kept as parks and open spaces while accommodating a wide range of potential leisure, cultural or recreational activities.

### **Contribute to the Building of a Liveable Urban Region**

Provide well designed, animated and integrated federal facilities within the urban fabric. Prioritize active mobility and sustainable urbanism.

To be truly thriving, the Capital must be at the forefront of urban thinking and development. Thus, planning of the Capital Urban Lands is founded on principles of sustainable urbanism and excellence in land stewardship.

The planning of employment areas and other federal government facilities must take full advantage of urban intensification opportunities provided for and supported in the municipal official plans and, in a sustainable manner, bring new employment areas and activities ever closer to public transit facilities. This particular planning direction, supporting urban intensification and consolidation, will have a long term positive impact on the preservation of natural areas and green spaces.

The goal is to achieve a balanced distribution of federal facilities within the urban perimeter, maintaining the 25% / 75% ratio between Québec and Ontario. The distribution aims at enhanced accessibility via a broader range of transportation alternatives, with a particular focus on new major public transit initiatives (the Confederation and Trillium LRT projects in Ottawa and the Rapibus project in Gatineau).

The second goal aims to encourage urban integration and enliven the urban interaction with federal elements and to provide welcoming places on federal lands.

### 3.3 Capital Realm Concept

The Capital Realm concept results from a detailed review of the federal government's property holdings within the Urban Lands Study Area. All lands that serve Capital roles now, or that have the potential to contribute to these roles in the future, are identified as part of the Capital Realm. Sites serving Capital functions include the land base that supports core government facilities as well as other lands that contribute to the Capital's inspiring setting. Lands serving these Capital functions are identified as part of the Capital Realm. Most of land base serving the Capital Realm is held under federal ownership. The Capital Realm map also identifies lands that are not under Federal Ownership, but which support a Capital function.

The current use of Capital Realm lands is generally to the benefit of the Canadian public, serving a federal function in support of the delivery of government programs and/or of the quality of the Capital as a place. The Capital Realm includes sites that are associated with a location of importance to the Capital

(e.g., shoreline) as well as sites serving a federal function (e.g., a national museum).

Under the National Capital Act, the NCC has jurisdiction on federal lands only and does not have planning or other jurisdictional authorities over non-federal lands.

The NCC will then work in partnership with all affected stakeholders (e.g., private land owners, municipal governments, conservation authorities, etc.) to coordinate the development of lands that are a part of the Capital Realm but that are not under federal ownership, so as to positively influence the image of the Capital. The NCC will encourage the management of these lands in accordance with the objectives of this Plan.

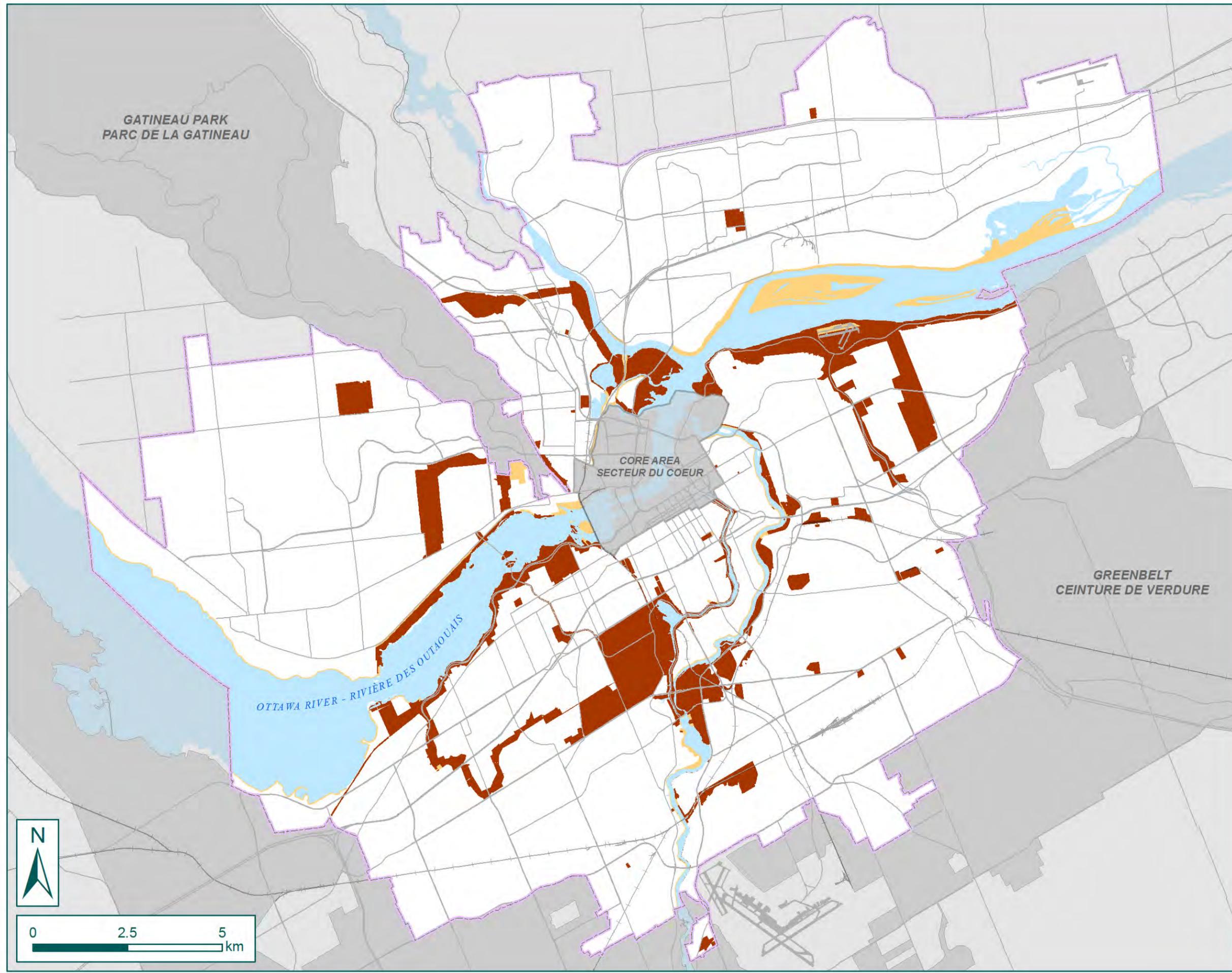


### 3.1 - Urban Lands: Capital Realm

### 3.1 - Terrains urbains : Domaine de la capitale

#### Legend • Légende

- Capital Realm: Federal Land  
Domaine de la capitale : Terrain fédéral
- Capital Realm: Non-Federal Land  
Domaine de la capitale : Terrain non-fédéral
- Study Area  
Secteur d'étude





# Section 4

## Land Designations and Policies

### 4.1 Introduction

This section defines planning objectives and uses permitted on federal lands, and clarifies federal planning interests with respect to the stewardship of federal property. The Land Designations and policies are presented for three types of lands: first, the lands included within the Capital Realm; second, lands of regional importance, serving regional public interests; and third, other federal lands.

The Capital Urban Lands Plan addresses lands that do not serve a Capital interest, but that remain under federal ownership. These lands are designated to permit city-building supportive of regional planning objectives in partnership with municipal and other federal authorities, where applicable.

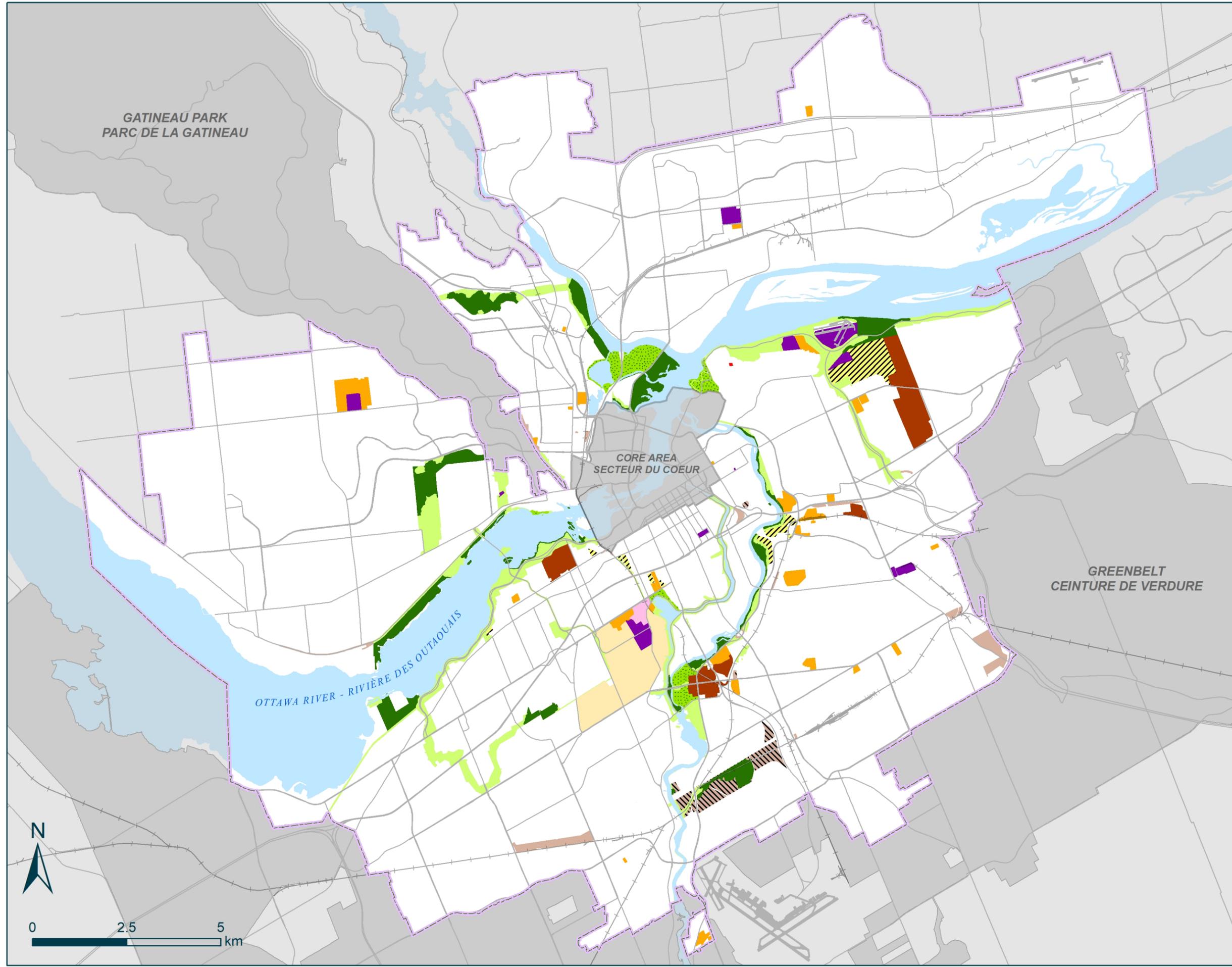


### 4.1 - Urban Lands: Land Designations

### 4.1 - Terrains urbains : Affectations du sol

#### Legend • Légende

- Federal Government Sites**  
 Sites du gouvernement fédéral
-  Political / Politique
  -  Major Federal Employment Area / Secteur majeur d'emploi fédéral
  -  Other Federal Facility / Autre installation fédérale
  -  Non-Federal Facility / Installation non-fédérale
  -  Cultural Institution & Facility / Institution et installation culturelle
- Capital Greenspace Network**  
 Réseau vert de la capitale
-  Valued Natural Habitat / Habitat naturel valorisé
  -  Capital Park / Parc de la capitale
  -  Capital Urban Greenspace / Espace vert urbain de la capitale
  -  Agricultural & Horticultural Research / Recherche agricole et horticole
- Non-Capital Realm Lands**  
 Terrains hors du domaine de la capitale
-  Non-Capital Realm Lands / Terrains hors du domaine de la capitale
  -  Urban Redevelopment / Réaménagement urbain
  -  Non-Designated NCC Property / Propriété non-affectée de la CCN
-  Study Area / Secteur d'étude





## 4.2 Land Designations

Land designations identify the desired uses for federal urban lands in relation to the role they play for the Capital in a given location. The designations underpin the multiple facets of the Capital's urban lands. Each land designation provides policy direction for an ensemble of sites that serve similar functions. The application of land designations is limited to sites under federal ownership for which the NCC has approval authority under the National Capital Act. The policy direction provided in subsection 4.4 will also be used to provide general guidance related to development located on lands adjacent to sites of federal interest and where federal facilities are leased by federal custodians on behalf of the crown.

The Plan's land designations are grouped into four categories reflective of the functions supported by the designated sites.

- Federal Government Site Designations
- Capital Greenspace Network Designations
- Non-Federal Facility Designation
- Non-Capital Realm Designations

Policy directions complementing each land designation are presented in the designation summary tables. The land designations identify uses permitted on the designated sites, though the uses listed are not exhaustive. Unauthorized or undesired uses are also specified, where relevant. In general, uses to be prohibited include those which run counter to the roles and goals presented in the Strategic Framework. Uses that are inconsistent with the achievement of a land designation's objectives or would exceed a site's carrying capacity, or would irreversibly and negatively alter a site's landscape character would also be generally prohibited. As conditions change over time, section 5.7 outlines the process for amendment, should opportunities arise to permit a specific use otherwise not permitted in this Plan, provided it is consistent with the intent of this Plan, is compatible, and is in the public interest.

### 4.2.1 Government Site Designations

The Capital's Government Sites are intrinsically linked to the role and perception of a Capital. The four Government Site land designations provide guidance for the planning and stewardship of sites that support the day to day operation and national cultural programs of Canada's federal government. The sites designated support the Capital's political, administrative and research, and cultural functions.

- Political Designation
- Major Federal Employment Area Designation
- Other Federal Facility Designation
- Cultural Institution and Facility Designation

## Political Designation

The Capital’s political function is embodied on sites supporting Canada’s political, legislative, representative, such as the House of Commons and the Senate. This designation also applies to sites providing accommodation for Canada’s leaders, the Official Residences. The Judicial Precinct of the Supreme Court is included within this Designation.

Lands under the Political land designation are used to host state events and ceremonies. These lands are concentrated in the Core Area of the Capital. In the future, certain parkway corridor lands may be re-designated in support of a future diplomatic precinct or other political land uses within the Urban Lands, should additional study identify the need for a dedicated land base.

The Political function of the Capital is also embodied on many sites not under federal ownership, including sites that accommodate foreign diplomatic missions as well as non-governmental organizations and the offices of provincial and territorial delegations. As the Capital Urban Lands Plan provides land designations for federal holdings only, the associated guidance does not apply where these facilities are not located on federal land. The NCC will continue to collaborate with its partners and other stakeholders to ensure that these sites, which play a role in the function of the Capital, contribute positively to the Capital Realm.

LAND DESIGNATION - POLITICAL	
Description	Seats of power; Political, Legislative; International missions; Offices of provincial and territorial delegations. This designation includes also the Judicial Precinct of the Supreme Court.
Land Designation Objective	Accommodate the functions related to the operation of the Canadian government in high-visibility locations.
Policies	<ul style="list-style-type: none"> <li>▪ Balance visibility, access and security.</li> <li>▪ Installations should achieve design excellence in accordance with symbolic importance.</li> <li>▪ New sites proposed to support a political function will be reviewed through a plan amendment process.</li> </ul>

## Federal Employment and Facility Designations

The Capital Urban Lands include several sites that accommodate the federal workforce and other facilities required to carry-out the day to day operation of the federal government. Federal employment sites are subject to two land-use designations in this Plan.

The first designation, “Major Federal Employment Area,” applies to the largest federal employment centres that currently accommodate about half of the federal workforce located within the Study Area. These areas are consolidated federal employment sites supporting multi-building complexes or several buildings in a campus-like setting. Major federal employment areas include Tunney’s Pasture, Confederation Heights, the National Research Council (NRC) complex on Montreal Road, and 530 Tremblay Road. This Plan recognizes that introducing non-employment uses at traditional Federal Employment Nodes contributes to supporting local growth management objectives. These sites provide significant opportunities to support the development of compact, mixed-use employment centres located near rapid transit infrastructure.

The second designation, “Other Federal Facility,” applies to stand-alone buildings and smaller-scale complexes dispersed across the urban fabric. This designation applies to sites such as two Department of National Defence offices located on Boulevard de la Carrière in Gatineau and the Agriculture and Agri-Food (AAFC) offices and laboratories at the Central Experimental Farm.

Both Federal Employment and Facility Designations permit the flexibility required for federal custodians to adapt as federal accommodation requirements evolve over time. The designation permits the continued use of existing facilities, as well as site intensification and the consolidation of federal uses at sites supported by rapid transit. The designations facilitate the introduction of additional land-uses beyond existing federal facilities to encourage a mixing of uses and a compact urban form. Future works on sites under this designation must apply an integrated and context-sensitive approach.

The well-planned consolidation and intensification of existing federal sites is prioritized as a means to ensure the efficient use of federal land and to support the continued protection of natural areas and greenspaces that contribute to the character and liveability of the Capital. The consolidation of federal sites offers new opportunities to better integrate existing federal facilities with the surrounding areas over time.

It is anticipated that a limited number of new federal employment and facility sites located strategically within the Urban Lands Study Area may be considered to support the needs of the federal government in the future. The selection and development of new sites should be consistent with the policy guidance provided by the appropriate land designation, the policy direction in this section, and the general policy section of this plan.

