

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2020-P168
To	Board of Directors
Date	2020-04-23

For DECISION

Subject/Title

Zibi Site – Pangishimo Park – 99% Developed Design

Purpose of the Submission

- To obtain Federal Land Use and Design Approval (FLUDA) for the Developed Design of NCC-owned Pangishimo Park, located on the west end of Chaudières Island adjacent to the Zibi Development.

Recommendation

- THAT the FLUDA for the 99% Developed Design of Pangishimo Park be granted, pursuant to Section 12 of the *National Capital Act*;
- That the signature of the FLUDA documents be delegated to the Vice President, Capital Planning Branch.

Submitted by:

Pierre Vaillancourt, Acting Vice President, Capital Planning Branch
Name

Signature

1. Authority

National Capital Act, section 12

2. Project Description

The central area commonly known as the 'Islands' (Chaudières, Albert, Victoria, Coffin and Amelia Islands) is considered one of the last great opportunities for urban development in close proximity to National Symbols in the Core Area of the National Capital Region (NCR). These lands, and the adjacent Ottawa River shorelines are identified in all NCC plans as lands that should contribute to the Capital function and, as such, have been identified since 1988 as part of the National Interest Land Mass (NILM) as approved by Treasury Board.

In January 2015, the NCC's Board of Directors granted Land Use Approval and Concept Design Approval for the Windmill proposed land use and Master Concept Plan for Chaudières and Albert Islands and the north shore of the Ottawa River, otherwise known as the Zibi Development.

The transaction with Windmill closed on April 27, 2018 and is the product of two (2) linked agreements: the Gatineau Agreement and the Islands Agreement. They include obligations on Windmill to provide the following public benefits to the Capital and its residents:

- New shoreline experience and improved connectivity to the pathway network by consolidating the Gatineau shoreline between Chaudières Bridge and Portage Bridge;
- New public parks on both ends of Chaudières Island;
- New access to Chaudières Falls for pedestrians and cyclists;
- Rediscovery of views to capital landmarks such as the Parliament, museums, the Ottawa River, and the Chaudières Falls;
- Securing universal accessibility (UA) for parks and pathways in the Core Area.

Gatineau Agreement

- Park and pathways to be built and funded by Windmill but owned and maintained by the NCC in perpetuity:
 - One (1) new park and pathways to be built in sync with development and linked to the existing pathway east of Portage Bridge for a value of \$3,000,000 guaranteed by way of letter of credit.

Islands Agreement

- Parks and pathways to be built and funded by Windmill but owned and maintained by the NCC in perpetuity:
 - Two (2) new public parks on both ends of Chaudières Island to be built in sync with development, and guaranteed by way of restrictive covenant and letter of credit to the NCC – no maximum value;

- NCC obtained 99-year easements, through the Zibi Community, from Booth Street to both parks for maintenance and public access.
- Multi-Use Pathway (MUP) to provide public access from the Canadian War Museum to Chaudière Hydro L.P. (CHLP) redevelopment project on Chaudières Island.

The three (3) parks, tentatively named Mokaham ('Sunrise'), Pangishimo ('Sunset') and Texasini ('Flat Rock'), as per recommendations from the Algonquin representatives engaged in the design process, were presented to the ACPDR in December of 2018. At the time, the design of the parks featured significant new vegetation which was to replace the existing trees to be removed as part of the site decontamination. Generous paved pathways and lookouts were featured in the design of all the parks in addition to green space and a variety of planting. Input from Algonquin stakeholders contributed to the selection of plant species in the parks.

Significant flooding in 2019 and damages caused to the shorelines between Chaudières Bridge and Portage Bridge (see Appendix C) has prompted a rethinking of the design of the parks, especially Texasini on the Gatineau shore, and Mokaham on the east side of Chaudières Island. Most of the ground elevation of Texasini Park is below the 100-year flood plain and will likely continue to be subject to seasonal flooding. Additionally, as significant parts of the shoreline eroded into the river in 2019, new vegetation would be at risk of being washed away.

The revised design of these parks, as presented to the ACPDR in February of 2020, intends to maintain the existing mature trees on site and provide required contaminated soil capping around them. In addition to this, the shorelines are being reinforced as part of a separate NCC project for the rehabilitation of the Ottawa River shoreline between the Chaudières and Portage Bridges. Designs for the rehabilitation and stabilization of the shoreline are expected to be completed by summer 2020. As this work is not completed and could potentially impact the final designs of Mokaham and Texasini Parks, a FLUDA is not being sought for them at this time.

