

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2020-P67
To	Board of Directors
Date	2021-01-21

For DECISION

Subject/Title

Nepean Point Redevelopment – Part 1 Implementation – Remaining Park Elements 95% Developed Design

Purpose of the Submission

- To obtain Developed Design approval for the remaining park elements of Part 1 Implementation phase, which include the perimeter/internal pathways and various landscape features, the Whispering Point structure, and the reinstatement of the existing monuments.

Recommendation

- THAT the Federal Design Approval for the 95% Developed Design of Part 1 Implementation (remaining park elements) of the Nepean Point Redevelopment project be granted, pursuant to Section 12 of the *National Capital Act*, subject to;
 - The Nepean Point Redevelopment interpretive elements and reinstatement of the Anishinabe Scout statue being presented for NCC review and approval as a separate Level 2 project; and
- THAT the signature of the Federal Design Approval documents be delegated to the Vice President, Capital Planning Branch.

Submitted by:

Kalen Anderson, Vice President, Capital Planning Branch
Name

Signature

Submitted by:

Pierre Vaillancourt, Vice President, Design & Construction Branch
Name

Signature

1. Authority

- *National Capital Act*, section 12

2. Project Description

The Nepean Point Redevelopment Project was the object of an international design competition in 2017. That November, the NCC Board of Directors endorsed the concept of Janet Rosenberg & Studio (JRS) as competition winner. In May 2018, a contract was signed between the NCC and JRS to prepare the development plans required to complete and implement the project.

The winning design for the Nepean Point redevelopment focuses on the creation of a contemporary urban green space that provides opportunity for engagement and interpretation, while creating physical links for a pedestrian-friendly environment. This plan included:

- Park improvements: walking paths, new plantings and site furnishings, as well as the Whispering Point architectural feature that introduces a series of deep-seated nooks framing incredible views to the Ottawa River;
- The replacement of a section of the existing perimeter fence with a landscape ha-ha;
- Three (3) new entrances to facilitate access to Nepean Point, including:
 - A pedestrian bridge linking Nepean Point with Major's Hill Park;
 - An improved entrance along St. Patrick Street, which proposes the closure of the north ramp of St. Patrick Street to vehicular traffic, in order to create an enhanced gathering space with a wide sidewalk directing pedestrians towards Nepean Point or the main entrance of the National Gallery of Canada (NGC);
 - An improved entrance from Sussex Drive, on NGC property, where visitors are guided through a hardscape corridor to the Op-Art pathway.
- The 'Vessel', a landscape shelter which replaced the original amphitheatre design.

An additional physical connection between Nepean Point and the cafeteria area of the NGC was coordinated after the original award of the winning concept plan. The purpose of this link is motivated in part by the NGC's new vision to create architectural transparency through their building by allowing visitors unrestricted access to the ground floor from the main entrance to the cafeteria space without requiring an entrance fee. Continued coordination between the NGC and the NCC is needed to further this concept.

There are two existing 80-year-old Elm trees on the site, in "good" condition per the Tree Assessment conducted by the NCC's arborist in August 2019. Design details such as the landing of the pedestrian bridge were developed to preserve these existing trees and minimize physical impacts on the trees and their root systems.

Following the ACPDR presentation on December 7, 2018, the project has advanced in a collaborative manner in coordination with NCC staff, representing various departments, the NGC, the City of Ottawa, the City of Gatineau, Canadian Heritage (PCH) and Public

Services and Procurement Canada (PSPC). Throughout this process, the emphasis has been on maintaining the design quality of the initial concept, to continue pursuing an inclusive approach towards interpretation and sustainability, and to improve upon details and programming for the Park.

The project obtained financial authority by the Board of Directors for contract amendments in January 2019, and for the demolition of the Astrolabe amphitheatre, the ticket-booth building and amphitheatre seating areas in September 2019. Federal Land Use Approval was granted by the Executive Committee of the Board of Directors for the demolition of the amphitheatre (Astrolabe) work on September 24, 2019. Demolition work started in November 2019.

In April 2020 Federal Design Approval was granted by the Board for the Revised Concept Plan and the 50% Developed Design of Part 1 Implementation (perimeter wall/landscape ha-ha and pedestrian bridge). At that time, the Board also granted Federal Land Use Approval for the temporary relocation of the Samuel de Champlain Monument, the Anishinabe Scout statue, the Centennial Survey Monument and the Boundary Marker.

