

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2023-P261
To	Board of Directors
Date	2023-01-19

For DECISION

Subject/Title

Sussex Heritage Courtyards Draft Schematic Design – Federal Land Use and Design Approval in principle

Purpose of the Submission

- To seek Federal Land Use and Design Approval (FLUDA) in principle for the schematic design of the Clarendon Courtyard based on the direction provided in this Report, and Draft Approval for the Design Guidelines for the Sussex Heritage Courtyards project, subject to specific direction for the completion of the document.

Recommendation

- That FLUDA for the Sussex Heritage Courtyards Schematic Design be granted in principle by the Board of Directors, pursuant to Section 12 of the *National Capital Act*, subject to the following conditions:
 - That the Capital Planning Branch (Long Range Planning Division and Heritage Program) be directed to add to the document the elements set out in Section 3 of this Report.
 - That the finalized version of the Sussex Courtyards Schematic Design be presented to the National Capital Commission (NCC) Board of Directors for Final Approval in April 2023.
 - That the detailed design for the Clarendon and York Courts and Clarendon Lane be allowed to proceed on the basis of the direction provided in Section 3 of this report, prior to the completion of the final version of the Sussex Courtyards Schematic Design document.
 - That all subsequent project phase(s) be consistent with the final version of the Sussex Courtyards Schematic Design document.
 - Subsequent design phase(s) related to this Proposal, including but not limited to Design Development of the Clarendon Courtyard, will be subject to separate Level 2 Board approval prior to construction.

Submitted by:

Alain Miguelez, Vice-President, Capital Planning Branch
Name

Signature

1. Authority

- *National Capital Act*, Section 12.

2. Project Description

Background:

The Sussex Heritage Courtyards were created by the National Capital Commission (NCC) as designed public spaces as part of the Commission's "Mile of History" project. Beginning in the 1960s and spanning into the 1980s, this initiative sought to acquire and restore some of Ottawa's oldest and most significant buildings along Sussex Drive between George and St. Patrick streets.

The "Mile of History" was launched by the NCC as a Centennial project with the intent of preserving a continuous strip of historically significant buildings on the east side of Sussex Drive and return them to their Confederation-era appearance. The interior spaces were also restored to support commercial and office leases. The project was informed by the expertise of Peter Stokes, a pioneer in the field of Canadian restoration architecture, and historian Lucien Brault. As the project evolved and properties were acquired, the opportunity to create interconnections of pedestrian systems through the Sussex Drive properties was identified. The spaces directly behind these properties were transformed into Clarendon and York Courts (between George and York streets), Jeanne d'Arc Court (between York and Clarence streets), the Tin House Court (between Clarence and Murray streets) and the Beaux-Arts Court (between Murray and St. Patrick streets).

Today, the Sussex Heritage Courtyards continue to provide a unique urban experience in Canada's Capital. There are, however, both challenges and opportunities for improvement within the courtyard spaces due to various modifications and repairs that were implemented over time in a piecemeal manner. Rehabilitation work is required to address ongoing safety concerns in the Sussex Courtyards, as well as ensure that they remain vibrant and attractive to existing and future tenants.

The purpose of this project is to provide a holistic vision and design guidelines to bring continuity to the courtyards and provide a clear framework for future projects. The primary objectives of the project are to:

- Showcase the Sussex Heritage Courtyards by providing a unique heritage and cultural experience to the public who visit and utilize these distinctive spaces.
- Maintain the courtyards as intimate, secluded, visually pleasing pedestrian public spaces that will support the surrounding businesses and tenant requirements.

- Address safety issues stemming from end-of-lifecycle of materials and structures in the courtyards (pavers, poor lighting etc.) as well as illicit activity and incompatible uses.

Schematic Design:

The draft Schematic Design document submitted for review by the NCC's Design and Construction Branch (the project team) includes a landscape architecture proposal focused on organizing the existing spaces and functions across all five courtyards. The current Schematic Plan is meant as a design tool to begin to organize the space and locate areas to address needs with a minimum amount of detail.