In other cases, certain sites currently accommodating federal facilities may become surplus to government needs in the future. The land designations for major employment areas and other federal facilities will permit a transition to non-federal uses, where a government custodian has determined

that a site is no longer required to support program needs. Federal sites declared surplus that are located where the National Interest Land Mass designation applies are generally expected to be transferred to the National Capital Commission for continued service in support of the Capital. Sites that are not a part of the National Interest Land Mass may be disposed of by the appropriate federal entity.

<b>LAND DESIGNATION – MAJOR FEDERAL EMPLOYMENT AREA</b>	
Description	Major federal government sites on a campus or in multi-building complexes representing significant concentrations of federal employment uses located outside of the Core Area.
Land Designation Objective	Support the efficient use of federal land holdings by consolidating federal functions at major federal employment areas
Policies	<ul style="list-style-type: none"> <li>▪ Support projects that improve the integration of major federal employment areas into their urban context while maintaining their ability to support the needs of the federal government.</li> <li>▪ Allow the retrofit, re-use and/or replacement of older buildings that reach the end of their lifecycle.</li> <li>▪ Work cooperatively with custodians to identify and preserve built heritage of significance to the Capital in compliance with the Treasury Board Heritage Buildings Policy.</li> <li>▪ Foster urban design excellence and encourage improvements to the quality of Capital’s public realm.</li> <li>▪ Encourage actions to establish a welcoming public-facing presence at buildings serving as headquarters or head offices, prioritizing those providing services to the general public.</li> <li>▪ Communicate government program mandate and achievements through visitor orientation and wayfinding.</li> <li>▪ Balance physical security requirements with the desire to maintain an open and accessible appearance.</li> <li>▪ Locate intensification where additional density is best supported by rapid transit infrastructure, wherever possible.</li> <li>▪ Permit the introduction of additional non-federal uses at major federal employment areas and promote a mixed-use, pedestrian-oriented, and compact urban form.</li> <li>▪ Encourage sustainable and active mobility by prioritizing pedestrian, cycling and transit-supportive improvements.</li> <li>▪ Avoid the conspicuous siting of required support infrastructure such as loading bays, maintenance and storage areas, waste processing facilities, emergency generators, etc. Provide visual screening, where appropriate.</li> <li>▪ Balance the distribution of federal facilities in a manner that is broadly reflective of regional planning objectives.</li> </ul>
Complementary Uses	<ul style="list-style-type: none"> <li>▪ Non-federal uses: residential, employment (e.g., office), retail, restaurants, hotels, etc., where they support the federal employment base</li> <li>▪ Cultural facilities: commemorations, monuments, interpretation, public art, etc.</li> </ul>

LAND DESIGNATION – OTHER FEDERAL FACILITY	
Description	Stand-alone buildings or less extensive federal complexes dispersed across the urban fabric. Other federal facilities include federal administrative, research, training, laboratory and storage facilities that support the day-to-day operation of the federal government.
Land Designation Objective	Encourage the consolidation of federal land holdings to efficiently support the day-to-day operation of government
Policies	<ul style="list-style-type: none"> <li>▪ Allow the retrofit and/or replacement of older buildings that reach the end of their lifecycle.</li> <li>▪ Permit transactions associated with the disposal of federal sites declared surplus by a federal custodian that are not a part of the National Interest Land Mass.</li> <li>▪ Work cooperatively with custodians to identify and preserve built heritage of significance to the Capital in compliance with the Treasury Board Heritage Buildings Policy.</li> <li>▪ Support projects that improve the integration of other federal facility sites into their urban context.</li> <li>▪ Locate facilities on sites served by transit and encourage sustainable and active mobility by prioritizing pedestrian, cycling and transit-supportive improvements.</li> <li>▪ Foster design excellence appropriate to a facilities’ location and relative visibility.</li> <li>▪ Avoid the conspicuous siting of required support infrastructure such as loading bays, maintenance and storage areas, waste processing facilities, emergency generators etc. Provide visual screening, where appropriate.</li> <li>▪ Where appropriate, permit the introduction of additional non-federal uses that provide services for employees and the adjacent neighborhoods to promote mixed-use, pedestrian-oriented and compact communities.</li> <li>▪ Balance the distribution of federal facilities in a manner that is broadly reflective of regional planning objectives.</li> </ul>
Complementary Uses	<ul style="list-style-type: none"> <li>▪ Non-federal uses: retail, restaurants, hotels, sports facilities etc. open for employees and /or general public.</li> <li>▪ Cultural facilities: commemorations, monuments, interpretation, public art, etc.</li> </ul>

### **Cultural Institution and Facility Designation**

The Cultural Institution and Facility Designation applies to federal sites in the Capital that showcase Canada’s values, culture, history and achievements. Urban Lands sites under this designation provide opportunities to enrich, enliven and animate the Capital, while complementing other cultural sites located in the Core Area. The Cultural Institution and Facility Designation permits the hosting of a range of cultural activities appropriate to the location and significance of each National Cultural Institution.

Within the Urban Lands, these facilities are often located along the parkways and other scenic routes offering a dual experience for visitors – linking nature and culture. The parkway and pathway networks are “Capital Discovery Routes” offering access to cultural landscapes and connections to many of the Capital’s major attractions. The Cultural Institution and Facility designation also applies to sites reserved for potential use in support of National Cultural Institutions that may be developed in the future. Locations in the Core Area linked to Confederation Boulevard, as well as other Urban Lands sites situated along a Capital parkway are preferred locations for new National Cultural Institutions, as they would complement the development of Capital Discovery Routes.

<b>LAND DESIGNATION – CULTURAL INSTITUTION AND FACILITY</b>	
Description	Cultural sites showcasing Canadian values, art, history and achievements including the national museums as well as lands reserved for future cultural institutions and related support facilities.
Land Designation Objective	Promote Canadian culture through proper setting and architecture of National Cultural Institutions
Policies	<ul style="list-style-type: none"> <li>▪ Achieve excellence in urban design, architecture and site planning.</li> <li>▪ Developments on existing and future cultural sites must be made in keeping with site capacity, compatible within their urban context and in a manner that contributes to the character of the Capital.</li> <li>▪ Work cooperatively to identify and preserve built heritage of significance to the Capital. Permit the retrofit and/or replacement of older buildings that reach the end of their lifecycle in accordance with the Treasury Board Heritage Buildings Policy.</li> <li>▪ Allow a wide range of major and national events at federal cultural sites, while ensuring compatibility with the host site, its surroundings and the character of the Capital.</li> <li>▪ Permit flexible use of Capital’s cultural sites to attract new visitors and build financial capacity that are compatible with the host site and facility capacity.</li> <li>▪ Enhance access to the Capital’s National Cultural Institutions by improving wayfinding and visitor orientation.</li> <li>▪ Plan the distribution of cultural institutions and facilities in locations that contribute to the Capital’s setting while maximizing accessibility and visibility at high profile locations</li> <li>▪ If not located within the Core Area, prioritize the location of cultural institutions along Capital parkways and pathways.</li> <li>▪ Support sustainable and active mobility as a means to access the Capital’s cultural facilities</li> <li>▪ Explore opportunities to create cultural experiences based on archaeological, historical and other cultural resources while ensuring their protection for future generations</li> <li>▪ Link the Capital’s major attractions to the parkway and pathway networks in support of the development of ‘Capital Discovery Routes.’</li> <li>▪ Explore opportunities to provide improved services to ‘Capital Discovery Route’ users.</li> </ul>
Authorized Uses	<ul style="list-style-type: none"> <li>▪ Museums, galleries, cultural displays, and related installations etc.</li> <li>▪ Uses associated with a site’s cultural function (e.g., use of the grounds for gardens, sculptures, temporary exhibits, restaurants, related retail etc.)</li> <li>▪ Events and gatherings</li> <li>▪ Conservation and enhancement of archaeological, built and landscape heritage</li> <li>▪ Visitor wayfinding and orientation, interpretation</li> <li>▪ Public education and research-related activities.</li> </ul>
Complementary Uses	<ul style="list-style-type: none"> <li>▪ Uses related to visitor services such as cafes, restaurants, gift shops, etc. that are linked to the building.</li> </ul>

## 4.2.2 Capital Greenspace Network Designations

The Capital Greenspace Network is supported by an ensemble of publicly-accessible federal park and shoreline system that contributes to the enjoyment and symbolic value of the Capital. Green and blue spaces are assigned specific designations according to their attributes. Specific guidance applies to lands under each land designation.

The overarching policy intent for the Capital Greenspace Network prioritizes environmental stewardship. A sensitive approach will permit the continued enjoyment of these unique landscapes and natural features woven into the urban fabric of the Capital. Many of these greenspaces support low-intensity recreation and peaceful enjoyment by Canadians. In other cases, sites are available for spontaneous gatherings and organized events of significance to the Capital. To encourage the regeneration of natural habitats and the appropriate stewardship of sensitive natural features, public access may be limited in sensitive locations, and restorative actions such as regeneration or the removal of invasive alien species will be undertaken where appropriate.

Partnerships are needed to facilitate the protection of vegetative cover and the maintenance of ecosystem functions supported by the Capital Greenspace Network. Consequently, coordinated efforts are needed to avoid disturbance, to develop mitigation measures and, for any loss of vegetation or ecosystem function, to compensate for areas that are affected or altered by works on or adjacent to federal property. Eco-responsible management and the protection and enhancement of ecological connectivity are key objectives for lands under the Capital Greenspace Network designations. Actions in support of these objectives will address risk factors affecting the viability of the Capital's natural and green spaces. The Capital's greenspaces are to contribute to the long term viability of biodiversity in the region and the protection of species at risk.

Various uses and events supportive of the animation of the Capital Greenspace Network may also be permitted under Capital Park and Capital Urban Greenspace designations, where they are appropriate to the Capital's recreation, ecological or cultural functions. Complementary uses must not exceed a site's carrying capacity and will be permitted only where the applicable designation's primary objectives are not compromised by additional uses. For example, new intensive recreation facilities (e.g., golf course) or other recreation uses requiring significant fixed-in-place infrastructure are not permitted on lands under the Capital Greenspace Network designations. Informal recreation and leisure are generally encouraged.

In general, where existing uses and leases are active on NCC property, they are permitted to remain in place. Expansions related to existing uses that are permitted under existing formal agreements will be subject to review through the Federal Approvals process. If significant expansions are proposed that are inconsistent with this Plan's objectives, land designations and/or policies, a Plan amendment may be required.

In some cases, flexibility with respect to authorized uses can promote the continued use and protection of structures of heritage value. The adaptive re-use of heritage assets is to be permitted and encouraged under this Plan.

The Capital Greenspace Network comprises lands under the following designations:

- Valued Natural Habitat Designation
- Capital Park Designation
- Capital Urban Greenspace Designation
- Agricultural and Horticultural Research Designation

### **Valued Natural Habitat Designation**

Lands under the Valued Natural Habitat Designation are non-autonomous (i.e., not independent) natural areas that are significant to the protection of regional biodiversity. The conditions present on the designated sites support sensitive habitats essential to certain species. These sites will be managed to protect the species present and to provide suitable space to sustain the ecological function.

The stewardship of these lands will follow the IUCN Protected Area management Category IV (Habitat / Species Management Area). Active stewardship will be required to ensure protection of the natural habitats present on the lands under this designation. These lands may be used by the public. However, the NCC may limit recreation and public access to especially sensitive areas, where required in order to protect habitat and sustain biodiversity. Other federal lands adjacent to Valued Natural Habitat designated lands will be used in a manner that does not reduce the quality of habitat provided, and will in certain cases, be used to support ecological connectivity through protected linkages and buffer areas to ensure consistency with the IUCN management protocol.

LAND DESIGNATION - VALUED NATURAL HABITAT	
Description	Non-autonomous portion of a natural area significant to the protection of regional biodiversity. Designated areas include sensitive habitats essential to certain species.
Land Designation Objective	Protect, restore, maintain and strengthen valued natural habitats in support of the Capital Region's biodiversity.
IUCN Management Protocol	Managed primarily to maintain, conserve and restore habitats and support sensitive species (Category IV)
Policies	<ul style="list-style-type: none"> <li>▪ Prioritize ecological conservation and allow natural processes to predominate to the extent possible.</li> <li>▪ Maintain and restore vegetative cover and ecosystem function to sustain natural habitats and biodiversity.</li> <li>▪ Develop conservation plans and restore areas where habitat degradation has occurred.</li> <li>▪ Foster an appreciation of the supported species and/or habitats, and provide opportunities for public education and contact with nature.</li> <li>▪ Limit public access where informal trails degrade quality of habitat in sensitive areas.</li> <li>▪ Actively manage non-native invasive alien species.</li> <li>▪ Develop, maintain and sustain ecological linkages to foster ecological continuity.</li> <li>▪ Build partnerships with other agencies and stakeholders to conserve, monitor, and protect ecosystems.</li> <li>▪ Encourage management approaches that are conducive to the long-term sustainability of valued natural habitats.</li> <li>▪ Encourage contact with nature and appropriate use of sites and shorelines compatible with their character and ecological capacity.</li> <li>▪ Develop access points and rest stops in natural areas and along shorelines in a manner that respects landscape integrity and in keeping with applicable federal and provincial standards and policies.</li> <li>▪ Consolidate existing visitor services and integrate with existing pathway networks and other means of access.</li> <li>▪ Minor installations are permitted within Valued Natural Habitat designated lands, where they will not adversely affect the quality of habitat.</li> <li>▪ Direct major installations to locations beyond Valued Natural Habitat designated areas.</li> </ul>
Authorized Uses	<ul style="list-style-type: none"> <li>▪ Conservation and habitat restoration activities</li> <li>▪ Scientific research</li> <li>▪ Authorized access points, trails, rest areas, and related low-impact recreation – such as hiking, cycling, cross country skiing and snowshoeing on official trails</li> <li>▪ Low-impact access points to water</li> <li>▪ Educational and interpretative uses</li> <li>▪ Non-commercial visitor amenities (e.g., washrooms)</li> <li>▪ Low-impact mobile and temporary installations</li> </ul>
Unauthorized Uses	<ul style="list-style-type: none"> <li>▪ Any use or works deemed incompatible with the protection of natural habitats</li> <li>▪ Commercial uses</li> <li>▪ Public infrastructure</li> <li>▪ High impact recreation and leisure activities</li> <li>▪ Use of motor vehicles except by authorized users</li> </ul>

## Capital Park Designation

Capital Parks are the most prominent parks in the Capital and provide a stage for national and regional celebrations, festivals and events. Events of national importance should be directed as a priority to Capital Parks. These parks are significant contributors to the Capital’s image, are beautifully landscaped, and have been established at locations of significance to the Capital. They are linked to a natural or built feature while others are sited in locations of historical importance. These parks are nationally-significant cultural landscapes and support commemorations, public art and interpretation.

Capital Parks are very popular sites for major events in the Capital. Competing demands for use of NCC-owned greenspace for events in combination with high demand for general use by the public must be effectively and equitably managed. It is the intention of the NCC to balance park use with the carrying capacity of the sites affected to ensure their continued contribution to the Capital. Capital Parks in the Urban Land Study Area include Brébeuf Park, Commissioner’s Park, Hog’s Back Park, Leamy Lake Park, Rockcliffe Park, and Vincent Massey Park.

LAND DESIGNATION – CAPITAL PARK	
Description	Parks of significant importance to the Capital that serve as stages for major events and activities of significance. Capital Parks also accommodate national monuments, commemorations and interpretative installations.
Land Designation Objective	Promote access to green and blue spaces all year round and offer sites for major gatherings and commemorations in prominent locations in the Capital.
Policies	<ul style="list-style-type: none"> <li>▪ Encourage contact with nature and other uses compatible with the Capital Park’s character and site capacity.</li> <li>▪ Create signature spaces that build the Capital experience through: <ul style="list-style-type: none"> <li>▪ Enhancement of designed verdant landscapes;</li> <li>▪ Protection and enhancement of inspiring views;</li> <li>▪ Conservation of existing natural features;</li> <li>▪ High quality wayfinding and visitor services;</li> <li>▪ Well-integrated commemorations, public art and interpretation;</li> <li>▪ Adaptive use of built heritage; and</li> <li>▪ High-quality maintenance practices.</li> </ul> </li> <li>▪ Promote the Capital experience through the discovery of built heritage, archaeological resources, and designed verdant cultural landscapes.</li> <li>▪ Link Capital Parks via the Capital’s parkway and pathway networks to support the development of ‘Capital Discovery Routes’.</li> <li>▪ Provide places for various spontaneous activities, leisure and passive enjoyment.</li> <li>▪ Permit events and related temporary installations and support services that are appropriate to Parks of significance to the Capital. Prioritize events of national significance.</li> <li>▪ Develop signature installations and permanent infrastructure supportive of large gatherings in the Capital.</li> <li>▪ Balance the use of Capital Parks for events with the use of the Parks for the passive enjoyment of the general public.</li> <li>▪ Ensure that maintenance and operational impacts are considered when event requests are being reviewed.</li> <li>▪ Preserve the overall multi-purpose nature of Capital Parks.</li> <li>▪ Support sustainable and active mobility by connecting Capital Parks to the Capital</li> </ul>

LAND DESIGNATION – CAPITAL PARK	
	<p>Pathway network.</p> <ul style="list-style-type: none"> <li>▪ Develop conservation plans and restore areas where habitat degradation has occurred.</li> <li>▪ Safeguard the environmental integrity of existing natural features in Capital Parks.</li> <li>▪ Develop or update management / layout plans for events in Capital Parks taking into account the preservation of natural features.</li> <li>▪ Balance free public access and events requiring zones restricted to event patrons and for site preparation, etc.</li> <li>▪ Create landscaped buffers where required to protect sensitive natural features.</li> <li>▪ Protect existing views and enhance visual and perceptual quality.</li> </ul>
Authorized Uses	<ul style="list-style-type: none"> <li>▪ Events and gatherings in accordance with the Policy on Events (Section 4.4.11)</li> <li>▪ Low-impact recreation – such as hiking, cycling, cross country skiing and snowshoeing on official trails</li> <li>▪ Monuments, commemorations, public art and interpretation</li> <li>▪ Conservation and enhancement of archaeological, built and landscape heritage</li> <li>▪ Visitor amenities: washrooms, rest stops and picnic areas</li> <li>▪ Restaurants where in accordance with Policy for Commercial uses (see Section 4.4.9)</li> <li>▪ Access points to water, boat ramps for non-motorized watercraft (motorized access to water permitted in specific locations to be determined).</li> <li>▪ Temporary and permanent infrastructure support of major events (e.g., stages and supportive complementary installations)</li> </ul>
Unauthorized Uses	<ul style="list-style-type: none"> <li>▪ High impact recreation and leisure activities</li> <li>▪ Formal municipal-type recreational uses requiring permanent infrastructure (e.g., sports fields, off-leash dog areas etc.)</li> </ul>

### **Capital Urban Greenspace Designation**

The lands under the Capital Urban Greenspace Designation include a broad range of open greenspaces and shorelines often understood and experienced as linear parks. The majority of the Capital's urban greenspaces are intrinsically linked with the parkway and pathway networks and the Capital's shorelines.