The design of Pangishimo Park, for which a FLUDA is sought, has an open grass area for informal recreation, naturalized play elements for children, a universally accessible pathway network, a feature boardwalk and lookouts to observe the sunset as major components. It is proposed that the substantial amount of new planting be native species selected with the input of the Algonquin Stakeholders. Images of the proposed design can be found in Appendix A.

Additional elements which will be integrated into Pangishimo Park include art and interpretive installations. These will be Algonquin themed and designed in collaboration with Zibi, their Algonquin Stakeholders, Artscape and the NCC. As these elements will take some time to develop, they will be the subject of a separate Level 2 FLUDA.

3. NCC Staff Analysis / Risks and Mitigations Measures

NCC Staff Analysis

The sites are part of the National Interest Land Mass and are designated as a 'Special Study Area' in the NCC's Core Area Sector Plan (2005). They are currently under the ownership of the NCC and are adjacent to an emerging mixed-use development.

The sites offer good vantage points with excellent pedestrian access for visitors to the Capital as well as residents of the local community.

Mokaham and Texasini Parks (located on the east side of Chaudières Island and Gatineau respectively) are subject to extremely strong currents and wave action during significant flooding events (such as in 2017 and 2019), placing them at risk of shoreline erosion and other damages. The reinforced shoreline design for these areas is being developed as part of a separate NCC project and may impact the final design of the parks in terms of elevation, area available and riparian character. Additionally, the timing of the design development of the shoreline rehabilitation project has delayed the NCC FLUDA for Mokaham and Texasini Parks until summer 2020.

Pangishimo Park located on the west side of Chaudières Island is not subject to flooding as it is located upriver from the Chaudières Ring Dam. As such, major additional shoreline works are not required, and it will be the first of the parks to be implemented in spring/summer 2020.

ACPDR Comment Resolution

The Developed Design of the three parks was presented to the ACPDR on Feb 27, 2020 and received strong support.

4. Strategic Links

- **NCC Mandate** to "*Guide and control the use and development of federal lands in Canada's Capital Region.*"
- **2019-2020 to 2023-2024 Corporate Plan:**
 - Facilitate the redevelopment of LeBreton Flats and revitalize the islands and shorelines to become destinations of national significance.
- **NCC Plan for Canada's Capital (2017-2067):**
 - The NCC will enhance connections to islands in the rivers, although some will remain untouched as natural preserves.
- **Canada's Capital Core Area Sector Plan (2005):**
 - Celebrate the Area's industrial, aboriginal and natural heritage, establish a link between the downtowns of Ottawa and Gatineau and develop a mix of uses, programs and open spaces that create a unique public experience."

- Improve pedestrian access to Chaudières Falls to showcase the grandeur and significance of this natural feature.

5. Consultations and Communications

- Internal NCC consultation was conducted throughout the design development of the parks with the following divisions: Long-Range Planning and Transportation, Urban Lands Planning, Design and Construction, Environmental Management, Maintenance and Life Cycle Operations, Property Management, Legal Services, Major Real Estate Development and Communications.
- External stakeholders were also consulted throughout the design development of the parks: Algonquin representatives, City of Ottawa, City of Gatineau, and Energy Ottawa Inc.

6. Next Steps

- Finalize Developed Design of Texasini and Mokaham parks in conjunction with NCC shoreline rehabilitation projects.
- Seek FLUDA from the NCC Board of Directors for the Developed Design of the parks in summer/fall 2020.
- Begin construction of Pangishimo Park in spring/summer 2020.

