

NATIONAL CAPITAL COMMISSION  
COMMISSION DE LA CAPITALE NATIONALE

<b>No.</b>	2018-P143
<b>To</b>	Board of Directors
<b>Date</b>	2018-04-19/20

<b>For</b>	DECISION
<b>Subject/Title:</b>	
Bronson Pulp Mill Ruins (BPMR) Public Access	
<b>Summary</b>	
<ul style="list-style-type: none"> <li>To seek the Board of Directors' authorization on the total project budget of \$4.449M;</li> <li>Update the Board regarding ongoing designs and proposed project implementation.</li> </ul>	
<b>Risk Summary</b>	
<ul style="list-style-type: none"> <li>Moderate budget risk and minor schedule risk related to achieving Energy Ottawa Bronson Dam lease amendment.</li> <li>Minimal impact on tenants and the public (disruption and safety) due to proposed construction activity.</li> </ul>	
<b>Recommendation</b>	
<p>That the Board of Directors:</p> <ul style="list-style-type: none"> <li>Authorize a total budget for the Bronson Pulp Mill Ruins Public Access project of \$4.449M.</li> </ul>	

<p><b>Submitted by:</b></p> <p>Daniel Champagne, Executive Director Capital Planning Branch</p> <p>_____ Signature</p>	<p><b>Submitted by:</b></p> <p>Gary Lacey, Executive Director Capital Stewardship Branch</p> <p>_____ Signature</p>
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## 1. Strategic Priorities

The project responds to and complements the NCC's 2017-2022 Corporate Plan, Priority 2 to offer public access and new connections for Canadians to discover the shorelines and waterways.

The goal of the Bronson Pulp Mill Ruins (BPMR) Public Access project is to create linkages between this site, Richmond Landing, the Islands, LeBreton Flats, and the Ottawa River shoreline while highlighting the industrial heritage of the site through the provision of appropriate interpretation and wayfinding.

## 2. Authority

NCC By-laws, paragraph 3.2.5

## 3. Context

The BPMR project was initiated in 2014 to:

- Enhance the recreational pathway network and public access in the area of Bronson Dam and Mill Ruins along the Ottawa River shoreline. This is to be accomplished by creating new links to existing pathway systems including those to Richmond Landing, and providing public access across the Bronson Dam and Amelia Island to Victoria Island.
- Stabilize, refurbish and enhance the Bronson Pulp Mill Ruins to showcase an example of Ottawa's industrial heritage. Public access within the ruins space is considered to be very desirable if feasible.

This project will also improve universal accessibility through the provision of a new pedestrian tunnel to Richmond landing and the Ottawa River pathway network (via the work to be delivered in the Richmond Landing project Phase II - Enhanced Land Access). This will be done by adapting space within the existing parking structure under Portage Bridge.

Given that the Bronson Pulp Mill Ruins and Richmond Landing Shoreline Access projects shared similar goals and objectives, a master plan was developed for both areas to be used as a guide in the detailed design of the project elements (*"Landscape Architecture Master Plan"* or LAMP is found at Appendix A).

Phase I of this project, delivered in 2016/2017 saw the installation of a programmable lighting system in two existing pedestrian tunnels under Portage Bridge intersection in cooperation with Heritage Canada.

Phase II of the project will see:

- Creating publicly accessible interpretive spaces on the Bronson Dam and on Amelia Island;
- Refurbishment and reactivation of existing vintage Portage Bridge (Schreiber designed) lighting systems;
- Constructing a new pedestrian tunnel between the Mill Street Brew Pub parking and Richmond Landing with signature lighting in keeping with two adjacent tunnels; and,
- Provision of well researched industrial heritage interpretation regarding pulp paper, lumber and electrical power generation in Ottawa.

Phase III of the project will see:

- Stabilization, refurbishment and development of the Bronson Pulp Mill Ruin. In addition to ensuring the structural stability and preservation of the remaining elements of the ruins it is envisioned that the project will also undertake the enhancement of the structural elements and artifacts, adding animation and lighting. The project will work within the budget to ensure universal accessibility to the extent possible in and around the revived ruins.
- Potential to adapt a portion of the space within the rehabilitated ruins into a multi-season commercial endeavor. On hearing of the NCC initiative in and around the ruins the adjacent Mill Street Brew Pub owners expressed interest in collaborating on this. A partnership in this regards has potential to defray costs associated with the provision of enhanced universal access (i.e. elevating device and washrooms) within the site.

