



NATIONAL CAPITAL COMMISSION  
COMMISSION DE LA CAPITALE NATIONALE

# Capital Illumination Plan

**PUBLIC CONSULTATION REPORT**

*JUNE AND JULY 2017*

Canada

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## **I. Description**

### **A. Background**

The Capital Illumination Plan is the federal government's major statement on illumination of the National Capital Region's core area, under the Plan for Canada's Capital, 2017–2067.

The National Capital Commission (NCC) has held three consultations with stakeholders and the public since 2014 to gather comments about the illumination plan.

- 2014: Presentation of the items used to develop a sensible and effective illumination master plan.
- 2015: Workshop on Capital illumination to discuss the objectives of the illumination plan for the Capital core area, and identify locations that should be illuminated.
- 2016: Series of night walks.

The objective at this stage of the consultation was to gather public comments about the draft illumination plan, through an online survey available on the NCC website from June 22 to July 9, 2017.

### **B. Project objective**

The illumination plan is the first plan containing an illumination and nighttime landscape enhancement strategy for the Capital core area as a whole. It is future-oriented, with a 2027 timeline. Its goal is to identify an overall development framework for illuminating the Capital core area. It aims to coordinate and oversee future lighting initiatives, and guide the decision-making process.

## II. Online public consultation process, June 22 to July 9, 2017

### A. Overview

#### a. Objective

The online consultation asked members of the public to comment on the most recent draft of the Capital Illumination Plan.

#### b. Dates

Thursday, June 22, 2017, to Sunday, July 9, 2017.

#### c. Format

Online survey

### B. Consultation process and tools

The online survey included about a dozen questions which required respondents to read the Capital Illumination Plan and share their opinion. The plan's vision and its six key principles were validated. Respondents could suggest adding or eliminating sites. Lastly, the survey measured satisfaction with the scenic views from both sides of the Ottawa River.

### C. Invitation and promotion

Throughout the consultation, notices were published in the *Ottawa Citizen* and *Le Droit* on June 22, 2017, and posted on Facebook and Twitter.

An email invitation was sent using Public Affairs distribution lists which include the following stakeholders:

- Residents' associations
- Interest groups
- Individuals

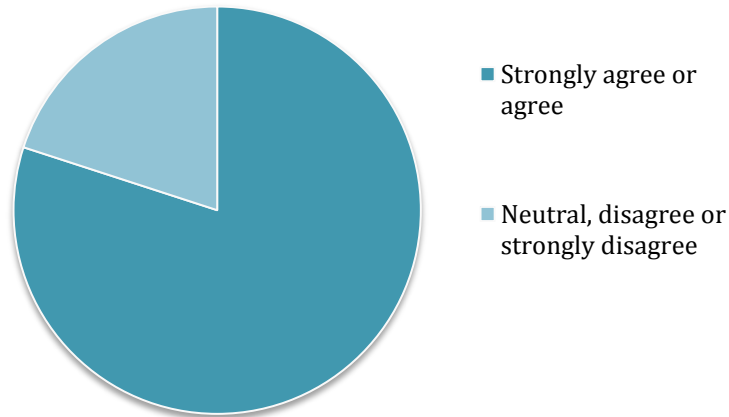
Elected municipal, provincial and federal officials were also notified. Indigenous groups became involved through a separate engagement process.

### D. Participants

- The survey was completed 197 times.
- The average time taken to complete the survey was six minutes.

### III. Online public consultation highlights

- Over **80% of respondents agreed with the vision proposed by the nighttime illumination plan.**



*"I am very pleased that the NCC has undertaken this exercise...We need to be bold and creative with this plan."*

*"Overall, it is really beautiful! I love it! I love the use of colour in the national gallery and I love the attention to the heritage character of the buildings."*

*"I think this is a really good initiative and I truly applaud the NCC for thinking a little bit out of the box to take on an unconventional initiative."*

*"I think the new design highlights the architecture of the city! Well done!!"*

- An average of **77% of participants were satisfied with the principles** of the plan.