Other NCC parkland not designated as a Capital Park, also falls under this land designation. Capital Urban Greenspaces serve to support the Capital experience and are often used to host various public activities and events of a smaller scale than those permitted in Capital Parks. The Capital's greenspaces also support nationally-significant cultural landscapes, commemorations, public art and interpretation.

This network of shared open spaces contributes greatly to the perception and renown of the Capital as picturesque and natural. The Capital's urban greenspaces must be conserved for the future. The NCC's stewardship of these sites will require achieving a balance between the conservation of ecological features and the creation of picturesque and scenic landscapes.

LAND DESIGNATION – CAPITAL URBAN GREENSPACE	
Description	Urban greenspaces, parkway and pathway corridors, shoreline corridors adjacent to the region’s waterways, and other NCC parkland.
Land Designation Objective	Offer opportunities for passive enjoyment and recreation with less intensive formal infrastructure requirements and protect parkland links between urban parks and connections to the Greenbelt and Gatineau Park.
Policies	<ul style="list-style-type: none"> <li>▪ Preserve the overall multi-purpose nature (openness) of sites.</li> <li>▪ Link existing resources via the parkways and pathways to support the development of ‘Capital Discovery Routes’.</li> <li>▪ Promote the Capital experience through the discovery of built heritage, archaeological resources, and designed verdant cultural landscapes.</li> <li>▪ Develop conservation plans and restore areas where habitat degradation has occurred.</li> <li>▪ Provide spaces for leisure and various activities and events while ensuring compatibility with the host site and the image of the Capital.</li> <li>▪ Explore opportunities to create better links between urban communities and shorelines.</li> <li>▪ Develop access points and rest stops in the natural areas and along the shorelines while protecting the integrity of the landscape and in keeping with the applicable federal and provincial standards and policies.</li> <li>▪ As a priority, focus new animation, amenities and services where infrastructure support exists or can be efficiently provided. Locate key animation nodes where they are integrated with existing pathway networks and other means of access.</li> <li>▪ Provide basic services to ‘Capital Discovery Route’ users.</li> <li>▪ Develop the potential of sites in keeping with their capacity and in a manner compatible with their character and vocation (sense of place).</li> <li>▪ Maintain vegetated buffers as required to protect sensitive ecological functions and features, as required.</li> </ul>
Authorized Uses	<ul style="list-style-type: none"> <li>▪ Access points, trails, rest areas, and related low-impact recreation – such as hiking, cycling, cross country skiing and snowshoeing on official trails</li> <li>▪ Educational and interpretative uses</li> <li>▪ Visitor amenities: rest stops and picnic areas</li> <li>▪ Restaurants where in accordance with Policy for Commercial Uses (see Section 4.4.9).</li> <li>▪ Access to water; Boat ramps for non-motorized watercraft (motorized, in specific locations to be determined)</li> <li>▪ Monuments and commemorations, public art and interpretation installations</li> <li>▪ Conservation and enhancement of archaeological, built and landscape heritage</li> <li>▪ On Capital parkways: Large-scale temporary sports events, including bicycle races, marathons, loppets, etc.</li> <li>▪ Events and gatherings uses in accordance with the Policy on Events (Section 4.4.11)</li> </ul>
Unauthorized Uses	<ul style="list-style-type: none"> <li>▪ High impact recreation and leisure activities</li> <li>▪ New golf courses</li> </ul>

### Agricultural and Horticultural Research Designation

The Central Experimental Farm (CEF) is a National Historic Site of significant importance to the Capital. The Agriculture and Horticultural Research Designation applies to the Central Experimental Farm’s agricultural research plots and the Dominion Arboretum, owned and managed by Agriculture and Agri-Food Canada. The agricultural research plots and the adjacent arboretum make significant contributions to Canadian knowledge in agriculture and horticultural science. The Central Experimental Farm, established in 1886, provides a unique rural setting in the centre of the urban region. If the research requirements of the Farm or the Arboretum change over time, their valued contribution to the Capital Greenspace Network should be conserved.

Two other components of the Central Experimental Farm are identified under separate land designations to reflect their current function. The Canada Agriculture Museum, a National Cultural Institution is identified under the Cultural Installation and Facility Designation. The Skyline Complex as well as other laboratories and offices located south of Carling Avenue are identified under the “Other Federal Facility” designation.

<b>LAND DESIGNATION – AGRICULTURE AND HORTICULTURAL RESEARCH</b>	
Description	The research fields and Dominion Arboretum of the Central Experimental Farm.
Land Designation Objective	Preserve the integrity of the Central Experimental Farm as a space that represents rural Canada within the urban fabric and as a major contributor to the Capital Greenspace Network that enriches, enlivens and animates urban living. Integrate the CEF into the development of Capital Discovery Routes.
Policies	<ul style="list-style-type: none"> <li>▪ Link the Central Experimental Farm to the parkways and pathways to support the development of ‘Capital Discovery Routes’.</li> <li>▪ Protect and showcase heritage assets, natural and cultural landscapes.</li> <li>▪ The Central Experimental Farm is a unique feature of the Capital Greenspace Network. The Farm’s contributions will be conserved for the long-term.</li> <li>▪ Ensure that the Central Experimental Farm National Historic Site Management Plan is updated, and if required, to provide a more detailed framework for the management of the Central Experimental Farm as an active research landscape.</li> <li>▪ Where development occurs on the Central Experimental Farm, it must remain in keeping with site capacity and be undertaken in a manner compatible with the character and vocation of adjacent sites and uses.</li> </ul>
Authorized Uses	<ul style="list-style-type: none"> <li>▪ Research fields, arboretum, and research related facilities dedicated to agricultural and horticultural science</li> <li>▪ Administrative offices and laboratory uses</li> <li>▪ Visitor services and amenities</li> <li>▪ Future National Botanical Garden, to be confirmed in consultation with Agriculture and Agri-Food Canada</li> </ul>

### 4.2.3 Non-Federal Facility Designation

This designation encompasses non-federal, public facilities accommodated on federal lands. This designation applies to the site reserved for the future Civic Campus of the Ottawa Hospital, located at the edge of the Central Experimental Farm on Carling Avenue adjacent to Dow’s Lake. Any new significant non-federal facilities proposed on Capital Realm lands will be subject to NCC review and, if deemed acceptable, will necessitate a Plan Amendment.

<b>LAND DESIGNATION – NON-FEDERAL FACILITY</b>	
Description	Future site of hospital facility located on Carling Avenue at the Central Experimental Farm and any future similar proposed uses
Land Designation Objective	Permit the establishment of an public health care facility at the Central Experimental Farm
Policies	<ul style="list-style-type: none"> <li>▪ Ensure that the non-federal facility contributes positively to Capital and cultural landscape of the Central Experimental Farm</li> <li>▪ Ensure site capacity is respected and that development occurs in a manner compatible with the character and vocation of its surroundings</li> <li>▪ Ensure the future facility is developed in a manner that is compatible with National Historic Site’s continued contribution to the Capital experience and to the Capital Greenspace Network.</li> <li>▪ Any significant expansions and/or newly proposed non-federal facility areas will be subject to review through the plan amendment process.</li> <li>▪ Site-specific development performance criteria will be applied to address the following elements:                             <ul style="list-style-type: none"> <li>▪ Project integration with its urban, natural and heritage context – the Proponent must demonstrate that the proposal integrates harmoniously with its setting – physically, visually, operationally and experientially throughout all development phases.</li> <li>▪ Design Excellence and Innovation – the Proponent must demonstrate that the proposal achieves or exceeds best practices for design, stakeholder engagement and inclusivity.</li> <li>▪ Sustainable Site Development – The proposal must demonstrate exemplary stewardship of environmental resources and sensitively minimize impact.</li> </ul> </li> <li>▪ A publicly accessible rooftop greenspace with gardens and landscaping features shall be incorporated in the design of the campus’ required parking infrastructure</li> </ul>
Authorized Uses	<ul style="list-style-type: none"> <li>▪ Health Care Facility (Hospital)</li> <li>▪ Ancillary uses including but not limited to:                             <ul style="list-style-type: none"> <li>▪ services for the care of dependents;</li> <li>▪ dental, pharmacy and educational services;</li> <li>▪ short-term accommodation, clinics, food and beverage facilities and retail;</li> <li>▪ rehabilitation facilities, and other non-governmental organizations providing public services;</li> <li>▪ diagnostic laboratories;</li> <li>▪ educational and research institutions;</li> <li>▪ parking and transit services;</li> <li>▪ such other services or use required by the Minister or Province for the treatment of patients to be provided by a Hospital;</li> </ul> </li> <li>▪ Multi-use pathways</li> <li>▪ Passive and active greenspaces</li> </ul>

#### 4.2.4 Non-Capital Realm Designations

The development of the Capital Urban Lands Plan involved an assessment of the status of all land parcels under federal ownership within the Study Area. The assessment included an exploration of the extent to which a vacant federal site was likely to support a Capital role in the future. Following this assessment, federal sites that do not to play a Capital role were excluded from the Capital Realm concept and are attributed Non-Capital Realm Designations.

In the future, additional federal sites may be utilized to support non-Capital functions and land-uses should they become surplus to the needs of the Capital. The future use of lands divested by the federal government will generally correspond to the applicable regional or municipal planning framework.

Non-Capital Realm Designations:

- Urban Redevelopment
- Regional Interest Land Mass Overlay
- Non-Designated NCC Properties

##### **Urban Redevelopment Designation**

Lands under the Urban Redevelopment Designation are anticipated to be transitioned from federal uses to non-federal uses over time. Several federal land holdings are located in urbanized areas that are currently undergoing major transformations. Some federal sites have been the subject of comprehensive federal and/or municipal planning initiatives and have potential to support significant urban redevelopment in strategic locations. For example, the NCC-owned sites in the vicinity of Hurdman and Bayview transit stations have been integrated into municipal Community Design Plans led by the City of Ottawa. These planning initiatives have identified opportunities to build sustainable and compact transit-oriented communities. Urban Redevelopment designated sites will contribute to the building of a more liveable Capital Region in a manner consistent with shared regional planning objectives.

Surplus federal properties of strategic importance are offered to the Canada Lands Company, which guides the redevelopment process (e.g., the former Rockcliffe Air Base). Canada Lands Company will undertake detailed planning exercises in cooperation with the relevant stakeholders to determine the best possible use of these sites.

Urban Redevelopment designated properties, though they will serve non-Capital functions, are to be managed and developed in accordance with the principles of integrated and responsible planning. As indicated under the Federal Employment and Facility Land Designations, this plan allows the long term transition of federal sites declared surplus by a government custodian to non-federal uses, where applicable.

<b>LAND DESIGNATION – URBAN REDEVELOPMENT</b>	
Description	Properties without a Capital role that are surplus to federal needs, but that are of regional strategic importance. Urban Redevelopment designated sites will contribute to the efficient consolidation of the urban area in support of shared regional planning objectives.
Land Designation Objectives	Contribute to sustainability in the Capital Region through the redevelopment and re-use of surplus federal lands. Prioritize the consolidation of existing federal sites and the achievement of a liveable, compact, mixed-use and sustainable urban form at locations of regional strategic importance.
Policies	<ul style="list-style-type: none"> <li>▪ In cooperation with the relevant stakeholders, support the advancement of planning initiatives required to ensure that surplus federal lands contribute to shared regional planning objectives.</li> <li>▪ Orient highest density to locations adjacent to rapid transit stations to maximize sustainable mobility options and the efficient use of infrastructure.</li> <li>▪ Promote compact, mixed-use development, with a view to achieve high quality and context sensitive urban design, consistent with the municipal planning framework.</li> <li>▪ Work with all stakeholders to conserve heritage assets of significance to the Capital.</li> <li>▪ Encourage the building of complete communities where active and sustainable transportation options are prioritized.</li> <li>▪ Where surplus federal lands are adjacent to lands within the Capital Realm, ensure that development is compatible with Capital Planning Framework objectives.</li> </ul>

### **Regional Interest Land Mass Overlay**

Based on feedback gathered through public consultation activities conducted in support of the Capital Urban Lands Plan, a select group of Non-Designated NCC Properties were observed to support regionally-significant public interests. Properties supporting regionally-significant recreational, ecological or infrastructure-support functions have been identified as part of the Regional Interest Land Mass (RILM) Overlay. The purpose of this designation is to safeguard the public use of the RILM lands over the long-term and to conserve the public interest functions they support. Whereas the Capital Realm identifies lands that support essential Capital functions, RILM lands are understood to serve a secondary role in support of the development, conservation and improvement of the broader National Capital Region.

Over time, the NCC will explore options to transfer NCC-owned RILM properties to another appropriate steward, such as a municipality or land conservation trust, for continued use in the public interest. The RILM is a tool for the NCC to identify and appropriately manage sites that play an important regional role, but that are not a part of the Capital Realm. Lands captured under the RILM Overlay will be managed by the NCC in accordance with the Policy for the Management of RILM lands, once finalized.

### **Non-Designated NCC Properties**

NCC properties that do not serve a Capital role and that are not identified to be of strategic regional importance due to their relative size and location are identified as non-designated NCC properties. These NCC sites are not required to support federal program requirements or related government support functions. Many of these sites are vacant reserve lands. Non-designated sites may be held by the NCC on an interim basis to support municipal infrastructure, public uses or public utility requirements, where applicable. Other non-designated sites may be subject to divestiture in accordance with Treasury Board Policy on the Management of Real Property and the NCC's administrative procedures. The future development of sites transferred to another party will proceed under the applicable municipal planning framework.

### 4.3 Feature Designations - Capital Links

The Capital Urban Lands Plan's land designations are complemented by the designation of Capital Features that augment and complement the Capital's setting, attractions and the experiences they support. Capital links are infrastructure of importance to the Capital that link its greenspaces, landscapes and major attractions. The Capital's parkway and pathway networks are defining features in the Capital. Their panoramic, green corridors are vital components of the Capital Greenspace Network and their characteristic Capital "look and feel" distinguishes them from other roads and pathways.

Capital Links also include the main access routes into the Capital. They include the Capital Arrivals, mostly under provincial jurisdiction, and the Scenic Entries, which include key municipal arterials leading into the Core Area. These routes provide views and vistas worthy of protection. The passenger railway routes entering the Capital, the region's international airport and the Airport Parkway are also Capital Arrivals. The Capital's waterways also provide access routes to the Capital, notably the Rideau Canal, which links the Ottawa River and Lake Ontario.

#### Capital Parkways

Several of the Capital's parkways are located along the shorelines within an urban parkland setting. The Parkways provide scenic links to the Capital's major attractions. The NCC will continue to plan, monitor, protect, and enhance its parkways to support the health, vitality and image of the Capital in accordance with the Parkway Policy. The distinctive, verdant and picturesque character of the Capital parkways will be maintained, protected and enhanced for all users.

The parkways are also sometimes used for ceremonial purposes such as for the arrival of foreign dignitaries (e.g., Colonel By Drive) and as extensions of Confederation Boulevard, the Capital's Official Ceremonial Route.

Over time, the Capital Parkway corridors will become increasingly vital components of the Capital's Greenspace Network, forming chains of truly urban greenspaces, providing improved access to waterways and pathways. The use of the Parkways will change over time. It is anticipated that the emphasis will shift away from the parkway as a route for vehicles and towards the development of vibrant places for people. This shift will better enable the discovery of the Capital's natural, scenic, cultural and recreational facilities present and envisioned. The Parkway corridors accommodate increasing numbers of recreational walkers, runners and cyclists as well as those participating in various athletic, charitable and cultural events.

The Capital Master Plan will introduce new planning directions for the Capital Parkways and the Capital's Shorelines and Waterways, establishing guidance for the animation of the rivers' edge. The preparation of detailed demonstration plans at key locations targeted for enhancement will drive momentum towards the improvement of the Capital's shoreline and parkway corridors into the future.

### **Capital Parkways - Policy Direction**

- Maintain, protect and enhance the distinctive, verdant and picturesque character of the Capital parkways.
- Ensure that all works visible from parkways used for formal ceremonial purposes reflect this dignified role, as extensions to Confederation Boulevard.
- Study the need for the identification of a new land base for a diplomatic precinct or other similar uses. Explore select federal properties along the urbanized edge of Parkway Corridors. Ensure that such uses are planned so they do not detract from established landscaped views.

