



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2019-P178
To	Board of Directors
Date	2019-11-20

For DECISION

Subject/Title

City of Ottawa Sparks Street Public Realm Plan

Purpose of the Submission

To obtain approval of the final version of the *Sparks Street Public Realm Plan*.

Recommendations

- THAT the final version of the *Sparks Street Public Realm Plan* be approved by the Board of Directors;
- THAT the Federal Approval of the *Sparks Street Public Realm Plan* be granted by the Board of Directors;
- THAT the signature of the Federal Approval be delegated to the Vice President, Capital Planning Branch; and
- THAT the Federal Approval for the *Sparks Street Public Realm Plan* – Bollard Pilot Project Work of 03/08/2018 (CP2299-20209-1, IAMIS 20242) be extended to the completion of the detailed design.

Submitted by:

Pierre Vaillancourt, A/Vice-President, Capital Planning Branch
Name

Signature

1. Authority

National Capital Act, sections 10, 11, 12, 12.1 and subsection 12.2(2)

2. Project Description

- **Purpose:** The Plan will be a reference plan for the City of Ottawa, Sparks Street Mall Authority (SSMA), Sparks Street BIA, the NCC and Public Services and Procurement Canada (PSPC), who have shared roles and mandates in developing and maintaining a unified and distinguished character for Sparks Street.
- **Scope:** The project is limited to the city-owned right-of-way (building face to building face); however, adjacent federally- and privately- owned properties play a large role in the configuration, use, and character of the street's public realm and are addressed via strategic design directions. See Appendix A for the Site Plan of the study area.
- **NCC Role:** Sparks Street is important to the NCC due to its prominent location at the interface between capital and civic realms. It represents the best of "Town" (civic realm) and is in close proximity to Confederation Boulevard and numerous capital symbols and landmarks. The NCC's role is to promote excellence that will contribute to the adjacent capital realm and ensure that Sparks Street remains a lively place of national importance. NCC is responsible for approving all works by the federal government and interventions that may affect Confederation Boulevard. This Plan will provide appropriate guidance for any such approvals related to Sparks Street.
- **Key Elements:**
 - The Plan includes a vision, guiding principles, objectives, strategic design directions for the revitalization of the streetscape. This is supported by a preferred functional plan, and demonstration plans that illustrate possible design options.
 - The Plan lays the groundwork for future detailed design by providing recommendations for streetscape elements, integration of art and historical interpretation, installation of utilities and environmental features, as well as outlining considerations for programming, operations and maintenance.
 - The plan proposes a phased implementation strategy, including:
 - renewing the governance structure of the street and creating a design review committee comprised of staff from the City, NCC and PSPC;
 - starting with programming and activation of the space, and pilots of physical interventions; and,
 - coordinating detailed design and construction on a block-by-block basis with PSPC's renewal of blocks 1-3.
 - The Final Plan is provided as Appendix B.
- **Methodology:** The project has been completed through 4 phases:
 - Phase 1 – Research and Inventory (Winter/Spring 2018).
 - Phase 2 – Functional Planning and Analysis (Summer/Fall 2018). A public realm vision, guiding principles and urban design analysis, with preliminary recommendations and functional options.
 - Phase 3 – Design Development (Fall/Winter 2018-2019): Preliminary block-by-block design scenarios, strategies and guidelines.

