NATIONAL CAPITAL COMMISSION  
COMMISSION DE LA CAPITALE NATIONALE

<b>No.</b>	2022-P196
<b>To</b>	Board of Directors
<b>Date</b>	2022-04-07

**For** DECISION**Subject/Title**

Westboro Beach Redevelopment Project – Final Design

**Purpose of the Submission**

- To seek Federal Land Use and Design Approval (FLUDA) for the final design for the Westboro Beach Redevelopment Project.

**Recommendation**

- That the FLUDA for the Final Design of the Westboro Beach Redevelopment be granted, pursuant to Section 12 of the *National Capital Act*; and
- That the preparation and signature of the FLUDA document for the Final Design of the Westboro Beach Redevelopment be delegated to the Vice-President, Capital Planning Branch.

**Submitted by:**Alain Miguelez, Vice-President, Capital Planning Branch  
Name

A handwritten signature in black ink, appearing to read "Alain Miguelez", written over a horizontal line.

Signature

## 1. Authority

*National Capital Act*, section 12.

## 2. Project Description

### Context

Based on the recommendations of the Ottawa River South Shore Riverfront Park Plan (2018), approved by the Board of Directions in June 2018, the purpose of this project is to rehabilitate the existing Westboro Beach site and Strutt Pavilion in order to improve recreational opportunities, provide a wider range of year-round public services and amenities, create an attractive destination for the Capital Region and celebrate the natural and cultural history of the site.

The Strutt Pavilion, designed by James Strutt and built in 1967 in a Brutalist style, received the “Recognized” designation by the Federal Heritage Buildings Review Office (FHBRO) in June 2019. James Strutt developed a unique triangular structural grid, and hexagonal forms for the original Pavilion design. These geometries have been adopted for the expansion of the lower level and the new Park Pavilion structure.

- The project’s guiding principles are:
  - Uplift public appreciation of the Strutt Pavilion through creative adaptive re-use.
  - Allow the unique geometries of the Strutt Pavilion to guide the new design.
  - Maximize river views.
  - Preserve and celebrate the site’s natural assets and history.
  - Animate the park as a key riverfront activity node.

Since the previous presentation to the Board of Directors in January 2021 for schematic design, the National Capital Commission (NCC) issued a Request for Proposal (RFP) for architectural services resulting in a contract being awarded to IBI Group for the design development of the Westboro Beach Redevelopment Project. Since being engaged, the consultants have validated the approved schematic design, continued to work through design development and have presented a 90% developed design to the Advisory Committee on Planning, Design and Realty (ACPDR) in February 2022. It is anticipated that construction will commence in late spring 2022.

### Scope

The redevelopment of the Westboro Beach site is an ambitious project which seeks to capitalize on the inherent beauty of the site, improve visitor safety and accessibility and offer upgraded amenities including the following:

### The Upper Park Pavilion

The proposed Park Pavilion is approximately 390 m<sup>2</sup> (4,200 sq.ft.) which includes a new restaurant, community multi-purpose room and a lobby space with washrooms. This portion of the building, while visually distinct from the Strutt Pavilion, is derived from similar geometries.

The gap between the Park and Strutt Pavilions is meant to preserve the silhouette of the towers when viewed from the parkway and beach, while still allowing the new restaurant to benefit from the proximity to the beach and river views.

- Design refinements since schematic design include:
  - The building form has been shifted slightly from its original position and form to provide improved flow through the site.
  - The restaurant and the community space have been flipped from their original positions, moving the restaurant entrance closer to the Sir John A. Macdonald Parkway and the community space closer to the park.
  - The roofline has been modified while still expressing the “Strutt” geometries and facets. Overhangs have been introduced on the southwest exposure to provide improved solar control and weather protection at entrances.
  - Building fenestration has been further refined to reflect interior configurations, energy modeling analysis, orientation, and views.

### The Lower (Strutt) Park Pavilion

This pavilion program includes: a café, gender-neutral washrooms, storage space and lifeguard/camp office space. Following feedback received from the public, the existing patio space will be expanded, capitalizing on magnificent views of the river.

