

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2021-P06
To	Board of Directors
Date	2021-10-05

For DECISION

Subject/Title

New Civic Development for The Ottawa Hospital (TOH)
New Civic Development Master Site Plan and Amendment to the Capital Urban Lands Plan (2015)

Purpose of the Submission

- To obtain the Board of Directors approval for an amendment to the Capital Urban Lands Plan (2015) to reflect the selected site for the new Hospital
- To obtain Federal Land Use and Design Approval (FLUDA) for the New Civic Development Master Site Plan

Recommendations

- THAT the Board of Directors approve the Amendment #1 to the Capital Urban Lands Plan as described in Appendix B;
- THAT the FLUDA for the New Civic Development Master Site Plan be granted, pursuant to Section 12 of the *National Capital Act*, subject to the following conditions:
 - All Developed Design proposals must be submitted to the National Capital Commission (NCC) for review and approval in accordance with the New Civic Development Master Site Plan phasing plan prior to the initiation of construction works;
 - All Developed Design proposals must satisfactorily address NCC Performance Criteria (attached in Appendix C);
 - Each phase of development must continue to demonstrate positive urban integration and compatibility with its setting, the minimization of tree removals and extensive replanting, and shall enhance pedestrian and cycling connectivity within and through the site;
 - The Proponent must complete and submit a Transportation Demand Management Plan for NCC review that demonstrates policies and measures to achieve the modal split targets proposed in the Master Site Plan over its implementation horizon (2028-2048);
 - The Proponent must provide seamless, intuitive and weather-protected connectivity between Dow's Lake LRT Station and the hospital's main entrance when it opens in 2028; Grade-separated public access from the LRT Station to the south side of Carling Avenue including public access to the street shall also be provided;

- The Proponent must provide unrestricted public access and use, as well as maintenance in perpetuity of proposed public amenities on the green roof of the parking garage;
- THAT the preparation and signature of the FLUDA documents be delegated to the Vice-President, Capital Planning Branch.

Submitted by:

Kalen Anderson, Vice-President, Capital Planning Branch
Name



Signature

1. Authority

National Capital Act, sections 10, 11 and 12

2. Project Description

The Project

The New Civic Development Master Site Plan for TOH envisions a world-class healthcare facility that will be among the largest and most advanced in Canada when it opens in 2028. The Hospital will be a state-of-the-art facility that will serve as a regional centre for health care and a major civic institution in the Capital Region. The New Civic Development will replace the existing aging Civic Hospital complex located on Carling Avenue at Parkdale Avenue.

The proposal consists of a sustainable facility at an estimated capital cost of \$3 billion that will provide emergency, acute care, inpatient, surgical and rehabilitation services as well as outpatient, education and research facilities. The new Hospital will be the Eastern Ontario Trauma Centre (serving patients who require specialized and complex care from Barry's Bay to Cornwall) and the major referral centre for Ottawa, eastern Ontario, western Quebec and part of Nunavut. In addition to the hospital, supportive ancillary land-uses are proposed as part of the New Civic Development Master Site Plan including office space, ancillary medical, research and educational facilities, recreational space and retail.

The Ontario Ministry of Health and Long-Term Care (MOHLTC) is the major funder of the hospital. The project has also received support from the federal government in the form of a nominal 99-year lease for the site and a commitment to finance site decontamination up to \$11.8 million.

Infrastructure Ontario is the procurement authority for a Public-Private Partnership model using a Design, Build, Finance and Maintain approach.

The initial phase is currently scheduled to open in 2028 with a floorspace of 2.5 million square feet (232,250m²), 6,600 staff on site, 641 inpatient beds, 3,933 patient visits per day and parking capacity for 3,099 vehicles. At full build-out in 2048, the Hospital will double its capacity to a floorspace of 5 million square feet (464,500m²) with 10,000 staff on site daily, 1,100 beds, 6,972 patient visits per day and unchanged parking capacity for 3,099 vehicles. The growth and maturity of the transit system (OLRT and bus) and the city's pathway network were integrated in the hospital growth calculation.

The TOH's Project Advisory Team includes:

- GBA Group: Development advisory services and project management
- Agnew Peckham Health Care Consultants: leading the functional design of the health care facility as Master Programmer

- HDR Architecture Associates: Architectural Services
- Parsons: Prime Consultant leading the planning and approval studies including the preparation of the reports covering site servicing, transportation and the natural environment
- Golder Associates: leading studies on the cultural heritage, archaeological resources, and contaminated soils
- Barry Padolsky Associates Inc.: peer-reviewer on cultural heritage matters

The Site (see location plan in Appendix A)

The site is a 50-acre (20-hectare) federal property located at the eastern edge of the Central Experimental Farm (CEF) along Carling Avenue near Dow's Lake. The land within the site boundaries is owned by Public Services and Procurement Canada (PSPC).

In Fall 2016, the NCC assessed 12 potential sites for the new Civic Campus for TOH. In December 2016, the government announced the proposed transfer of the selected site to The Ottawa Hospital and the Minister of Canadian Heritage requested that federal officials undertake the necessary preparations. In June 2017, the NCC granted a Federal Land Use and Transaction Approval (FLUTA) for the transfer of federal land parcels owned by Agriculture and Agri-Food Canada (AAFC) and the NCC within the site boundaries to PSPC. Condition 1.5 of the 2017 FLUTA identified the need to amend the Capital Urban Lands Plan to reflect the new use. Following the land transfer, PSPC entered into a lease agreement with TOH in early 2018 for the development of the new Civic Campus. The City of Ottawa also approved an Official Plan and Zoning Bylaw Amendment with a holding provision in order to permit the proposed uses on the site subject to further review of the New Civic Development Master Site Plan and supporting studies.

The selected site forms part of the National Interest Land Mass (NILM) and is positioned between a central urban neighbourhood and the agricultural setting of the Central Experimental Farm. Bounded by Carling Avenue to the north, Preston Street to the east and Prince of Wales Drive to the southeast (designated a scenic entry to the Capital in the Plan for Canada's Capital (2017-2067), the land parcel is irregularly shaped and has a variable topography which includes a distinctive escarpment, populated by mature trees, that extends diagonally across the site. The site is located just northwest of Dow's Lake, which forms part of the Rideau Canal.

The site area located west of the escarpment forms part of the CEF National Historic Site, which is a cultural landscape of national historic significance. This western part of the site was previously occupied by the Sir John Carling building, which served as the headquarters of AAFC. The 11-storey building was demolished in 2014.

Beyond the boundaries of the selected site, the CEF consists of a complex of laboratories, research fields, offices, greenhouses and farm buildings, the Dominion

Observatory, the Dominion Arboretum, public gardens and the Canada Agriculture and Food Museum. The CEF and many of its buildings are also of local heritage significance.

Other nearby public destinations include the Rideau Canal (National Historic Site and UNESCO World Heritage Site), the Dow's Lake Pavilion and Commissioners Park, a Capital Park under the stewardship of the NCC. The site is well-used by the public informally as greenspace and includes a network of paths allowing public access through the site towards popular destinations nearby.

The eastern part of the site located below the escarpment is bisected by the Trillium Line, part of the Ottawa Light Rail Transit (LRT) system with an existing station located immediately north of Carling Avenue. The neighbourhood to the north of the site is an area under significant development pressure. A more dense, mixed-use urban environment, with density focused in the area of the LRT station is envisioned in the City of Ottawa's Preston-Carling District Secondary Plan. Several nearby development sites north of Carling are currently under construction.

Plan Amendment – Capital Urban Lands Plan

In order to implement the 2016 federal government decision, the NCC granted a FLUTA in June 2017 for the transfer of federal land to PSPC, conditional on the amendment of the NCC Capital Urban Lands Plan to reflect the new use.

The scope of the Plan Amendment is as follows:

- Change the land use designations for the designated site of the new Ottawa Hospital Civic Campus from 'Other Federal Facility', 'Cultural Institution and Facility' and 'Capital Urban Greenspace' to 'Non-Federal Facility'.
- Change the land use designation of the site formerly identified for the new Hospital from 'Non-Federal Facility' to 'Agricultural and Horticultural Research' in keeping with its ongoing vocation as part of the CEF.
- Change the wording of the policies relating to the 'Non-Federal Facility' designation to reflect the site planning and design considerations for the Hospital site in support of the above land use designation changes.

The complete text of the amendment is provided in Appendix B.

Overview of the Master Site Plan

The proposed New Civic Development Master Site Plan is comprised of several components. They include the primary Hospital building, the parking garage capped with a publicly accessible green roof, a central utility plant positioned below grade, as well as a research tower and mixed-use development along Carling Avenue that will accommodate ancillary uses supportive of the Hospital. The New Civic Development Master Site Plan also incorporates a proposed extension of the Dow's Lake LRT station south of Carling Avenue to enhance transit connectivity to the new Hospital and the ancillary developments. The New Civic Development Master Site Plan includes a

Phasing Plan that envisions how the site is planned to be developed gradually over a 25-year time horizon beginning in 2022-23 and concluding with the final phase in 2048.