Subsequently, in August 2020, the Champlain Monument was removed from its base and temporarily relocated on site to enable preparatory site works. Concurrently, its base, along with Survey Monument and Boundary Marker were removed from the site for temporary storage at the NCC's Woodroffe yard. In November 2020, the Anishinabe Scout Statue was also temporarily removed from Major's Hill Park in preparation for the new pedestrian bridge and was also taken to the Woodroffe facility. These NCC-owned elements will remain in storage until site reinstatement, prior to completion of the project in 2023. Similarly, the NGC sculptures (including Majestic, Black Nest and Water Planet) were removed from the site and temporarily relocated onto the adjacent NGC property in Fall 2020, as part of a signed MOU with the NCC in order to facilitate the upcoming redevelopment project.

The purpose of this presentation to the NCC Board of Directors is to obtain approval on 95% Developed Design of the remaining park elements within the Part 1 Implementation. This scope of work includes:

- The perimeter pathway;
- The landforms within the park;
- The internal pathways leading to the elevated area with the Champlain Monument;
- The site furnishings, lighting, and landscape features;
- The Whispering Point structure;
- The reintegration of the NCC's monuments and NGC art pieces (with the exception of the Anishinabe Scout statue, which will be subject to a subsequent Level 2 federal approval); and,
- The revision to the NGC's Op Art Pathway to be universally accessible.

Through continued coordination with the NGC, and to maintain the project within budget, the 'Vessel' structure (initially designed as the amphitheater within the competition plan) was removed from the project scope and replaced with landforms and additional planting. Further design refinements were also applied to the Whispering Point structure, the elevated area named the 'Outlook' where the Samuel de Champlain Monument is located, the realignment of the internal pathways, and the seamless connection to the NGC's Op-Art path.

Elements related to the interpretation for this project, including the reintegration of the Anishinabe Scout statue will be captured under a subsequent Level 2 federal approval anticipated in early 2021 and following further engagement with the Algonquin communities.

Part 2 Implementation, which includes the St. Patrick and Sussex Drive entrances to the project site, will be subject to a separate review and federal approval process.

3. NCC Staff Analysis / Risks and Mitigations Measures

3.1 NCC Staff Analysis

- Nepean Point and Major's Hill Park are part of the National Interest Land Mass (NILM) and are under the ownership of the NCC. Nepean Point is also located adjacent to the National Gallery of Canada, a national cultural institution;
- By developing this important point of interest on Confederation Boulevard, the NCC is creating a permanent legacy for all Canadians;
- The project significantly improves urban connectivity, accessibility and pedestrian safety between Nepean Point and Major's Hill Park, which will result in increased visitation, access to the shoreline and an enhanced experience of the National Capital Region;
- The project is in keeping with Capital policy directions and priorities, and consistent with the Confederation Boulevard Guidelines;
- Whispering Point will provide the public with a feature attraction on the site, enhancing the already magnificent views of the Capital landscape and offering a unique visitor experience of the National Capital Region;
- The project enhances an existing cultural node and creates new opportunities for collaboration with various partners, including public institutions, Indigenous communities and private sector interests;
- Indigenous engagement with the Kitigan Zibi and Pikwakanagan communities for the reintegration of the Anishinabe Scout statue, and more broadly on the interpretation of the site is in progress. Although the process has been delayed due to the impacts of COVID-19 and the recent elections within the communities, the proposed design allows sufficient flexibility for the integration of Indigenous perspectives in the design of these elements. The reintegration of the Anishinabe Scout statue and design of the interpretive elements will be subject to a separate Level 2 federal approval by the NCC Executive Committee of the Board;

- Implementation of the remaining park elements of Part 1 allows for the execution of prioritized key design elements from the approved plan, resulting in an attractive and coherent development of Nepean Point.

3.2 Risks and Mitigations Measures

- The implementation of the plans will be contingent on funding availability. The implementation phases were established to allow for maximum flexibility aligned with funding availability. Approval for financial authority for remaining elements of Part 1 are being sought as a separate concurrent submission to the NCC Board of Directors (in-camera).
- The future implementation of Part 2 including the St. Patrick and Sussex entrances will be contingent on funding availability and would follow later as a separate submission for federal approval.

3.3 ACPDR Comment Resolution

- At the August 27th, 2020 ACPDR meeting (see excerpt of the minutes at Appendix C), the Committee expressed excitement for this upcoming project, and was generally supportive of the design.
- Specific comments regarding the hierarchy of design elements, site circulation, materials, guardrails, the planting scheme and Indigenous placemaking were noted and taken under consideration within the design development and will be addressed in the presentation to the Board of Directors.

4. Strategic Links

- NCC mandate to “*Guide and control the use and development of federal lands in Canada’s Capital Region; and maintain heritage sites in Canada’s Capital Region, such as ... commemorative sites.*”
- NCC Corporate Plan 2020/2021 to 2024/2025 – Priority #4.
- NCC Plan for Canada’s Capital (2017-2067) – Milestone Project #17.
- NCC Canada’s Capital Core Area Sector Plan (2005).
- NCC Canada’s Capital View Protection (2007).
- NCC Capital Illumination Plan 2017-2067.
- NCC Confederation Boulevard Guidelines – Management and Stewardship of our Capital Legacy (2011).