7. List of Appendices

Appendix A – Project Drawings

Appendix B – Excerpt of minutes of the ACPDR meeting of February 2020

Appendix C – Photos of 2019 Flooding on the Ottawa River

8. Authors of the Submission

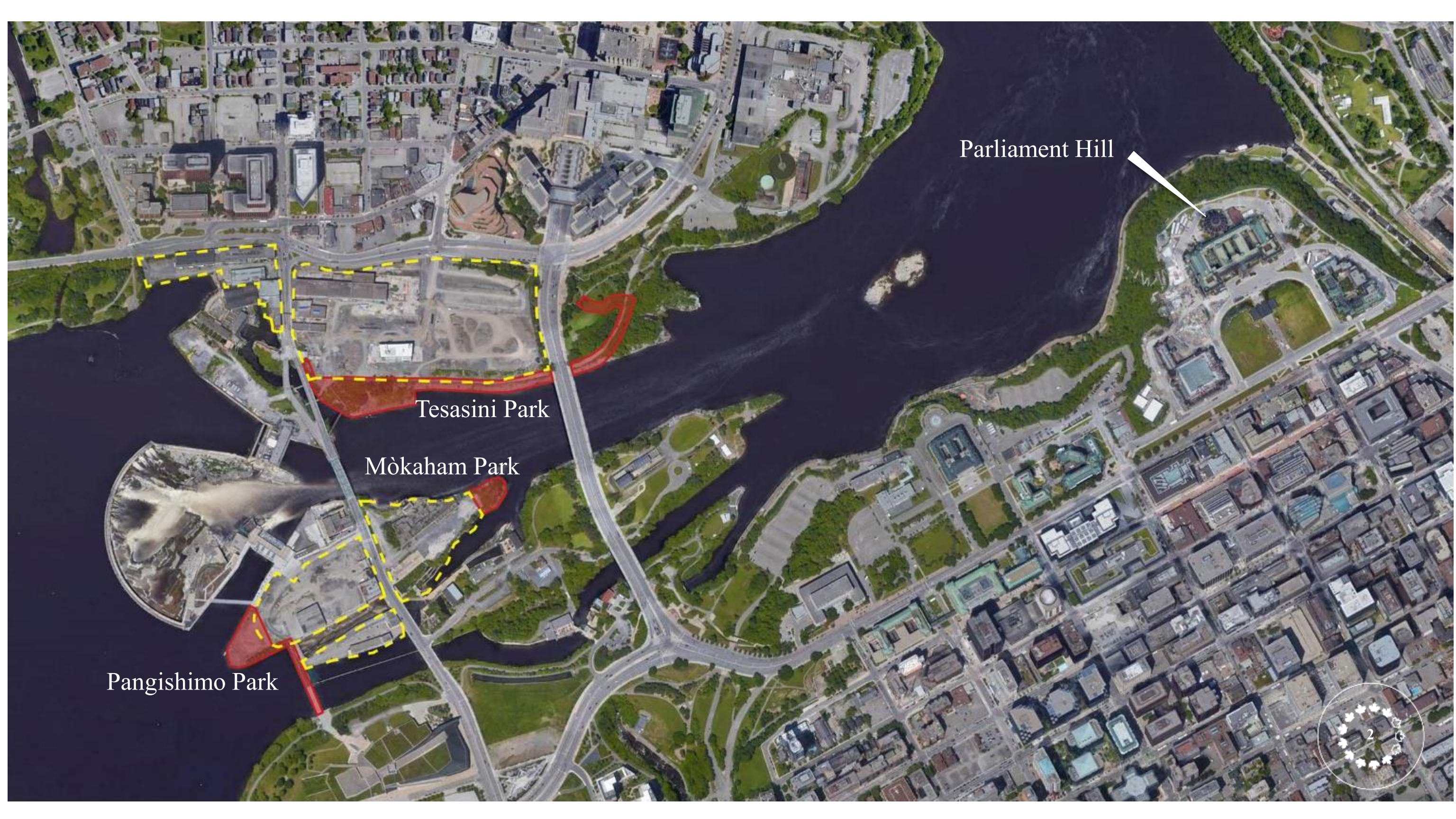
Pierre Vaillancourt, Acting Vice President, Capital Planning Branch (CP)