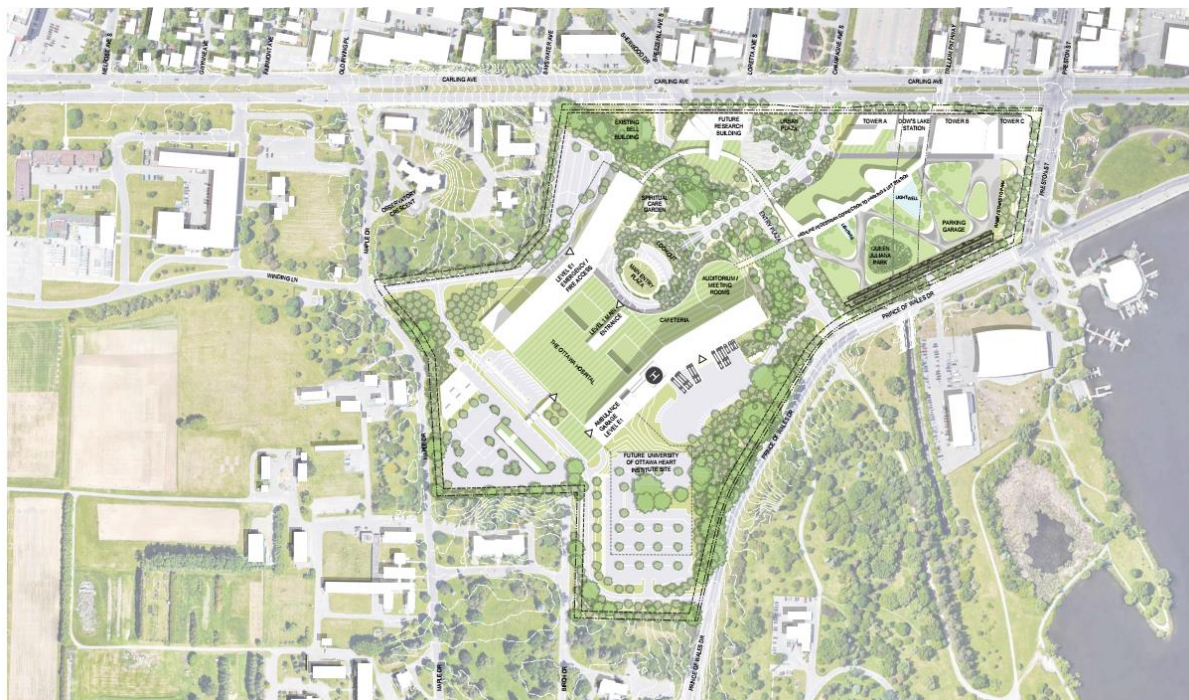


Figure 1 – Proposed Master Site Plan

Hospital Building

- The new Hospital is positioned towards the western part of the site, above the escarpment. This is the largest contiguous area of the site, allowing for an optimal floorplate configuration accommodating the Hospital's clinical functions including outpatient, inpatient, diagnostic and treatment facilities.
- The first phase of the hospital building includes a four-storey central podium and patient care towers of 7 (north tower) and 12 storeys (south tower) oriented around the main entrance plaza. The hospital building provides two floors below grade accommodating the emergency department and materials management facilities. The lowest floor will be served by the depressed loading docks located on the south side of the building.
- Public and private spaces within the Hospital are segregated in the layout with visitors and patients accessing the Hospital from the main public entrance facing the northeast, while professional services including ambulance transfer services and first responders will make use of the southwest entrance. The main public entrance is accessed from the intersection of Carling Avenue and Champagne Avenue via a new internal street which also provides access to the covered emergency drop-off and short-term parking area to be located below the main entrance plaza.
- The primary access to the Hospital for emergency vehicles is from Carling Avenue via Maple Drive. A real estate agreement with AAFC is proposed to permit the use of Maple Drive for emergency vehicle access. A redundant access for emergency

vehicles is provided from Prince of Wales Drive. Parking reserved for authorized staff and first responders is provided adjacent to the southwestern staff entrance.

- The New Civic Development Master Site Plan identifies future expansions to the Hospital building that are forecast in 2037 and 2048. The initial floorplate design is configured to enable future seamless integration of forecast expansions and minimal impact on the Hospital's functions. The growth will be accommodated through vertical and horizontal expansion of the north tower and a larger addition to accommodate the University of Ottawa Heart Institute connected to the south tower.

Parking

- A parking garage accommodating approximately 2,500 parking spaces distributed over four levels is proposed on the eastern part of the site including 72 accessible and 144 spaces for people with limited mobility spanning the LRT trench. The parking garage is also expected to provide over 500 sheltered bicycle parking spaces.
- The roof of the garage will be approximately 16 metres in height above grade along Preston Street and Prince of Wales Drive. The structure is positioned with significant setbacks from Carling Avenue (57 metres) and Preston Street (34 metres) to allow for the planned development of towers along Carling Avenue to the north and landscape integration along Preston Street.
- The parking garage will have a publicly accessible green roof approximately five acres in size providing views towards Dow's Lake and the arboretum. The programming and operation agreements for the green roof amenities are currently under development. These include a mix of passive and active recreation facilities (tennis and open field for sports), a children's playground and/or splash pad, diverse abilities recreation, rest areas with seating, horticultural displays and other landscape features.
- In order to appropriately integrate the parking structure into the landscape, where the structure is most exposed along the southern end of Preston Street and along Prince of Wales Drive, the New Civic Development Master Site Plan proposes a sloped, folding landscape with integrated retaining walls that visually screen the parking garage. The Preston Street elevation incorporates an exterior, switchback universally accessible ramp envisioned as a trail that provides public access to the green roof with rest points and look-outs. Two primary vertical circulation nodes including universally accessible elevators and stairs are proposed at the northwest and southeast corners of the structure.
- The total number of parking spaces proposed, including the parking garage and surface parking, is 3,099 spaces, meeting the minimum parking requirements under the City of Ottawa's zoning bylaw (minimum requirement: 3,097 parking spaces; maximum permitted: 7,209 parking spaces). The exact number and location of bicycle parking spaces will be identified as part of the developed design of each phase. The total provided is expected to exceed the minimum 630 spaces required under the municipal zoning bylaw and to support the mode share targets in the Transportation Demand Management Plan.

Transit Connectivity and Active Mobility

- The Ottawa Hospital and the City of Ottawa are engaged in ongoing planning work to ensure strong connectivity is provided between Trillium Line Dow's Lake Station and the Hospital at its opening in 2028. The New Civic Development Master Site Plan proposes the creation of a new entrance to the Dow's Lake LRT Station south of Carling Avenue providing immediate vertical access to a covered walkway link to the Hospital building. This link is proposed on the parking garage green roof with a total walking distance of 235 metres.
- Transit priority measures and dedicated bus lanes are being planned for Carling Avenue by the City of Ottawa, further enhancing transit service to the site. These improvements are anticipated to be implemented before the Hospital opens to the public in 2028.
- The New Civic Development Master Site Plan proposes a network of pedestrian paths that permeate the site in order to serve existing and future desire lines. These links will maintain public access to nearby destinations and to the Hospital once it opens. The Trillium Pathway will be relocated within the site's boundaries and temporary detours will be provided during construction. The pathway will provide access to sheltered bicycle parking located in the parking garage. Providing strong connectivity to the site via active modes will be critical to achieve the modal split targets.

Carling Avenue Development

- An urban plaza is proposed on Carling Avenue designed to enhance the visibility of the primary entrance to the Hospital and provide pedestrian connectivity, seating and place-making urban integration.
- A mid-rise tower (five to nine storeys) is proposed along Carling Avenue to the west of the Hospital's main access, will provide space for research and educational functions. This podium and tower building will be linked to the Hospital via an overhead connection providing efficient access to the Hospital's facilities.
- Three mixed-use towers are proposed along Carling Avenue further east between Champagne Avenue and Preston Street. The towers will include transit-supportive uses that will benefit from close proximity to the LRT station. These buildings will include ancillary office, medical, educational, research and retail type uses. The towers are proposed to incorporate street-level animation facing Carling Avenue and Preston Street with active retail type uses on the ground floor. These towers will serve as a transition between the dense urban form centered around the LRT station and the more open pastoral character of the farm and the arboretum.
 - Tower 'A', located just east of the primary Hospital access, will be a mixed-use building. The building's podium will align with the roof of the parking garage allowing for potential access.
 - Tower 'B' and 'C' are being developed as wings linked to a central core that will also support a mix of hospital-supportive ancillary uses.
 - Tower 'C' is prominently located on the southwestern corner of Carling Avenue and Preston Street and is envisioned as a taller tower. The importance of its location is reflected in its proposed programming as an Innovation Centre,

potentially to accommodate virtual care facilities for TOH as well as academic and learning areas. The tower's function is proposed to be reflected in its architectural expression with the consideration of a mass timber structural assembly.

- An entrance to the Dow's Lake LRT Station will be located between Towers A and B and is envisioned as an open glazed volume to support ease of wayfinding.

Utilities and Servicing

- The proposed Central Utility Plant (CUP) will be largely concealed below grade with emergency vehicle and staff parking provided at grade. A covered ambulance garage is also identified for the southwest side of the hospital building adjacent to the CUP.
- A depressed loading area is located on the south side of the Hospital building with visual screening provided by existing trees and new plantings along Prince of Wales Drive.
- Existing federal underground infrastructure on site (watermains, storm and sanitary sewers) will largely be replaced under the proposed Master Servicing Plan to support the proposed development. Existing service to adjacent federal facilities on the CEF will be maintained. Detailed servicing plans integrating stormwater management best practices will be provided as part of each phase of development.

Urban Integration and Landscape

- The New Civic Development Master Site Plan proposes several measures to support compatibility and positive integration at the site's boundaries. The design incorporates an urban edge along Carling Avenue tying into the urban fabric to the north. The development along Carling Avenue accommodates transit-supportive uses and street animation at grade (e.g., retail).
- The project team has identified a landscape-focused approach on the site that responds to the surrounding context including the CEF and the Dominion Arboretum. These elements include a sloped, folding landscaped switchback ramp that visually screens the parking garage along the Prince of Wales Drive and part of the Preston Street elevations, a generous vegetated buffer separating the loading dock from Prince of Wales Drive, as well as a landscape setback reinforced with additional plantings and a concealed CUP constructed below grade at the site boundary facing the CEF.
- The existing function of the site as a link from the urban neighbourhood north of Carling Avenue to nearby public destinations will be maintained over time. A network of pedestrian links within the site's boundaries are proposed to maintain site permeability, while also providing access to the proposed developments on site. The Trillium Pathway is relocated but the link will be maintained.
- The New Civic Development Master Site Plan's open space, landscape and grading concept plan proposes a diversity of open space typologies including urban plazas, a publicly accessible green roof, a spiritual care garden and other more naturalized areas with pathways along the escarpment. These landscaped amenity areas within

the site offer several opportunities to incorporate public art that will be explored as the design is further advanced.