- Phase 4 – Final Plan (Spring/Summer 2019): Demonstration plans with cost estimates, guidelines, detailing parameters, programming and phasing strategy.
- **NCC review and input**: NCC staff was involved in the drafting and review of the Plan, throughout the planning process. Drafts of the Plan were presented to ACPDR in December 2018 and May 2019 for comments. The draft Plan was presented to the Board of Directors for information in June 2019. Comments were incorporated into the Final Plan. Excerpt of the minutes of the May 2019 ACPDR meeting are provided in Appendix C.
- **Financial Details**: \$249,000 was allocated for this Plan, funded equally by the three partners (City, NCC and PSPC). Funding scenarios for detailed design and implementation are not yet determined; however, the City has advanced discussions with PSPC and SSMA/BIA partners for cost sharing of design and capital costs.
- **NCC Approvals**: A Federal Land Use and Design Approval was granted for the Sparks Street Public Realm Plan – Bollard Pilot Project Work of 03/08/2018 (CP2299-20209-1, IAMIS 20242). The original approval included a condition that the temporary bollards be removed two years after the approval, as it had been anticipated a permanent solution would be in place by then. It is now recommended that the bollards be approved to remain until the completion of the detailed design (anticipated for 2022). If the extension is approved, the bollards would be required to be removed and replaced by a permanent solution as part of the construction of the detailed design.

3. NCC Staff Analysis / Risks and Mitigations Measures

This project offers opportunities to focus on national and local place making and reaffirm the pedestrian nature of an iconic public space in the Capital. It will provide a unified set of policies for all stakeholders, and the framework for a coordinated approach to:

- The management of the streetscape by the Sparks Street Mall Authority;
- Implementation of municipal functions, such as snow removal, construction encroachments, construction related coordination, and major capital investments;
- Integration of Capital related requirements in NCC approvals of federal projects on Sparks;
- Integration of public realm strategies in the PSPC Long Term Vision and Plan update for the Parliamentary Precinct, including temporary and interim scenarios.

Risk	Likelihood	Impact	Planned Response
Lack of coordination in execution	Medium	Moderate	The City and the NCC will approve the Plan and a coordinated NCC-City-PSPC Staff design review process will be put in place to ensure compliance of future works with the Plan. Sparks Street Mall Authority will ensure works are executed in compliance with the Plan.

4. Strategic Links

- Corporate Plan, 2019-2020 to 2023-24
 - Strategic Directions: Foster an inclusive and meaningful National Capital Region of national significance through strong relations with the public, Indigenous peoples and all orders of government.
 - Guiding Principle – Collaboration: Add value as a partner with our stakeholders, the public and all orders of government, to create lasting legacies.
- *Plan for Canada's Capital (2017-2067)*: Key policy directions for: The Parliamentary and Judicial Precincts (c. pg. 25), Federal Head Offices and Accommodations (g. pg. 32), Confederation Boulevard (c. pg.38).
- *Core Area Sector Plan* (NCC, 2005): Sparks Street is identified as a Character Area requiring revitalization through partnerships (pp. 98-103).
- *Capital Illumination Plan* (NCC, 2017-2027)
- *Long Term Vision Plan for Parliamentary and Judicial Precincts* (PSPC, 2006)
- *Canada's Capital Views Protection* (NCC, 2007)

5. Consultations and Communications

The consultation approach included the following:

- Web-presence and social media: *#MySparksStreet*.
- Phase 1: Mayor's Town Hall event and an online questionnaire.
- Phase 2: public storefront at 79 Sparks Street, targeted stakeholder workshops culminating in a week-long public open house information and feedback series. Summer street pilot projects.
- Phase 3: NCC Urbanism Lab event "Walk this way: Designing a Pedestrian Paradise". Stakeholder workshops, property and business owner survey, and winter pilot projects.
- Phase 4: Final public open house at 79 Sparks Street and a month-long drop-in period to provide final refinements.

6. Next Steps

- November 2019: Final Plan submitted to City Council for approval and funding.
- Winter 2020-2022: City-led detailed design and engineering phase.
 - NCC input will be provided through the staff Design Review Committee.
 - NCC approvals may be required if NCC authorities are triggered under section 12 of the *National Capital Act*.
- Spring 2022: Earliest start date for major construction works.