3. NCC Staff Analysis / Risks and Mitigations Measures

The Sussex Courtyards Schematic Design document as submitted provides a landscape architecture proposal that is intended to guide the renovation activities of the five courtyards over the next few years. The first and most urgent work is required in the Clarendon and York Courts, where the pavers along Clarendon Lane (the main corridor between George and York streets) have deteriorated to the point of causing several trip-and-fall incidents. There is an opportunity to proceed with the renovation work of Clarendon and York Courts and Clarendon Lane in 2023 based on available funding. To meet construction timelines, detailed design for the Clarendon Courtyard must be allowed to proceed forthwith.

As described in the conditions of this approval (see recommendation), the NCC's Federal Approvals Division on the advice of the Advisory Committee on Planning, Design and Realty (ACPDR) has requested that the Sussex Courtyards Schematic Design document be augmented with the following elements, which are to be the responsibility of the Capital Planning Branch (Long Range Planning Division and Heritage Program):

- a) A Vision statement grounded in the 'genius loci' of the Sussex Courtyards that reflects a thorough understanding of the history and heritage character of each courtyard and the ensemble, as well as their identity and vocation in the context of an evolving urban setting.
- b) Definition of land uses and relationship between open spaces and the built fabric that frames it, on the basis of the uses of each building (on the ground and upper floors).
- c) Evaluation/validation of the notion of a "spine" or "path of discovery" across all five courtyards and the material integration and compatibility; or otherwise, how to provide design elements that connect the courtyards as a network.
- d) Evaluation/validation to confirm retention/relocation of heritage lamp posts and addition of new lamp posts of contextually-appropriate design.
- e) Determination of compatible paving materials.

- f) Determination of land use gaps (such as public washrooms) and opportunities to address these gaps.

Additionally, and in consideration of the project schedule for works in the Clarendon and York Courts and Clarendon Lane, the Federal Approvals Division, in consultation with the Design and Construction Branch, provides the following direction to the project team:

- That the original granite cobblestone pavers in area A as highlighted below be retained, and that repairs to any damaged pavers be based on using identical material.
- That the paving of Clarendon Lane and the northern court (areas B and C as highlighted below) will be either stone pavers similar or identical to those of Area A, sourced from the pavers removed from the Tin House Court in the 2010's; or if there is a fully-validated reason not to use those cobblestone pavers, that a market-sourced cobblestone-like paving material that is as close as possible to the stone pavers in Area A will be used.
- That universal accessibility and health and safety improvements be achieved with the appropriate size, levelling and spacing of the stone pavers to ensure the smoothest possible surface while remaining compatible with the heritage pattern and character of the Clarendon Courtyard.
- That the heritage lamp posts (globe light standards) be retained or relocated and that any new lamp posts be physically and visually compatible with the historic place (as per point (d) above).
- That pedestrian flows, seating areas, retail and restaurant amenities as well as public washrooms opportunities and soft landscape be clearly identified and reconciled with the ground floor uses of each building.
- That vehicular access to the courtyards be prevented through integrated design components such as bollards.
- That condition assessments be carried by the design team as soon as possible to assess complete scope of work and site constraints (subsurface, drainage, waterproofing of underground parking, photometric studies, etc.).



From a planning perspective, the proposed draft Schematic Design for the Sussex Heritage Courtyards responds to two of the key goals of the Plan for Canada's Capital, 2017–2067 (2017) to “support a liveable, attractive, resilient, accessible and economically competitive Capital Region”; and to “conserve and enrich cultural heritage through design excellence and exemplary stewardship.”

The proposal seeks to address the issues and opportunities related to the Sussex Courtyards identified in Canada's Capital Core Area Sector Plan (2005), such as improving access points into the courtyards, creating opportunities for animation and programming, and improving universal access, public safety and maintenance challenges.

Prior to final approval, the Long Range Planning Division and the Heritage Program should investigate creating continuous connection between the five courtyards through physical markers, or a “landmarks” approach that can attract visitors into and through the courtyards, as an alternative to establishing a distinguishable pathway.