- The layout of the site plan including the footprint of the primary Hospital building largely preserves the site's distinctive escarpment and natural topography.
- The project team has committed to continuing its work to minimize the number of tree removals required due to site alteration. Approximately 595 trees over 10 centimetres in diameter are currently identified for removal, while 550 will be retained. Of the 595 trees identified for removal, 72 are located within the LRT corridor and would be subject to removal in association with future LRT works.
- Detailed tree preservation and compensation plans will be prepared to meet municipal and NCC requirements as part of each phase of development. Potential partnerships and off-site compensatory tree plantings are being explored.
- The project team continues to engage with AAFC to explore the potential preservation of the Old Hedge Collection through relocation and/or alternative methods such as grafting.
- TOH will continue to seek input from the Indigenous Peoples Advisory Circle to ensure that the design integrates Indigenous perspectives and supports cultural awareness and inclusion.

Environmental Sustainability

- The Master Site Plan establishes core sustainable design principles that will serve as the foundation to the design approach based on a hybrid of leading sustainability models, including the NCC Sustainable Development Strategies, One Planet Living framework, LEED and the WELL building standard.
- The core principles include serving the patient and staff experience through a high-quality built environment, high-performance buildings achieved through benchmarking and target-setting, and finally a focus on environmental and community benefits.
- The project team has identified several strategies to support the achievement of the core principles. These strategies include the integration of natural light and daylighting into buildings, the employment of healthy materials, energy modeling and passive design strategies for buildings, habitat protection and restoration, waste reduction, as well as ensuring strong connectivity to the site via active modes and transit.
- The New Civic Development Master Site Plan identifies the incorporation of stormwater management best practices including infiltration beds, rain gardens, bioswales and storage solutions into the landscape design for each phase.

3. NCC Staff Analysis / Risks and Mitigations Measures

The proposal is generally aligned with the strategic policies and objectives of the *Plan for Canada's Capital (2017-2067)*, particularly the "Thriving and Connected" goals to build a liveable, attractive, resilient, accessible and economically competitive Capital Region that form part of the Plan's Strategic Framework.

The Plan Amendment proposed to the Capital Urban Lands Plan is required to implement previous decisions pertaining to the selected site for the new Hospital. The details of the amendment and its planning rationale are provided in Appendix B. Beyond the scope of the amendment which is focused on aligning the land designation with the selected site, the proposal is compatible with the other policies and goals of the Capital Urban Lands Plan.

As a result of the site's federal ownership and its high significance to the Capital, the NCC approved a series of Capital Realm Design Principles as part of the 2017 FLUTA granted to authorize the land transfer and associated lease agreement required to advance the proposed development of the selected site for the Hospital. These design principles were further elaborated in project specific Performance Criteria, prepared to further clarify expectations and desired outcomes in a compliance format (see Appendix C). The Performance Criteria have guided the review of the FLUDA application for the New Civic Development Master Site Plan. The criteria are intended to support the NCC's review of subsequent project phases.

The New Civic Development Master Site Plan was presented to the Advisory Committee on Planning, Design and Realty (ACPDR) in May 2021 for comments (see Appendix D). The committee emphasized the importance of the proposed development along Carling Avenue in order to connect the site into the urban fabric and animate the street. The committee strongly encouraged the project team to appropriately consider access to the Hospital from transit for those with limited mobility, and that the key pedestrian link between transit and the Hospital be developed as a street with public amenities. The committee further emphasized the importance of maintaining public access to Maple Drive and supported enhancing the landscape buffer along the site boundary adjoining the farm to conserve its landscape character.

A focus of feedback received from regulatory agencies and the public centered on the rationale for the proposed above-grade parking garage as part of the New Civic Development Master Site Plan. The project team reviewed at-grade, below grade and above grade options to provide the parking capacity required on site. At-grade options (surface parking) would require extensive paving of the site and would be inconsistent with the NCC's Capital Realm Design Principles and Performance Criteria. This option was deemed to be inappropriate. The below grade (underground parking) option was analyzed but not retained due to significantly higher costs (\$200M additional) not funded through the provincial government, as well as a longer construction period resulting in an overall delay to the completion and opening of the Hospital and the environmental implications resulting from rock excavation and changes to the groundwater regime. Additional technical constraints include the shallow elevation of bedrock, the high level of the water table on site, and the location of the LRT corridor separating the parking garage area in two hemispheres if located below grade.

Overall, the New Civic Development Master Site Plan responds effectively to the vast majority of the NCC Performance Criteria. In particular, the proposed development is responsive to the conditions at the site boundaries. The New Civic Development Master

Site Plan proposes an urban edge along Carling Avenue and Preston Street that accommodates transit-supportive uses, animates the street with active uses at grade, and effectively screens the elevation of the proposed parking garage from the adjacent community. Along Prince of Wales Drive, a robust vegetated buffer will enhance views along the scenic entry and screen the loading dock. Finally, the New Civic Development Master Site Plan preserves and reinforces a landscaped setback with additional plantings at the edge facing the CEF, while also concealing its utility requirements in a CUP constructed below grade.

Significant adjustments were made to the New Civic Development Master Site Plan in order to respond to the feedback provided by staff and the ACPDR. Changes incorporated to address NCC feedback include enhanced pedestrian connectivity and porosity throughout the site as well as improvements to the integration of the parking garage into the landscape including during the interim phase before the Carling Avenue towers are implemented. Additional trees have also been identified for protection, while additional plantings are proposed along the site boundary with the Dominion Observatory to better support the integration of the hospital within the landscape character of the farm.

Risk and Response Table

Risk	Likelihood	Impact	Planned Response
Development that does not fully respond to NCC Performance Criteria	Low-Medium	Moderate	<ul style="list-style-type: none"> The New Civic Development Master Site Plan will serve as an important benchmark and reference during the review of subsequent FLUDA applications. Detailed conditions of approval will be included in the approval letter for the New Civic Development Master Site Plan. TOH project team has delivered documentation confirming how the proposal has been developed to respond to the NCC Performance Criteria. NCC staff will continue to provide guidance and advice to the proponent to ensure that the detailed design phases are consistent with the NCC Performance Criteria. All subsequent FLUDA applications proposing major changes to the New Civic Development Master Site Plan may trigger a requirement to amend the New Civic Development Master Site Plan and submit supporting documents and studies.

Public perception and community opposition	Medium	Moderate	<ul style="list-style-type: none"> It is expected that future applications will be subject to additional public consultations and opportunities to integrate input received. The NCC Performance Criteria and detailed conditions of approval respond to many concerns raised by the public and will be carried forward as the design is advanced.
Loss of greenspace and significant trees	Medium	Moderate	<ul style="list-style-type: none"> The New Civic Development Master Site Plan preserves existing trees located along the site boundaries and the escarpment and prioritizes the protection of significant mature trees on site wherever possible. TOH project team has committed to further refinement and minimization of tree removals required as the design of each phase is advanced. The five-acre green roof on the parking garage will be programmed with both passive and active recreation opportunities and is intended to function as public greenspace. Detailed tree preservation and compensation plans will be prepared to meet NCC requirements as part of each phase of development.
Supply of parking	Low-Medium	Moderate	<ul style="list-style-type: none"> A detailed Transportation Impact Assessment was developed to support the New Civic Development Master Site Plan, which included a comparison study of the existing Civic Hospital and similar institutions in Ottawa and Toronto. The proposed parking supply (3,099 spaces) meets the minimum parking requirement identified in the municipal zoning by-law (3,097). The parking supply provided must respond to applicable provincial requirements and reflects that the Hospital's large service area extends to rural areas not served by transit. The New Civic Development Master Site Plan proposes no increase in parking supply even as floor space on site doubles between 2028 and 2048. This will support the gradual

			<p>shift toward a 65% share of trips made via active transportation (walking, cycling) and transit.</p> <ul style="list-style-type: none"> The implementation of a Transportation Demand Management strategy will support the advancement of the desired modal split and will be included as a condition of approval.
Impact on existing heritage designated buildings and sites	Medium	Moderate	<ul style="list-style-type: none"> The development of the Ottawa Hospital Campus at this site will have an irreversible impact on the cultural landscape of the CEF. A Cultural Heritage Impact Statement (CHIS) has identified specific mitigation measures to be implemented to minimize negative impacts to the landscape and adjacent heritage buildings such as the Dominion Observatory Complex. The scope of work identified in the New Civic Development Master Site Plan does not propose works on any heritage building. The recommendations of the CHIS will be reinforced through the conditions of approval identified in the FLUDA for the New Civic Development Master Site Plan. The landscape buffer at the site boundaries adjoining the CEF have been enhanced with additional tree plantings in order to better integrate with the Farm's pastoral setting. The CUP is positioned below grade to mitigate potential noise and visual impact on the CEF.

4. Strategic Links

Priorities from NCC Corporate Plan (2021-22 to 2025-26):

- Priority 4 – Develop and communicate land use plans and provide timely and effective coordination of federal land use and design in the National Capital Region.
- Priority 5 – Provide leadership in achieving an environmentally sustainable and resilient National Capital Region and exemplary stewardship of federal lands and assets.

Plan for Canada's Capital (2017–2067)

- The proposal is closely aligned with the Thriving and Connected goals outlined in the Plan to support “a liveable, attractive, resilient, accessible and economically competitive Capital Region.”
- In order to ensure consistency with key policy directions of the Plan for Canada's Capital and other applicable plans, project-specific Capital Realm Design Principles and Performance Criteria have been established in order to support and guide the NCC's review of the New Civic Development Master Site Plan and subsequent applications for Federal Approval.

Capital Urban Lands Plan (2015)

- The proposal requires an amendment to the Capital Urban Lands Plan land designation map and associated policy as described in Appendix B.

5. Consultations and Communications

Prior to the selection of the site, the public and other stakeholders were engaged through the NCC's federal site review process, completed in 2016. As a result of the federal government's decision on the site selection, additional public consultation for the plan amendment is not required. Public notification of the amendment to the NCC's Capital Urban Lands Plan will be posted on the NCC's website in conjunction with the Board of Directors approval.

The New Civic Development Master Site Plan has been subject to both public and stakeholder engagement and has received significant public attention and input. Public and stakeholder meetings were held using online video conferencing tools as a result of restrictions related to the COVID-19 pandemic.

A formal Public Meeting centred on the New Civic Development Master Site Plan proposal was held on June 29, 2021 and was attended by over 200 residents. Other stakeholder engagement was also undertaken including a meeting with affected community associations on May 19, 2021 which was attended by approximately 15 representatives. TOH also convened a meeting of its Community Engagement Group on June 7, 2021. A Consultation Summary Report has been prepared and submitted to the NCC that documents the public engagement, summarizes the feedback received, and provides the project team's response to the input received.