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

Jason Hutchison, Chief, Federal Design Approvals, CP

Katie Paris, Director, Building LeBreton

Caroline Tremblay-Dextras, Real Estate Advisor, Building LeBreton



Parliament Hill

Terasini Park

Mòkaham Park

Pangishimo Park



Pangishimo Park



Pangishimo Park

100 year

Section 1

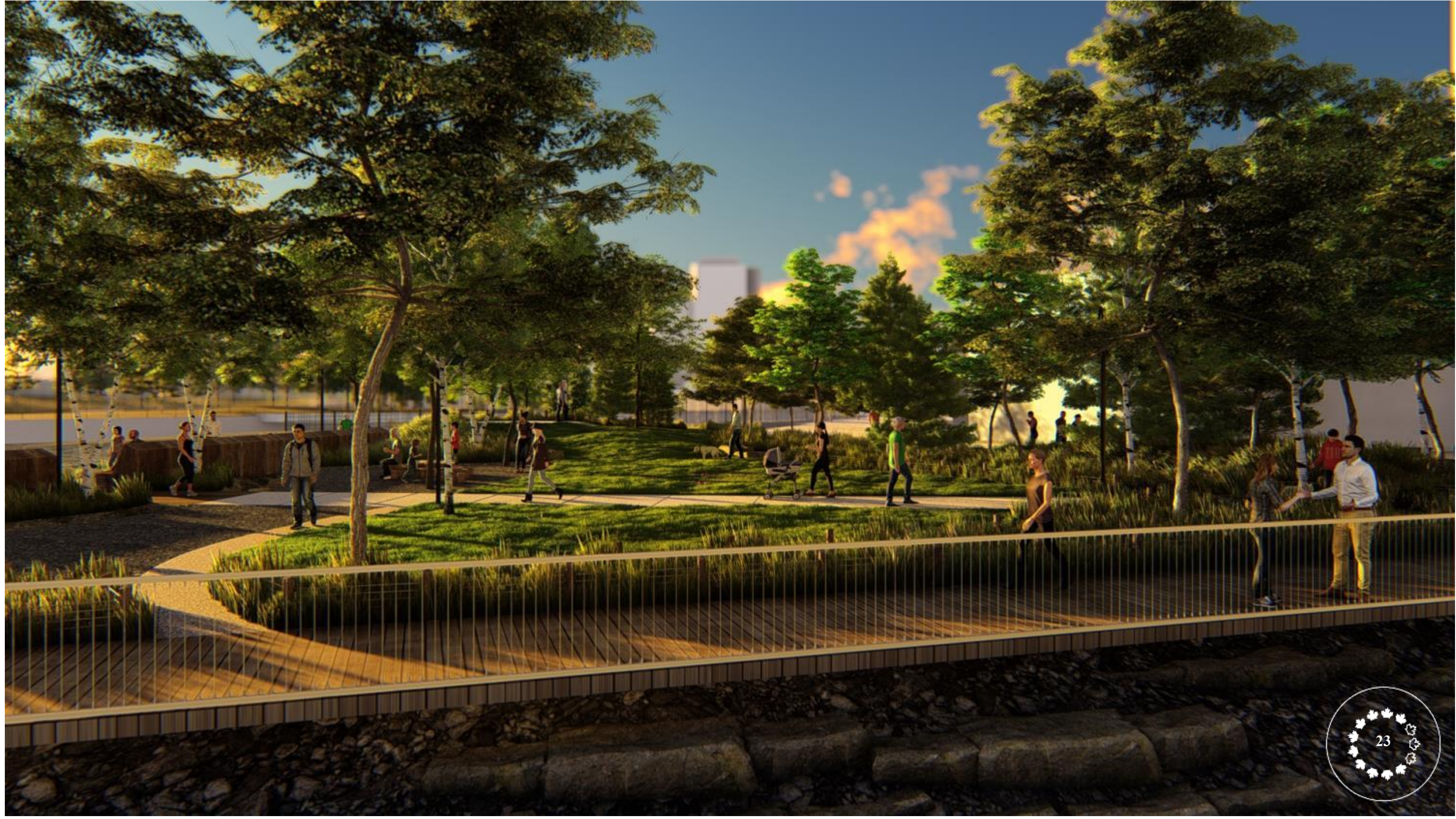


100 year

Section 2





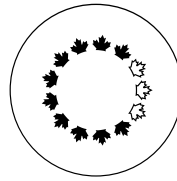












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Excerpt of the Minutes of the

Advisory Committee
 on Planning, Design and Realty

Meeting of February 27 and 28, 2020

2020-P168 - Zibi Site – Mokaham,
 Pangishimo and Terasini Parks 66% Design
 Development FLUDA (C)

Members received a presentation on the 66% design development for the Zibi site: Mokaham, Pangishimo and Terasini Parks. They provided the following comments:

General Considerations

- Further reflection is required about:
 - cultural landscapes and how nature and culture meet;
 - additional winter use with more activities;
 - the way the parks relate to each other;
 - broader connections to the surrounding urban fabric.
- The quality of the design and finishes should be consistent throughout the parks.
- The parks are distinct in character, and the rocks, especially in Terasini make them powerful spaces resilient to water.
- The idea of feature benches embedded in nodes located just off the pathway is attractive.