ACPDR Comments:

The Sussex Courtyards Schematic Design was presented to the NCC's ACPDR on August 25, 2022 for review and comment. The committee supported the objectives of

the schematic design and made recommendations including the following (*an excerpt of the ACPDR Meeting Minutes are included in Appendix B*):

- It is important for each courtyard to maintain its own unique identity, while still being connected and/or related to allow people to walk through and experience all five courtyards.
- The distinctness of each courtyard is part of the character and gives interest to the spaces. Different eras of history are represented through the existing materiality and should not be completely renovated to avoid losing its historic value.
- With regards to the goal of connecting the five courtyards, the emphasis should be on the connections between the courtyards (i.e. crosswalks) rather than a pathway thorough the courtyards themselves.
- The existing globe lighting serves as a linking element across all five courtyards and could serve to reinforce the continuity between the different courtyards if retained.
- The design guidelines related to the paving should indicate noble materials – granite, stone, etc. – rather than concrete, that will address universal accessibility and will also be more durable.

ACUA Comments

The draft schematic design proposal was presented to the Advisory Committee on Universal Accessibility (ACUA) on August 30, 2022. Committee comments included the following (*an excerpt of the ACUA Meeting Minutes are included in Appendix C*):

- Opportunity to incorporate QR technology in wayfinding and interpretation (i.e. videos with sign language, both official languages, text material, etc.).
- Ensuring wayfinding is at an appropriate height for all individuals to view.
- Ensure lighting along path of travel is sufficient.
- Ensure paving is UA compliant.
- Opportunity for guided site visits to promote the heritage of the courtyards, accessibility, tourism, etc.

4. Strategic Links

- NCC Corporate Plan (2022-2023 to 2026-2027) – Strategic Direction #3:
 - Contribute to a thriving, connected and sustainable National Capital Region that inspires Canadians, through the planning, development and improvement of the NCC's assets.
- NCC Corporate Plan (2022-2023 to 2026-2027) – Priority #2:
 - Plan, rehabilitate and revitalize key assets and transportation networks in the National Capital Region.

- NCC Plans:
 - Plan for Canada's Capital, 2017–2067 (2017)
 - The proposed schematic design addresses key policy directions related to *A Living Culture and Heritage* and *Promoting Design Excellence*.
 - Canada's Capital Core Area Sector Plan (2005)
 - The proposed schematic design addresses policies related to *Confederation Boulevard*, *Capital Experience*, *Capital Open & Public Spaces*, and the *ByWard Market*.
 - Capital Illumination Plan, 2017–2027 (2017)
 - The proposed schematic design considers lighting guidelines set out for the Sussex Courtyards under Sector 5 of the Plan (ByWard Market and Lowertown).

5. Consultations and Communications

- Public Consultation:
 - Walking tour – June 14, 2022
 - Online consultation – June 15-29, 2022
- City of Ottawa: November 2, 2021
- NCC:
 - Internal Land Use Review Committee (ILURC) – March 22, 2022
 - ACPDR – August 25, 2022
 - ACUA – August 30, 2022
- Other:
 - Lowertown Community Association – May 9 and May 16, 2022
 - ByWard Market BIA – May 10, 2022
 - Department of Canadian Heritage – May 16, 2022
 - Historical Society Ottawa – May 18, 2022
 - Capital Heritage Connection – May 18, 2022
 - Ottawa Tourism – June 21, 2022

6. Next Steps

- Spring 2022 – Capital Planning staff are to return to the Board of Directors for final approval of Schematic Design and Design Guidelines.
- The subsequent developed designs for individual courtyard construction projects will be approved as Level 2 projects by the Board of Directors.

7. List of Appendices

- Appendix A – Draft Schematic Design Package
- Appendix B – ACPDR Meeting Minutes (August 25, 2022)
- Appendix C – ACUA Meeting Minutes (August 30, 2022)

8. Authors of the Submission

Alain Miguelez, Vice-President, Capital Planning (CP)

Isabel Barrios, Director, Federal Approvals and Heritage, and Archaeology Programs (FAHA), CP