Prior to the New Civic Development Master Site Plan FLUDA Application, TOH engaged the public directly through a series of open houses and information sessions focused on developing a vision and design principles for the new Hospital. As part of this effort TOH formed the Community Engagement Group (CEG), which is composed of community members, stakeholders and patients. About 32 groups and organizations accepted the invitation to participate, including Invest Ottawa, the Civic Hospital Neighbourhood Association, the Glebe Annex Community Association, Heritage Ottawa, Algonquin College, the Ottawa Greenspace Alliance, United Way and the Ottawa Community Foundation. The CEG also includes TOH, the City of Ottawa and NCC representatives.

The group met on a regular basis to address community-related aspects of the campus design and formulate recommendations to be presented to TOH's Board of Governors.

The TOH has also formed an Indigenous Peoples Advisory Circle intended to ensure that the design integrates input from Indigenous perspectives and supports cultural awareness and inclusion. The first meeting of the advisory circle was held on May 27, 2021 and was attended by over 25 national and local Indigenous representatives. A series of workshops on major elements of the design and program are being planned.

Throughout the review of the New Civic Development Master Site Plan application, NCC staff have engaged with City of Ottawa development review staff in order to develop and refine a joint list of application requirements to avoid unnecessary duplications. NCC and City staff have held regular meetings with the project team to receive information and provide detailed feedback. The New Civic Development Master Site Plan was presented to the NCC's ACPDR and the City of Ottawa's Urban Design Review Panel for comments.

NCC staff created a working group among the federal departments and agencies involved to coordinate the review of the New Civic Development Master Site Plan. The discussions included a focus on the Cultural Heritage Impact Statement and coordination of the FLUDA process. This working group includes representation from the NCC, AAFC, PSPC, NRCan and Parks Canada.

TOH has also maintained continuous communication with PSPC and AAFC including on matters pertaining to any impacts to the operation and maintenance of the existing and adjacent properties, and to share information and seek input on the proposed development.

6. Next Steps

- October 2021 – Preparation of the FLUDA letter for the New Civic Development Master Site Plan, including the finalization of the draft conditions of approval appended to this submission.
- November 2021 – Presentation of the first phase of development to the ACPDR for comments.

7. List of Appendices

Appendix A – Location Plan

Appendix B – Plan Amendment #1 Capital Urban Lands Plan

Appendix C – Project Specific Performance Criteria

Appendix D – Excerpt of the minutes of the ACPDR Meeting of May 2021

Appendix E – Key Plans and Renderings from the New Civic Development Master Site Plan

8. Authors of the Submission

Kalen Anderson, Vice-President, Capital Planning Branch (CP)
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APPENDIX A - Location Plan



Site boundaries are identified with dashed yellow lines.

APPENDIX B

AMENDMENT # 1 TO THE CAPITAL URBAN LANDS PLAN (CULP) – 2015

INTRODUCTION

This proposed amendment to the NCC's Capital Urban Lands Plan 2015 (CULP) is required to implement previous federal government decisions and NCC Board of Directors transaction approvals regarding the selected site of the new Civic Campus of The Ottawa Hospital.

The selected site is bounded by Carling Ave., Preston St., Prince of Wales Dr., and the Central Experimental Farm to the west (Figure 1). The site forms part of the National Interest Land Mass (NILM). The selected site differs from the Carling West site which was previously proposed as the location of the new Hospital in the 2015 CULP.

The amendment involves:

- Changing the land designations of the selected site from *Other Federal Facility*, *Cultural Institution & Facility*, and *Capital Urban Greenspace* to *Non-Federal Facility* on map 4.1 of the CULP.
- Changing the land use designation of the previously proposed site from *Non-Federal Facility* to *Agricultural and Horticultural Research* on map 4.1.
- Changing the text of Section 4.2.3 (Non-Federal Facility) of the CULP including the preamble, policies and authorized uses.

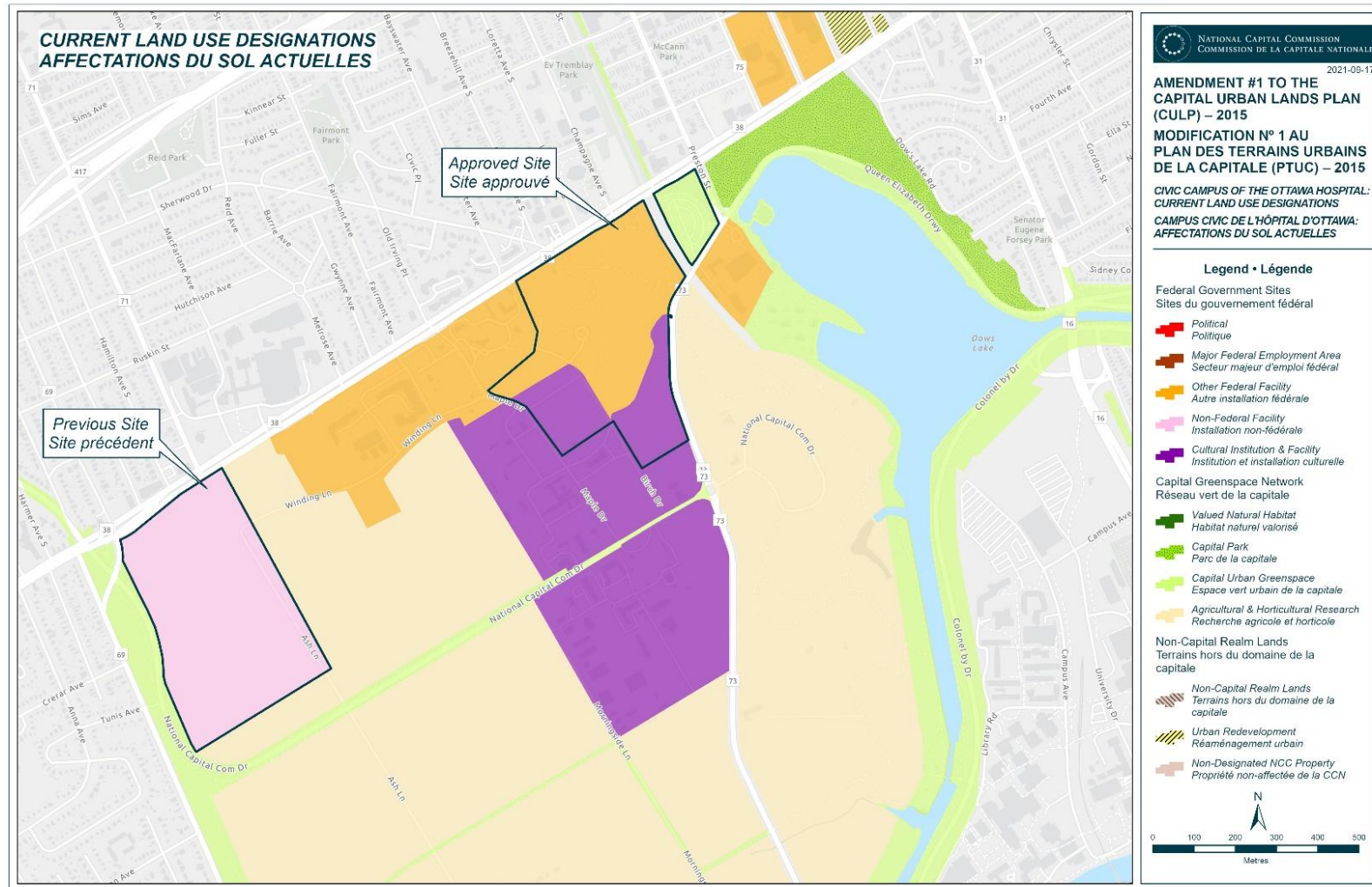


Figure 1: Aerial View of Proposed Site Boundaries of New Civic Development for TOH

CULP AMENDMENT #1: ARTICLE 1

To amend Map 4.1 of the Capital Urban Lands Plan (2015) to reflect the change in land use designation for the site selected for the new Civic Campus of the Ottawa Hospital from 'Other Federal Facility'; 'Cultural Institution & Facility' and 'Capital Urban Greenspace' to 'Non-Federal Facility'; and also to reflect the change in land use designation of the originally proposed site from 'Non-Federal Facility' to 'Agricultural and Horticultural Research'