Extrait du procès-verbal du

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

Séance des 27 et 28 février 2020

2020-P168 - Approbation fédérale de
 l'utilisation du sol et de design sur
 l'élaboration du design à 66% des parcs
 Mokaham, Pangishimo et Terasini – le site de
 Zibi (C)

Les membres reçoivent une présentation sur l'élaboration du design à 66% des parcs Mokaham, Pangishimo et Terasini sur le site de Zibi. Ils offrent les commentaires suivants :

Considérations générales

- Une réflexion plus approfondie est nécessaire sur :
 - les paysages culturels et la façon dont nature et culture se rencontrent;
 - davantage d'usages hivernaux avec plus d'activités;
 - la façon dont les parcs sont reliés entre eux;
 - les connexions plus larges avec le tissu urbain avoisinant.
- La qualité de la conception et des finitions devrait être constante dans tous les parcs.
- Les parcs ont des caractères distincts, et les rochers, en particulier dans le parc Terasini, en font des espaces puissants résilients à l'eau.
- L'idée des bancs spéciaux incorporés dans des carrefours légèrement à l'écart du sentier est attrayante.

2020-P168 - Zibi Site – Mokaham,
Pangishimo and Terasini Parks 66% Design
Development FLUDA (C)

- A simple pathway palette is recommended for better flow and to tie the parks together visually.

Indigenous Perspective

- There should be culturally significant narratives as well as interim narratives until the parks are fully developed.
- Members appreciated that circular forms for gathering are being considered, as well as the emphasis on the cardinal directions of east and west.
- Permanent seating should be provided to see the sunrise ceremonies instead of having to move chairs around.

Resiliency

- The level of floods should be planned for a longer horizon than the 100-year mark for increased resiliency.
- When safe and possible, the water should be used as part of the solution.
- Maintaining existing trees will be challenging with flooding, rockfill, sediment deposition, planned excavations, etc.
- Existing trees should be protected from further damage from flooding as much as possible.

Balance Between Activity and Contemplation

- Pangishimo Park is more active-oriented. It should be a child and family focused environment with tobogganing, etc. (ex. of micropark in Edmonton that is challenging for children).

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- Une palette simple est recommandée pour les sentiers pour une plus grande harmonie et pour lier les parcs entre eux du point de vue visuel.

Perspective autochtone

- Il devrait y avoir des récits significatifs du point de vue culturel, ainsi que des récits provisoires jusqu'à ce que les parcs soient entièrement aménagés.
- Les membres apprécient le fait que des formes circulaires soient envisagées pour les rassemblements, ainsi que l'accent mis sur les points cardinaux est et ouest.
- Des places assises permanentes devraient être offertes pour voir les cérémonies du lever du soleil au lieu de devoir déplacer des chaises.

Résilience

- Pour plus de résilience, on devrait prévoir un horizon plus lointain que la limite des crues de 100 ans.
- Lorsque c'est prudent et possible, on devrait utiliser l'eau comme faisant partie de la solution.
- La conservation des arbres actuels va présenter un défi avec les inondations, le remblai, les dépôts de sédiments, les excavations prévues, etc.
- On devrait protéger les arbres actuels autant que possible pour qu'ils ne subissent pas d'autres dommages dus aux inondations.

Équilibre entre activité et contemplation

- Le parc Pangishimo est le plus orienté vers l'activité. Ce devrait être un environnement axé sur les enfants et les familles avec les glissades, etc. (ex. d'un mini parc à Edmonton qui offre des défis aux enfants).

2020-P168 - Zibi Site – Mokaham,
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- The playground elements should be natural and useable all year.
- Seating space should be provided off the pathway to allow for solitude and contemplation.

Relationship to River

- The parks should be even more connected to the river. Better access should be contemplated, recognizing the dilemma between creating resilient spaces and open access to the river.
- Further thinking is required on protective fences and guardrails, about their usefulness, and their optimal form (inspired by the relation to the river).

Committee Secretary

- Les éléments du terrain de jeu devraient être naturels et utilisables toute l'année.
- On devrait offrir des places assises à l'écart du sentier pour permettre la solitude et la contemplation.

Relation à la rivière

- Les parcs devraient être encore plus reliés à la rivière. On devrait envisager un meilleur accès, tout en reconnaissant le dilemme entre la création d'espaces résilients et l'accès libre à la rivière.
- Il est nécessaire de réfléchir davantage aux clôtures et aux rambardes protectrices, à leur utilité, et à leur forme optimale (inspirée par la relation à la rivière).

Secrétaire des comités

CAROLINE BIED



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Appendix C

Photos of 2019 Flood Damage



Texasini Park (Gatineau) Spring



















Texasini Park (Gatineau) Summer