## 4. Options Analysis

Options for scope, budget, and schedule have been developed and exercised as this project has matured to the point of delivery of Phase II as described above.

As an alternative to implementing the entire scope presented:

- a. The project could be postponed or deferred entirely if the NCC does not receive lease amendments from Hydro Ottawa.
- b. The project work packages could be scheduled over more construction seasons.
- c. Individual work packages could be altered, replaced by other works, or held in abeyance.
- d. Funding permitting, work packages currently among those for future consideration (described later) might well be included.

Regarding the options the impact would be:

- a. Limited, since in their current state of development the work packages could easily be shelved and later updated and implemented.
- b. Limited, with the exception of repeat disruptions to the tenant and the public as the same construction area is revisited over more summer seasons.
- c. Limited, with effort required to modify designs and estimates as well as some effort being required to revise permitting and environmental impact determinations.
- d. Limited, assuming that implementation would be expected in Phase III or later.

As alluded to above some of the design options discussed, and deemed desirable, were set aside for future consideration including:

- a. Continuing the pathway system onto Victoria Island to connect to the 150 Middle St pavilion, Portage Park to the north, Booth St. to the east, and a future crossing point from Richmond Landing to the west. This pathway system was to be enhanced with:
  - i. views to the log flume and ravine along the path and from a newly constructed belvedere at the top of the flume,
  - ii. presentation and interpretation of microfossil containing geological formations, and,
  - iii. refurbishment and reactivation of two riverfront belvederes.
- b. Developing a fully UA crossing to Amelia Island and onward via a bridge or walkway structure within the ruins or adjacent to the dam.
- c. Redevelopment of the Mill St Brew Pub parking/multi-use pathway confluence into a safer and more attractive pedestrian and cyclist node named the "Millstone Garden" was seen a great step towards resolving major pedestrian/cyclist/motorist challenges at the site and providing key interpretation and wayfinding information.

While the Victoria Island pathway links were pursued into detailed design, environmental and other issues led to the postponement of these works as further study and consultation is required.

Prioritization within the initial Bronson and Richmond Landing two-project envelope of \$10M has also left development of the UA crossing and the Millstone Garden to future considerations.

## 5. Financial Details

### Financial Summary

	Thousands	Comments
Funding requested:	\$3,685	
Source of funding		
Total estimated project cost	\$4,449	
Funding from partner(s):	\$62	
NCC funding previously approved:	\$702	
Reserved funding as per 2018-2019 Corporate Plan	\$2,898	
Impact on future NCC operating costs: Net savings (costs)	\$0	
Internal Rate of Return (IRR)	N/A	
Project payback (in years)	N/A	

Regarding Life Cycle and Maintenance, the site will be maintained through amendments to existing NCC maintenance contracts. Assets will be inspected thoroughly every three years and major repairs integrated within the NCC MYCP. Lifecycle costs will be estimated when Tender values and/or comprehensive designs are available for the respective work packages. It is anticipated that lifecycle renewals for components will be integrated into a future minor capital program.

## 6. Opportunities and Expected Results

The project will contribute to the NCC corporate priority to offer public access and new connections for Canadians to discover the shorelines and waterways. The project will complement the Richmond Landing project which has similar goals and objectives. It will enhance the public experience and will eventually offer universal access to the current and future destinations of Richmond Landing, the Islands and LeBreton Flats.

The project offers the opportunity to improve and enhance wayfinding through the area and offer interpretation of the industrial heritage that is at the base of a significant part of the core of the Capital.

Pedestrian tunnel access will create unprecedented accessibility to Richmond Landing and visibility of the Navy Monument. Further benefit would accrue should the proposed Afghanistan memorial monument be built at the Richmond Landing plaza site as is currently being discussed.

Refurbishment of the ruins will arrest and reverse the loss of artifacts and understanding of the pulp, lumber and electrical generating industries that dominated the area. The site development and the potential for enhanced commercial enterprise, in or adjacent to the site, is also a win-win for the NCC and tenants as more can be accomplished through collaboration.