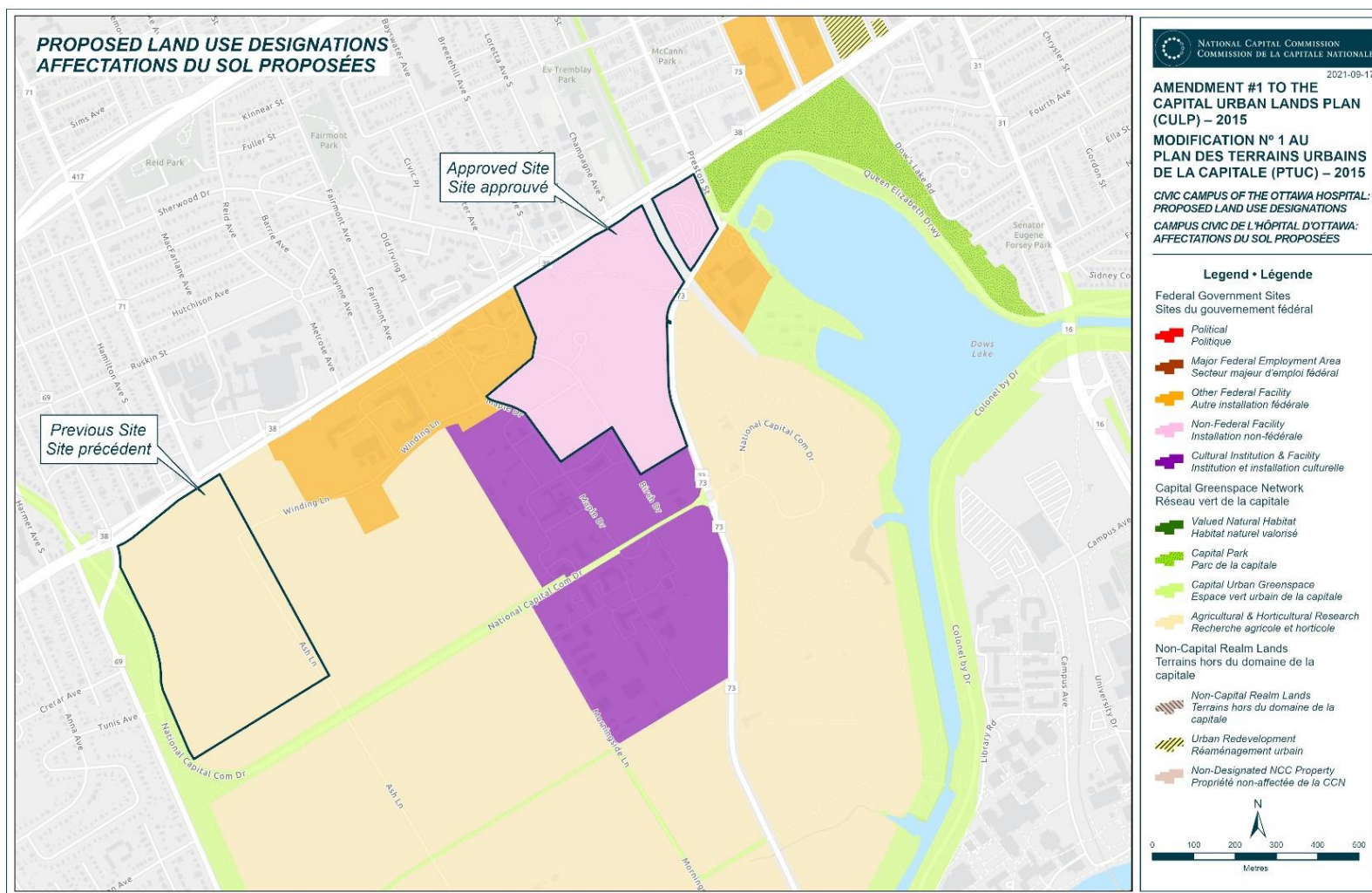
EXISTING SCHEDULE



CULP AMENDMENT #1: ARTICLE 1

To amend Map 4.1 of the Capital Urban Lands Plan (2015) to reflect the change in land use designation for the site selected for the new Civic Campus of the Ottawa Hospital from 'Other Federal Facility'; 'Cultural Institution & Facility' and 'Capital Urban Greenspace' to 'Non-Federal Facility'; and also to reflect the change in land use designation of the originally proposed site from 'Non-Federal Facility' to 'Agricultural and Horticultural Research'

AMENDED SCHEDULE



CULP AMENDMENT #1: ARTICLE 2

To amend the Preamble, Policies and Authorized Uses of Section 4.2.3 of the Capital Urban Lands Plan (2015)

TEXT TO BE AMENDED

Key to text amendment:

Original Text

~~Text to be removed~~

Text to be added

4.2.3 Non-Federal Facility Designation

This designation encompasses non-federal, public facilities accommodated on federal lands. This designation ~~currently~~ 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.

LAND DESIGNATION – NON-FEDERAL FACILITY

Description	Future site of a health care campus located on Carling Avenue on the Sir John Carling lands adjacent to the Central Experimental Farm and Arboretum.
Land Designation Objective	Permit the establishment of a public health care facility on federally owned lands at the Central Experimental Farm.
Policies	<ul style="list-style-type: none">• Ensure that the non-federal facility contributes positively to the Capital and cultural landscape of the Central Experimental Farm and Dow's Lake.• Ensure site capacity is respected and that development occurs in a manner compatible with the character and vocation of its surroundings.• 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• Any significant expansions and/or newly proposed non-federal facility areas will be subject to review through the plan amendment process.

	<ul style="list-style-type: none"> Site specific development guidelines will be prepared in collaboration with the proponent to ensure context sensitivity and excellence in design and landscape architecture. Site-specific development performance criteria will be applied to address the following elements: <ul style="list-style-type: none"> 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. Design Excellence and Innovation – the Proponent must demonstrate that the proposal achieves or exceeds best practices for design, stakeholder engagement and inclusivity. Sustainable Site Development – The proposal must demonstrate exemplary stewardship of environmental resources and sensitively minimize impact. A publicly accessible rooftop greenspace with gardens and landscaping features shall be incorporated in the design of the campus' required parking infrastructure 	
Authorized Uses	<ul style="list-style-type: none"> Health Care Facility (Hospital) Ancillary uses including but not limited to: <ul style="list-style-type: none"> services for the care of dependents; dental, pharmacy and educational services; short-term accommodation, clinics, food and beverage facilities and retail; rehabilitation facilities, and other non-governmental organizations providing public services; diagnostic laboratories; educational and research institutions; parking and transit services; such other services or use required by the Minister or Province for the treatment of patients to be provided by a Hospital; multi-use pathways passive and active greenspaces 	

APPENDIX C – Project Specific Performance Criteria

PERFORMANCE CRITERIA

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.

To meet this criterion the proposal must:

- i. Establish continuity and compatibility with each of the site's edge conditions in terms of scale, massing, density, height, land use, materiality, landscape, prominence, and significance;
- ii. Promote the use of public transit and active mobility over private vehicles year-round;
- iii. Locate high density and transit-supportive uses in closest proximity to transit;
- iv. Create a recognizable institutional landmark on approaches without compromising the integrity of key viewpoints identified by the NCC*, as well as a public frontage at street level;
- v. Reinforce the role (symbolic, cultural and scientific), public understanding, use and operations of the surrounding heritage sites – Central Experimental Farm, Dominion Observatory, Dominion Arboretum, Canada Agriculture and Food Museum, Prince of Wales Dr. (Capital scenic entry route) and the Rideau Canal;
- vi. Create intuitive, engaging, safe and accessible site connectivity and permeability including:
 - a. to and from the main public entrance of the hospital;
 - b. across arterial roads that border the site to facilitate public access to adjacent sites;
 - c. between points of interest and outdoor amenities on site (public entrances, areas of active recreation, green spaces, natural topography and viewpoints); and
 - d. to points of interest and amenities of adjacent sites (transit, pathways, sidewalks, cycling lanes, Central Experimental Farm, Dominion Arboretum, Dominion Observatory, Canada Agriculture and Food Museum).
- vii. Locate all operational infrastructure (parking structures, surface parking, loading docks, and utilities, etc.) away from prominent areas on site to the maximum extent possible, limit their size and conceal them from view;
- viii. Preserve the clarity of the natural topography;
- ix. Maximize the preservation of non-invasive mature vegetation, with particular attention to distinctive trees along the escarpment;
- x. Ensure harmonious coexistence of new land uses with the operation of adjacent uses (noise, vibration, site access, etc.) during and post construction.

Design Excellence and Innovation – the Proponent must demonstrate that the proposal achieves or exceeds best practices for design, stakeholder engagement and inclusivity.

To meet this criterion the Proposal must:

- i. Integrate all disciplines of design (planning, architecture, landscape, engineering, industrial design and art) into one harmonious and innovative development;
- ii. Provide a design that is timeless and enduring, incorporating simplicity of form, durable and high-quality materials, and elegant detailing and execution;
- iii. Create outdoor amenities for public use that capitalize on the varied natural topography and proposed landscape features to provide a range of experiences in and around the site;

*Key Viewpoints:

All views identified in the Commemorative Integrity Statement for the Central Experimental Farm, Views sequence from Prince of Wales Scenic Entry, View from Queen Elizabeth Driveway (Capital Parkway entry at Preston St.), Adjacent CEF heritage buildings including toward the Dominion Observatory complex

- iv. Integrate microclimate responsive design strategies for all project components and phases;
- v. Implement Gender Based Analysis+ strategies to provide an equitable experience for all users;
- vi. Integrate Indigenous perspectives in the design from all communities served;
- vii. Meet or exceed the most stringent applicable Universal Accessible requirements set by federal, provincial, and municipal regulators;
- viii. Accommodate collaborative opportunities with the Central Experimental Farm (health and research) in the planning and design phases;
- ix. Include bilingualism in the design of site and building communication components.

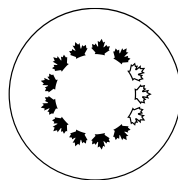
Sustainable Site Development – The proposal must demonstrate exemplary stewardship of environmental resources and sensitively minimize impact.

To meet this criterion the Proposal must:

- i. Meet or exceed the most stringent applicable sustainable development requirements set by federal, provincial, and municipal regulators;
- ii. Identify, protect, and further support biodiversity (flora and fauna) in the proposal;
- iii. Retain lands designated for future development as permeable green space until such time when development will occur;
- iv. Integrate on-site stormwater management, treatment and infiltration in the site planning, landscape and architectural design (green roofs, bioretention swales, rainwater harvesting for irrigation, rain gardens, oil and grit separators);
- v. Specify low-maintenance native species well-suited to site conditions that provide a balance of deciduous and coniferous species (biodiversity);
- vi. Implement and monitor Transportation Demand Management strategies to minimize on-site parking use and encourage a sustainable modal split.

From the 2017 Capital Realm Design Principles (site-specific guidelines) to the 2021 Performance Criteria Comparative Analysis Table:

2017 NCC Capital Realm Design Principles	2021 NCC Performance Criteria for the New Civic Development Master Site Plan (draft)
Capital Planning Framework	Project integration with its urban, natural and heritage context
Design Excellence	Design Excellence and Innovation/ Project integration with its urban, natural and heritage context
Heritage Conservation	Project integration with its urban, natural and heritage context
User/Visitor Experience and Universal Accessibility	Project integration with its urban, natural and heritage context
Environmental Sustainability	Sustainable Site Development



NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee
on Planning, Design and Realty

Meeting of May 20 and 21, 2021

2021-P06 - The Ottawa Hospital (TOH) New
Civic Development – Master Site Plan (C)

Members received a presentation on the Master Site Plan for the Ottawa Hospital new Civic development. They provided the following comments:

Approach

- The design team has helped capitalize on great opportunities for wellness and healing on the site.
- Functionality and 21st century urban approach need to be reconciled. The University of Montreal Hospital is a successful example.
- Hospitals are large institutions with internal building design that do not tend to animate streetscapes. There is an opportunity to animate the street with other activities by placing the hospital in the back of the site.
- The design should be centred on integration with nature for its health benefits rather than adding landscape architecture elements afterwards (cf. The Nature Fix by Florence Williams).