- Over **74% were satisfied with the proposed illumination design.**

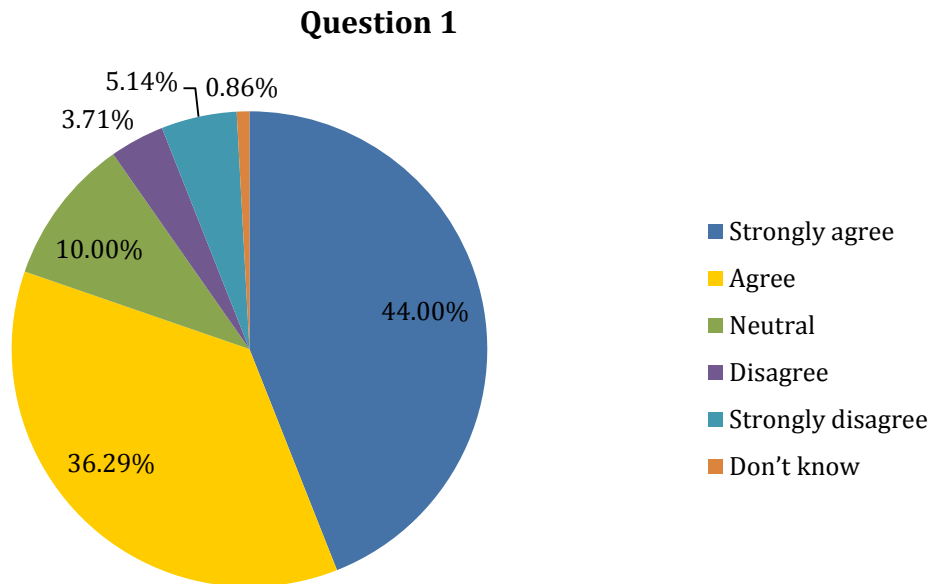
- **Most respondents liked the scenic views** proposed for Ottawa and Gatineau.

## IV. Analysis of survey results and public comments

### A. Analysis of results

#### a. Question 1

1. To what extent do you agree with this vision for the nighttime illumination of the Capital?



A vast majority of respondents agreed with the vision, considering that **80%** said they strongly agreed/agreed with the proposed vision, and **10%** were neutral.

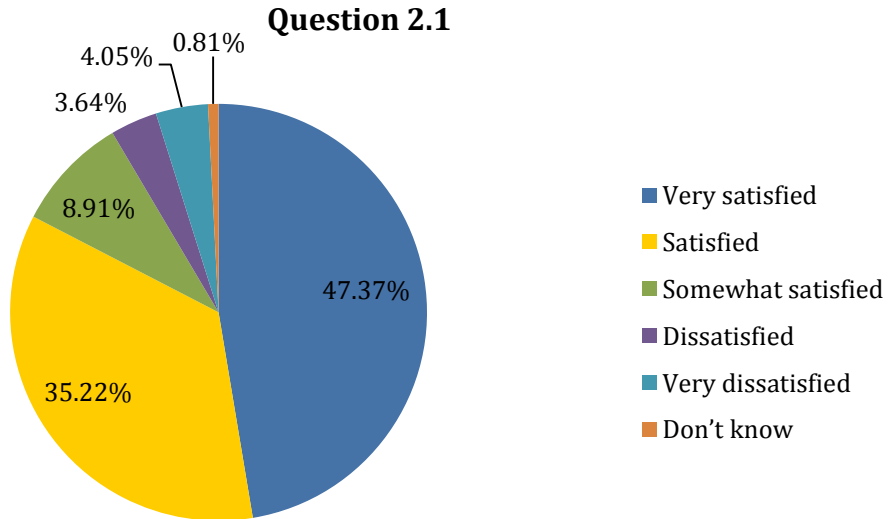
Participants who answered “disagree/strongly disagree,” (**9%** of respondents), made the following comments:

- They would rather save energy by turning lights off and reducing light pollution to limit the harmful effects on animals and birds.
- Others said that they preferred to illuminate everything to create the impression of a large city, rather than turn the lights down for certain buildings, especially indoor office tower lighting.
- Some questioned the need for a plan and the costs of implementing it.

**b. Question 2**

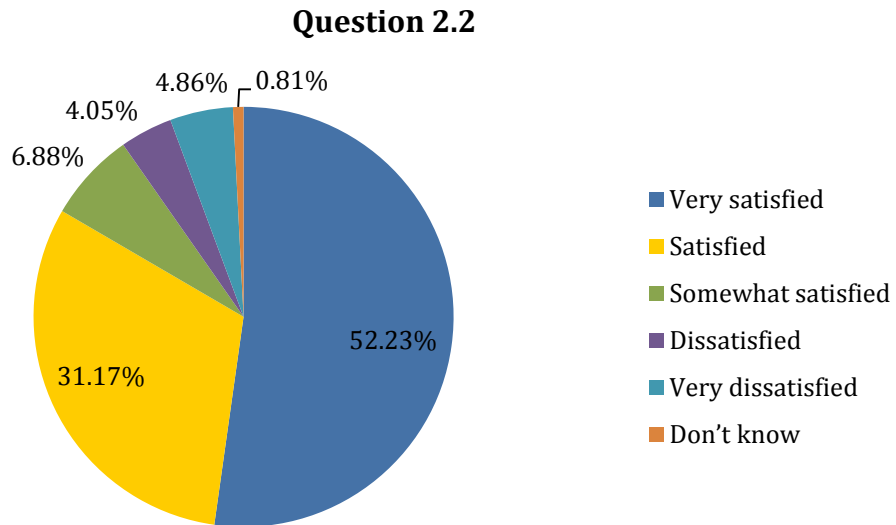
**2. How satisfied are you with the plan's principles?**