In order to increase public perception of the heritage structure and transform an NCC asset to support highest and best use of the site, several strategies are proposed:

- Re-instate glass roofs on the concrete towers to introduce natural daylight to interior spaces while adding delicacy to the exterior aesthetic.
- Create new entries into all three towers to allow the public access to the towers individually.
- Introduce vibrant public art into the towers (currently painted white).
- Reconfigure and expand the buried portion of the building, increase its ceiling height, while maintaining as much of the original structure as possible.
- Design refinements since schematic design include:
  - The skylight has been re-configured, while still expressing the “Strutt” geometries and facets.
  - Each washroom stall has been enlarged to provide exemplary accessibility for all users.

### Site, Access and Circulation

Following the Ottawa River South Shore Riverfront Park Plan (2018) which calls for parking lots adjacent to the shoreline to be relocated away from the river, a 67-car parking lot (with the potential to expand capacity by 24 stalls after the future pavilion is operational if additional capacity is required) will be built on the other side of the Sir John A. Macdonald Parkway and the existing 65-car parking lot along the shoreline will be vegetated.

A new signalized intersection will be built and a short stretch of the parkway either side of the intersection will be reconfigured. A new vehicular route for emergency access and waste management, as well as three accessible parking spots and a drop-off area are integrated into the project on the river side of the parkway.

The current multi-use pathway will be replaced by a pathway for cyclists and a separate one for pedestrians, placing pedestrians closest to the shoreline. This will help reduce the high accident rate where the pathway at the existing underpass meets the beach. Pedestrian pathways are designed for universal access to all areas of the site. Bike racks for roughly 50 bikes will be spread across four locations adjacent to the cycling pathway.

- Design refinements since schematic design include:
  - An accessible ramp has been added to provide improved water access.
  - Stairs between upper and lower riverside terraces have been eliminated in favour of an accessible ramp sensitively integrated into the natural slope, to serve as a discovery trail amenity for the enjoyment of all visitors.
  - Parking and the drop-off area has been reconfigured slightly to improve waste collection turning radii and visibility from the Sir John A. Macdonald Parkway.
  - Separation and definition of pedestrian and cycling routes have been improved to reduce the risk of collisions near the drop-off area.

### Park Amenities

The project's design capitalizes on the site's existing assets. Existing trees will be preserved to the best extent possible. The sand beach functions well as-is and the adjacent grass slope will continue its current dual function as an extension of the beach in summer and as a toboggan hill in winter.

The proposed parkland amenities focus on the north side of the Pavilion including a central lawn and picnic area, play features, volleyball courts and a series of shoreline lookouts. Invasive plants that block views of the river will be removed and replaced with native ones, arranged to open-up views. A central lookout will be nestled into the slope and feature a native-plant garden.

Two lookout/interpretation areas will celebrate the site's history. One will be at the far north end beside stone foundations which are the remains of Skead's Mill that burned in 1888. The adjacent play area includes water-play features that evoke the site's history. Another viewpoint will be between the existing and proposed Pavilion, which will feature interpretive panels about the Strutt Pavilion and public use of the beach.

As a four-season amenity, the park will integrate a groomed winter trail and tobogganing. The Park Pavilion will enhance the winter experience by allowing the public to warm-up in the community space and restaurant. Pedestrian pathways to these interior spaces from the parking lots will be snow-cleared and space for snow storage has been integrated into the design.

### Sustainability

Sustainability strategies have been implemented site-wide including but not limited to the following:

- Adaptive re-use of the heritage asset (the Lower Pavilion) to minimize waste and will remain as seasonal use only, limiting additional energy requirements.
- The Upper Pavilion will target Zero-Carbon Building Design and Performance Standard certification with the Canada Green Building Council.
- Photovoltaic panels to generate on-site energy.
- Bird friendly glass will mitigate avian collisions.
- Dark sky compliant lighting.
- Reduction of paved surface and use of permeable pavers.
- Preservation of existing mature trees and improvement of the site's habitat by creating pollinator meadows and replacing invasive plants with native ones.
- Indigenous, drought-resistant plant species.

### Universal Accessibility

Accessibility has been carefully considered throughout the design process and the project includes the following measures:

- Both buildings are universally accessible.
- All public washrooms in both buildings will be accessible and gender neutral.
- A ramp will be added to connect the upper and lower terraces creating a accessible route around the building and site.
- Barrier-free access will be provided to the waters edge by means of a permanent ramp and seasonal mats to avoid damage during seasonal flooding events.
- Accessible parking spaces have been provided in both the drop-off area as well as the parking lot.