### **Capital Pathways**

Canada's Capital Region is home to one of North America's most extensive and impressive pathway networks, known as the Capital Pathway. The Capital Pathway network encompasses over 300 km of pathways connecting spectacular natural areas, parks and gardens, museums and countless other points of interest. The NCC owns and manages over 175km of pathways within the Urban Lands Study Area.

The Capital Pathway network is multi-use, though recreational uses have been prioritized. The paths enable the discovery of the Capital green and blue space Network and link Capital Parks and natural open spaces to key attractions in the Capital. The Capital Pathway is linked to the Trans-Canada Trail, a network of trails that extend across Canada from coast to coast. . In Gatineau, sections of the Capital Pathway also serve to support the Route Verte bikeway.

The Capital Pathway is increasingly used for the purposes of the daily commute, thereby offering opportunities to enhance regional sustainability by providing active mobility options for residents

Planning and development objectives for the pathway network were established in the National Capital Recreation Pathways Strategic Plan, published in 2006. This document is available on the NCC website.

An update of this Plan is foreseen to renew the strategic directions provided by the 2006 plan.

The varied use of the Capital Pathway network is encouraged. Authorized uses are to be compatible with the nature and character of each portion of the network. Various uses and services may be provided based on the space available along the pathway edges, and in keeping with what is authorized by the direction provided by the applicable land-use designations. In addition, any development along pathway edges will comply with general policies related to sustainable development and design quality, in keeping with the commitment to protect and showcase heritage and landscape resources, as well as to protect ecologically sensitive areas.

<b>CAPITAL FEATURE DESIGNATION – CAPITAL PATHWAY</b>	
Description	Recreational pathways owned and/or managed by the NCC .
Capital Feature Objective	Maintain and enhance a safe recreational pathway network that links major Capital destinations.
Policies	<ul style="list-style-type: none"> <li>▪ Promote the use of the existing recreational pathway network for recreation and active mobility.</li> <li>▪ Complete missing links in the Capital Pathway network over time.</li> <li>▪ Collaborate with the municipalities to update the 2006 National Capital Recreation Pathways Strategic Plan.</li> <li>▪ Connect to municipal cycling and pedestrian infrastructure.</li> <li>▪ Increase permeability between the region’s residential areas and major activity centres on federal sites, and between activity centres themselves.</li> <li>▪ Promote a safe and comfortable experience shared by all users.</li> <li>▪ Link the Capital’s major attractions, parks and greenspaces and other points of interest.</li> <li>▪ Enhance visitor wayfinding and orientation infrastructure, where required.</li> <li>▪ Explore opportunities to enhance visitor services (e.g., water fountains, washrooms, Capital interpretation etc.).</li> <li>▪ Explore opportunities to extend the season of use.</li> </ul>
Authorized Uses	<ul style="list-style-type: none"> <li>▪ Low impact recreation on official trails such as walking, running, in-line skating, cycling, on-leash dog walking</li> <li>▪ Winter use of unmaintained official pathways for non-motorized winter activities such as hiking, cross-country skiing, snowshoeing, etc.</li> <li>▪ Shared use in accordance with National Capital Commission Property and Traffic Regulations and pathway code of conduct</li> <li>▪ Visitor orientation, wayfinding signage</li> </ul>

## **Capital Arrivals, Scenic Entries and Capital Gateways**

At the regional level, the Capital Arrivals, Scenic Entries and Capital Gateways are experienced by the vast majority of those visiting the Capital and are important components contributing to the image of the Capital. These features of the Capital are often under non-federal ownership. The Capital Arrivals and Scenic Entries should be of high scenic value, communicating clearly that one is entering a Capital, an inspiring and memorable place. Improvements require collaborative effort with all other stakeholders. Bridges crossing the region's waterways, and especially those in proximity to Capital Parkways, Capital Arrivals and Scenic Entries, are also important features of the Capital that should be designed and maintained accordingly. The Capital Master Plan promotes aesthetic improvements and design excellence along the Capital Arrivals and Scenic Entries. It will also develop a specific Gateway Policy to identify potential improvements at major entrance points to the Capital.

In certain locations, Capital Arrival and Scenic Entry routes extend through lush landscapes providing a parkway-type experience (e.g., Lucerne Boulevard along the Voyageurs Corridor). These routes offer panoramic views of the Capital's landmarks that should be protected and enhanced.

### **Capital Arrivals, Scenic Entries and Capital Gateways - Policy Direction**

- Contribute to the beautification of the Capital and define a distinctive Capital signature.
- Enhance protection of views and vistas towards the National Symbols, cultural landscapes and other features of the Capital.
- Support landscape and aesthetic improvements along Capital Arrival and Scenic Entry routes.
- Develop detailed guidelines to enhance roadway signage, lighting, and other infrastructure to be installed along these corridors in close cooperation with key stakeholders and authorities.

## **Interprovincial Bridges**

Interprovincial infrastructure and the connectivity it supports is an important federal contribution to regional mobility. The Urban Lands Study Area includes two interprovincial bridges crossing the Ottawa River. The Champlain Bridge is owned by the NCC and is linked to the Capital Parkway network. The other interprovincial bridge within the Study Area is the Prince of Wales Bridge, an abandoned rail bridge owned by the City of Ottawa.

Interprovincial Bridges contribute to the Capital Realm and are viewed as extensions to Capital Parkways and Confederation Boulevard. Improvements should prioritize enhanced pedestrian and cyclist comfort and safety. This, alongside opportunities to support the transit network, will help to improve active mobility options and enhance the multi-modality of the region's transportation network.

Interprovincial bridges offer opportunities to create and enhance views towards our National Symbols other scenic landscapes of importance to the Capital. Opportunities to add architectural lighting, where appropriate, should be explored through the development of the Capital Illumination Plan. All projects

affecting the interprovincial bridges should pursue excellence and compatibility in design, while protecting natural features.

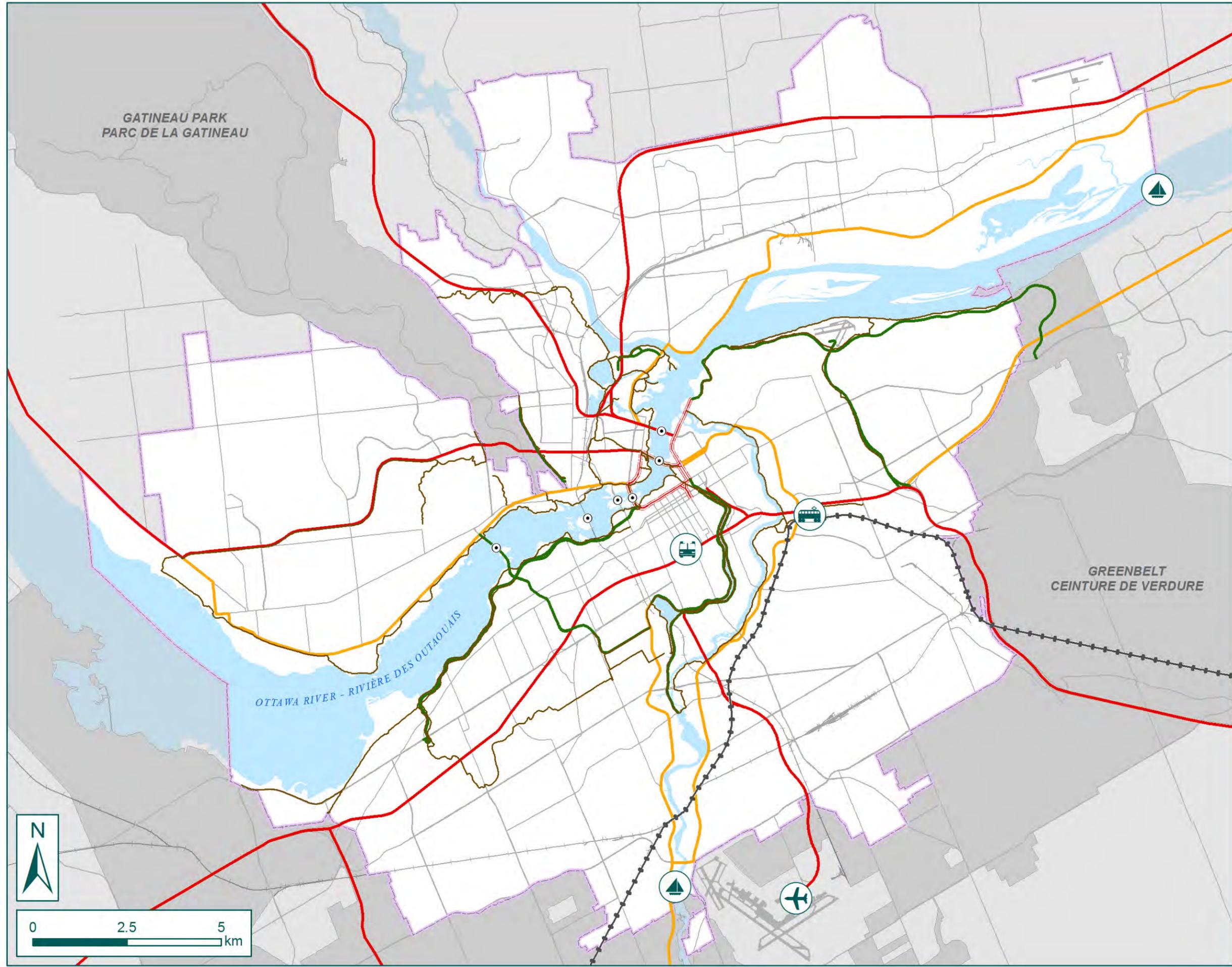
The NCC and its partners at the Ministry of Transportation in Ontario and the Ministère des transports du Québec have identified a need for a new interprovincial bridge crossing connecting Highway 50 in Quebec to Highway 417 in Ontario via the Montée Paiement-Kettle Island-Aviation Parkway corridor. However, this project is not proceeding and alternative solutions to manage short-term conflicts between modes of traffic are being explored. The NCC will plan for this eventuality in its long term planning framework and remains available to coordinate development of this new infrastructure with its provincial and municipal partners in the National Capital Region. The NCC will not embark on a new initiative without the support of both local and provincial governments.

### **Interprovincial Bridges – Policy Direction**

- The NCC will work with its municipal partners to explore the potential use of the Prince of Wales Bridge for pedestrian and cycling and, in the longer term, use for interprovincial transit.
- Prioritize improvement that enhance pedestrian and cyclist safety and comfort.
- Explore opportunities to support the region’s transit networks.
- Create and enhance views towards our National Symbols and other scenic landscapes.
- Consider opportunities to add architectural lighting in alignment with the Capital Illumination Plan.
- Pursue excellence and compatibility in design while protecting natural features.



**4.2 - Urban Lands: Capital Links**  
**4.2 - Terrains urbains : Les liens de la capitale**



**Legend • Légende**

- NCC Parkway  
Promenade de la CCN
- Capital Arrival  
Accès à la capitale
- Capital Arrival (Railway)  
Accès à la capitale (Chemin de fer)
- Scenic Entry  
Entrée panoramique
- Confederation Boulevard  
Boulevard de la Confédération
- NCC Recreational Pathway  
Sentier récréatif de la CCN

Point of Arrival  
Point d'arrivée

By mode...  
Par mode...

- Airplane  
Avion
- Bus  
Autobus
- Train  
Train
- Boat  
Bateau
- Interprovincial Bridge  
Pont interprovincial
- Study Area  
Secteur d'étude



## 4.4 Urban Lands Policies

The policies of the Capital Urban Lands Plan aim to reinforce the Capital's role as an inspiring, meaningful and unique place with conserved natural features and thriving urban spaces. Canada's Capital should be at the forefront of urban thinking and development. The Plan's policies will offer guidance to land managers and will be used to support the review of proposals and initiatives requiring a Federal Approval. This Plan's policies provide context and guidance with respect to initiatives situated on non-federal lands that affect federal interests (e.g., development of lands adjacent to federal property). This Plan's policies are intended to help foster memorable and animated spaces that distinguish our Capital from other places. The policies broadly apply to federal lands within the Urban Lands Study Area, as the NCC generally acts as a planning agent for the federal government in collaboration with affected federal departments and agencies.

### 4.4.1 Context-Sensitive Planning

The NCC supports context-sensitive planning that ensures use compatibility and fit in order to achieve the objectives of this Plan.

- Plan and locate works in a manner that protects natural features and urban greenspaces.
- Consolidate and develop lands sited in accessible locations, making efficient use of existing infrastructure.
- Prioritize the development of sites supportive of sustainable and active modes of mobility (pedestrian, cycling, public transit).
- Direct amenities, activities and services on NCC sites to accessible locations where facilities and supportive infrastructure is in place, or can be provided in an efficient manner.
- Explore opportunities to improve connectivity between the Capital's major attractions.
- Apply context-sensitive planning and design criteria to ensure all land-uses and related projects are compatible with the character of the Capital.
- Strive for an improved interaction with the surrounding urban environment in the development of Capital functions.
- Archaeological studies or surveys may be required prior to the initiation of any project that may have an impact on a recognized or potential archaeological site. The implementation of appropriate measures to inventory, document, and protect the resources may be required, under the guidance of a qualified archaeologist.

## 4.4.2 Federal Employment Sites and Facilities

The NCC will work collaboratively with federal custodians to ensure that federal employment sites and facilities are planned and developed in a manner that contributes to the achievement of this Plan's objectives. As indicated in the Plan for Canada's capital, the federal facilities have a significant presence in the region.

### Policy Direction

- Highly visible flagship Departments will remain in the core area as a general rule.
- Prioritize existing federal employment areas for intensification if additional federal facilities are required. Sites located within the Core Area and major federal employment areas are considered a first and second priority, respectively.
- Maintain a balanced distribution of federal facilities within the Urban Lands Study Area in a manner broadly reflective of regional population ratio (Ontario: 75%; Quebec: 25%) in accordance with government policy (1969).
- Locate new federal employment facilities on sites served by public transit, wherever possible, in accordance with PWGSC's Portfolio Strategy for the National Capital Area.
- Explore intensification opportunities in locations in proximity to public transit facilities, prioritizing rapid transit infrastructure corridors.
- Develop responsive and context-specific solutions. As an integral part of a proper preliminary site analysis, assess project impact on its surrounding area and establish site-specific guidelines.
- Integrate landscaped areas and recreation spaces into existing and future federal sites.
- Encourage federal custodians to collaborate with municipal partners to improve access to existing federal facilities via walking, cycling and public transit.

## 4.4.3 Design Excellence

The NCC will advocate for developments that contribute to the beautification of the Capital.

### Policy Direction

- Foster design excellence and creativity that enhances the built fabric and landscapes of the Capital.
- Favour design solutions that enhance the quality of places of importance to the Capital.

- Plan the federal presence in accordance with the principles of sustainable urbanism and environmental stewardship. Incorporate energy-efficiency and sustainable building systems into plans for new building and retrofit projects.
- Federal facilities should be planned, designed and built in a manner consistent with the Federal Sustainable Development Strategy.
- Ensure proposed design solutions are durable over the long-term and can be maintained in a cost-effective manner.
- Establish project guidelines that provide detailed performance expectations for design quality, context sensitivity and the protection of natural features.
- Develop qualitative project evaluation criteria that encourage innovative architecture, planning and landscape design.
- Consider soliciting renowned designers for high profile sites of strategic importance, and, where appropriate, conduct national design competitions.
- Develop guidelines for street furniture, lighting and site signage for federal projects and facilities located in or adjacent to Capital sites.
- Encourage the adaptive re-use of heritage structures.
- Preserve heritage of significance to the Capital, and apply context-appropriate standards for all initiatives involving heritage places in a manner consistent with:
  - Standards and Guidelines for the Conservation of Historic Places in Canada*, Parks Canada;
  - Treasury Board Heritage Buildings Policy;
  - Federal Heritage Buildings Review Office (FHBRO) Code of Practice; and
  - Ontario Heritage Act, Loi sur le patrimoine culturel du Québec* and applicable municipal policies.
- Support actions undertaken by federal custodians in accordance with Federal and Departmental Sustainable Development Strategies and the NCC Environmental Strategy. Work in this area will contribute to the achievement of the Capital's sustainability objectives.

#### 4.4.4 Capital Urban Lands Views Enhancement

Certain Capital Urban Lands sites provide dramatic views towards the Core Area and our National Symbols (Parliament Hill and the Supreme Court). All projects on federal lands must protect the visual integrity and symbolic primacy of our National Symbols, as defined by Canada's Capital Views Protection (2007). The policies here address the Capital Urban Lands, specifically.

##### **Policy Direction**

- Continue to conduct visual assessment studies to identify and protect key views. Areas requiring enhancements to improve visual quality will be

identified. Utilize the assessments to locate naturalized plantings where visual buffers would benefit visual quality.

- Views present on the Urban Lands towards dramatic Capital vistas including its waterways, its greenspaces, and other landmarks (e.g., National Cultural Institutions, National Commemorations etc.) should be conserved through interventions that are sited and scaled appropriately, and enhanced through the excellent stewardship of landscapes.
- Create new views within the Urban Lands that can be experienced from Capital Discovery Routes.
- Locate and scale signage (e.g., roadway, commercial, etc.) appropriately to minimize impact of the quality of the visual landscape. Identify opportunities to reduce unnecessary visual clutter.
- The NCC will act to support its federal partners such as Parks Canada to protect key views and vistas on lands of national interest.
- Explore opportunities to create and enhance framed views towards dynamic urban landscapes, and to strengthen visual connections at key neighbourhood access points, where appropriate.