**2.1 Principle 1: Encourage responsible environmental management**



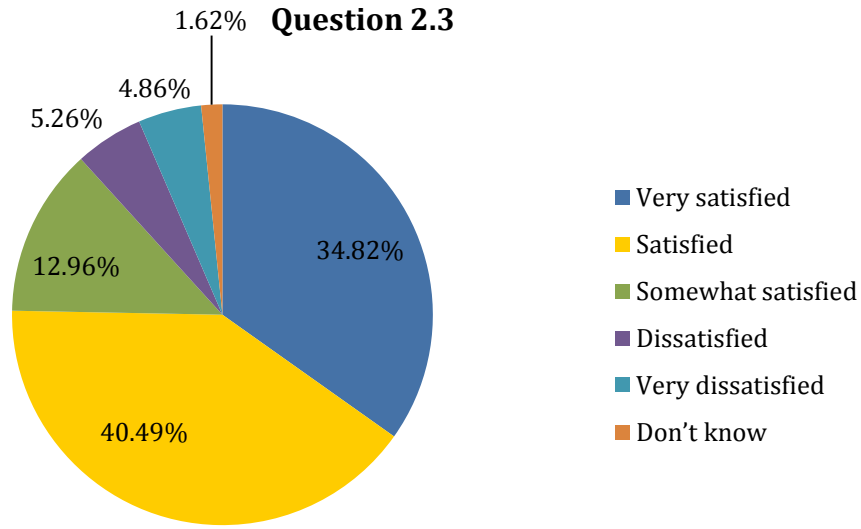
Over **82%** of respondents were “very satisfied” or “satisfied” with this principle.

**2.2 Principle 2: Reveal the beauty of the central Capital landscape**



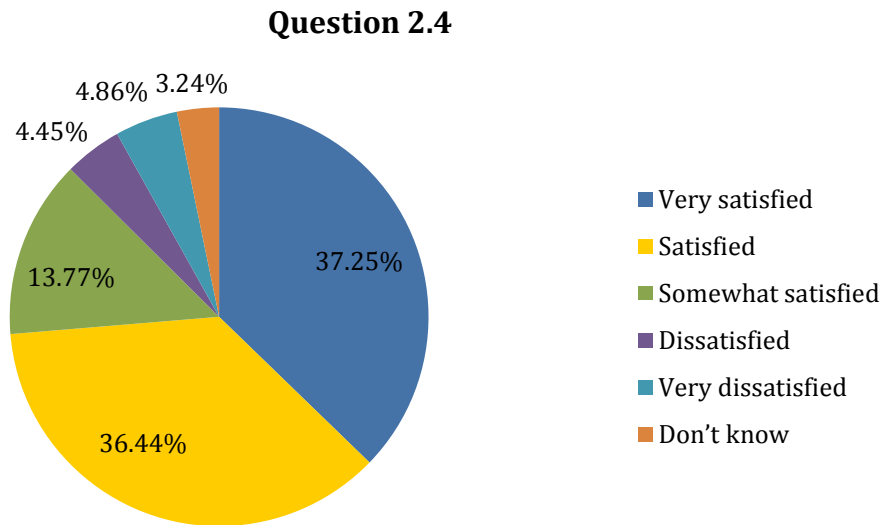
Over **83%** of respondents were “very satisfied” or “satisfied” with this principle.

### 2.3 Principle 3: Showcase Confederation Boulevard



Over 75% of respondents were “very satisfied” or “satisfied” with this principle.