5. Consultations and Communications

- Consultation event held with the Region’s two Algonquin communities: Pikwakanagan and Kitigan Zibi Anishinabeg (August 9, 2018).
- Project presented to the Advisory Committee on Universal Accessibility (ACUA) (September 25, 2018).

- Meeting with Cornelia Oberlander, Landscape Architect of the National Gallery of Canada (NGC) (October 2, 2018).
- Presentation to the Advisory Committee on Planning, Design and Realty (ACPDR) (December 7, 2018).
- Presentation to the NCC Board of Directors for Financial Authority on the project proposal and contract amendments (January 25, 2019).
- Presentation to the NCC Board of Directors for Financial Authority for demolition (September 17, 2019).
- Coordination with the City of Ottawa, the City of Gatineau and Public Services and Procurement Canada on Interprovincial Bridges toward building a better National Capital (December 11, 2019).
- Presentation to the ACPDR of the Revised Concept Plan and the 50% Developed Design for Part 1 Implementation (perimeter wall/landscape ha-ha and the pedestrian bridge) (February 28, 2020).
- Presentation to the NCC Board of Directors for Design Approval of the Revised Concept Plan and of the 50% Developed Design for Part 1 Implementation (perimeter wall/landscape ha-ha and the pedestrian bridge) and the temporary relocation of four NCC monuments (April 23, 2020).
- Presentation to the Board of Directors for Financial Authority for Part I Implementation (June 25, 2020).
- Presentation to the ACPDR of the Nepean Point Redevelopment - Part 1 Implementation - Remaining park elements 70% Developed Design (August 27, 2020).
- Presentation/site visit with members of Pikwakanagan First Nation (October 9, 2020).
- Presentation/site visit with members of the Kitigan Zibi Anishinabeg First Nation (November 6, 2020).
- Presentation to the Lowertown Community Association (December 7, 2020)
- Presentation to the Governance and Nominating Committee of the NGC Board of Trustees (December 8, 2020)

6. Next Steps

- January 2021 (concurrent submission) – Financial Authority by the NCC Board of Directors for Nepean Point Redevelopment – Part 1 Implementation – Remaining Park Elements
- Winter 2021 – Site works and demolition of the perimeter wall.
- Spring 2021:
 - Start of construction works.
 - Continued development of interpretive elements.
 - Federal Land Use and Design Approval for Nepean Point Redevelopment – Site Interpretation and reintegration of the Anishinabe Scout statue (Level 2)
- Spring 2023 – Construction substantial completion

7. List of Appendices

Appendix A – Landscape Plan

Appendix B – Nepean Point Park Illustrations

Appendix C – Excerpt of ACPDR Meeting Minutes, August 27-28, 2020

8. Authors of the Submission

Kalen Anderson, Vice President, Capital Planning Branch (CP)

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

Jason Hutchison, Chief, Federal Design Approvals, CP

Kelly Wojnarski, Acting Principal Landscape Architect, Federal Design Approvals, CP

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

Iulia Madularu, Acting Director, D&C

Yoland Charette, Chief, Landscape Architecture and Industrial Design, D&C

Garry Meus, Senior Landscape Architect, D&C

Justin Nadeau, Project Manager, D&C

Part 1 Implementation / Mise en œuvre de la partie 1

Nepean Point Redevelopment / Réaménagement de la pointe Nepean



Park Elements / Éléments du parc



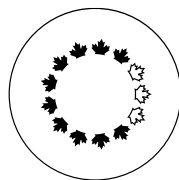












NATIONAL CAPITAL COMMISSION COMMISSION DE LA CAPITALE NATIONALE

Excerpt of the Minutes of the

Advisory Committee
on Planning, Design and Realty

Meeting of August 27, 2020

2020-P67 - Nepean Point Redevelopment -
Part 1 Implementation - Remaining Park
Elements 70% Design Development (C)

Members received a presentation on the 70% Design Development of the remaining park elements of the part 1 implementation for the Nepean Point redevelopment project. They made the following comments:

Overall Scheme

- The scheme has been refined and simplified. It is elegant and interesting.
- The richness of the site is missing and could be brought back with simple moves.
- Patterns should be softened with more transitions, and pathways and landscape equally balanced.
- What is being emphasized is not clear: Champlain, the wood structure, or the fence. There is a need to clearly highlight the focal point and the hierarchy between the elements of the scheme.
- Night lighting should be aligned with the Capital Illumination Plan.