7. List of Appendices

Appendix A – Site Plan

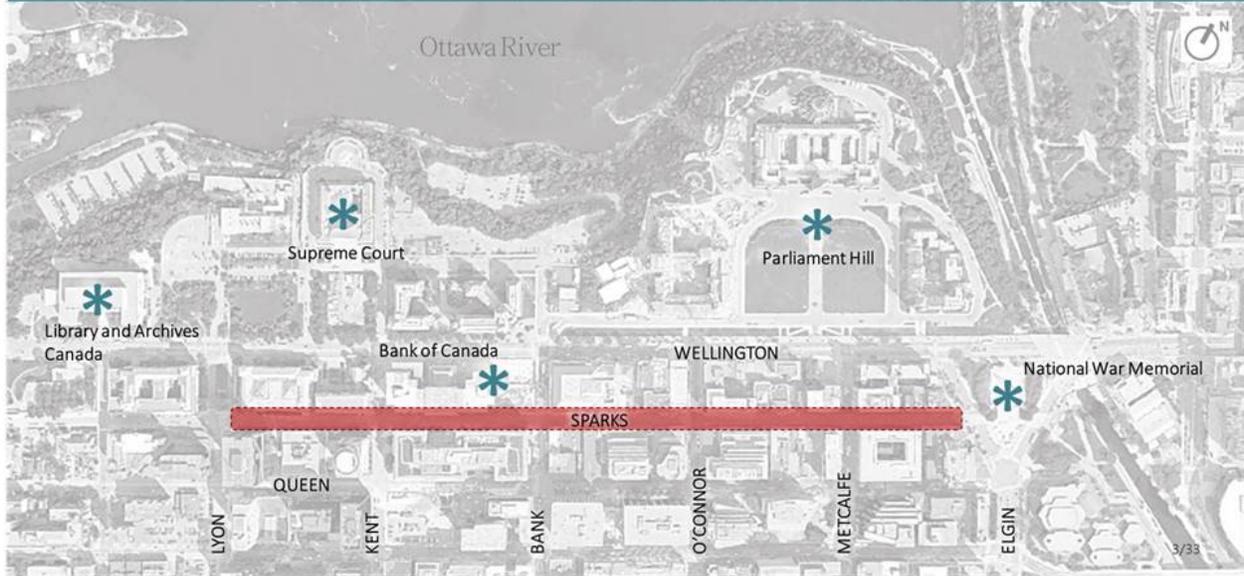
Appendix B – Final version of the *Sparks Street Public Realm Plan*

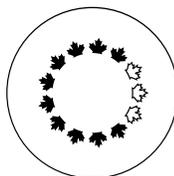
Appendix C – Excerpt of the minutes of the May 2019 ACPDR meeting

8. Authors of the Submission

Pierre Vaillancourt, A/Vice-President, Capital Planning Branch (CP)
Lucie Bureau, Director, Long-Range Planning & Transportation, CP
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Study Area





NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee
on Planning, Design and Realty

Meeting of May 16 and 17, 2019

2018-P178 - Sparks Street Public Realm
Plan (C)

Members received a presentation on the Sparks Street Public Realm Plan. They offered the following advice:

Vision and Strategic Direction

- The strategic direction is clearly stated and articulated.
- The connection between the vision and the physical design should be strengthened.

Relationship with the Parliamentary Precinct's Long Term Vision and Plan (LTVP)

- The relationship between crown and town should be clarified further.
- Integration with the LTVP and Wellington Street is critical and should ensure crown does not encroach on public realm.

Phasing

- The first phase should be done very well to make a positive impression and to help secure funding for subsequent phases.
- Incentive and coercive programs should encourage building owners to make upgrades to services and foundations during construction to ensure consistent

Extrait du procès-verbal du

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

Séance des 16 et 17 mai 2019

2018-P178 - Plan du domaine public de la
rue Sparks (C)

Les membres reçoivent une présentation sur le plan du domaine public de la rue Sparks. Ils offrent les conseils suivants :

Vision et orientation stratégique

- L'orientation stratégique est énoncée et définie de façon Claire.
- On devrait renforcer la connexion entre la vision et la conception physique.