#### 4.4.5 Cultural Installations

Cultural installations include commemorations, monuments, public art and interpretation facilities. These installations support the Capital's cultural offering and are an important component of the Capital's identity. These facilities are primarily under the responsibility of Canadian Heritage (PCH) and the NCC will continue to work with PCH to support the cultural programming of sites of interest within the Capital. When designed with care, cultural installations can enhance the Capital Greenspace Network, federal employment and National Cultural Institution sites. With the support of its partners, the NCC will examine opportunities to locate new cultural installations outside of the Core Area (e.g., along existing Parkway corridors serving as extensions to Confederation Boulevard) in a manner consistent with approved NCC and PCH plans and strategies.

#### **Policy Direction**

- Permit cultural installations across all land designations except Valued Natural Habitat designated lands in compliance with approved NCC and PCH plans and strategies.
- Prioritize cultural installations on Capital Greenspace Network, National Cultural Institution, and federal employment and facility sites that are accessible to the public.

- Permit cultural installations when they enhance or complement a land designation's primary objective and associated uses, and when scaled and designed in a context-sensitive manner.
- Collaborate with Canadian Heritage (PCH) to update existing strategies and plans with respect to the establishment of commemoration, interpretation and public art programming.

#### 4.4.6 Lighting

The quality of lighting is an important contributor to the character of Canada's Capital. The NCC will work to develop and implement a more detailed lighting policy, over time.

##### **Policy Direction**

- Employ lighting along the Capital's parkways and pathways that sends a strong visual signal that distinguishes these features of the Capital, day and night, from other infrastructure in the region.
- Select lighting fixtures for NCC property that are consistent with the design vocabulary expressed elsewhere on NCC sites of importance to the Capital.
- Implement lighting fixtures along the Urban Lands parkway corridors that are designed to respect the historical parkway model.
- Encourage subtle and efficient roadway, path and building lighting solutions, implementing contemporary best practices.
- Utilize architectural and artistic illumination where lighting installations complement or enhance the character of the Capital.
- Employ illumination technologies that eliminate high intensity lighting and glare. Full cut off fixtures should be used to preserve a dark night sky.
- Permit limited lighting where required to ensure pedestrian and cycling safety (e.g., at intersections).
- Keep illumination levels to the minimum required for user comfort and safety.
- Encourage the increased use and adoption of emerging energy-efficient systems. (e.g., LED light sources, etc.)
- Prohibit lighting installations where they may cause adverse environmental effects such as impacts to adjacent natural features or habitats, affecting sensitive species.
- Avoid the introduction of unnecessary illumination in Valued Natural Habitat designated area. Where lighting is necessary, direct it downward and away from sensitive habitats.
- Select light fixtures that are appropriately shielded and that produce long wavelength light.

#### 4.4.7 Urban Tree Protection Policy

The protection and care of trees, particularly within urban landscapes, is a shared responsibility and a challenge worth pursuing. Trees are highly valued by the NCC as they enrich Canada's Capital Region, its character and its sustainability.

Maintaining the health of existing urban trees improves environmental quality, provides significant economic value and plays an important cultural role for the Capital. Urban trees are essential to the perception and renown of Canada's Capital as a picturesque and natural place.

Moreover, a significant number of trees are remarkable due to their age or size or other distinctive characteristics. Some are remnants of ancient forests, while others are features of the first embellishment projects for the Capital that require additional protection. Trees are living symbols of different eras and enhance regional biodiversity.

Trees in urban settings are commonly subject to significant pressures that affect their health. These pressures include impacts due to construction encroachment, effects related to site access and the maintenance of existing infrastructure, soil compaction and other adverse soil conditions, poor viability due to urban microclimate conditions (wind, water, heat, air quality etc.), and competition from invasive alien species, among others.

Urban trees are vital to the image of the Capital and also contribute significantly to the liveability of the Capital Region. The NCC will continue to conserve and protect trees within the Urban Area because it recognizes:

- The value of trees and the positive role they play in improving air and water quality and mitigating climate change through storage and sequestration of carbon;
- The positive impact vegetation cover has in relation to physical and mental health of citizens and their contribution to quality of life in the region;
- Trees absorb stormwater, reduce soil erosion and mitigate the urban heat island effect;
- Tree cover is required to conserve many of the region's valued habitats and the ecological functions of sensitive areas; and
- Regional biodiversity is supported by a healthy urban forest.

#### **Policy Direction**

- Strictly enforce regulations prohibiting tree or vegetation removals without prior authorization on NCC lands, in accordance with the National Capital Act and the National Capital Commission Traffic and Property Regulations.

- Require that proponents demonstrate why tree removal is necessary and unavoidable.
- Generally prohibit the removal of trees or other actions likely to damage trees on NCC lands, except where they pose a significant risk to public safety, or another competing public interest where the removal of the tree is unavoidable.
- Require the implementation of compensation measures that are commensurate with the value of any loss of vegetation or ecosystem function resulting from works on federal properties.
- Determine replacement ratios and/or tree value compensation on a context-sensitive basis, by considering the following factors:
  - The number, health, size and age of the specimen affected;
  - The significance of the location of the affected area to the Capital;
  - The affected area's relative landscape contribution to the quality of the Capital's setting; and
  - The relative impact of the anticipated loss of ecosystem function.
- Strongly favour the planting of native and non-invasive tree species on NCC lands.
- Where maple trees in particular are proposed, favour the planting of native species of maple.
- Non-native trees or other plantings may be planted on a limited basis under the following circumstances, for example:
  - For ornamental and/or formal landscape applications where native species are not feasible or appropriate to the context;
  - Where non-native alternatives offer a significant better likelihood of survival given conditions specific to the planting location (e.g., impacted street trees); and
  - Other similar exceptional circumstances.
- When work is proposed on NCC lands, as authorized under a Federal Approval, Land Access Permit, Event Permit or Maintenance Contract, the proponent and/or contractor will be required to:
  - Clearly identify the location of all trees that may be affected by works on or adjacent to federal property on construction plans.
  - Fully reinstate and/or improve landscapes that are affected or altered by NCC authorized works;
  - Adequately monitor tree health and construction site conditions during and after construction to ensure adequate protective measures are implemented, where required;
  - Protect trees that may be affected by construction activities on or adjacent to federal property during construction by reducing risk of injury to the trunk, limbs or roots of tree causing damage or death of the tree;

Maintain, water and protect all plantings implemented as a result of compensatory and/or mitigation measures to ensure a successful establishment period, where required; and

Manage any federally or provincially protected tree species in accordance with the applicable federal and/or provincial regulations.

- The NCC will undertake an inventory of trees on NCC property to identify conservation methods and to provide baseline data to monitor the health of the urban forest, including remarkable trees.

#### 4.4.8 Siting of Public Infrastructure on NCC Property

The appropriate siting of public infrastructure and utility installations remains an important issue for the NCC, where proposals affect federal property. Works to improve and enhance the quality of the Capital's setting necessitate that public infrastructure serving local urban communities be located away from lands of significance to the Capital.

Although NCC-owned sites often appear ideally suited to accommodate public or utility infrastructure in some locations, infrastructure encumbrances may constrain the ability of federal property to support Capital functions today and over the long-term. NCC properties impacted by infrastructure often form part of larger green corridors. These corridors support natural features and buffers separating sensitive zones from built-up or urbanized areas. Other NCC sites provide an unobstructed foreground for panoramic views of a National Symbol or landscaped vistas.

The location, construction and ongoing maintenance needs of infrastructure can have significant, negative impacts on the visual quality of a landscape, on vegetation, on the stability of local hydrology, and on natural habitats. The impact of infrastructure development can vary greatly depending on whether it is to be constructed above-ground or below grade, the relative extent of its footprint, as well as the significance of alterations to land made necessary to satisfy ongoing monitoring and maintenance access requirements. Impacts also vary dependent on the method of construction.

Above-ground structures, including pumping stations, antennae, communications towers and hydro-electrical transmission lines, electrical transmission and distribution stations, and renewable energy facilities may have significant impacts on viewscales and adjacent land-uses, and may disrupt soil, water and vegetation resources in the immediate vicinity. Pumping stations may give rise to odour issues and, if damaged, can occasionally release undesirable materials into the air, water or soil. The same adverse environmental effects can also be associated with underground infrastructure, such as water and sewer systems and energy

pipelines. The loss of vegetation and soil disturbance associated with excavation represent key concerns.

The NCC recognizes that public infrastructure is essential to support the health and vitality of the Capital Region. As such, it strongly supports shared actions pursuing the delivery of green infrastructure and will continue to contribute to the planning necessary to meet the urban region's needs into the future prudently and efficiently.

### **Policy Direction for Public Infrastructure**

- Proponents must prove that the use of NCC lands is the only reasonably feasible option and that there is no alternative on municipal or private lands.
- Proponents must demonstrate that a proposal will not have a significant negative impact on the function of the affected land in support of its Capital function(s).
- NCC lands in proximity to municipal infrastructure are not universally available for construction staging.
- Avoid the siting of new or expanded public infrastructure installations on lands designated Valued Natural Habitat.
- Strongly discourage the installation of public infrastructure where such works would negatively affect significant wooded areas.
- Work to limit visual impediments and other physical encroachments on federal land.
- Avoid the introduction of visual intrusions and clutter on property supporting cultural landscapes.
- No above-ground structure will be permitted where it would affect a high value view identified through a Visual Assessment study.
- Group infrastructure in existing infrastructure corridors such as municipal roadways.
- Require the implementation of best practices measures to safeguard the health of waterways and the surrounding environment when infrastructure-related works are permitted on NCC property.
- Minimize risk to natural habitats and regional biodiversity.
- As a first priority, avoid impacts to federal properties wherever possible. If avoidance is not possible, proactively mitigate and compensate for construction-related environmental impacts on federal property.
- Mitigation and compensation measures shall be determined in accordance with the applicable provincial environmental assessment and/or the federal environmental analysis prepared to satisfy the requirements of the Canadian Environmental Assessment Act.

- Authorized works must proceed in a manner that follows the other applicable policies contained in this Plan, such as the Urban Tree Protection Policy in subsection 4.4.7.

### **Policy Direction for Transportation and Transit Infrastructure**

- Proponents must prove that the use of NCC lands is the only reasonably feasible option and that there is no alternative on municipal or private lands.
- Proponents should advance active and sustainable mobility by planning infrastructure that facilitates multi-modality within the regional transportation network. Integrate pedestrian and cyclist safety and comfort, and streetscape quality as an integral part of infrastructure design.
- Proponents should employ context-sensitive design practices in collaboration with all partners.
- Rationalize property ownership where NCC and other federal properties are used to support municipal and/or provincial transportation and transit infrastructure.
- Work collaboratively to protect views and enhance visual quality in the vicinity of Capital Arrivals, Scenic Entries, and Interprovincial Bridges, where appropriate.

### **Policy Direction for Water, Sewer and Stormwater Management Infrastructure**

The protection and restoration of the shorelines is an integral part of the NCC's mandate, in its capacity as steward of the Capital Region's shorelines on behalf of the Government of Canada. The NCC will continue to work in partnership with municipal authorities and organizations responsible for monitoring water quality in the region's watersheds. As a primary property owner of shoreline areas in the Capital, the impact of lot level stormwater management practices, or lack thereof, affects the risk of adverse impacts experienced downstream, as stormwater flows into receiving watercourses.

- Proponents must prove that the use of NCC lands is the only reasonably feasible option and that there is no alternative on municipal or private lands.
- Route and site underground sewers and related above-ground infrastructure to minimize impact on the existing and anticipated future Capital function(s) on federal lands.
- Design and construct water and sewer facilities in accordance with an assessment of various routing and/or site selection options.
- Minimize impacts on the landscape, views, visual quality and site ecology by integrating these factors into the analysis of routing options.

- Locate infrastructure within consolidated corridors, such as public rights-of-way.
- Consider future impacts related to site access for maintenance purposes upon the review of proposals.
- Work in partnership to support continued efforts that reduce and eliminate combined sewer overflows into the region's receiving watercourses.
- Prohibit, as a general rule, stormwater management facilities (e.g., ponds, surface / subsurface storage, engineered wetlands) serving adjacent non-federal land-uses on federal property.
- Emphasize lot level approaches that implement modern stormwater management techniques.
- Under exceptional circumstances, where there is no reasonably feasible alternative, and where such a facility would not compromise the Capital function(s) of the site in question, the NCC may authorize a Stormwater Management Facility on a case-specific basis. The following represent appropriate justifications for such a decision:
  - A proposal resulting from a comprehensive stormwater management retrofit study that employs a significant focus on opportunities for lot-level, source control measures (applies where an older urban community was constructed without modern stormwater management infrastructure);
  - A proposed stormwater management facility would improve water quality and significantly lower fluvial risks for a receiving watercourse;
  - A proposed stormwater management facility could be designed to serve as a recreational, landscape, and ecological amenity.
- If authorized under exceptional circumstances, a proponent must demonstrate that the proposed Stormwater Management Facility and all related infrastructure exceed current standards and incorporate best practices.
- Require proponents of significant undertakings on federal land to provide a stormwater management report prepared by a qualified engineer. The report shall identify the low-impact, best practice measures required to meet or exceed the applicable regulatory standards for stormwater management.
- Limit uncontrolled surface drainage in urbanized locations to the extent possible by encouraging the implementation of best practices such as reducing impervious surface area, the integration of stormwater infiltration areas and/or storage basins, and the installation of water quality control devices (e.g., oil and grit separators etc.), where appropriate.
- Consider actions to enhance watercourse health where subwatershed studies have provided recommendations for improvement.

- Assess and manage the cumulative impacts of stormwater and associated management practices, including the mitigation of hydrological, geotechnical and fluvial geomorphology risks. This approach will involve the use of best management practices in the design, development and management of stormwater networks.
- Prioritize actions that:
  - Limit the introduction of effluents and other substances that cause water quality deterioration;
  - Reduce the risk of shoreline erosion and landslides;
  - Reduce sediment loading caused by uncontrolled runoff;
  - Promote a more naturalized hydrological function for watercourses;
  - Normalize hydrological flow during wet weather for upstream watercourses (e.g., Watts Creek, Leamy Creek, Pinecrest Creek);
  - Enhance a waterway's contribution to ecosystem health through the implementation of engineered and naturalized elements; and
  - Promote lot level best practices for stormwater management.

### **Policy Direction for Energy Infrastructure (Electrical, Natural Gas, Petroleum)**

- Proponents must prove that the use of NCC lands is the only reasonably feasible option and that there is no alternative on municipal or private lands.
- Locate proposed transmission / distribution lines within or immediately adjacent to an existing municipal roadway corridor or other existing infrastructure corridor.
- Explore the viability of burying electrical transmission lines to identify opportunities to avoid negative visual quality impacts at sites of importance to the Capital. New or extended transmission / distribution lines should be installed below grade along existing infrastructure corridors, wherever possible.
- Design and construct these facilities in accordance with an assessment of various routing and/or site selection options. In order to minimize potential impact on the landscape, impacts on views and site ecology are to be assessed and integrated into decision-making.
- Use context-sensitive design best practices for natural gas and petroleum pipelines, which are typically installed below grade. Ensure that these facilities have the least possible cumulative impact on the surrounding land-uses, environment, visual quality and overall safety.
- Works must proceed in a manner that follows the other applicable policies contained in this Plan, such as the Urban Tree Protection Policy (subsection 4.4.7).

- Permit the installation of small-scale renewable energy installations (e.g., solar panels, geothermal pumps etc.) on federal buildings and sites, where appropriate, and where installations would not impair contribution to current and future Capital function, heritage or cultural value, and visual quality.

### **Policy Direction for Telecommunications: Antennae and Transmission Towers**

The presence of large-scale communications towers may affect the visual quality and scenic value of lands supporting the Capital's setting.

- The NCC generally prohibits the installation of permanent antennae and transmission towers on Capital Realm lands.
- Ground-mounted antennae and transmission towers may be authorized under the following limited circumstances:

Where a proponent can credibly demonstrate that the use of federal lands is the only reasonably feasible option, and that a proposed installation will not impede existing and anticipated future Capital function(s) on federal lands; and

Where such a facility is required to support a federal facility and no reasonably feasible alternative is possible.

- Building-mounted facilities may be permitted where they do not have a significant impact on visual quality, building character and/or heritage value.
- Avoid the use of independent structures by exploring alternatives such as the mounting of antennae on existing nearby structures or the use of alternative technologies.
- Minimize the proliferation of various support structures, related equipment and shelters.
- Where authorized, the NCC will require that proponents:

Implement context-sensitive design and industry best practices to ensure that facilities and related equipment, whether existing or new, have the least possible impact on the contribution that federal lands make to support Capital functions;

Explore alternatives that limit impacts to natural features and surrounding land-uses;

Protect views, visual corridors and visual quality as guided by NCC Visual Assessment studies;

Permit co-location by multiple service providers; and

Mitigate the visual impact of authorized structures through significant landscape enhancements and plantings.

#### 4.4.9 Commercial Uses on NCC Property

Small-scale commercial uses, whether permanent or temporary, represent opportunities to animate and contribute to the public enjoyment of the Capital Greenspace Network and the region's shorelines by offering new amenities and services to visitors. Commercial uses permitted on NCC land may include restaurants, cafés, recreational rental facilities and small-scale retail related to the activities occurring on NCC sites.

Commercial uses may be authorized on NCC lands within the Capital Realm if permitted under the land designation and if it is determined they:

- Contribute to the animation and public enjoyment of the Capital;
- Complement the main objectives that a site supports;
- Enhance the quality of a site; and
- Generally maintain free public access to a site.