## 7. Risks and Mitigation Measures

Risk	Likelihood	Impact	Planned Response
Delay in Energy Ottawa Bronson Dam lease amendment would delay tender and implementation.	Medium	Moderate	Option 1. Late start and completion in cold weather. Be tender ready. Higher cost due to cold weather work (estimate 20%). Identify a budget contingency. This impacts future work as project funding envelope is fixed.

	Medium	Minor	Option 2. Delay a year which may in turn delay future work. Cost increase approx. 10%. Funding availability may be at risk. Up-side is that dam access could be combined with ruins refurbishment proposed for 19/20.
Mill Street Brew Pub concerns over noise and traffic could lead to delays/extra contractor effort.	Medium	Minimal	Adjust work schedule where possible. Signage, noise and debris/dust barriers.
Mill Street Brew Pub concerns over tunnel construction impact on parking could lead to delays/extra contractor effort.	Medium	Minimal	Redesign and compensate for reduction in underground spaces. Provide suitable temporary parking. Lease adjustment.
Disruption to pedestrian and cyclist traffic could lead to safety concerns and public complaints.	Medium-High	Minor	Well-advertised traffic management plan in concert with Richmond Landing Land Entrance project. Temporary detours, warning and safety signage, barriers, and signal personnel in active construction areas.

## 8. Consultations and Communications

### Consultations

A public consultation session was held in October 2014 to gather feedback on the proposed project and engage stakeholders and the public on ways to improve access to the site and the visitor experience. The project team also consulted Public Service and Procurement Canada, the City of Ottawa, and the Ontario Ministry of Natural Resources and Forestry, and NCC tenants, Energy Ottawa and the Mill Street Brew Pub.

The main topics of interest to these organizations included:

- Improved pedestrian and cyclist access.
- Providing an improved experience of the site and facilitating the discovery of the rich industrial heritage, unique geology, and site amenities.
- Restoration of the ruins.
- Increased public access to Generating Station #2.
- Enhancements contributing to accessibility and the ambiance of the Mill St. Brew Pub.

In March 2016, the NCC consulted with the Algonquins of Kitigan Zibi Anishinabeg and Pikwàkanagàn to obtain their support for the project and the Richmond Landing project. Several other project team-to-community level meetings were conducted to ensure a shared understanding of the works being proposed.

Throughout project planning and design, the following internal consultations were carried out:

- Project introduction to the NCC Executive
- Advisory Committee on Planning, Design and Realty (ACPDR)
  - Project introduction
  - Landscape Architecture Master Plan (LAMP)
  - Preliminary design Phase I (now II) – Bronson Dam, Amelia and Victoria Island
- Internal Design Review Committee
  - Project concepts
  - LAMP
- Advisory Committee on Universal Accessibility (ACUA)
  - Project concepts
  - LAMP

Throughout the development processes of the Bronson Pulp Mill Ruins project to date, the project management office consulted with NCC Planning Division and Canadian Heritage (PCH) to ensure that design criteria for the Capital, be it view protection, illumination, or heritage conservation and interpretation be respected. Note: a key collaboration with PCH on installation of artistic illumination of the pedestrian tunnels adjacent to the site was undertaken already.

## **Communications**

The project manager will continue to provide project status reports to project team members and management, and to the Communications team.

As the project progresses to tender and construction of one or more of its work packages, a web public advisory and social media messaging will be prepared before construction work begins to advise users of the proposed development and its construction impacts to traffic including pedestrians and cyclists.

A web feature, updated web content, and proactive social media messages will also be prepared once the work begins to raise awareness of the new developments, the improved access to the Capital's islands and shorelines, its key functions and the construction/pathway closures impacts.

Communication products including "Key Messages" and "Questions and Answers" will be prepared. NCC Public Affairs and NCC Intergovernmental Relations will also inform community stakeholders and elected officials of the work to come.