Jason Hutchison, Chief, Federal Design Approvals, FAHA, CP

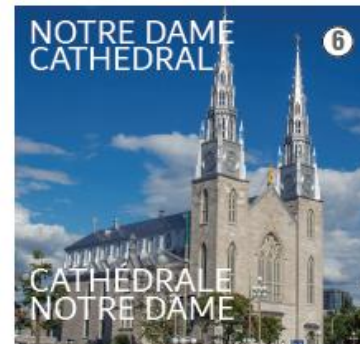
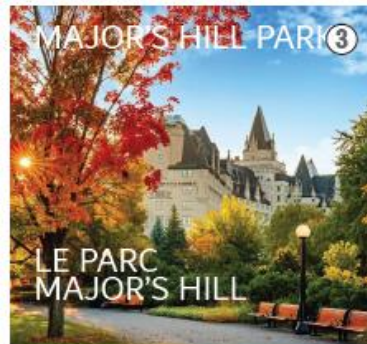
Heather Thomson, Manager, Heritage Program, FAHA, CP

Carole Crossan, Senior Landscape Architect, Centre of Expertise, Design and Construction (D&C)

Amanda Conforti, Senior Architect, Federal Approvals, FAHA, CP

Appendix A – Draft Schematic Design

THE SITE – URBAN CONTEXT
LE SITE – CONTEXTE URBAIN

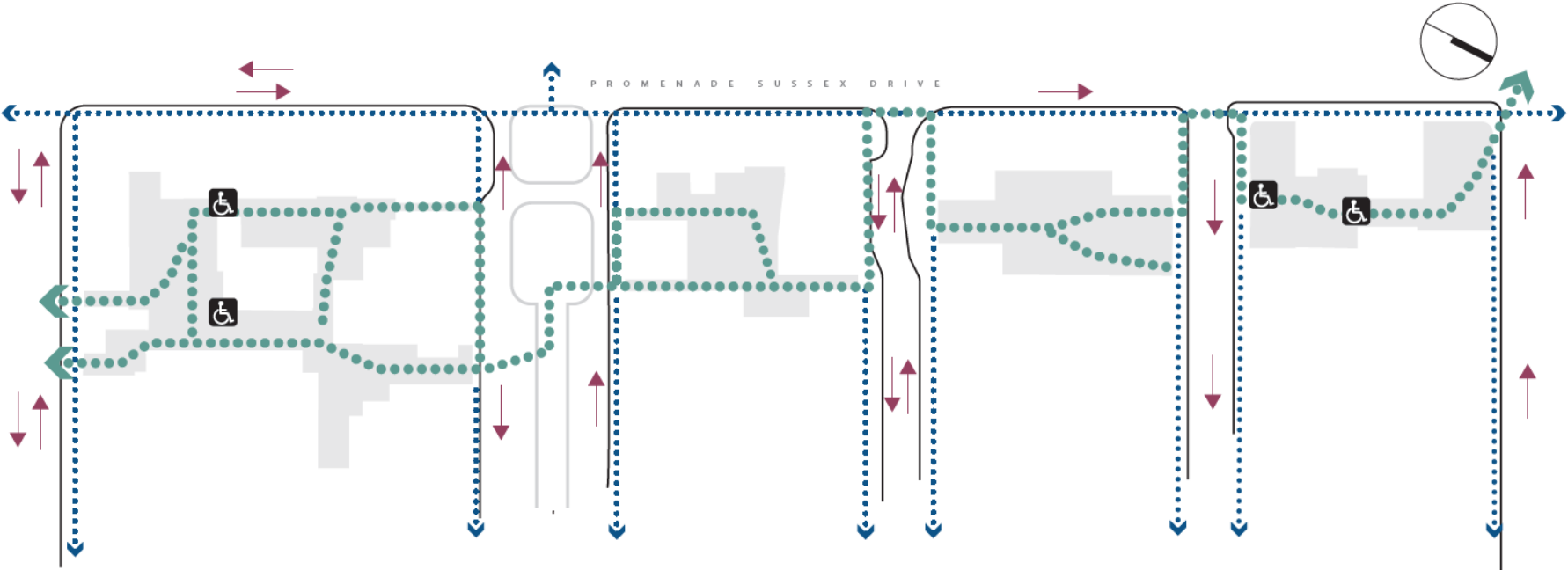


LOCATION PLAN
PLAN DU SITE



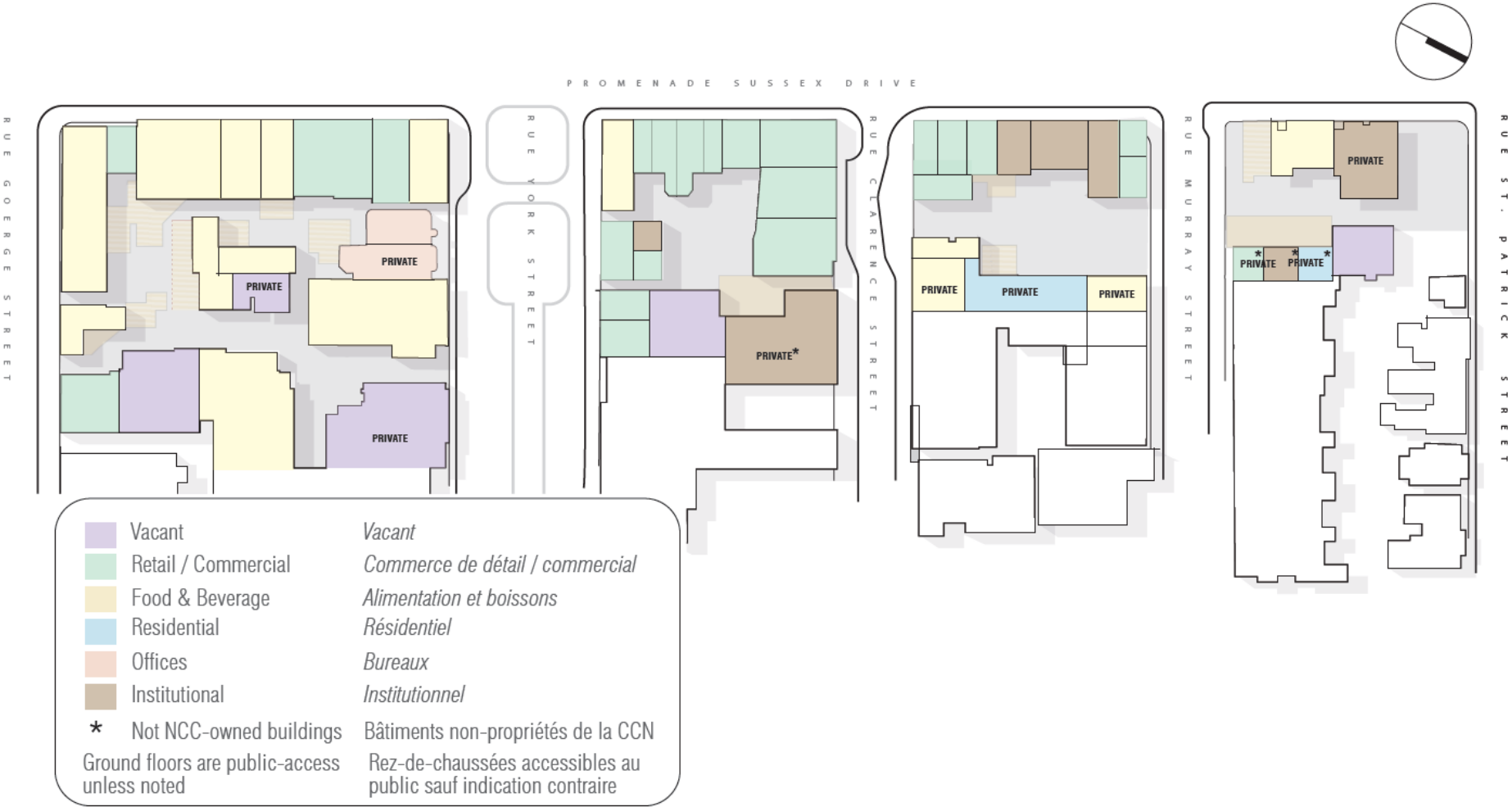
- ① Clarendon Court & Lane
Cour Clarendon & Allé Clarendon
- ② York Court
Cour York
- ③ Jeanne d'Arc Court
Cour Jeanne d'Arc
- ④ Tin House Court
Cour Maison de Fer
- ⑤ Beaux Arts Court
Cour Beaux Arts