#### Policy Direction

- Authorize commercial uses where linked to the planning objectives established for the Urban Lands and where consistent with the applicable policies in this Plan and newly developed area-specific plans.
- Limit commercial uses to key activity nodes, where additional animation is desirable and where support services (e.g., infrastructure) can be provided cost-effectively.
- The location of activity nodes will be defined on the basis of detailed planning initiatives, subject to NCC review and approval.
- Ensure that the look of commercial uses is compatible with the site and its surroundings, Capital symbolism, and views protection.
- Commercial uses must not detract from a site's heritage, symbolic and or picturesque character.
- Design authorized commercial facilities in accordance with context-sensitive and design excellence policies (subsection 4.4.1 and 4.4.3)

#### 4.4.10 Municipal-Type Activities on NCC Property

Municipal-type activities are defined as any community or local organized recreation that requires fixed-in-place infrastructure to support municipal like facilities such as sports fields (e.g., baseball diamonds), playgrounds, and off-leash dog runs. Municipal-type activities also include community gardens and urban agriculture facilities.

As a general rule, NCC sites are to remain open for low intensity or leisure recreation that does not require permanent infrastructure. Sites that are

identified as Regional Interest Land Mass (RILM) will be prioritized for municipal-type activities.

Community gardens will be authorized where permitted in accordance to the approved NCC Policy on this subject.

### **Policy Direction**

- In order for municipal-type activities to be authorized on NCC property, proponents must demonstrate that:
  - There are no feasible alternative sites on municipal property;
  - The proposed municipal-type activity and facility complies with this Plan's policies on Context-Sensitive Planning and Design Excellence;
  - The proposed uses are compatible with the site and its surroundings, the Capital function(s) present, views protection, heritage conservation, and landscapes of symbolic and / or picturesque character;
  - The proposed uses are linked to the planning objectives established for the Urban Lands; and
  - The proposed use is commensurate in scale to the affected site and its role in support of the Capital's image.
- Municipal-type uses are prioritized for sites identified under the Regional Interest Land Mass Overlay.

#### **4.4.11 Events on NCC Property**

A wide range of events take place on NCC Urban Lands over the course of a year. These range from events of national significance to smaller social gatherings. Events include celebrations, concerts (small to large scale), festivals, weddings, recreation events, educational or other social events as well as individual, small family or community-related activities.

Priority is given to events organized by agents of the Canadian government, such as Canadian Heritage (PCH).

Sites supporting large scale events are often expected to also support a range of visitor services calibrated with the scale of the event including washrooms, food sales, and small scale retail counters, among other additional temporary amenities requested by event proponents. Food concessions are authorized as a complementary use on the Capital Parks and Capital Urban Greenspace land designations. When no such amenity is provided *in situ* for the holding of a special event, temporary installations will be permitted.

Formally organized community activities are considered events, and are authorized on Capital Realm lands where they contribute to the animation of the

Capital, complement the main use of the site, enhance the sites, and maintain public access to the sites. Generally, this type of activity, even if recurring, such as practicing of yoga or dancing in parks, does not require fixed infrastructure or equipment. All installations related to community activities must be temporary and reversible at a minimal cost.

If directed to sites with insufficient capacity or support infrastructure, events can result in significant impacts to the quality of site maintenance, natural and landscape features, and may negatively impact users of adjacent sites.

Proper guidance is required to direct events to appropriate sites that have the capacity to support them. Further work will be required to determine the appropriate frequency that events should be permitted to occupy a site in order to enable sites to recover.

The NCC's Capital Stewardship Branch will provide site specific events guidelines and management plans taking into account site capacity, frequency of events and time of recuperation.

### **Policy Direction**

- Direct large scale events of a national and international scope to Capital Parks as a first priority.
- Direct events to sites that have adequate infrastructure services (e.g., water, power, sanitary, staging areas), as determined by the Urban Lands and Transportation Division of the NCC.
- Prioritize the accommodation of large scale events on sites that are served by rapid transit and active mobility infrastructure.
- Respect the applicable environmental and tree protection policies.
- Identify special measures to be taken during winter to appropriately protect sites.
- Calibrate the scope of a proposed event to the site's dimensions and availability of services.
- Installations related to a community event must be temporary and reversible and comply with context-sensitive and design excellence policies.

### **4.4.12 Municipal Coordination**

The National Capital Commission is committed to working closely with the region's municipal governments to ensure that the Capital's national interests are taken into account where planning exercises, development applications and infrastructure projects pertain to sites adjacent to federal properties or that affect federal interests. The NCC acts as the agent of the federal government in planning

matters for the Capital Region. Due to their distributed nature throughout a largely urbanized Study Area, federal properties within the Urban Lands are often in locations where there is nearby development.

Generally, the NCC receives municipal circulations regarding utility work on federal property, adjacent development on lands abutting federal property, as well as developments visible from Confederation Boulevard or that are situated within 30m of the Rideau Canal in accordance with the applicable municipal planning framework and provincial legislation. The NCC will continue to ensure that federal interests are appropriately considered where the municipal planning approval process applies to locations of significance to the Capital under non-federal ownership. The Capital Urban Lands Plan's primary role is to provide policy guidance and planning direction for federal Urban Lands. The content of this plan will also provide a broad basis for the feedback the NCC provides in response to municipal circulations.

### **Policy Direction**

- Ensure development is context sensitive and compatible to the site and its Capital functions.
- Ensure compatibility with adjacent Capital sites, the Capital function(s) present, views protection, heritage conservation, landscapes of symbolic and/or picturesque character.
- Respect the planning principles established for the Capital Urban Lands.
- Development should be commensurate in scale with the affected site and whether the site's role in supporting the Capital's image.
- Provide an evaluation of how a project may affect federal lands. Areas of specific interest may include:
  - Site grade tie-in;
  - Impacts of access to / from private land on federal property;
  - Construction access and staging requirements;
  - Impact on adjacent vegetation located on federal property;
  - Building setback for maintenance and emergency access;
  - Appropriate provision of site servicing infrastructure;
  - Appropriate drainage and stormwater management practices (lot level control).

The NCC will continue to work with its municipal partners to ensure that federal interests, where they apply to the municipal planning process and approvals, are shared in a proactive, consistent and clear manner.

### 4.4.13 Signage on Urban Lands

Signage on federal property within the urban lands must be designed and located in a manner that contributes to the beauty of Canada's Capital. Signage design shall reflect and reinforce the distinctive qualities of the Capital and of its environs, while not detracting from Capital function(s) present or a site's contribution to the overall quality of the Capital's setting. Direction, identification and information signage should be addressed as an integral component of any project proposed on federal property.

Signage guidelines will be essential to clarify the role of signage and its appropriateness on federal lands within the Capital Realm. This Plan provides a broad approach to evaluate proposals relevant to the Urban Lands, where the introduction of new signage may affect federal lands of importance to the Capital.

#### **Policy Direction**

- Permit signage serving to support visitor information and wayfinding purposes across all land designations.
- Permit limited commercial signage in relation to activities authorized on NCC lands and in support of NCC commercial tenants.
- Prohibit third party advertising on federal lands in the Capital.
- Where authorized, signage must respect the following policy direction:
  - Provide a functional justification for the proposed signage;
  - Comply with context sensitivity and excellence of design policies;
  - Ensure compatibility with adjacent Capital sites, the Capital function(s) present, views protection, heritage conservation, landscapes of symbolic and/or picturesque character;
  - Respect the planning principles established for the Capital Urban Lands;
  - Minimize the visual impact of signs in relation to their functional requirements;
  - Ensure consistency of information and size with the site's level of importance to the Capital's image and the quality of materials, durability and legibility;
  - Ensure that sign content is provided in both official languages in equal prominence (Reference: Federal Identity Program Policy and Guidelines);
  - Encourage subtlety of any proposed lighting effects.

## Permanent Advertising and Commercial Signage

- Federal institutions are permitted signage that depicts their name and logo.
- Federal institutions are permitted permanent and temporary signage and banners that are related to the activities and programming of the institutions, provided there is no adverse effect on adjacent uses or viewsheds.
- Third party advertising, such as static or digital billboards, is prohibited on federal lands.
- Third party advertising and billboards visible from federal lands or other lands of federal interest are discouraged.
- Temporary signage related to events on federal property is permitted, including the acknowledgement of sponsors.
- Temporary event and program signs should use a unified visual identity. Further guidance for temporary signage will be developed as part of the NCC Signage Design Guideline.

## Digital Displays

A digital display can be defined as a large, outdoor, advertising sign that displays information or images on a digital or electronic screen.

- Digital displays are not generally permitted in the following areas:
  - Foreground or background of protected views of National Symbols located in the Parliamentary and Judicial Precinct;
  - Within the Rideau Canal World Heritage Site corridor;
  - On the exterior of federally or locally designated heritage buildings;
  - That are visible from Confederation Boulevard and from NCC Parkways and Pathways;
  - Within Capital Greenspace Network designations (e.g., Valued Natural Habitats, Capital Parks, Capital Urban Greenspaces, Agricultural and Horticultural Research areas);
  - At, adjacent to, or visible from other Capital landmarks and National Historic Sites.

## Non-NCC lands

- On non-NCC lands, the signs seen from major Capital features, parkways and pathways and heritage sites and on sites visible from Confederation Boulevard should respect the criteria established above.
- Municipalities are the authorities responsible for regulating signs located on non-federal properties.



# Section 5

## Implementation

This section outlines the various tools that will be employed to achieve the desired outcomes presented in the Capital Urban Lands Plan.

### 5.1 Effect of the Approval of the Capital Urban Lands Plan

The Capital Urban Lands Plan comes into effect upon approval by the NCC Board of Directors. A Federal Approval granted by the NCC, confirms the Plan's effective date and establishes conditions of the Plan's approval (see Appendix 2).

The Capital Urban Lands Plan will become the primary plan referenced for matters affecting federal lands within the Study Area. More focused land use plans apply on certain areas under federal ownership. The planning directions and policies of these plans will continue to apply. Where contradictions between these area-focused plans and the Capital Urban Lands Plan exist, the Capital Urban Lands Plan will take precedence. The existing approved Plans include:

- Central Experimental Farm National Historic Site Management Plan
- Confederation Heights Sector Plan
- Lake Leamy Park Sectorial Plan
- Tunney's Pasture Master Plan
- 530 Tremblay Road

This Plan is a tool that provides general guidelines to help managers implement the long term mission for the Urban Lands. The Capital Urban Lands Plan is to be read in conjunction with the Plan for Canada's Capital and other NCC policies, including those presented in the Capital Master Plan. The Plan has a planning horizon of ten years. Flexibility for amendment is embedded in the format of the Capital Master Plan (see Section 5.7 below). As some proposals may not be realized during this time frame, priorities will be set in the Implementation Plan to sequence the actions in line with the goals and priorities of the Capital Urban Lands Plan.

## 5.2 Land Stewardship and Monitoring

The Capital Urban Lands Plan provides guidance for ongoing stewardship, maintenance and operational actions required to ensure that the Urban Lands continue to achieve their mission in support of the Capital. The development of Implementation and Action Plans will be under the responsibility of Capital Stewardship Branch.

The NCC is committed to working in partnership with all authorities and local groups interested in monitoring and safeguarding the Capital's valued natural features within the urban area including its sensitive habitats, significant forests, wetlands, shorelines and waterways.

Monitoring and plan evaluation are essential components of land use planning. An ongoing review of incoming qualitative and quantitative information received from both internal and external sources will permit the identification of emerging trends and any implications as they relate to this Plan's objectives and policies.

Inventories are an essential part of the monitoring process and will be conducted to develop the knowledge of the major natural, landscape and built heritage features to properly assess the impact of projects, change of uses and provide benchmarks for monitoring. Monitoring will also be undertaken by the NCC and project proponents to ensure that works authorized on federal property are completed in accordance with the Plan's objectives and policies. Federal custodians are also encouraged to actively monitor their respective properties to verify that approved works proceed in a manner that is consistent with approvals granted and conditions imposed.

## 5.3 Projects Linked to this Plan

The NCC will develop an implementation plan to prioritize key investments in capital projects and other collaborative initiatives that will enhance the Capital's Urban Lands in accordance with the NCC's Corporate Priorities and the objectives identified in this Plan.

Site specific Plans are to be developed to give additional guidance pertaining to the uses of sites, including for events and animation nodes.

Examples of high priority areas include:

- Improve public access and facilitate the animation and discovery of the Capital's shorelines;

- Create Capital Discovery Routes with enhanced visitor services;
- Conserve the Capital’s urban greenspaces, natural features and cultural assets;
- Support planning initiatives that will facilitate city-building at surplus federal sites of strategic regional importance, over time;
- Collaborate with federal custodians to improve the integration of federal facilities into urban communities.

## 5.4 Federal Approvals

The Federal Approvals process (Federal Land-Use, Design and Transaction Approvals) will play a key role in ensuring that all projects affecting federal Urban Lands apply best practices and are consistent with the objectives and policies of this Plan. The land designations, site specific guidance and general policies grouped by theme will provide a robust framework for the assessment of projects.

Over time, additional tools will be collaboratively developed to assist NCC staff and proponents proposing projects that require the use of sites of federal interest. These tools will further clarify the NCC’s expectations concerning quality of proposals and the documentation required to support approval requests. For example, the NCC will continue its work to develop Design Guidelines for various types of installations commonly proposed on federal property.

## 5.5 Real Property Management

The NCC is working on a priority basis to optimize and rationalize the assets it holds, such as its real property assets, over time. The National Interest Land Mass (NILM), by identifying lands that are needed to achieve the NCC’s mandate with respect to the Capital, is a key implementation vehicle for this Plan. The NILM differs from the Capital Realm concept in that it is an NCC administrative tool that identifies lands that are intended to be held under federal ownership for the long-term.

A real property rationalization exercise has been undertaken for NCC land holdings within the Study Area to align its land holdings with the NCC’s mandate and long-term plans. It is noted that several federal properties that are not considered to be of Capital importance (i.e., not included within the Capital Realm) are located within established urban areas along major rapid transit corridors. These sites will support non-federal uses and city-building in the future.

It is anticipated that significant mixed-use, transit-oriented communities will be developed over time that contribute to the achievement of shared regional planning objectives. Key urban redevelopment sites are identified in the Land Designations section. The future uses associated with these and other non-Capital Realm lands will have regard for federal, provincial and municipal considerations, including municipal planning documents.

It is known that a select group of sites under NCC ownership that are not a part of the Capital Realm play a regionally-significant environmental, recreational and/or infrastructure-support role. These lands will be held under public ownership to serve local or regional interests in line with the NCC's commitment to support the broader Capital Region. In the future, these lands may be used to satisfy regional needs that cannot be met on non-federal lands or elsewhere on federal lands. These lands are anticipated to remain in the public domain and serve community purposes. In the long run, the ownership of these lands should be transferred by the NCC to another public entity or a non-public steward.

Restrictive covenants registered on non-federal properties in favour of the National Capital Commission and its predecessors will be reviewed in accordance with the objectives of the Capital Urban Lands Plan.

## 5.6 Recommended Changes to the NILM

The National Interest Land Mass (NILM) identifies lands that are essential to the achievement of the NCC's mandate and is a key vehicle for the implementation of its long-range plans including the Capital Urban Lands Plan. Lands identified within the NILM are required to support the 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. The intent of the NCC is to secure key NILM lands not under public ownership through negotiated settlement and collaboration with landowners over time.

The vast majority of the NILM designated lands are under federal ownership (76%) in 2015. The remaining NILM lands are under public ownership by other levels of government (i.e., provincial or municipal governments) or are held by the private sector. The disposal of federally-owned NILM lands requires a strong planning justification. Decisions in this regard are overseen by the Treasury Board Secretariat of Canada.

Federal employment sites and facilities are not necessarily included within the NILM. This offers other federal custodians the flexibility necessary to deliver

federal programs efficiently, while advancing this Plan's objectives, such as the diversification of uses on major federal employment sites.

The NILM review will address cases where the current NILM designation differs from the Urban Lands Capital Realm concept. The Capital Urban Lands Plan has highlighted a number of potential updates to the NILM. The status of sites subject to potential addition will be re-assessed during the NILM review and update.

Last amended in 2001, the extent of the NILM is anticipated to be reviewed and updated in the near future. The NILM review process will take this Plan's Capital Realm concept into consideration.

## 5.7 Plan Amendments

The Plan establishes the orientations, roles and goals policies and land use designations required to fulfill the Capital Urban Lands' mission. It may be necessary to modify or amend certain provisions due to emerging trends or new information, to ensure the conformity of other NCC plans and programs, to reflect changes resulting from detailed plans for a specific sector, or as a result of land use requests that are inconsistent with the Plan.

The provisions of this Plan including its policies, land designations and related maps are subject to amendment. Amendment requests may be initiated by the NCC itself, other federal agencies or departments, or other interested parties. All amendment requests are subject to a thorough review carried out through the Federal Approvals process.

When a proposed land-use, transaction or other works cannot be supported by the existing provisions of the Plan, it will be signaled by NCC staff and a determination will be made with respect to whether the proposal should proceed and, if it should proceed, whether a Plan amendment is required to permit the proposal's implementation.

Any amendment must be justified that it is in the public interest, consistent with the Plan for Canada's Capital and the general objectives of this Plan, and results in a land use that is compatible to its context.

Depending of the scope of the proposed amendment, public consultation activity may be required. Decisions in this regard rest with the office of the Executive Director, Capital Planning. If plan amendment is deemed necessary, it will be subject to approval by the NCC's Board of Directors. Minor wording changes

required for clarity do not necessitate a plan amendment and such minor modifications will be listed on the NCC's website.