## 9. Next Steps

Phase II, parts 1 and 2 (Bronson Dam Deck and Amelia Island)

- Budget approval – April 2018
- FLUDA – Obtain design approval – May 2018
- Call construction tenders in early May 2018
- Award construction contract late June 2018
- Start construction – July 2018
- Complete all construction work – Fall 2018

Phase II, part 3 (Schreiber Lighting Refurbishment)

- Initiate contract for analysis and design – April 2018
- Update FLUDA – August 2018
- Tender and commence repairs – August 2018

Phase II, part 4 (Pedestrian Tunnel and Lighting)

- Initiate contract for analysis and design – April 2018 (feasibility study completed November 2015)
- Update FLUDA – August 2018
- Tender and commence construction – Fall 2018

Phase III, Bronson Ruins Stabilization and Upgrade

- Initiate contract for analysis and design – Summer 2018 (Structural condition survey completed 2015)
- Update (or new) FLUDA – August 2018
- Tender and Construction – 2019/2020

## 10. List of Appendices

Appendix A – Landscape Architecture Master Plan

Appendix B – Phase II Development

Appendix C – Phase III Proposed Development

Appendix D – Financial Details

Appendix E – ACPDR and ACUA minutes (various)

## 11. Authors of the Submission

Daniel Champagne, Executive Director, Capital Planning Branch

Gary Lacey, Executive Director, Capital Stewardship Branch

Pierre Vaillancourt, Director, Design and Construction, Capital Planning Branch

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Greg Kehoe, Chief Engineering, Design and Construction, Capital Planning Branch

Marc-Antoine Poitras, A/Land Manager, Capital Stewardship Branch

Lawrence Yarema, Project Manager, Design and Construction, Capital Planning Branch