EXISTING CONDITIONS: CIRCULATION
 CONDITIONS EXISTANTES : CIRCULATION



	Vehicular Circulation <i>Circulation véhiculaire</i>
	Pedestrian Circulation - Sidewalk <i>Circulation piétonne- trottoir</i>
	Pedestrian Circulation - Courtyards <i>Circulation piétonne- Cours</i>
	UA Ramps <i>Rampe d'accès universelle</i>

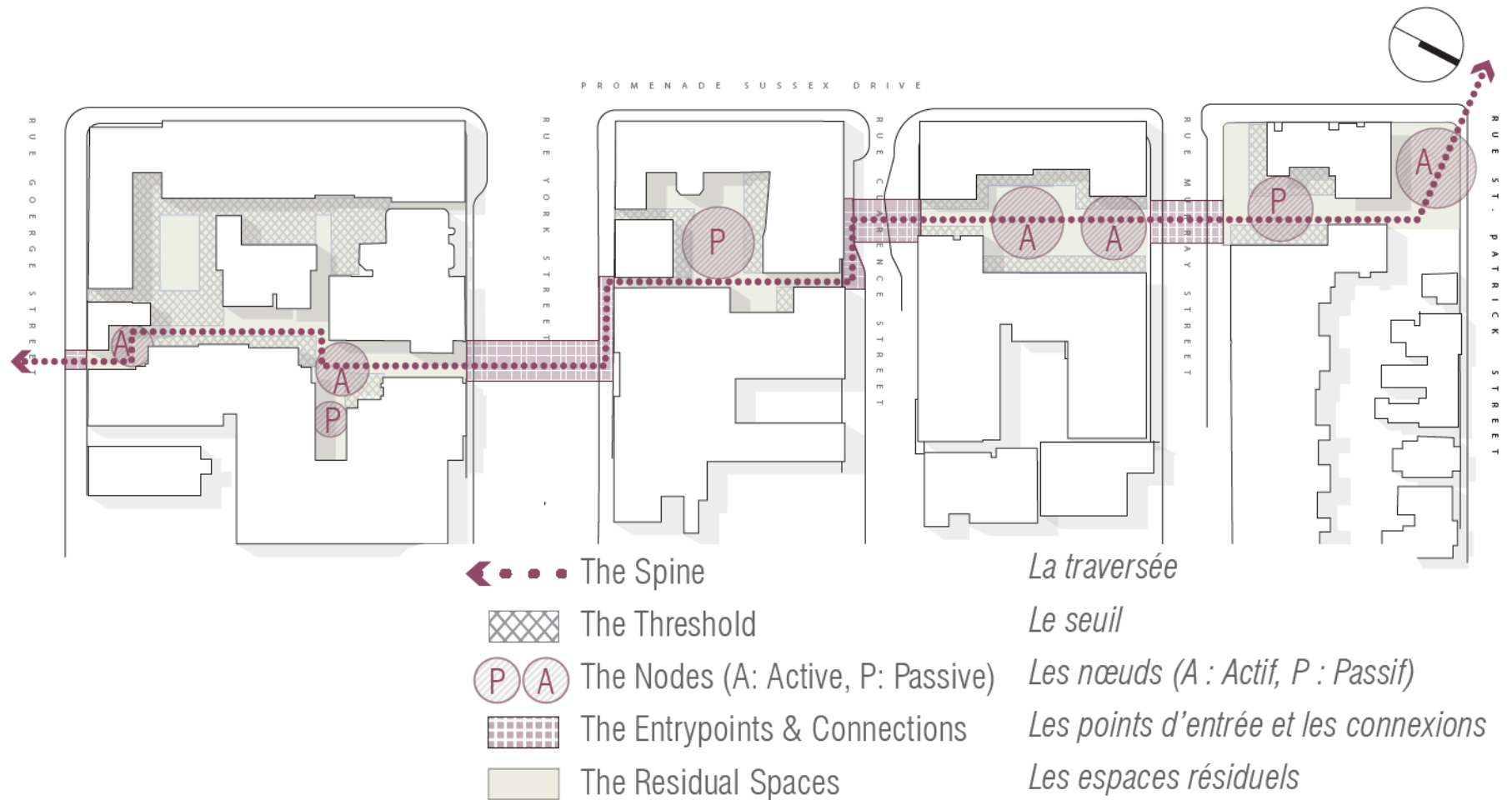
EXISTING CONDITIONS: BUILDING TYPES – FIRST FLOOR
 CONDITIONS EXISTANTES : TYPE D'UTILISATION DU BÂTIMENT – PREMIER ÉTAGE