### 3. NCC Staff Analysis / Risks and Mitigations Measures

#### NCC Staff Analysis:

- The proposed final design for the Westboro Beach Redevelopment Project represents an important step in achieving the NCC's goals of animating the Capital's shorelines through the rehabilitation and enhancement of a major activity node along the Ottawa River South Shore Riverfront Park Plan (2018).
- The project supports and responds to one of the key objectives of the Plan for Canada's Capital, 2017-2067 (2017) to "Foster new ways to access and animate the Capital's shorelines, waterways and green space networks" and aligns with the NCC's leadership role in promoting "inspiring quality projects that are context-sensitive, responsive to users, aesthetically engaging, durable, universally accessible, and energy-efficient".
- The project is an important component of the Ottawa River South Shore Riverfront Park Plan (2018) that aims at creating an iconic Capital park that will strengthen the relationship of people to the nature and culture of the Ottawa River.
- As part of the plan to implement the Ottawa River South Shore Riverfront Park Plan (2018), the proposed rehabilitation of the Westboro Beach site aligns with the objectives of this larger plan.

#### ACPDR comments:

- The 90% developed design was presented to the ACPDR for comments in February 2022 (see Appendix D for an excerpt of the draft meeting minutes).
- Comments were very favourable, highlighting some refinement of site surfaces regarding mobility, ensuring flexibility for programming spaces, and reconsideration given to the location of the fountain in the main lower washroom pavilion.
- The comments have been taken under consideration and have been addressed appropriately in the final design.

#### ACUA comments:

- The schematic design was presented to the NCC's Advisory Committee on Universal Accessibility (ACUA) for comments in December 2020.
- The ACUA members were appreciative of the addition of a shorter UA pathway connecting the upper and lower levels of Pavilions and patios in response to the ACPDR recommendations. Some comments related to adding a lift or LULA to ensure a more direct connection between the two levels; increasing the number of UA stalls in the washrooms; adding a new UA path on the beach (e.g. using beach mats, instead of using balloon tire wheelchairs); integrating tactile directional indicators to UA

pathways to aid orientation to entrances; and finally, ensuring all elements of the UA design are implemented during the construction phase as designed.

- Generally, all the comments have been taken under consideration and have been addressed appropriately.

#### 4. Strategic Links

- NCC Mandate for managing, conserving and protecting NCC assets.
- NCC Corporate Plan (2021-2022 to 2025-2026) – Strategic Direction #2: Ensure a picturesque and natural National Capital Region, through conserving and enhancing natural assets, cultural landscapes and built heritage under the NCC's stewardship.
- NCC Corporate Plan (2021-2022 to 2025-2026) – Priority #2: Facilitate the redevelopment of LeBreton Flats and revitalize the islands and shorelines to become destinations of national significance.
- NCC Corporate Plan (2021-2022 to 2025-2026) – Priority #5: Provide leadership in achieving an environmentally sustainable and resilient National Capital Region and exemplary stewardship of federal lands and assets.
- NCC Plans:
  - Plan for Canada's Capital, 2017-2067 (2017)
  - Ottawa River South Shore Riverfront Park Plan (2018)
  - Sustainable Development Strategy, 2018-2023 (2018)

#### 5. Consultations and Communications

- Public Consultation:
  - 2014 to 2018: Four (4) phases of public consultation on the Ottawa River South Shore Riverfront Park (2018) involving over 4,000 participants, both in-person and online.
  - April and June 2019: Two (2) public consultation sessions on the functional program attended by 179 participants and an online survey completed by 1,107 participants.
  - December 2020 to January 2021: Online public consultation of the Schematic Design, including a survey – Over 1,500 respondents participated, resulting in 3,000 comments. A detailed report will be prepared by Public Affairs and made public in 2021.
- Indigenous Consultation: Members of First Nations including the Algonquins of Pikwàkanagàn and Kitigan Zibi communities, have participated in meetings with NCC staff in March and November 2017 as part as of the development of the Ottawa River South Shore Riverfront Park. Current community priorities and engagement capacity limited the ability to actively participate in this project. NCC staff are following archeological protocols in consultation with the communities and the Indigenous Liaison Officer will continue to share information about the project.

- City of Ottawa: Parks and Recreation Facility operations staff, City of Ottawa Accessibility Advisory Committee (AAC), City Planning Committee, Stage 2 LRT City staff and the contractor East-West Connectors.
- Others:
  - Restaurant tenant, Westboro Beach Community Association, Beach Lands Committee, Bike Ottawa, and Rideau Valley Conservation Authority.
  - The NCC will develop a communication plan as required and issue public notifications during the implementation, including tree removals, pathway detours and start/end of construction.
- NCC: ACUA and ACPDR.