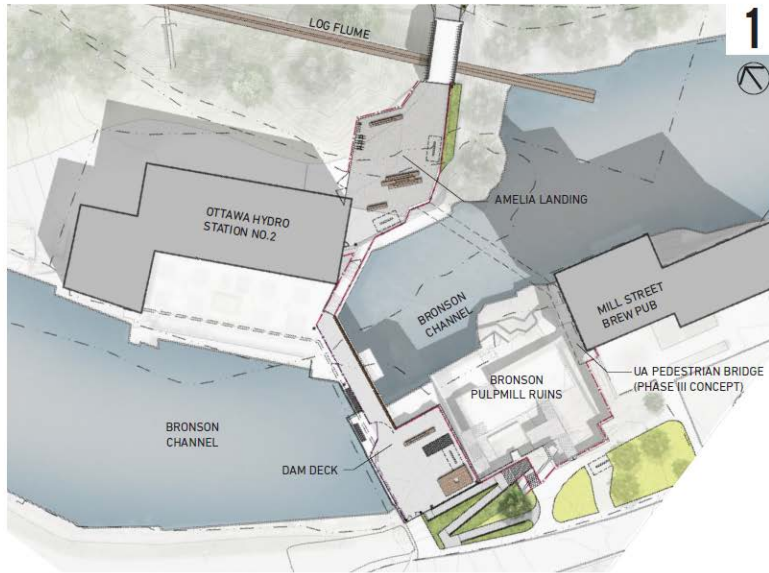


## Appendix A – Landscape Architecture Master Plan



## Appendix B – Phase II Development

### DAM DECK & AMELIA ISLAND



1. VIEW FROM ACCESS PATHWAY TOWARD RUINS



2. EXISTING ARTEFACT

2

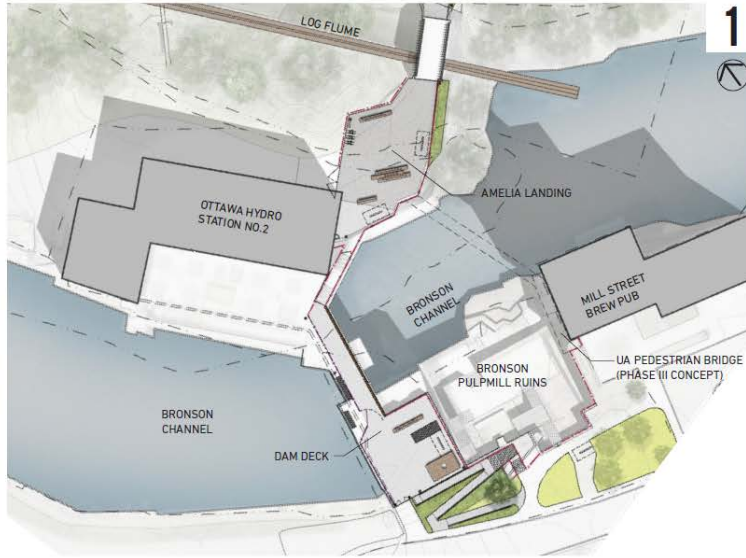
BRONSON PULP MILL RUINS PUBLIC ACCESS FINAL DESIGN





# DAM DECK & AMELIA ISLAND

STAIRS UPDATED TO UNIVERSAL ACCESSIBILITY STANDARDS



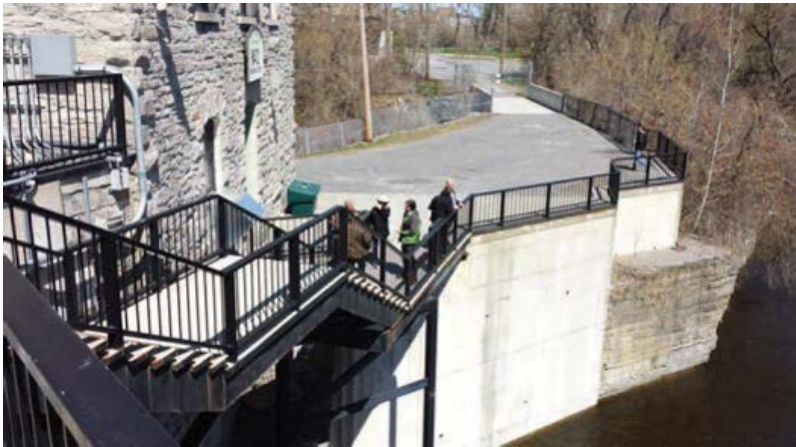
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EXISTING STAIRS

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BRONSON PULPMILL RUINS PUBLIC ACCESS FINAL DESIGN

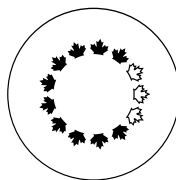






## Appendix C – Phase III Proposed Development





## NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee  
on Planning, Design and Realty

Meeting of May 4<sup>th</sup> and 5<sup>th</sup>, 2017

2017-P143e - Bronson Pulp Mill Ruins  
Access – Landscape Architecture Design  
(C)

Members received a presentation on the landscape architecture design for the Bronson Pulp Mill ruins access.

Members commended the team for this exciting project, and the way it has evolved.

Connections to the broader network of pathways should be provided on that site. The two cities should be linked through this area.

The interpretation concept is dated and too deliberate. The interpretation should be part of the experience of movement through the site, be more poetic, and integrate new technologies.

The physical expression of interpretation should be more flexible and change as new information becomes available. Sound schemes could be included in the interpretation: log flume, machinery, etc.

The industrial and indigenous layers should be interwoven, so none appears as an afterthought. The contrast between the Algonquin and the industrial era, in their treatment of the environment, should be highlighted.

Extrait du procès-verbal du

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

Séance des 4 et 5 mai 2017

2017-P143f - Accès aux ruines de l'usine de  
pâte à papier Bronson – Concept  
d'architecture du paysage (C)

Les membres assistent à un exposé sur le concept d'architecture du paysage de l'accès aux ruines de l'usine de pâte à papier Bronson.

Les membres félicitent l'équipe pour ce projet prometteur, et la façon dont il a évolué.

On devrait favoriser les liens à l'ensemble du réseau de sentiers sur ce site. Les deux villes devraient être reliées grâce à ce site.

La conception de l'interprétation est démodée et trop évidente. L'interprétation devrait faire partie de l'expérience du déplacement sur le site, être plus poétique, et inclure les nouvelles technologies.

L'expression physique de l'interprétation devrait être plus souple et changer à mesure que de nouvelles informations s'ajoutent. On pourrait incorporer des sons variés dans l'interprétation : canal de flottage, machinerie, etc.

On devrait imbriquer l'une dans l'autre les couches industrielle et indigène, de façon à ce qu'aucune n'apparaisse comme un ajout après coup. On devrait souligner le contraste entre les ères algonquines et industrielles dans leur traitement de l'environnement.

2017-P143e - Bronson Pulp Mill Ruins  
Access – Landscape Architecture Design (C)

A member thought that efficient and simple industrial guardrails could be used instead of horizontal wooden elements.

Winter use should be further explored. Provision for snow clearing gear should be included, and the site cleared in the winter for sporadic events.