Extrait du procès-verbal du

Comité consultatif
de l'urbanisme, du design et de l'immobilier

Séance des 20 et 21 mai 2021

2021-P06 - Aménagement du nouveau
campus Civic de l'Hôpital d'Ottawa – Plan
directeur d'implantation (C)

Les membres assistent à une présentation sur le plan directeur d'implantation dans le cadre du réaménagement du nouveau campus Civic de l'Hôpital d'Ottawa. Ils font les commentaires suivants :

Approche

- L'équipe de conception a contribué à tirer profit des occasions de bien-être et de guérison sur le site.
- On doit concilier fonctionnalité et approche urbaine du 21^e siècle. L'hôpital de l'université de Montréal est un exemple réussi de ce point de vue.
- Les hôpitaux sont des institutions de grande taille dont la conception intérieure n'a pas tendance à animer le paysage de rue. Il existe une opportunité d'animer la rue grâce à d'autres activités en plaçant l'hôpital à l'arrière du site.
- La conception devrait être centrée sur l'intégration avec la nature pour ses bienfaits sur la santé plutôt que d'ajouter des éléments d'aménagement paysager par la suite (cf : The Nature Fix de Florence Williams).

2021-P06 - The Ottawa Hospital (TOH) New Civic Development – Master Site Plan (C)

- All patients' rooms should have a view on nature rather than on a parking lot or a service area (statistics on healing power of nature).
- Extensive roof top vegetable gardens tended by patients and volunteers in Singapore could be used as a reference.

Phasing

- Phasing is critical. Development should be encouraged first along Carling Avenue.

Access and Connectivity

- The feature closest to public transit is a parking garage, which will not help people going to ambulatory care by public transit.
- The walking distance between main entrance and LRT station is too long for people who might not be fit for walking.
- Access to the hospital should not be only by car; it should be multimodal, including pedestrians and cyclists.
- Access to the park should be clear and visible for people from the community.
- The escarpment could be an opportunity for connectivity to the west of Carling Avenue. The hospital should not become a major obstacle for pedestrian and cycle routes in this area.
- A motorized sidewalk (people mover) should be considered as a dedicated corridor connecting the transit station and the hospital.
- Public elevators in multiple locations are required to serve those with physical mobility challenges.

2021-P06 - Aménagement du nouveau campus Civic de l'Hôpital d'Ottawa – Plan directeur d'implantation (C)

- Toutes les chambres de patients devraient avoir une vue sur la nature plutôt que sur un stationnement ou une aire de service (statistiques sur les bienfaits de la nature sur la guérison).
- De vastes jardins sur les toits tenus par des patients et des bénévoles à Singapour pourraient servir de référence.

Mise en phase

- La mise en phase est cruciale. On devrait encourager l'aménagement le long de l'avenue Carling en premier.

Accès et connectivité

- L'élément le plus près du transport en commun est un garage, ce qui ne va pas aider les gens qui vont aux soins ambulatoires par le transport en commun.
- La distance à pied entre l'entrée principale et la station de train léger est trop longue pour les gens qui ne sont pas en mesure de marcher.
- L'accès à l'hôpital ne devrait pas se faire uniquement en auto; il devrait être multimodal, incluant les piétons et les cyclistes.
- L'accès au parc devrait être clair et visible pour les gens du quartier.
- L'escarpement pourrait constituer une occasion vers l'ouest de l'avenue Carling. L'hôpital ne devrait pas devenir un obstacle majeur aux trajets piétons et cyclistes de ce quartier.
- On devrait envisager un trottoir roulant séparé du trottoir pour relier la station de transport en commun et l'hôpital.
- Des ascenseurs publics sont nécessaires à plusieurs endroits pour les gens ayant des défis de mobilité.

2021-P06 - The Ottawa Hospital (TOH) New
Civic Development – Master Site Plan (C)

2021-P06 - Aménagement du nouveau
campus Civic de l'Hôpital d'Ottawa – Plan
directeur d'implantation (C)

Parking

- There should not be any surface parking other than emergency access when there is already a parking structure.
- There should be no parking spaces beside the drop-off zone. They might be ill-used for smokers and relaxation when it is not designed as such (i.e. new McGill University Health Centre).

West Side

- The west side entrance on Maple Drive is also the entrance to the administrative buildings of the Central Experimental Farm.
- There may be a conflict between ambulances and slow driving leisure traffic on weekends.
- A buffer zone is needed for the surface parking in order to preserve the views from the farm. Underground parking would be better.
- The mid-rise form (6 to 8 storeys) is appreciated, especially on the Central Experimental Farm side.

Façade on Prince of Wales Drive

- The façade setback is a positive move, but it should be animated for a sense of safety.

Indigenous Consultations

- The Indigenous people who will be using the facility need to be consulted. Indigenous design thinking should be reflected both inside and in outdoor spaces.

Stationnement

- Il ne devrait pas y avoir de stationnement de surface autre que l'accès d'urgence s'il y a déjà un garage.
- Il ne devrait y avoir aucun espace de stationnement à proximité du débarcadère. Ils pourraient être utilisés à mauvais escient par les fumeurs et la détente alors que ce n'est pas conçu dans cette optique (ex. le nouveau centre universitaire de santé de McGill).

Côté ouest

- L'entrée du côté ouest sur le chemin Maple est aussi l'entrée des bâtiments administratifs de la ferme expérimentale centrale.
- Il se pourrait qu'il y ait conflit entre les ambulances et la circulation lente de loisir les fins de semaine.
- Une zone tampon est nécessaire pour le stationnement de surface afin de préserver les vues à partir de la ferme. Un stationnement souterrain serait préférable.
- On apprécie les bâtiments de hauteur moyenne (6 à 8 étages), surtout du côté de la ferme expérimentale centrale.

Façade sur la promenade Prince de Galles

- Le retrait de la façade est une initiative positive, mais celle-ci devrait être animée pour donner un sentiment de sécurité.

Consultations autochtones

- Les autochtones qui vont utiliser l'installation doivent être consultés. La pensée autochtone en matière de conception devrait se refléter aussi bien dans les espaces intérieurs qu'extérieurs.