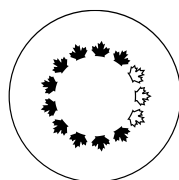


SCHEMATIC PLAN
 AVANT-PROJET DE CONCEPTION

* Subject to updates in accordance with Board of Directors direction.

* Sous réserve de mises à jour conformément aux directives du conseil d'administration.





NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee
on Planning, Design and Realty

Meeting of August 25, 2022

2022-P261 Sussex Courtyards
Schematic Design – Federal Design
Approval

Members received a presentation on the Sussex Courtyards Schematic Design – Federal Design Approval. They provided the following comments:

Spine

- Unifying all five courtyards through the ‘spine’ element will be complex, given that each courtyard should maintain its unique identity.
- Creating continuity through the public space between the courtyards as opposed to the spine itself should be considered.
- The globe lights or an alternative type of lighting that is distinctive to Ottawa or to the courtyards could also serve as a unifying element within the courtyards.
- The spine should be user friendly and accommodate individuals with reduced mobility.

Climate change

- Climate change adaptation measures for extreme weathers should be incorporated, i.e., using permanent structures with cooling mist and shaded areas.

Extrait du procès-verbal du

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

Séance du 25 août 2022

2022-P261 Avant-projet sommaire pour les
cours Sussex – Approbation fédérale de
design

Les membres assistent à une présentation sur l’avant-projet sommaire pour les cours Sussex – Approbation fédérale de design. Ils font les commentaires suivants :

Traversée

- Unifier les cinq cours à travers l’élément de « traversée » est complexe, étant donné que chaque cour devrait conserver son identité unique.
- La création d’une continuité à travers l’espace public entre les cours plutôt que la traversée elle-même devrait être envisagée.
- Les lampadaires en globe ou un autre type d’éclairage propre à la ville d’Ottawa ou aux cours pourraient aussi servir d’élément unificateur dans les cours.
- La traversée doit être conviviale et accommodante aux personnes à mobilité réduite.

Changement climatique

- Des mesures d’adaptation au changement climatique pour les conditions météorologiques extrêmes doivent être incorporées, c’est-à-dire en utilisant des

2022-P261 Sussex Courtyards Schematic
Design – Federal Design Approval

- Ensuring snow removal and disposal of snow is well studied to allow for year-round usage.

Pavers

- The existing pavers are part of the character of the place; therefore, a careful approach should be undertaken to avoid removing and replacing too many.
- The design guidelines should indicate noble materials, i.e., granite, stone, etc., rather than concrete, to address universal accessibility and durability.

Equity

- Ensuring safety and accessibility throughout the courtyards should be key component of this project.
- Consider the use of empty buildings to build public washrooms.

Identity

- Important for each courtyard to have its own identity, while still being connected to allow people to experience the courtyards.
- The inconsistency is part of the character and gives interest to each courtyard. Different eras of history are represented through the existing materiality and should not be completely renovated to avoid losing its historic value.
- Important to conserve the quaintness and avoid contemporary furnishing.

2022-P261 Avant-projet sommaire pour les
cours Sussex – Approbation fédérale de design

structures permanentes avec un brouillard rafraichissant et des zones ombragées.

- Assurer que le déneigement et l'élimination de la neige sont bien étudiés pour permettre une utilisation tout au long de l'année.

Pavés

- Les pavés existants font partie du cachet du lieu; toutefois une approche prudente doit être entreprise pour éviter de retirer et de remplacer un trop grand nombre de pavés.
- Les lignes directrices de conception devraient inclure des matériaux nobles, c'est-à-dire le granit, la pierre etc., plutôt que le béton, afin d'assurer une accessibilité universelle et une durabilité.

