

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2019-P178
To	Board of Directors

For	INFORMATION	Date	2019-06-20
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Subject/Title

Sparks Street Public Realm Plan

Summary

- The *Sparks Street Public Realm Plan* is being led by the City of Ottawa, in partnership with the National Capital Commission (NCC), Public Services and Procurement Canada (PSPC), and in collaboration with the Sparks Street Mall Authority (SSMA).
- The project consists of developing an overarching public realm plan and appropriate design guidelines to direct the future renewal of the streetscape. The partnership has retained VLAN + Civiliti, urban designers and landscape architects, to undertake a master planning initiative for the revitalization of the Sparks Street municipal right-of-way, between Elgin Street and Lyon Street.
- The purpose of this submission is to provide the Board with an overview of the 75% draft plan as presented in the phase 3 public consultation report, prior to submission for Board approval in September 2019.

Risk Summary

- The project requires coordination of many stakeholders for the development of the Plan. Once this Plan is approved by the NCC and the City, it will provide a coordinated framework to ensure consistency in execution.

Recommendation

- N/A

Submitted by:

Daniel Champagne, Executive Director, Capital Planning Branch
Name

Signature

1. Strategic Priorities

- Corporate Plan, 2019-2024
 - 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 to 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)
- Capital Illumination Plan (NCC, 2017-2027)
- *Long Term Vision Plan for Parliamentary and Judicial Precinct*, PSPC (2006 and presently under revision)

2. Authority

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

3. Context

- **Role:** Sparks Street is of importance to the NCC due to its prominent location at the interface between “Crown and Town” (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.
- **Scope:** The project is limited to the city-owned right-of-way (building face to building face); however, adjacent properties play a large role in the configuration, use, and character of the street’s public realm and are addressed via strategic design directions.
- **Purpose:** The plan will be a reference plan for the City, Sparks Street Mall Authority (SSMA), Sparks Street BIA, the NCC and PSPC, who have shared roles and mandates in developing and maintaining a unified and distinguished character for Sparks Street.
- **Methodology:** The project is divided into 4 phases:
 - Phase 1 – Research and Inventory (Winter/Spring 2018). Inventory of existing conditions, policy directions, and urban context.
 - 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 plan with cost estimates, guidelines, detailing parameters, programming and phasing strategy.

4. Options Analysis

ACPDR comments: The project has been presented twice to ACPDR, at 50% development in December 2018 and again at 75% in May 2019. A summary of the committee's comments are attached in Appendix A.

Appendix B includes the phase 3 public consultation panels, which serve as a 75% draft outline of the Public Realm Plan, as summarized below:

- **Vision (p.10):** Sparks Street will become known as Ottawa's cultural celebration and entertainment street.
- **Guiding Principles (p.12):**
 - Authentic
 - Lively
 - Inviting
 - Sustainable
 - Adaptable
- **Strategic Design Directions (p.14-25):**
 - Mobility and Access:
 - Prioritize pedestrian circulation
 - Welcome cyclists as visitors
 - Control vehicle access
 - Integrate security into design features
 - Design intersections for pedestrian priority
 - Encourage active transportation
 - Greenscaping
 - Introduce perennial planting across all five blocks
 - Develop green infrastructure
 - Provide shade and seasonal comfort
 - Create year-round interest
 - Reflect regional character
 - Programming and Activation
 - Develop a core of seasonal special events
 - Continually animate the street with dynamic installations
 - Animate the street through public amenities and activities
 - Adjacent Property Alignments
 - Centrally coordinate the mix of ground floor uses
 - Integrate public realm improvements through property renewal
 - Provide support for public realm elements and programming
 - Ground Floor Business Alignments
 - Provide commercial animation that contributes to the design and programming of the street
 - Maintain businesses to reflect "best of town" standards and the surrounding heritage setting

- Interpretation
 - Carefully integrate permanent elements into the Streetscape
 - Supplement permanent interpretive Elements with Digital Media
 - Encourage and enable creative and interactive forms of interpretation
- **Functional Plan Scenarios (p.26-31)**
 - Loading and deliveries scenario
 - Winter conditions scenario
 - Food festival scenario
 - Performance and art scenario
 - Pop-up cinema scenario
- **Approach to Street Design Detailing (p.32-42):** Static Elements, Dynamic Elements and Support Infrastructure:
 - A distinct visual identity
 - Block-by-block design
 - Easily transformed

Under Development:

- Maintenance and operations
- Approach to curation and continuous improvement
- Phasing strategy

5. Financial Details

- \$249,000 is allocated for this Plan, funded by the three partners (City, NCC, PSPC).
- Cost sharing and funding scenarios for implementation of the Plan have not been determined.

6. Opportunities and Expected Results

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 requirements in NCC approvals of federal projects and plans along the street;
- Integration of public realm strategies in the PSPC Long Term Vision Plan update, including temporary and interim scenarios.

7. Risks and Mitigation Measures

Risk	Likelihood	Impact	Planned Response
Lack of coordination for the development of the Plan	Medium	Moderate	The plan is paid by the 3 partners and regular working meetings are held with all partners and consultant
Lack of coordination in execution	Medium	Moderate	NCC and City will approve the Plan to ensure future projects comply with the intent of the Plan A coordinated NCC – City Staff design review process will ensure consistency with intents of the Plan Sparks Street Mall Authority will ensure works are executed appropriately and in compliance with the Plan.