Committee Secretary

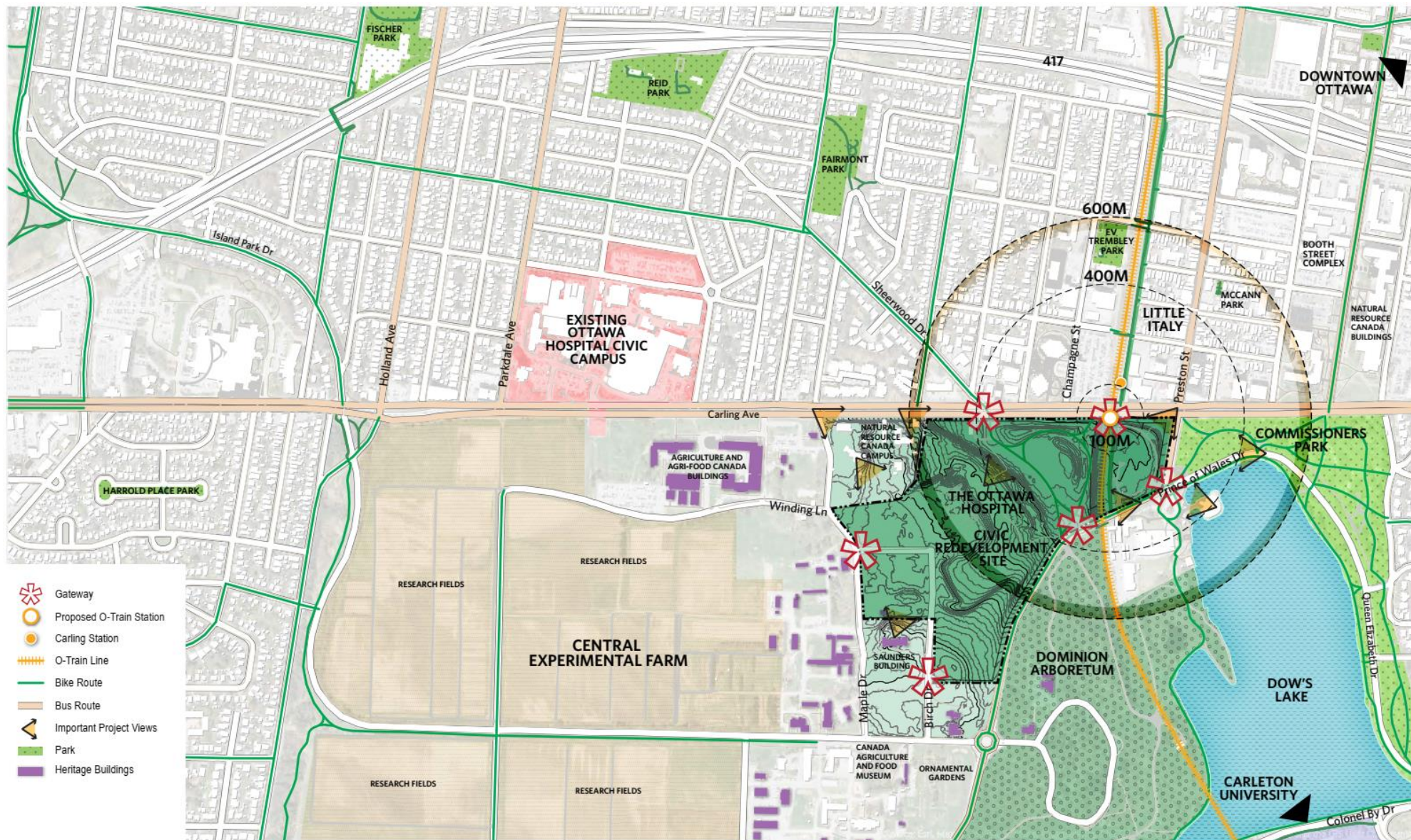
Secrétaire des comités

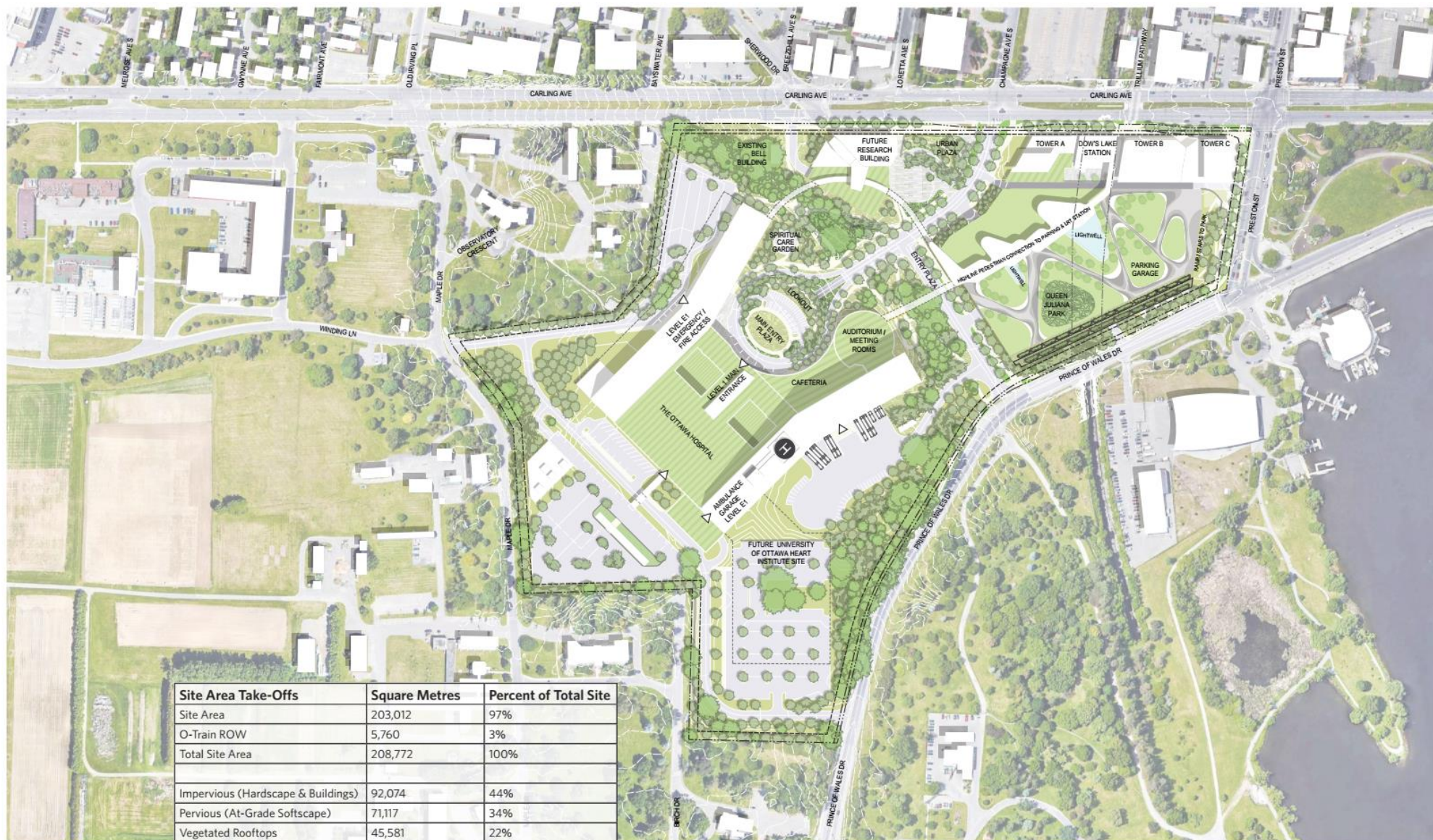
Caroline Bied

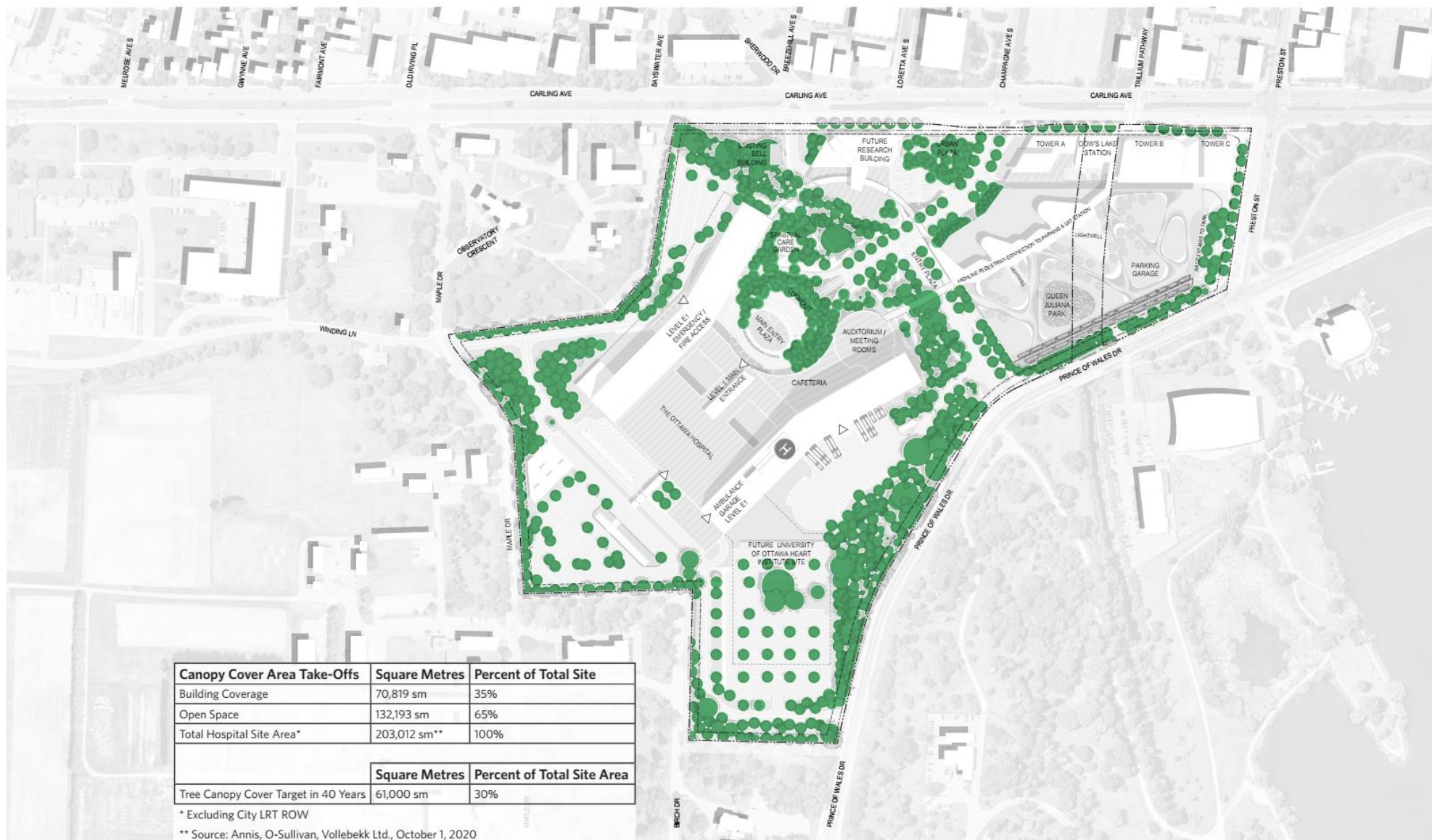
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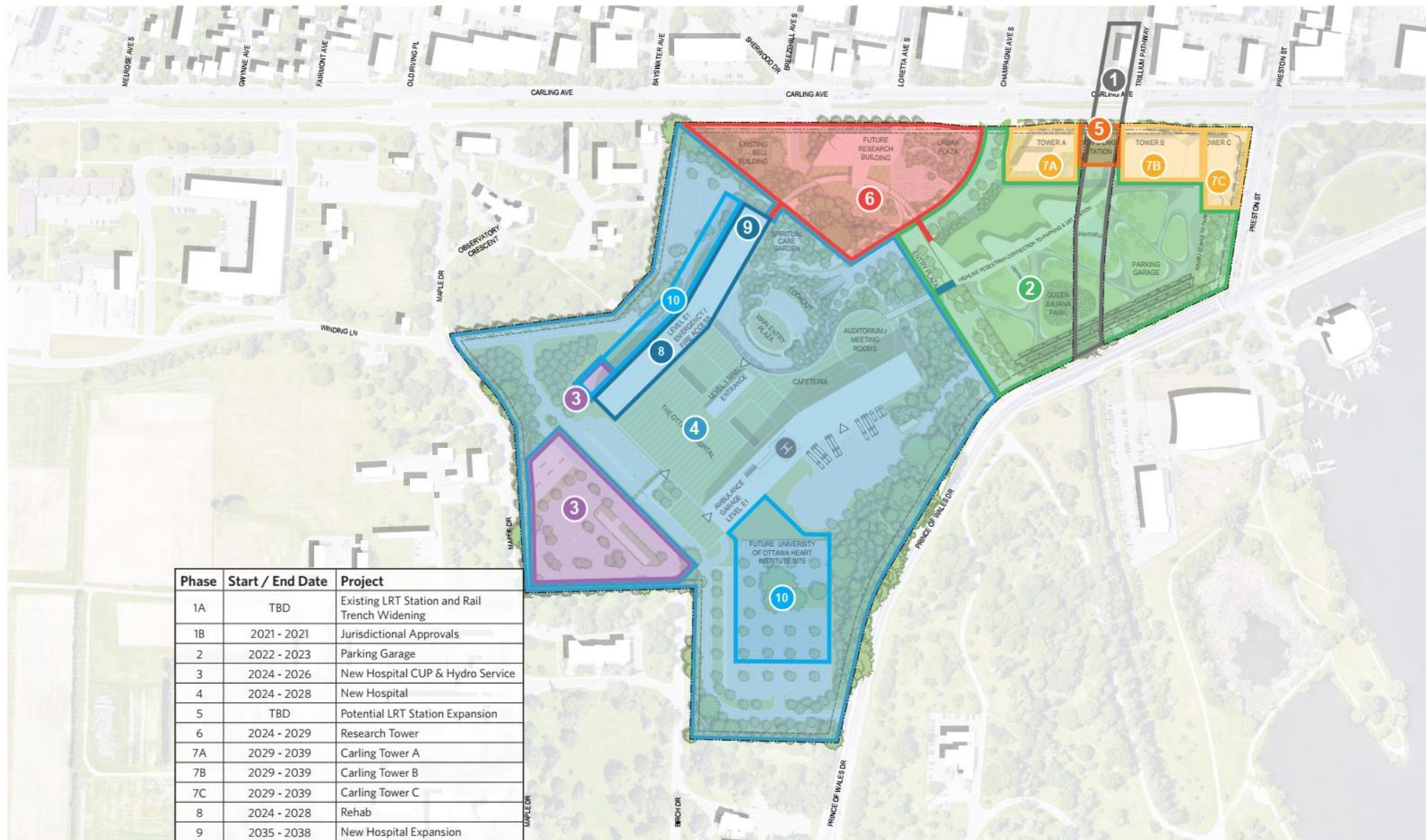
APPENDIX E - Key Plans and Renderings from the New Civic Development Master Site Plan