## 5.8 Existing Agreements Pertaining to NCC Lands

A number of formal agreements (e.g., agreements with municipalities, leases, service contracts etc.) have been signed over time affecting NCC-owned Capital Urban Lands. In some cases, the agreements, some of which date back decades, may not be entirely consistent with the direction set by the Capital Urban Lands Plan.

Over time, the NCC will work to harmonize existing formal agreements to ensure consistency with the Plan's directions, goals and policies. When one of these instruments is eligible for renewal or renegotiation, it will be examined and adjusted where necessary to bring it into line with the Plan by the NCC division responsible for the agreement. Where changes in land uses are proposed in relation to the negotiation or renegotiation of an agreement, the Federal Approvals process must be followed.

The negotiation of the terms and conditions of leases will be consistent with the objectives of the underlying land designation and general policies of the Plan. Proposals for the expansion or changes to land use foreseen by formal agreements will be reviewed through the Federal Approval process. Where a proposed physical expansion or time extension related to an existing agreement is inconsistent with the Plan's objectives, land designation or policies, a Plan Amendment may be required.

# Glossary

**Animation node (*lieu d'animation*)**

Activity and service points of the Capital Greenspace Network which encompasses the parkways, linear parks and shorelines as identified in the Plan.

**Biodiversity (*biodiversité*)**

The full range of animals, plants, other living things and the places they inhabit on the planet.

**Buffer zone (*zone tampon*)**

An area of land used to reduce adverse effects resulting from the use of one area on another via physical separation. Generally, buffer zones consist of green open space adjacent to a natural feature serving to protect it from impacts related to a roadway or urban development.

**Capital Arrival (*accès à la capitale*)**

Major routes (highways, railways, navigable waterways) to and from the Capital within the National Capital Region and arrivals points such as the Ottawa Macdonald-Cartier International Airport, as well as the interregional train station and bus terminal

**Capital Master Plan (*schéma directeur de la capitale*)**

The Capital Master Plan is a NCC policy document that guides the planning, development and stewardship of federal lands over the long term in the National Capital Region, under the overarching vision of the Plan for Canada's Capital. The Capital Master Plan is composed of large land base plans, such as the Greenbelt, the Gatineau Park, the Core Area and Urban Lands Plans, thematic plans, such as the Shorelines Plan, as well as various policies. The Capital Master Plan also incorporates strategies and policies such as the NCC Environmental Strategy and the Parkway Policy.

**Capital Park (*parc de la capitale*)**

Parkland tied to a significant natural or built feature or historical event which makes it a major contributor to the Capital's image. Capital Parks serve as stages for events and activities of Capital significance. Capital Parks also accommodate national monuments, commemorations and interpretative installations. Capital Parks in the Urban Lands Study Area include Brébeuf Park, Commissioner's Park, Hog's Back Park, Leamy Lake Park, Rockcliffe Park, and Vincent Massey Park.

Capital Parks in the Core Area include Confederation, Jacques-Cartier, Major's Hill, Rideau Falls and LeBreton Flats Park.

### **Capital parkway (*promenade de la capitale*)**

"The term Parkway I have taken to mean a winding pleasure drive laid out with a narrow strip of land reserved on either side, and treated in a park-like manner ..."

- Frederick Todd, Preliminary Report to the Ottawa Improvement Commission, 1903.

For additional information, please refer to Parkway Policy.

### **Capital pathway (*sentier de la capitale*)**

Multi-use pathways that link various attractions in the National Capital Region offering a varied experience for the users. Used primarily for recreation purposes, the Capital pathway network is connected to the Trans-Canada Trail and *the Route Verte* in Québec.

### **Capital Realm (*Domaine de la capitale*)**

All lands that serve essential Capital roles now, or that have the potential to contribute to these roles in the future, are identified as part of the Capital Realm. Sites serving Capital functions include the land base that supports core government facilities as well as other lands that contribute to the Capital's inspiring setting. Most of land base serving the Capital Realm is held under federal ownership.

### **Capital Greenspace Network (*réseau d'espaces verts de la capitale*)**

The Capital Greenspace Network is formed by an ensemble of valued natural habitats, publically-accessible federal parks and parkland corridors that contribute to the enjoyment and symbolic value of the Capital.

### **Capital Urban Greenspace (*espace vert urbain de la capitale*)**

Land designation which identifies parkland including a broad range of open greenspaces often understood and experienced as linear parks, such as parkway and pathway corridors, shoreline corridors adjacent to the region's waterways, and other NCC parks.

### **Commissioning (*mise en service*)**

Commissioning is the implementation phase for a planning project under the project management process and planning framework. It signals the official "transfer" of an approved land use plan to the client branches. Commissioning sets the stage for a plan's coordinated and efficient implementation through the development of Action Plans and site specific guidelines. It sets in motion operational, management and resource planning to guide the accomplishment of the Plan over time.

**Context sensitive approach (*approche contextuelle*)**

Consideration of a site's physical, environmental, historic and social opportunities and constraints in project planning and design

**Cultural landscape (*paysage culturel*)**

Defined by the UNESCO as: "Combined works of nature and humankind, they express a long and intimate relationship between peoples and their natural environment." Cultural landscapes demonstrate the evolution of sites in natural, rural and urban environments that form part of the heritage of the Capital. They represent some of the most defining heritage features of the Capital. Cultural landscapes are part of the Capital's tangible cultural heritage.

A highly valued cultural landscape (e.g., the core area of the Capital) is composed of the National Symbols and of the sequences of buildings and settings along Confederation Boulevard and along prominent shorelines: Nepean Point, the National Gallery of Canada, Royal Canadian Mint and the Canadian War Museum, the Canadian Museum of History as well as other iconic structures such as the Rideau Canal and its lockstations, as well as significant buildings such as the Château Laurier. The contribution of the National Symbols to this cultural landscape is protected by the Canada's Capital Views Protection Policy.

**Ecological corridor (*corridor écologique*)**

Land or water connections that link various natural areas

**Ecological features (*éléments écologiques*)**

Naturally occurring land, water and biological features that contribute to ecological integrity

**Ecological functions (*fonctions écologiques*)**

Natural processes, products or services that living and non-living environments provide or perform, supportive of ecosystems and landscapes. Ecological functions include hydrological functions as well as biological, physical, chemical and socio-economic interactions.

**Ecological integrity (*intégrité écologique*)**

Condition of ecosystems in which the structure, composition and function of the ecosystems are unimpaired by stresses from human activity; natural ecological processes are intact and self-sustaining; and ecosystems are able to evolve naturally.

Source: Government of Ontario, Ministry of Municipal Affairs and Housing

**Federal accommodation (*installation fédérale*)**

Room, building or space rented or owned by the federal government for its use.

**Federal departments and agencies (*ministères et organismes fédéraux*):**

AAFC: Agriculture and Agri-Food Canada

PCH: Canadian Heritage

DFATD: Foreign Affairs, Trade and Development Canada

DND: National Defence and the Canadian Armed Forces

PC: Parks Canada

PWGSC: Public Works and Governmental Services Canada

FHBRO: Federal Heritage Buildings Review Office (Parks Canada)

**Federal Heritage Buildings Review Office (FHBRO) (*BÉÉFP*)**

Parks Canada's Federal Heritage Buildings Review Office (FHBRO) is principally responsible for advising custodian departments on how to meet their heritage obligations under the Treasury Board Secretariat Policy on Management of Real Property.

**Gateways to the Capital (*porte d'entrée dans la capitale*)**

Key landscapes that signal entry into the Capital.

**Guideline (*ligne directrice*)**

A statement intended to present a desired direction or outcome, or to provide advice on how something should be carried out.

**Heritage (*patrimoine*)**

Heritage is a trace, tangible or not, from those who came before. Heritage is an inheritance to preserve because of the artistic, historic or social value it embodies. It is a link with the past that enables us to better understand a cultural context. Heritage value may be attributed based on many factors, such as historical association, architectural, landscape or environmental importance, continuous use over time and the integrity of an element within an ensemble. Heritage value can be expressed in many ways, such as the quality of design of a building or structure, an element's linkage to an important theme of Canadian history, the implementation of an important technology, or an element's contextual value with regard to location or its influence on local development.

**High-impact recreation (*activité de loisir à fort impact*)**

Recreation activities which disrupt natural processes or fragment habitats, cause erosion, etc. Examples include the use of motorized recreational vehicles on natural lands and the development of permanent sports fields, etc. Impacts are associated with high intensity activities including recreation that requires permanent infrastructure and equipment, to accommodate large groups of people.

### **ICOMOS (*ICOMOS*)**

The International Council on Monuments and Sites (ICOMOS) is a global non-governmental organization associated with UNESCO. Its mission is to promote the conservation, protection, use and enhancement of monuments, building complexes and sites. It participates in the development of doctrine, evolution, the sharing of ideas, and conducts advocacy. ICOMOS is the Advisory Body of the World Heritage Committee for the implementation of the World Heritage Convention of UNESCO. As such, it reviews the nominations of cultural world heritage of humanity and ensures the conservation status of these sites.

(Source, [www.icomos.org/](http://www.icomos.org/))

### **IUCN (*IUCN*)**

The International Union for Conservation of Nature (IUCN) was created in 1948 and is the world's first global environmental organization. It has an Official Observer Status at the United Nations General Assembly.

The IUCN programme builds upon IUCN's role as an authority on biodiversity conservation, nature-based solutions and environmental governance. It has three Programme Areas:

- Valuing and conserving nature enhances IUCN's work on biodiversity conservation, emphasizing both tangible and intangible values of nature
- Effective and equitable governance of nature's use consolidates IUCN's work on people-nature relations, rights and responsibilities, and the political economy of nature.
- Deploying nature-based solutions to global challenges in climate, food and social development.

(Source: [www.iucn.org/](http://www.iucn.org/))

### **Land designation (*affectation du sol*)**

A geographically-based categorization that reflects the desired use and characteristics for a specified area of land

### **Landmark (*point de repère*)**

Symbolic element of the Capital that can be a building, a monument or a natural feature that is prominent and readily identifiable. A "Capital Marker."

### **Land stewardship (*intendance des terrains*)**

Responsible planning and management of lands to achieve a desired outcome for federal urban lands consistent with the policies and guidelines of this Plan

**Low-impact recreation (*activité de loisir à faible impact*)**

Recreation activities which do not disrupt natural processes, fragment habitats, or cause irreversible damage to sites or their infrastructure. Low-impact is associated with recreational activities of low intensity, including observing nature, walking and cross-country skiing, primarily on existing trails or boardwalks, as well as cycling on official trails and pathways designed for this purpose.

**NCC jurisdiction (*compétence de la CCN*)**

The Jurisdiction of the NCC is established by the National Capital Act. Section 10 is written as follows:

“The objects and purposes of the Commission are 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.”

**National Symbols (*symboles nationaux*)**

The National Symbols are located within the Parliamentary and Judicial Precincts and include the Centre Block and Peace Tower; the Library of Parliament; the West and East Blocks, and the Supreme Court building. The National Symbols are defined in the Plan for Canada’s Capital. Canada’s Capital Views Protection aims to protect the pre-eminence of these symbols as part of the cultural landscape of the Capital.

**Plan for Canada’s Capital, 2017 to 2067 (*plan de la capitale du Canada, 2017 à 2067*)**

Lead planning document that establishes a long term vision and sets strategic objectives for the Capital Region to accomplish the NCC’s mission pursuant to the *National Capital Act*.

**Policy (*politique*)**

High-level management and planning statements that are specific to a given area or issue to provide clear direction.

**Remarkable tree (*arbre remarquable*)**

A specimen (isolated or as a group) presenting distinctive features of size, age, rarity, form and morphology or conveying cultural and values.

**Scenic Entry (*entrée panoramique*)**

Roadways not under feral ownership or management that enter the Capital, fostering a sense of arrival and contributing to the symbolic character of the Capital Region

**Site carrying capacity (*capacité de charge d'un site*)**

Biologists define carrying capacity as the maximum population of a given species that can survive indefinitely in a given environment. For the purposes of this Plan, site carrying capacity refers generally to the maximum intensity of use that does not permanently limit the site's ability to achieve intended planning and stewardship objectives.

**Site capacity (*capacité du site*)**

Site capacity is defined as the total number of people or events which can access the site at one time considering public safety requirements, the protection of environmental and natural features, as well as avoiding overall site quality.

**Sustainable urbanism (*urbanisme durable*)**

Planning approach that pursues social, economic and ecological sustainability by integrating transportation and land use planning. This approach aims to develop more compact and mixed-use settlements offering a wide range of housing and services to people of all walks of life. Sustainable urbanism enables one to remain in a neighborhood for all the stages of life, if one desires to do so. The concept prioritizes the consolidation developed areas rather than on undeveloped land, thereby preserving green spaces that strengthen biodiversity and ecological functions, while also offering people access to natural spaces.

**Transit-oriented development (*aménagement axé sur le transport en commun*)**

A transit-oriented development (TOD) is a mixed-use area (residential and commercial) designed to maximize access to public transport and often incorporates features to encourage transit ridership. A TOD neighborhood is typically centered on a transit station or stop surrounded by relatively high-density development with progressively lower-density development spreading outward from the center. TODs are generally located within a radius of 400 to 800 m from a transit stop, as this is considered to be an appropriate distance for pedestrian access.

**UNESCO (*UNESCO*)**

The United Nations Educational Scientific and Cultural Organization (UNESCO) was created in 1945. UNESCO was created in order to respond to the firm belief of nations, forged by two world wars in less than a generation that political and economic agreements were not enough to build a lasting peace. Peace must be established on the basis of humanity's moral and intellectual solidarity.

UNESCO strives to build networks among nations that enable this kind of solidarity, by:

- Mobilizing for education: so that every child, boy or girl, has access to quality education as a fundamental human right and as a prerequisite for human development.
- Building intercultural understanding: through protection of heritage and support for cultural diversity. UNESCO created the idea of World Heritage to protect sites of outstanding universal value.
- Pursuing scientific cooperation: such as early warning systems for tsunamis or trans-boundary water management agreements, to strengthen ties between nations and societies.
- Protecting freedom of expression: an essential condition for democracy, development and human dignity.

(Source: [en.unesco.org/](http://en.unesco.org/))

### **Urban resiliency (*résilience urbaine*)**

The ability of an urban system to recover from or adapt to ecological, economic or social change

### **Valued natural habitats (*habitat naturel valorisé*)**

Habitat that is considered important for the maintenance of biodiversity due to the combination of some of the following characteristics: a large diversity of species, presence of habitat supporting species at risk and /or migratory species, or presence of natural processes supportive of increased genetic diversity.

For additional information, refer to Del Degan Massé, “Catalogue of the valued ecosystems and habitats in the Greenbelt and the Urban Lands,” 2010.

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Public Works and Governmental Services Canada, 2014, *Tunney's Pasture Master Plan*

Ville de Gatineau, 2014, *Schéma d'aménagement et de développement*

Ville de Gatineau, 20??, *Programme particulier d'urbanisme pour le Centre-Ville*

## Online Resources

City of Ottawa: <http://ottawa.ca/>

City of Toronto: <http://www.toronto.ca/>

Communauté métropolitaine de Montréal: <http://cmm.qc.ca/>

Communauté métropolitaine de Québec: <http://www.cmquebec.qc.ca/accueil>

Government of Ontario, ministry of Municipal Affairs and Housing: <http://www.mah.gov.on.ca>

ICOMOS, International Council on Monuments and Sites: <http://www.icomos.org>

IUCN, International Union for conservation of nature: <http://www.iucn.org/>

National Capital Commission (Canada): <http://www.ncc-ccn.gc.ca/>

National Historic Site of Canada Rideau Canal (Parks Canada):

<http://www.pc.gc.ca/eng/lhn-nhs/on/rideau/index.aspx>

National Capital Planning Commission (United States): <http://www.ncpc.gov/>

Parks Canada: <http://www.pc.gc.ca/>

UNESCO, United Nations Educational Scientific and Cultural Organization: <http://en.unesco.org/>

Ville de Gatineau: <http://www.ville.gatineau.qc.ca/>

Ville de Montréal: <http://ville.montreal.qc.ca/>

Ville de Québec: <http://www.ville.quebec.qc.ca/>

Waterfront Toronto: <http://www.waterfronttoronto.ca/>

# Appendix 1- Strategic Environmental Assessment Summary

## STRATEGIC ENVIRONMENTAL ASSESSMENT

### CAPITAL URBAN LANDS PLAN – EXECUTIVE SUMMARY

March 2015

#### Introduction

The National Capital Commission (NCC) conducts strategic environmental assessment (SEA) of all its plans as part of ensuring comprehensive environmental considerations throughout the process of creating a plan. The purpose of the SEA is to identify the scope and nature of likely environmental effects that will result from the plan's implementation. This SEA examines the Capital Urban Lands Plan (CULP) finalized in 2015.

The framework for conducting an SEA is provided by the Cabinet Directive on the Environmental Assessment of Policy, Plans and Program Proposals. The following methodology is used:

- **Step 1:** A preliminary scan was conducted to evaluate direct and indirect outcomes of the plan, including stakeholder concerns and contributions of the CULP to two higher level strategic plans (NCC Environmental Strategy and Federal Sustainable Development Strategy).
- **Step 2:** A detailed analysis was conducted for the statements in the plan with outcomes that could result in important positive or negative environmental effects. This addresses factors, such as scope, timing, location, magnitude, cumulative effects and risk. The SEA was also scoped to identify the main environmental concerns. This included, among others, degradation of the urban forest and sensitive areas, increase in shoreline erosion, impact on species diversity, loss of significant viewsheds and loss of heritage and aboriginal resources.