## 6. Next Steps

- Spring 2022 – Tendering / Construction start
- September 2023 – Construction completion

## 7. List of Appendices

Appendix A – Location Map

Appendix B – Selection of Final Design Proposal

Appendix C – Excerpt of the Minutes of the ACPDR meeting of November 26-27, 2020

Appendix D – Excerpt of the Draft Minutes of the ACPDR meeting of February 24, 2022

## 8. Authors of the Submission

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

Pierre Vaillancourt, Vice-President, Design and Construction (D&C)

Isabel Barrios, Director, Federal Approvals, Heritage and Archaeology Programs, CP

Iulia Madularu, Director, Centre of Expertise, D&C

Jason Hutchison, Chief, Federal Design Approvals, CP

Rita Tadi, Chief, Building Architecture, D&C

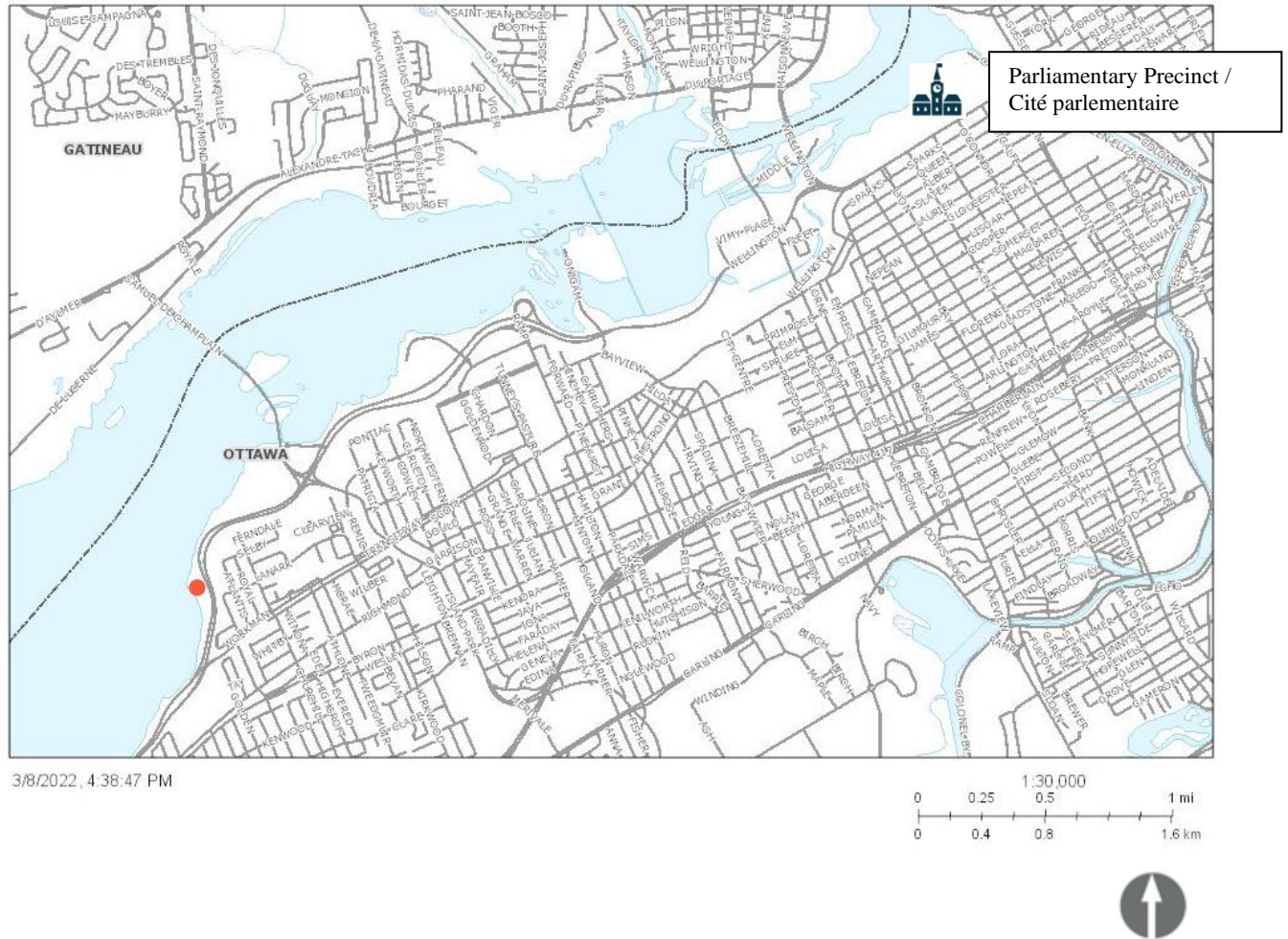
Nicole Howard, Senior Architect, Federal Approvals, CP