Phase	Start / End Date	Project
1A	TBD	Existing LRT Station and Rail Trench Widening
1B	2021 - 2021	Jurisdictional Approvals
2	2022 - 2023	Parking Garage
3	2024 - 2026	New Hospital CUP & Hydro Service
4	2024 - 2028	New Hospital
5	TBD	Potential LRT Station Expansion
6	2024 - 2029	Research Tower
7A	2029 - 2039	Carling Tower A
7B	2029 - 2039	Carling Tower B
7C	2029 - 2039	Carling Tower C
8	2024 - 2028	Rehab
9	2035 - 2038	New Hospital Expansion





1 - SOUTH / WEST ELEVATION



2 - SOUTH / EAST ELEVATION



3 - NORTH / WEST ELEVATION



4 - NORTH / EAST ELEVATION





1- NORTH ELEVATION



2 - EAST ELEVATION



3 - SOUTH ELEVATION



Figure 8: Transit and Pedestrian Circulation

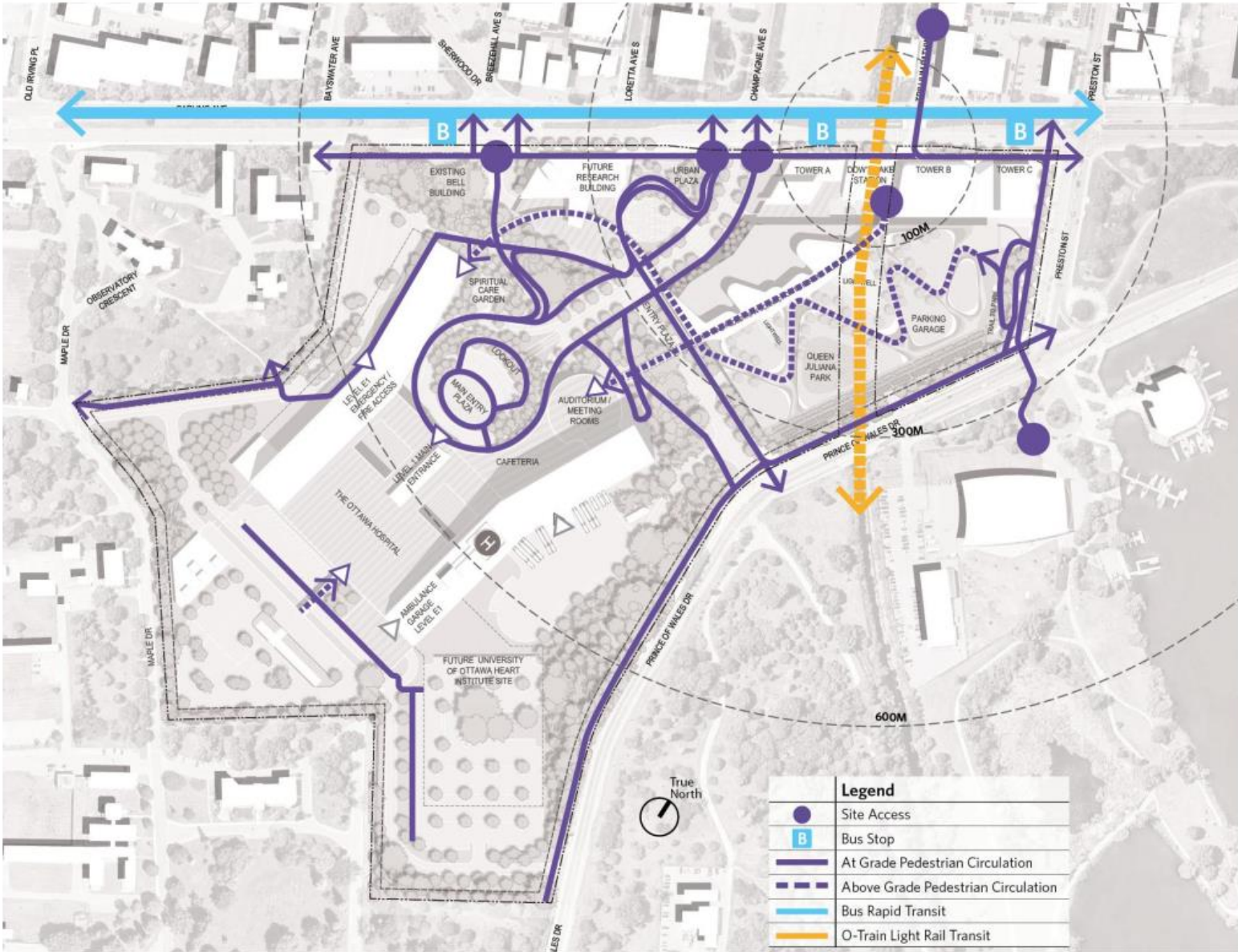


Figure 10: Public / Patient / Visitor Vehicular Circulation

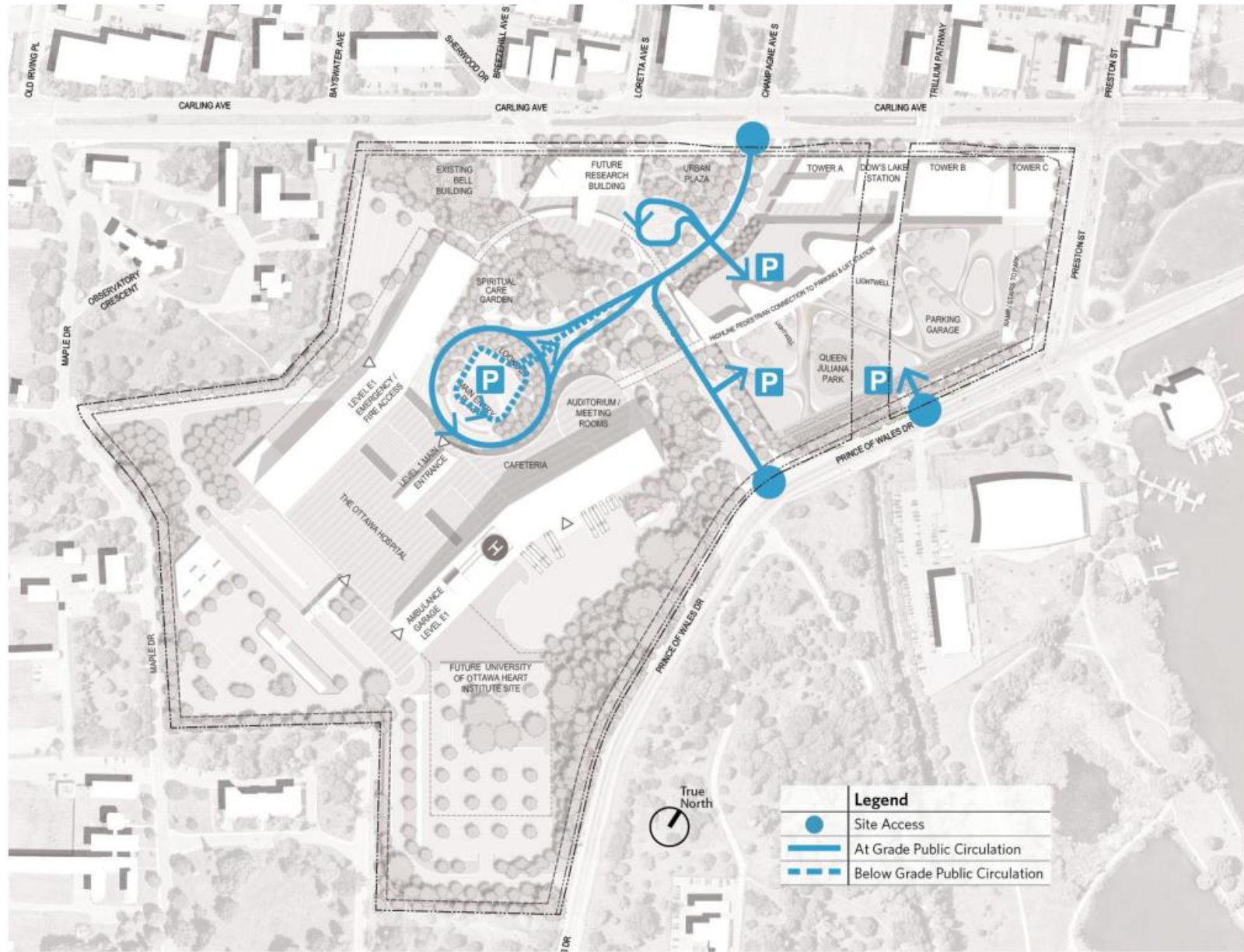


Figure 12: Primary and Secondary Ambulance Circulation