8. Consultations and Communications

The consultation approach includes 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.
- Phase 3: NCC Urbanism Lab event “Walk this way: Designing a Pedestrian Paradise”. Stakeholder workshops, detailed property owner survey, and public open house.
- Phase 4: Planned public review of final draft Plan (TBD).

9. Next Steps

- Spring 2019: Presentation of Phase 3 to City of Ottawa Urban Design Review panel.
- Spring/Summer 2019: Development of phase 4; Final demonstration plan with cost estimates, guidelines, detailing parameters, programming and phasing strategy.
- September 2019: Submission of Final Plan to NCC Board of Directors and City of Ottawa Council for approval and funding.
- Fall 2019-2022: City-led detailed design and engineering phase.
- Spring 2022: Earliest start date for major construction works.

10. List of Appendices

Appendix A – Excerpt of the minutes of the ACPDR meetings of Dec. 2018 & May 2019

Appendix B – Sparks Street-PublicEvent#3Report

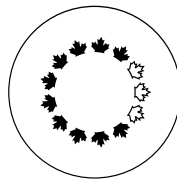
11. Authors of the Submission

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NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee
on Planning, Design and Realty

Meeting of December 6 and 7, 2018

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

Members received a presentation on the Sparks Street Public Realm Plan. They provided the following comments:

Overarching Strategy

- An overarching strategy is needed for the street before developing the design:
 - purpose - art, antiques, culture, European-style market, pop-up theatres
 - identity / personality
 - interface with federal institutions
- An asset management plan will need to be implemented for long-term operational cost.

Programming

- Thought has to be given to what is needed, what will work, what will be enjoyed.

Configuration Options

- Option 3 is generally preferred.
- Planting zones with continuous soil are preferred to planters that will obstruct the street.
- Sun / shade and wind studies will need to be implemented.

Extrait du procès-verbal du

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

Séance des 6 et 7 décembre 2018

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

Les membres assistent à une présentation sur le plan du domaine public de la rue Sparks. Ils font les commentaires suivants :

Stratégie d'ensemble

- Une stratégie d'ensemble est nécessaire pour la rue avant de mettre la conception au point :
 - objectif - art, antiquités, culture, marché de style européen, théâtres temporaires
 - identité / personnalité
 - interface avec les institutions fédérales
- Un plan de gestion des bien devra être mis en œuvre pour les coûts opérationnels à long terme.

Programmation

- On doit réfléchir à ce qui est nécessaire, à ce qui va fonctionner, à ce qui va être apprécié.

Options de configuration

- L'option 3 est celle que la plupart des membres préfèrent.
- Des zones plantées avec un sol continu sont préférables à des jardinières qui vont obstruer la rue.
- Des études de l'ensoleillement et du vent vont devoir être mises en œuvre.

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

- Amenities should be designed for all users and all abilities.

Lighting

- The lighting should meet the requirements of the Capital Illumination Plan
- Combined lighting studies for both pedestrians and buildings will be needed.
- Lighting systems should be public to allow for curfew and global management.
- Theatrical lighting strategy could be implemented for the places where performances could take place.

Materials

- Thick natural stone that does not absorb the heat should be favoured.
- Durable materials should be chosen.
- Maintenance will need to be coordinated.

Technology

- Free Wi-Fi should be available, as well as charging stations for electronics and electric bicycles.
- Wayfinding is important.

Linkages

- The street needs better connection to the Byward Market area and the Rideau Canal to the east and to LeBreton Flats to the west.

Committee Secretary

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

- Les infrastructures doivent être conçues pour tous les usagers et toutes les capacités.

Éclairage

- L'éclairage doit répondre aux exigences du Plan lumière de la capitale.
- Des études d'éclairages combinées pour les piétons comme pour les édifices seront nécessaires.
- Les systèmes d'éclairage devraient être publics pour permettre le couvre-feu et la gestion d'ensemble.
- Une stratégie d'éclairage théâtral pourrait être mise en œuvre pour les endroits où des spectacles pourraient avoir lieu.

Matériaux

- On devrait favoriser la pierre naturelle épaisse qui n'absorbe pas la chaleur.
- On devrait choisir des matériaux durables.
- L'entretien devra être coordonné.

Technologie

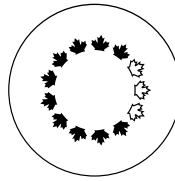
- On devrait fournir du Wi-Fi gratuit, ainsi que des stations de chargement pour les appareils électroniques et les bicyclettes électriques.
- L'orientation est importante.

Liens

- La rue a besoin de meilleures connexions au secteur du marché By et au canal Rideau à l'est et aux plaines LeBreton à l'ouest.

Secrétaire des comités

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 May 16 and 17, 2019

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

These minutes have not been approved yet.

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

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)

Ce procès-verbal n'a pas encore été approuvé.

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

2018-P178 - Sparks Street Public Realm
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during construction to ensure consistent 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

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

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aux services et aux fondations pendant les 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

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

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scheme.

d'éclairage d'ensemble.

Movement and Wayfinding

Déplacement et orientation

- 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.

- 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.

Universal Accessibility

Accessibilité universelle

- 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.

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.

Committee Secretary

Secrétaire des comités

Caroline Bied