Marie Poirier, Senior Architect, D&C

Susan Fisher, Senior Landscape Architect, D&C



## Appendix A – Location Map

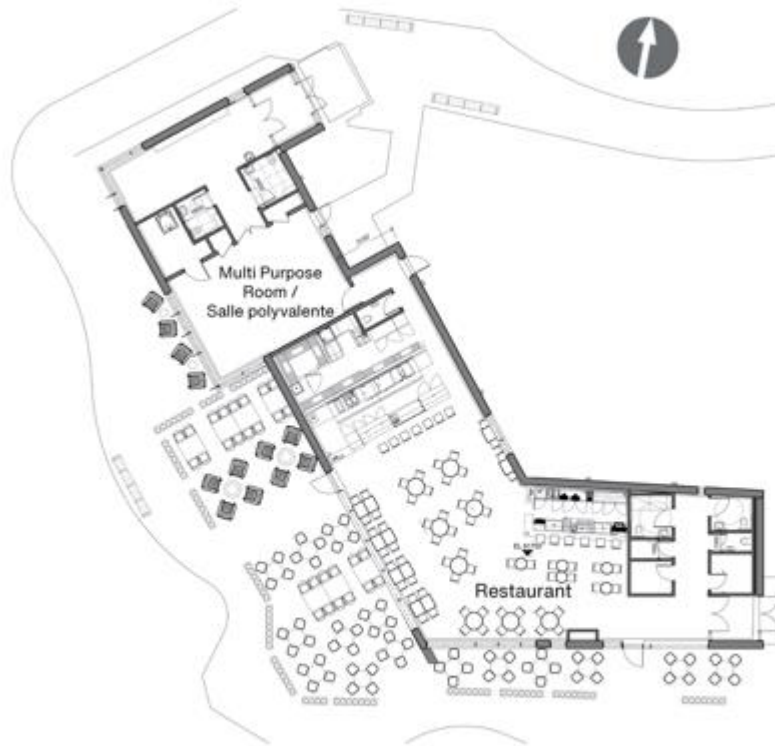


## Appendix B – Selection of Final Design Proposal

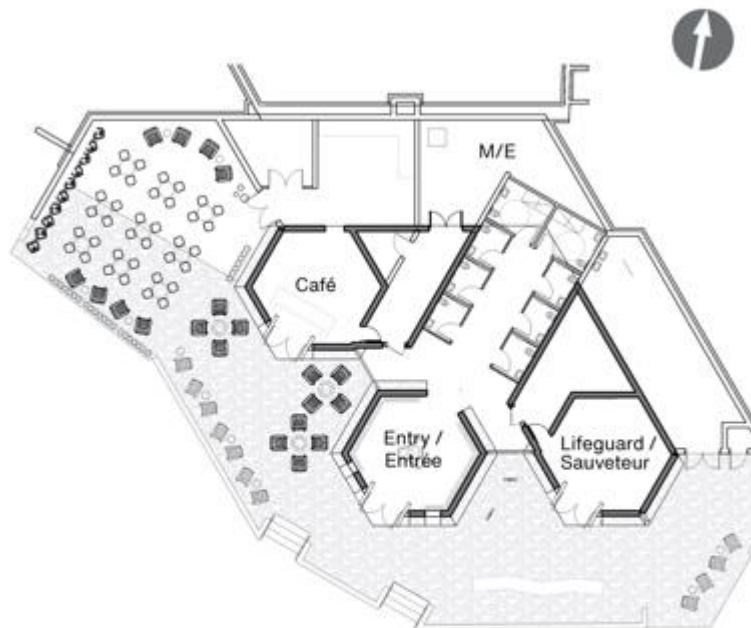
## Site Plan / Plan d'implantation



## Floor Plans / Plans d'étage



Park Pavilion Floor Plan / Plan d'étage - Pavillon du Parc



Strutt Pavilion Floor Plan / Plan d'étage - Pavillon Strutt



## Site Sections / Coupes transversales du site



1 North-South / Nord-Sud



2 West-East / Ouest-Est



3 Playground and Fossils Area / Aire de jeux et des fossiles



## Park Pavilion Elevations / Élévations du Pavillon du Parc



1 Northeast Elevation / Élévation nord-est



2 Northwest Elevation / Élévation nord-ouest



3 South Elevation / Élévation sud



4 Southwest Elevation / Élévation sud-ouest







Strutt and Park Pavilions Bird's Eye View / Vue aérienne des Pavillons Strutt & du Parc



View of Pavilions from Arrival Plaza / Vue des Pavillons de la Plaza d'Arrivée

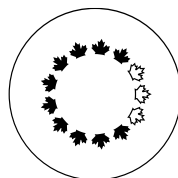




View from Beach to Pavilions / Vue depuis la plage vers les Pavillons



Winter View - Multi-Purpose Room Entry / Vue hivernale - Entrée à la salle polyvalente



## NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee  
on Planning, Design and Realty

Meeting of November 26 and 27, 2020

2020-P196 - Westboro Beach Pavilion and  
Landscape Schematic Design (C)

Members received a presentation on the Westboro Beach pavilion and landscape schematic design. They provided the following comments:

### Overall

- The presentation and site analysis were excellent.
- A three-season use of the beach and Strutt Pavilions is supported, which could benefit the users if financially feasible.
- The concept of the Strutt pavilions being seasonal and the new building being open year-round is commended, as the historic building is fragile and new interventions should be limited.
- A land-use plan with legend showing the project in relation to surrounding neighbourhoods would be beneficial for future presentations in order to better understand the broader context.

Extrait du procès-verbal du

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

Séance des 26 et 27 novembre 2020

2020-P196 - Conception schématique du  
pavillon et de l'aménagement paysager de la  
plage Westboro (C)

Les membres assistent à une présentation sur la conception schématique du pavillon et de l'aménagement paysager de la plage Westboro.

### Ensemble

- La présentation et l'analyse du site sont excellents.