Équité

- Assurer la sécurité et l'accessibilité dans toutes les cours doit être un élément clé de ce projet.
- Possibilité d'utiliser les bâtiments inoccupés pour construire des toilettes publiques.

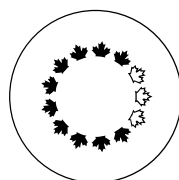
Identité

- Il est important que chaque cour ait sa propre identité, tout en restant connectée pour permettre aux gens de vivre l'expérience des cours.
- L'incohérence fait partie du caractère et donne de l'intérêt à chaque cour. Différentes époques de l'histoire sont représentées à travers la matérialité existante et ne doivent pas être entièrement rénovées pour ne pas perdre sa valeur historique.
- Important de conserver l'originalité et d'éviter le mobilier contemporain.

Committee Secretary

Secrétaires des comités

ERIKA DOUAIRE



NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee
on Universal Accessibility

Meeting of August 30, 2022

Extrait du procès-verbal du

Comité consultatif
sur l'accessibilité universelle

Séance du 30 août 2022

2022-P261 Sussex Courtyards

Members received a presentation on the Sussex Courtyards. They provided the following comments:

Wayfinding

- Opportunity to incorporate a tactile surface on the ground as wayfinding.
- Encourage technology, such as QR codes, mobile applications, and beacons to move individuals through the space.
- The implementation of sign language QR codes, and in both official languages should be considered.
- Ensuring wayfinding signs are at a reasonable height to allow for all individuals to locate them.
- An unobstructed spine is appreciated from a UA perspective.

Lighting

- Avoiding artistic lighting within the path of travel that may cause disorientation.
- Concerns regarding the warm lighting. It should be bright enough for people to manoeuvre safely in the evening.

2022-P261 Les cours Sussex

Les membres assistent à une présentation sur les cours Sussex. Ils font les commentaires suivants :

Orientation

- Possibilité d'intégrer une surface tactile au sol à des fins d'orientation.
- Encourager la technologie, comme les codes QR, les applications mobiles et les balises, afin de faire déplacer les gens dans l'espace.
- La mise en œuvre des codes QR en langue des signes, ainsi que dans les deux langues officielles devrait être envisagée.
- Assurer que les panneaux d'orientation sont à une hauteur raisonnable pour permettre à tous de les localiser.
- Une traversée dégagée est appréciée du point de vue de l'AU.

Éclairage

- Éviter l'éclairage artistique dans le chemin de déplacement qui peut causer une désorientation.
- Préoccupations concernant l'éclairage chaleureux. Il doit être suffisamment lumineux pour que les personnes puissent manoeuvrer en sécurité le soir.

2022-P261 Sussex Courtyards

Furnishing

- Ensuring the moveable furniture are maintained to avoid obstruction if they are left in the spine.
- Three-dimensional art should not impede in path of travel and their presence should be signalled.
- Opportunity to add arms to the benches as a leverage to stand up.
- Recommendation to use cobblestone along the edges of the courtyard as opposed to the middle. Cobblestone and other rough or heavily textured surfaces are the most difficult to navigate.

Experience

- Opportunity for guided site visits to promote the Canadian heritage within the courtyards for accessibility and tourism purposes
- Consider tactile nature of art to increase the experiential quality for all users in a more inclusive way.

2022-P261 Les cours Sussex

Mobilier

- Assurer que le mobilier est entretenu pour éviter toute obstruction, s'ils sont laissés dans la traversée.
- L'art tridimensionnel ne doit pas entraver le chemin de déplacement et sa présence doit être signalée.
- Possibilité d'ajouter des bras aux bancs comme levier pour se lever.
- Recommandation d'utiliser du pavé le long des bords de la cour plutôt qu'au milieu. Le pavé et autres surfaces rugueuses et ou fortement texturées sont difficile à naviguer.

Expérience

- Possibilité de visites guidées du site pour promouvoir le patrimoine canadien dans les cours à des fins d'accessibilité et de tourisme.
- Tenir compte de la nature tactile de l'art pour augmenter la qualité expérientielle pour tous les utilisateurs d'une manière plus inclusive.

Committee Secretary

Secrétaires des comités

ERIKA DOUAIRE