Extrait du procès-verbal du

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

Séance du 27 août 2020

2020-P67 - Réaménagement de la pointe
Nepean – Éléments restants du parc et
concept finalisé à 70% pour la mise en œuvre
de la partie 1 (C)

Les membres assistent à une présentation sur les éléments restants du parc et le concept finalisé à 70% pour la mise en œuvre de la partie 1 du projet de réaménagement de la pointe Nepean. Ils font les commentaires suivants :

Plan d'ensemble

- Le plan a été redéfini et simplifié. Il est élégant et intéressant.
- La richesse du site est manquante et pourrait être restaurée à l'aide de gestes simples.
- On devrait adoucir la configuration grâce à plus de transitions, et d'un meilleur équilibre entre les sentiers et les aménagements paysagers.
- Ce que l'on veut mettre en valeur manque de clarté : Champlain, la structure de bois, ou la clôture. Il faut clairement souligner le point focal et la hiérarchie entre les éléments du plan.
- L'éclairage de nuit doit s'aligner avec le Plan lumière de la capitale.

2020-P67 - Nepean Point Redevelopment -
Part 1 Implementation - Remaining Park
Elements 70% Design Development (C)

2020-P67 - Réaménagement de la pointe
Nepean – Éléments restants du parc et
concept finalisé à 70% pour la mise en œuvre
de la partie 1 (C)

Whispering Point

- The elevation is not yet resolved with the white square in the middle of the grassed incline.
- Narratives should be included, maybe Indigenous, for a more poetic interpretation, not just signs.

Gathering Circle

- The prominence of the Champlain statue in the location of the gathering circle leaves no opportunity for an Indigenous narrative.

Ha-ha Concept

- The fence behind the ha-ha ditch should be lower than eye level, so the view is not hindered for seated people.
- Border planting along the ditch would prevent people from getting too close.
- The fence is prominent and should be mitigated.

Circulation

- Circulation needs more work and should be resolved.
- Single stairs in pathways are dangerous, and steps without handrails are not allowed.
- The opportunity for a link between the two levels of the park at the base of the Champlain monument was raised.
- Members did not agree on whether stairs would be appropriate at this location.

Planting

- Perennials and more colours should be considered throughout the different areas of the park.

La pointe des murmures

- La façade n'est pas encore résolue, avec le carré blanc qui apparaît au centre de la pente gazonnée.
- On devrait inclure des récits, peut-être autochtones, pour une interprétation plus poétique que si elle se limite à des panneaux.

Cercle de rassemblement

- La prééminence de la statue de Champlain sur les lieux du cercle de rassemblement ne laisse pas la place à un récit autochtone.

Concept du ha-ha

- La clôture derrière le fossé ha-ha devrait être plus basse que la hauteur des yeux, afin que la vue des gens assis ne soit pas bloquée.
- Des plantations en platebandes le long du fossé empêcheraient que les gens s'approchent de trop près.
- La clôture très apparente devrait être atténuée.

Circulation

- La circulation nécessite davantage de travail et devrait être résolue.
- Il est dangereux de prévoir des marches uniques dans les sentiers, et des marches sans main courante ne sont pas permises.
- On soulève la question de l'opportunité d'un lien entre les deux niveaux du parc à la base du monument de Champlain.
- Les membres ne s'entendent pas sur la pertinence d'escaliers à cet endroit.

Plantation

- On devrait envisager des plantes vivaces et davantage de couleurs dans chacune des zones du parc.

2020-P67 - Nepean Point Redevelopment -
Part 1 Implementation - Remaining Park
Elements 70% Design Development (C)

2020-P67 - Réaménagement de la pointe
Nepean – Éléments restants du parc et
concept finalisé à 70% pour la mise en œuvre
de la partie 1 (C)

- Trees should be added to mitigate the heat on sunny days.

Materials

- Noble materials should be preferred: granite instead of concrete, especially when natural wood has been favoured elsewhere in the park.
- Materials, and especially wood, should be fireproof and treated to be resilient to vandalism.

Accessibility

- Stairs are not inviting for people with reduced mobility.
- A strong point was made that stairs should not be present unless accompanied by a ramp.

Committee Secretary

- On devrait ajouter des arbres pour atténuer la chaleur lors des journées ensoleillées.

Matériaux

- On devrait privilégier les matériaux nobles : du granite au lieu du béton, en particulier quand on a privilégié le bois naturel ailleurs dans le parc.
- Les matériaux, et en particulier le bois, devraient être ignifuges et traités de façon à être résilients au vandalisme.

Accessibilité

- Les escaliers ne sont pas accueillants pour les personnes à mobilité réduite.
- On fait observer avec insistance qu'il ne devrait pas y avoir d'escaliers à moins qu'ils ne soient accompagnés d'une rampe.

Secrétaire des comités

Caroline Bied

CAROLINE BIED