- On appuie une utilisation de la plage et du pavillon de Strutt sur trois saisons, ce qui pourrait être avantageux pour les usagers, si c'était possible financièrement.
- On applaudit la notion selon laquelle les pavillons de Strutt seront saisonniers et le nouveau bâtiment ouvert toute l'année, puisque le bâtiment historique est fragile et qu'on devrait limiter les nouvelles interventions.
- Il serait bénéfique d'avoir un plan d'utilisation du sol accompagné d'une légende pour les prochaines présentations afin de montrer le projet en relation avec les quartiers avoisinants pour une meilleure compréhension du contexte global.



### 2020-P196 - Westboro Beach Pavilion and Landscape Schematic Design (C)

#### Strutt Pavilions

- The heritage character and the original architecture of the pavilions have been respected.
- Consideration should be given to integrate the new entries in a way that doesn't compromise the structural expression of the pavilions by exploring the possibility of placing openings on one wall instead of between two in each pavilion. These openings could create more interesting subspaces on the lower terrace.

#### New Pavilion

- The contrast between the new pavilion's architecture and the Strutt pavilions' brutalist architecture is key. The use of darker colours that contrast with the existing pavilion could offer greater distinction between the new and the old.
- The new pavilion should be simplified further by reducing the number and variety of finishing materials to a minimum.
- The new pavilion should be timeless, open to the landscape, and transparent with more glazing. Automatic blinds could be used for sun protection.
- A simplified roof line should be explored.

#### Landscape

- The use of wooden boardwalks is questioned both in terms of maintenance and risks associated with the sand filling in the gaps between boards. Other suitable materials and the addition of a transition area between the sand and the pathway should be considered to address these issues.

### 2020-P196 - Conception schématique du pavillon et de l'aménagement paysager de la plage Westboro (C)

#### Pavillons de Strutt

- Le caractère patrimonial et l'architecture originale des pavillons ont été respectés.
- On devrait envisager d'intégrer les nouvelles entrées de façon à ne pas compromettre l'expression structurale des pavillons en étudiant la possibilité de placer les ouvertures sur seul mur dans chaque pavillon au lieu de la placer entre les deux pavillons. Ces ouvertures pourraient créer des espaces résiduels plus intéressants sur la terrasse inférieure.