Relation avec la Vision et le plan à long terme de la Cité parlementaire (VPLT)

- La relation entre la capitale et la ville mérite d'être plus claire.
- L'intégration avec la VPLT et la rue Wellington est essentielle et devrait garantir que la capitale n'empiète pas sur le domaine public.

Mise en phase

- La première phase devrait être très bien faite pour produire une impression positive et pour aider à assurer le financement des phases ultérieures.
- Des programmes incitatifs et coercitifs devraient encourager les propriétaires d'immeubles à effectuer des améliorations aux services et aux fondations pendant les

2018-P178 - Sparks Street Public Realm Plan (C)

quality.

Animation

- A layer of activity should be added to animate the street outside of events: e.g. children's playground.

Safety Measures

- Bollards and other safety measures to protect the public during events should be planned from the outset.
- Blast protection should be provided from the second storey up. The ground floor should contribute to the public realm.

Design Approach

- The unifying elements and the overall identity from block to block should be stronger.
- The public generally favours curvilinear forms.
- Rectilinear forms can be hazardous and difficult to maintain (i.e. Citroën Park in Paris).
- Preference should be given to design with rounded corners.

Streetscape

- The streetscape should be assessed in three dimensions:
 - edges as borders or in the ground plane;
 - location of planting for grade separation.
- Modular water features should be located in the sunshine.
- Mechanical chambers should be located in properties' basements as they take a lot of space.
- Façade lighting needs to be on a public system and follow an overall lighting scheme.

2018-P178 - Plan du domaine public de la rue Sparks (C)

travaux pour assurer une qualité constante.

Animation

- On devrait ajouter un volet d'activités pour animer la rue en dehors des événements : par ex. terrain de jeu pour enfants.

Mesures de sécurité

- On devrait prévoir dès le début les bornes et autres mesures de sécurité pour protéger le public lors des événements.
- On devrait prévoir une protection contre les explosions à partir du deuxième étage. Le rez-de-chaussée devrait apporter sa contribution au domaine public.

Démarche conceptuelle

- Les éléments unificateurs et l'identité d'ensemble d'un îlot à l'autre devraient être plus solides.
- Le public préfère en général les formes aux lignes incurvées.
- Les formes rectilignes peuvent être dangereuses et difficiles à entretenir (par ex. le parc Citroën à Paris).
- On devrait accorder la préférence aux concepts aux coins arrondis.

Paysage de rue

- On devrait évaluer le paysage de rue en trois dimensions :
 - les limites comme bordures ou au sol;
 - placement des plantations pour les variations de pente.
- Les fontaines modulaires devraient être placées au soleil.
- Les salles mécaniques devraient se trouver dans les sous-sols des propriétés puisqu'elles prennent beaucoup de place.
- L'éclairage des façades doit être incorporé à l'éclairage public et suivre un plan d'éclairage d'ensemble.

2018-P178 - Sparks Street Public Realm Plan (C)

2018-P178 - Plan du domaine public de la rue Sparks (C)

Movement and Wayfinding

- Sparks Street should become the privileged route through the downtown core and the link between Lowertown and LeBreton Flats.
- Markers to landmarks, public transit, hotels, and cultural offer should be provided at each block.

Universal Accessibility

- Routes should be provided for visually impaired people, for safe year-round movement.
- The urban furniture should be accessible: different heights for seating should be available for people with diverse physical abilities.

Committee Secretary

Déplacement et orientation

- La rue Sparks doit devenir le trajet privilégié à travers le centre-ville et le lien entre la basse-ville et les plaines LeBreton.
- Chaque îlot devrait être équipé de balises indiquant les points de repère, le transport en commun, et l'offre culturelle.

Accessibilité universelle

On devrait prévoir des parcours pour les malvoyants, pour des déplacements en sécurité toute l'année.

Le mobilier urbain doit être accessible : on devrait offrir des places assises de différentes hauteurs aux personnes ayant des capacités physiques variées.

Secrétaire des comités

Caroline Bied