Committee Secretary

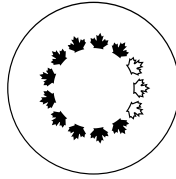
2017-P143f - Accès aux ruines de l'usine de  
pâte à papier Bronson – Concept  
d'architecture du paysage (C)

Un membre pense qu'on pourrait utiliser des mains courantes industrielles simples et efficaces à la place des éléments de bois horizontaux.

L'usage hivernal devrait faire l'objet d'une étude plus poussée. On devrait inclure la possibilité d'utiliser des équipements de déneigement et de déneiger le site en hiver pour des activités sporadiques.

Secrétaire des comités

Caroline Bied



**NATIONAL CAPITAL COMMISSION**  
**COMMISSION DE LA CAPITALE NATIONALE**

Excerpt of the Minutes of the

Extrait du procès-verbal du

Advisory Committee  
on Universal Accessibility

Comité consultatif  
sur l'accessibilité universelle

Meeting of December 13, 2016

Séance du 13 décembre 2016

Bronson Pulp Mill Ruins Project

Projet des ruines de l'usine de pâte à papier  
Bronson

Members advised that the future connection  
bridge inside the ruins must be universally  
accessible.

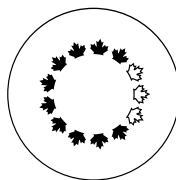
Les membres recommandent que le futur  
pont de raccordement à l'intérieur des ruines  
soit universellement accessible.

Committee Secretary

Secrétaire des comités

Patricia Korchinski





## NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee  
on Universal Accessibility

Meeting of May 12, 2015

Extrait du procès-verbal du

Comité consultatif  
sur l'accessibilité universelle

Séance du 12 mai 2015

Richmond Landing Ceremonial Wharf

Quai de cérémonie du débarcadère  
Richmond

Members worried that it will be too difficult for the public to dock their boats in the location chosen because the current in that part of the river might be too strong. A suggestion was made to have some sort of arrowhead coming out on the side of the dock to help deflect the current. The NCC staff reassured members by explaining that they had spoken to the Navy and to boaters, and there is no problem with the current. Docking on the monument side is not a possibility because it would take away from the monument itself.

The dock will have to be a fixed one (as opposed to a floating one) in order to accommodate universal accessibility.

A stable floating platform with a ramp on wheels that moves with the water level could be built. There could also be a small L shape at the end of the floating dock to permit people to keep their motor running and tie their boat, which would help fix the current issue. It is equally important that the built environment be both physical and non-physical.

At the Bronson Mill, staff described how the mill ruins will be stabilized, and that

ACUA / CCUA

Les membres craignent qu'il soit trop difficile pour le public d'accoster leurs bateaux à l'emplacement choisi parce que le courant dans cette partie de la rivière pourrait être trop fort. On suggère avoir une sorte de tête de flèche sur le côté du quai pour aider à détourner le courant. Le personnel de la CCN rassure les membres en expliquant qu'il avait parlé à la Marine et aux plaisanciers, et il n'y a aucun problème avec le courant. L'amarrage sur le côté du monument n'est pas une possibilité parce que cela nuirait au monument lui-même.

Le quai devra être fixe (par opposition à un quai flottant) afin de tenir compte de l'accessibilité universelle.

Une plate-forme flottante stable avec une rampe sur des roues qui se déplace avec le niveau de l'eau pourrait être construite. Il pourrait également y avoir une petite construction en forme de L à l'extrémité du quai flottant pour permettre aux gens de garder leur moteur en marche et attacher leur bateau, ce qui aiderait à résoudre le problème actuel. Il est aussi important que le milieu bâti soit à la fois physique et non-physique.

Au Moulin Bronson, le personnel décrit comment les ruines de l'usine seront

1/2

2015-05-12

## Richmond Landing Ceremonial Wharf

additional exterior patio space will potentially be rented to the Mill St. Brew Pub. There will be a full size electronically operated elevator that goes down to the patio. It will run during the summer period only.

Committee Secretary

Quai de cérémonie du débarcadère  
Richmond

stabilisées, et que l'espace supplémentaire de patio extérieur sera potentiellement loué au Mill St. Brew Pub. Il y aura un ascenseur électronique complet qui descendra vers le patio. L'ascenseur fonctionnera seulement pendant la période estivale.

Secrétaire des comités

Véronique Evans