#### Nouveau pavillon

- Le contraste entre l'architecture du nouveau pavillon et l'architecture brutaliste des pavillons de Strutt est essentielle. L'utilisation de couleurs plus foncées qui contrastent avec les pavillons actuels pourrait offrir une plus grande distinction entre le neuf et l'ancien.
- Le nouveau pavillon devrait être simplifié davantage en réduisant au minimum le nombre et la variété des matériaux de finition.
- Le nouveau pavillon devrait être intemporel, ouvert sur le paysage, et transparent, avec plus de fenestration. Des stores automatiques pourraient être utilisés pour protéger du soleil.
- On devrait étudier la possibilité d'une ligne de toit plus simple.

#### Aménagement paysager

- L'utilisation de trottoirs de bois est remise en question pour des questions d'entretien et de risques associés au remplissage de sable entre les planches. On devrait envisager l'utilisation de matériaux plus appropriés et l'ajout d'une zone de transition entre le sable et le sentier pour pallier ces problèmes.

2020-P196 - Westboro Beach Pavilion and  
Landscape Schematic Design (C)

- Additional bioretention features such as a rain garden, rather than permeable pavers, should be created in the parking lot area, to enhance stormwater infiltration and treatment.
- Accessories, handrails, and other furniture should be thought out from the onset and be consistent in terms of design and materials.

Accessibility

- Additional measures should be considered to increase universal accessibility between lower and upper levels such as a lift or a Limited Use / Limited Application (LULA) elevator. A ramp or stramp instead of stairs should also be considered.
- It was also recommended to enlarge the boardwalk adjacent to the lower terrace.

2020-P196 - Conception schématique du  
pavillon et de l'aménagement paysager de la  
plage Westboro (C)

- On devrait créer des éléments de biorétention dans le stationnement comme un jardin de pluie, plutôt que des pavés perméables, pour améliorer l'infiltration et le traitement des eaux pluviales.
- On devrait réfléchir aux accessoires, mains courantes, et autre mobilier dès le début et être constant du point de vue de la conception et des matériaux.

Accessibilité

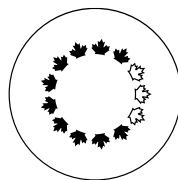
- On devrait envisager des mesures supplémentaires pour améliorer l'accessibilité universelle entre les étages inférieur et supérieur, tel qu'un monte-charge ou un ascenseur à utilisation limitée et à usage limité (ULUL). On devrait envisager une rampe ou une rampe-escalier à la place des escaliers.
- On recommande également d'élargir le trottoir adjacent à la terrasse inférieure.

Committee Secretary

Secrétaire des comités

*Caroline Bied*

CAROLINE BIED



## NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee  
on Planning, Design and Realty

Meeting of February 24, 2022

2022-D02 – Westboro Beach  
Redevelopment Project 90% Design  
Development

Members received a presentation on the Westboro Beach Redevelopment project 90% Design Development. They congratulated the team and provided the following comments:

- Consider flexible design for the multi-purpose room to maximize its use
- Further consideration of the exterior paving materials is recommended to ensure the pathways does not hinder universal accessibility
- The parking lot expansion may require further study based on possible popularity of the site
- Suggestion to properly integrate signage within the overall project
- Suggestion to further develop handwashing station in the Strutt tower

Committee Secretary

ERIKA DOUAIRE

Extrait du procès-verbal du

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

Séance du 24 février 2022

2022-D02 Projet de réaménagement de la  
plage Westboro : avant-projet définitif à 90%

Les membres assistent à une présentation sur le projet de réaménagement de la plage Westboro : avant-projet définitif à 90%. Ils félicitent l'équipe et font les commentaires suivants :

- Envisager une conception flexible pour la salle polyvalente afin de maximiser son utilisation
- Des considérations plus approfondies des matériaux de pavage extérieurs est recommandé pour s'assurer que les sentiers n'entravent pas l'accessibilité universelle
- L'agrandissement du stationnement pourrait nécessiter une étude plus approfondie en fonction de la popularité du site
- Suggestion de bien intégrer la signalisation dans le projet global
- Suggestion de développer davantage la station de lavage des mains dans la tour Strutt

Secrétaire des comités