## **Public and Stakeholder Feedback**

Throughout the process of developing the CULP, the NCC held various consultation sessions with the public and internal and external stakeholders. Concerns from the public and internal and external stakeholders, included the need to maintain greenspaces and increase the availability of activities (including along the shoreline). In addressing these concerns, the CULP provides guidance on site capacity and capital urban greenspace land designations to promote a balance between preservation and use of these spaces. The need to consider local community interests and regional needs was also addressed under the policy on municipal type uses and Regional Interest Land Mass overlay land designation.

## **Contribution of the Capital Urban Lands Plan components to Strategic Plans on Sustainable Development**

Every major component of the CULP was evaluated as to if their outcomes would contribute to the directions and targets of two higher level strategic plans that relate to environmental sustainability: the NCC Environmental Strategy and the Federal Sustainable Development Strategy. As the objectives and targets of the higher level plans all relate to environmental and social health and promoting sustainable development, the CULP complements the majority of these initiatives. The CULP aims to create and foster high quality and meaningful places and the importance it places on the role of the green and blue space network which contributes to building a healthy and green capital which directly relates to the “raison d’être” of both the NCC Environmental Strategy and Federal Sustainable Development Strategy. The CULP also focuses on sustainable and active mobility, urban integration, and protecting greenspaces which contributes to the NCC Environmental Strategy and Federal Sustainable Development Strategy objectives of addressing climate change and air quality.

## **Detailed Analysis of Environmental Effects**

In general, it is expected that with the implementation of the Plan, including land designations, policies and overarching roles and goals, it will contribute to an improved quality of life for residents and Canadians alike. However, there are few instances whereby the statements and policies have the potential to negatively impact the environment, if mitigation measures are not put in place.

The mission statement of the CULP with its emphasis on showcasing the natural and picturesque landscape and providing memorable experiences contributes positively to various aspects of both the biophysical and social environments. In particular, potential positive effects are expected by protecting the valued habitats and greenspaces and by promoting recreation and importance of the community environment. Further positive effects are expected from the role of the CULP in strengthening and protecting regional biodiversity. This is reinforced with the Capital Greenspace Network land

designations that are intended to prioritize environmental stewardship. Policies on context-sensitive planning and urban tree protection strengthen the notions of maintaining the health of existing environmental resources as well as ensuring that the projects are sited appropriately.

The two other roles of the CULP are to encourage the creation of memorable experiences and livability of the capital region. As a result, there are expected positive effects on the social environment, including built environment by supporting design excellence and mixed-use urban intensification. The CULP also encourages visitor and recreation experience through promotion of activities. Moreover, the CULP will likely have a positive effect on the visual environment as it seeks to protect natural and built views of the region through policies on views protection and context-sensitive planning and secondary support through various land designations.

Overall, it is expected that the implementation of the CULP, will provide positive effects on the quality of life for visitors and residents of the region. This is a result of the emphasis on strengthening natural environments and supporting recreational activities and is reinforced by the goal to encourage active mobility and in sustainable urban design. These aspects foster positive community experiences and improved quality of life.

However, several policies and land designations could result in land degradation if site sensitivity and frequency of use are not taken into consideration during project development. This can be a concern in areas designated as Capital Parks or Capital Urban Greenspaces whereby access to the public is encouraged. Improper siting of activities or development in the sensitive areas can potentially result in irreversible negative environmental effects on the land (erosion, compaction). It will be important to ensure that mitigation measures, such as conducting environmental effects analysis and environmental characterizations of the sites before specific projects or activities, are implemented. In particular, there should be a focus on ensuring the carrying capacity of a site is respected during implementation of the CULP and addressing erosion concerns. This includes understanding the cumulative effects that small-mid range projects or activities can have on sensitive environments.

## **Conclusion**

Overall, it is expected that with the implementation of the policies and directions of CULP, there will be significant positive environmental effects on urban lands and for Canada's Capital Region. The CULP puts emphasis on the importance of sustaining natural features for future generations as well as promoting livability in the region through encouraging active mobility and urban integration. Furthermore it ensures the safeguarding of heritage and creation of recreational and cultural experiences. However, during the implementation of the CULP it will be important to ensure that sensitive environmental features are protected during development in order to maintain these components for future generations. The CULP also aligns with other strategic plans relating to the environment and throughout its application is expected to contribute positively to the region

# Appendix 2 Federal Approval

**APPROVAL**

**Protected A**

<b>KEY INFORMATION</b>		
<b>File:</b> CP2299-16791	<b>IAMIS:</b> 16791	<b>Approval Date:</b> May 6, 2015
<b>Project:</b> 2015 Capital Urban Lands Plan		
<b>PROPONENT</b>		
<p>Lucie Bureau, Chief, Planning and Transportation          National Capital Commission          202-40 Elgin Street          Ottawa, Ontario          K1P 1C7  <a href="mailto:lucie.bureau@ncc-ccn.ca">lucie.bureau@ncc-ccn.ca</a></p>		
<b>PROJECT DESCRIPTION</b>		
<p>The <i>2015 Capital Urban Lands Plan</i> is the first NCC plan to specifically address the federal land base within the urban area beyond the core area. Previously, high-level guidance for these lands was provided by the <i>1999 Plan for Canada's Capital</i>. The Capital Urban Lands Plan is a chapter of the Capital Master Plan, under the overarching vision and strategic direction developed in the Plan for Canada's Capital 2017-2067 which addresses the Capital Region as a whole. The <i>Capital Urban Lands Plan</i> provides guidance to support the planning and stewardship of federal lands and provides specific direction for the use of those federal lands.</p>		
<b><u>The Urban Lands</u></b>		
<p>The Capital Urban lands are located within the Greenbelt on the Ontario side and within the urban perimeter on the Québec side, excluding Gatineau Park. The surface area of the Urban Lands is 412, 24km<sup>2</sup> of which 6% of the properties are under NCC ownership, 4% are owned by other federal departments and agencies and 90% are non-federal properties.</p>		
<p>Lands within the Study Area comprise a wide variety of sites, forming a mosaic-like pattern of land-uses dispersed over a vast territory with numerous landowners and jurisdictions. Federally-owned Urban Lands are the focus of the Capital Urban Lands Plan. Federal sites within the Study Area are the home to many important sites and functions including the federal administrative, cultural and political functions that are essential to the role of the Capital. These lands also support significant greenspaces and picturesque parks, scenic pathways and parkways and publically-accessible shorelines. Overall, Federal lands contribute significantly to the character of the Capital and support a thriving and animated urban region.</p>		
<b><u>The 2015 Capital Urban Lands Plan</u></b>		
<b>Key planning principles</b>		
<p>Four broader and related planning principles frame Capital Urban Land's approach to address challenges while sharing regional planning objectives for the Capital:</p>		
<ul style="list-style-type: none"> <li>• <i>Plan and manage the Capital's assets to enhance its symbolism, dignity and prestige</i></li> <li>• <i>Develop and manage federal lands to jointly benefit the Capital and the region</i></li> <li>• <i>Apply context-sensitive, sustainable, and responsible urban planning practices</i></li> <li>• <i>Ensure that actions reflect a spirit of openness and collaboration</i></li> </ul>		

## **The Mission**

The Plan develops a mission to be implemented over the long term echoing the vision proposed in the *Plan for Canada's Capital 2017-2067*. This broad direction for the future reads as follows:

*The Capital's Urban Lands support the vision of an inspiring and dynamic Capital, while providing for the use of federal lands for national purposes. The Capital's Urban Lands protect, improve and showcase the natural and picturesque quality of the Capital, they offer a welcoming and memorable experience for residents and visitors alike, and contribute significantly to the character and liveability of Canada's Capital Region.*

## **The roles and goals**

Three key roles constitute the foundation of the Plan to achieve the mission set for federal sites within the Study Area. Each role is linked to a set of goals that reflect a commitment to a strategic course of action to be implemented.

- *Create and foster high quality and meaningful places*
  - *Improve, safeguard and enrich the Capital's cultural heritage*
  - *Develop a network of Capital Discovery Routes*
- *Support the Capital's Urban Green and Blue Space Network*
  - *Protect valued natural habitats and regional biodiversity*
  - *Reinforce urban vegetation cover and conserve the Capital's picturesque landscapes*
  - *Provide improved access to green and blue spaces all year round*
- *Contribute to the building of a liveable Capital Region.*
  - *Enhance the accessibility and integration of federal sites*
  - *Promote sustainable urbanism and active mobility*

## **Capital Realm**

The Capital Realm concept identifies the lands that serve Capital roles now, or that have the potential to contribute to these roles in the future. The Capital Realm concept results from a detailed review of the federal government's property holdings within the Urban Lands Study Area. Sites serving Capital functions include the land base that supports core government facilities as well as other lands that contribute to the Capital's inspiring setting.

## **Land Designations and Policies**

The Land Designations and Policies inform and offer guidance for the day-to-day management of federal property and ensure that the uses and activities on federal land are consistent with the NCC's goal to ensure that Canada's Capital region is a source of national pride. They will also be used to support the review of proposals and initiatives requiring a federal approval.

The land designations are presented in three types of federal lands:

- Lands included within the Capital Realm
- Lands of regional importance, serving regional public interests
- Other federal Lands

They identify uses permitted on the designated sites and are grouped in four categories:

- Government Site Designations (4)
- Capital Greenspace Network Designations (4)
- Non-Federal Facility Designation (1)
- Non-Capital Realm Designations (3)

A total of 13 policies (e.g., Context sensitive design, design excellence and creativity, lighting, urban tree protection, etc.) have been developed to apply on federal urban lands.

**Implementation**

Implementation of the Capital Urban Lands Plan is under the responsibility of the Capital Stewardship Branch, specifically Urban Lands and Transportation, and the Real Estate Management divisions, who will be supported by the assistance of all other relevant NCC divisions. An implementation action plan and additional site specific guidelines will be developed to support the Plan's execution. This work will assist land stewardship and monitoring of federal assets. The Plan recommends a series of minor modifications to the National Interest Land Mass (NILM) to be followed by a review of the NILM.

**ANALYSIS**

**Level of approval:** 3

**Long term visionary plans:**

Plan for Canada's Capital 2017-2067

**National Interest Land Mass (NILM):** Yes, partly

**Canadian Environmental Assessment, 2012 (CEAA, 2012):** CEAA is not applicable. But a strategic Environmental Assessment was completed and concluded that with the implementation of the Capital Urban Lands Plan 'there will be significant positive environmental effects on urban lands and for Canada's Capital Region'.

In its analysis, the National Capital Commission (the NCC) has taken into account that:

- The *Capital Urban Lands Plan* is a chapter of the Capital Master Plan under the overarching direction of *Plan for Canada's Capital, 2017-2067*;
- The *Capital Urban Lands Plan* will become the primary plan referenced of matters affecting federal lands within the Study Area. More focussed land use plans apply for certain areas under federal ownership. The existing approved plans are listed in Schedule A. The Capital Urban Lands Plan respect the intention of the plans, if contradictions occurs the Capital Urban Lands Plan will take precedence.
- The Capital Urban Lands Plan fulfills part of the NCC's mandate under sections 10 and 12 of the National Capital Act;
- Part of the Urban Lands are within the National Interest Land Mass (NILM);
- The Capital Urban Lands Plan has taken into account previous comments and directions given by the NCC's Board of Directors, by the NCC's Advisory Committee on Planning, Design and Realty, by the different partners through the consultation process (i.e., federal and municipal partners, etc.) and received as part of the public consultation process.
- The Capital Realm concept was approved by NCC's Board in January 2015;

**Date of Board Approval:** Apr. 22, 2015

**APPROVAL AND CONDITIONS**

FEDERAL LAND USE APPROVAL FOR THE 2015 CAPITAL URBAN LANDS PLAN IS HEREBY GRANTED, PURSUANT TO THE *NATIONAL CAPITAL ACT* (SECTIONS 10, 12 AND 12.1) SUBJECT TO THE FOLLOWING CONDITIONS:

## **LAND USE AND DESIGN CONDITIONS**

- 1.1 The 2015 Capital Urban Lands Plan shall be the guiding planning document for all federal public lands within the Plan's study area, as defined in the *National Capital Act*, and other lands where federal partners and agencies lease, occupy, or carry out works or undertakings on non-federal lands;
- 1.2 All proposals requiring a Federal Land Use and Design Approval will be reviewed in conformity with the 2015 Capital Urban Lands Plan. The Plan will be used to guide the review of proposals within the Urban Lands, prior to granting Federal land use and design approvals;
- 1.3 The 2015 Capital Urban Lands Plan supersedes land use designations in existing approved Area Plans. However, in terms of policy direction, the existing approved Area Plans will continue to remain in effect but with the renewed guidance of the 2015 Capital Urban Lands. They will also inform the review of proposals for Federal Land Use and Design Approvals. The Area Plans listed in Schedule A remain in effect. In case of any inconsistencies or contradictions between the area plan and the Capital Urban Lands Plan, the Capital Urban Lands Plan shall prevail;
- 1.4 Any proposals for amendment to the Capital Urban Lands Plan shall be submitted to the Executive Director of Capital Planning for review to be carried out through the federal approvals process. Depending on the scale of the proposed amendment, public consultations may be required and should respect the policies of public engagement;
- 1.5 All future plans undertaken within the area of the Urban Lands, must be submitted for separate review and approval;
- 1.6 The NCC's participation in provincial and municipal planning processes will be consistent with the vision, roles and policies of the Capital Urban Lands Plan;
- 1.7 The NCC shall provide the approved Plan to the different partners (e.g., federal, provincial and municipal) for information and in order that the maximum harmonization of the Plan can be achieved with their policies, plans, etc.; and
- 1.8 The NILM review process should take into consideration the Capital Realm concept and recommendations.

## **ENVIRONMENTAL CONDITIONS**

- 2.1 The projects (when applicable) will be subject to the requirements of the Canadian Environmental Assessment Act (CEAA) and other federal acts and policies will continue to be implemented.

## **HERITAGE AND ARCHAEOLOGICAL CONDITIONS**

- 3.1 As part of the Federal Approval review process, the NCC will implement federal policies on federal heritage buildings and sites, as amended from time to time, and seek advice from the Federal Heritage Building Office, when required;

- 3.2 As part of the Federal Approval review process, the NCC will ensure that best practices regarding archaeological and other cultural resources, and paleontological resources are considered; and
- 3.3 On NCC lands and for NCC projects, NCC corporate policies and guidelines regarding heritage buildings, archaeology and other cultural resources will be implemented.

#### **MONITORING AND LAND ACCESS PERMITS**

- 4.1 Capital Planning Branch will transfer the Capital Urban Lands Plan for its implementation to Capital Stewardship Branch;
- 4.2 For NCC lands, monitoring of these conditions will be the responsibility of the Capital Stewardship Branch;
- 4.3 The Capital Stewardship Branch shall ensure that Land Access Permits are issued in conformance with the Capital Urban Lands Plan. The Plan will be used as an integral document; however, in particular the principles, role statements (including their prioritisation), policies, guidelines and action statements shall all guide the NCC's review of proposals within the Urban Lands, prior to the granting of Land Access Permits; and
- 4.4 Other federal departments and agencies will be responsible for monitoring the implementation of the Capital Urban Lands Plan on their lands.

#### **REAL PROPERTY TRANSACTIONS**

- 5.1 All realty transactions that require federal approvals under the *National Capital Act* such as but not limited to disposals, will be reviewed for conformance with the Capital Urban Lands Plan prior to granting approvals. The Plan will be used as an integral document; however, in particular the principles, role statements (including their prioritisation), policies, guidelines and action statements shall all guide the NCC's review of proposals within the Urban Lands, prior to the granting of Federal Transaction Approvals; and
- 5.2 All NCC realty proposals, such as leases and licences of occupation will be reviewed for conformance with the Capital Urban Lands Plan. The Plan will be used as an integral document; however, in particular the principles, role statements (including their prioritisation), policies, guidelines and action statements shall all guide the NCC's review of proposals within the Urban Lands, prior to the granting of approvals according to internal procedures.

**ACCESS TO INFORMATION ACT**

The Proponent acknowledges and understands that the NCC is subject to the provisions of the *Access to Information Act* and may, as a result of a request under that Act, be required to release this Approval, or any other documents arising out of, or related to, this Approval.

**AUTHORIZED SIGNATURE (NCC)**



Stephen Willis, MCIP, RPP, PLE  
Executive Director, Capital Planning

May 7, 2015  
DATE

- c.c.: Gary Lacey                      NCC  
Marc Corriveau  
Fred Gaspar  
Marco Zanetti  
Bill Leonard  
Edith Lavallée  
Madeleine Demers  
Christopher Meek

## **APPENDICES**

The documents referenced are to be read with and form part of this NCC Approval.

### **DOCUMENTS**

Capital Urban Lands Plan

Environmental Strategic Assessment executive summary for the Capital Urban Lands Plan

Public Consultation Report

## **SCHEDULE A**

2014-Tunney's Pasture Master Plan (PWGSC)

2012-Development Plan Options Report for the property located at 530 Tremblay Road (PWGSC)

2000- Confederation Heights Sector Plan (NCC)

1997-Lake Leamy Park Sector Plan (NCC)

Central Experimental Farm National Historic Site Management Plan (AAFC)

# Appendix 3 - Plan Amendment

<b>Amendment No.</b>	<b>Application Name</b>	<b>Intent</b>	<b>Map Changes</b>	<b>Text Changes</b>	<b>NCC Board Approval</b>	<b>Status</b>
1	Civic Hospital Master Plan	To reflect federal government decisions regarding the site of a new Civic Campus of the Ottawa Hospital	Map 4.1 Land use designations	4.2.3 Non-federal facility	Item No. 2021-P06, October 5th, 2021	In effect