### 2.4 Principle 4: Strengthen the multiple identities of the Capital core area

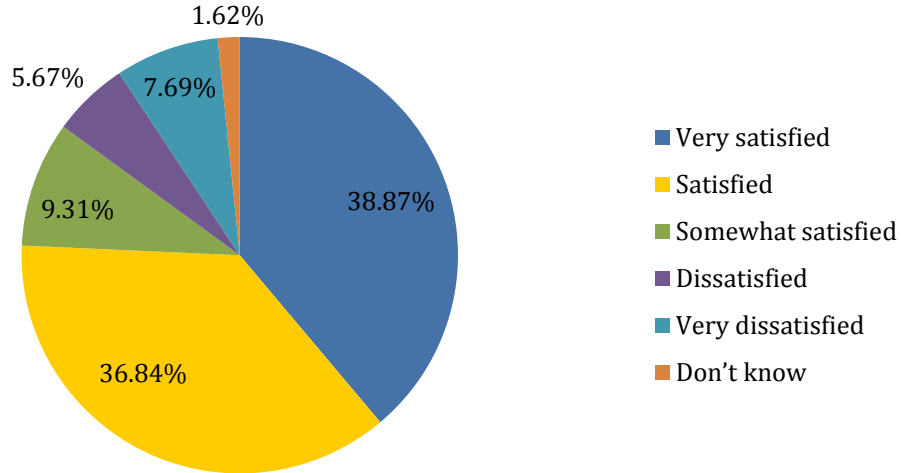


Over 73% of respondents were “very satisfied” or “satisfied” with this principle.



## 2.5 Principle 5: Balance the role of light and the role of darkness

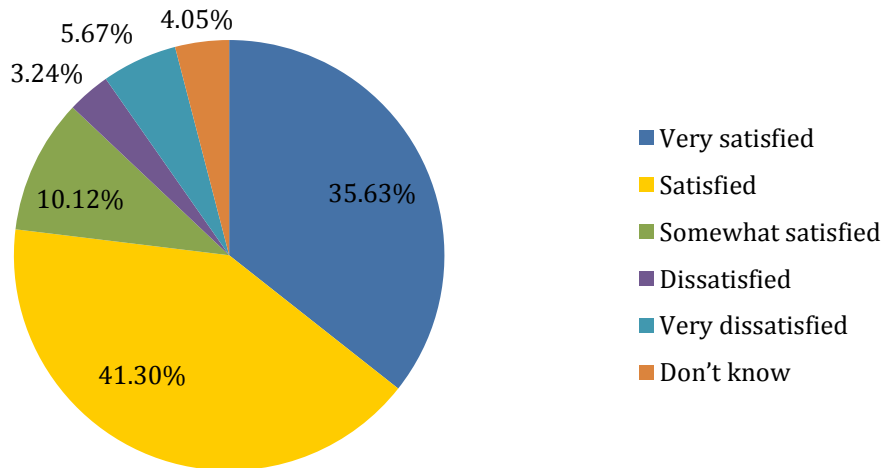
### Question 2.5



Over 75% of respondents were “very satisfied” or “satisfied” with this principle.

## 2.6 Principle 6: Collaborate and coordinate for the benefit of a global nighttime image

### Question 2.6



Close to 77% of respondents were “very satisfied” or “satisfied” with this principle.

## 2.7 Do you have any other comments?

In order of priority, other comments concerning these principles included the following:

- Illumination should be minimized, and office tower lighting should be turned off to reduce light pollution and protect birds and animals.
- The plan is excellent and a good idea.
- The plan is too vague and should be more tangible.
- In addition to federal buildings, custom illumination should be provided in all neighbourhoods.
- The spaces created should feel welcoming and safe.

## 2.8 If respondents answered “dissatisfied” or “very dissatisfied” in reaction to any of the principles, they were asked what they would change.

In general, an average of 9% of survey respondents who were dissatisfied/very dissatisfied with a principle told us the following:

- Not to change anything because they preferred the existing situation.
- Bright lights should not be used and light pollution should be reduced for a darker sky and to avoid harmful effects on animals, birds and humans.
- Lighting should be used only for safety, mobility or functional reasons.
- Illumination should not be uniform and static. Illumination applied to buildings should present the Capital as a large, metropolitan city. Federal buildings and monuments could be illuminated more or better with colour variation.

Specific comments concerning the principles were as follows:

### *Principle 1*

- Use new green technologies and smart city practices, and program lights to turn off according to schedules, or use motion detectors.

### *Principle 2*

- All buildings should be illuminated, not just buildings in the Capital core landscape.

### *Principle 3*

- Confederation Boulevard is not very familiar to people and has limited power of attraction. Buildings or destinations along this route should be added to the illumination plan.

### *Principle 4*

- Several respondents said they could not understand the reference to multiple identities, and wanted these identities named and described.
- Others said that not just the federal identity but the identity of the entire city was important.

*Principle 5*

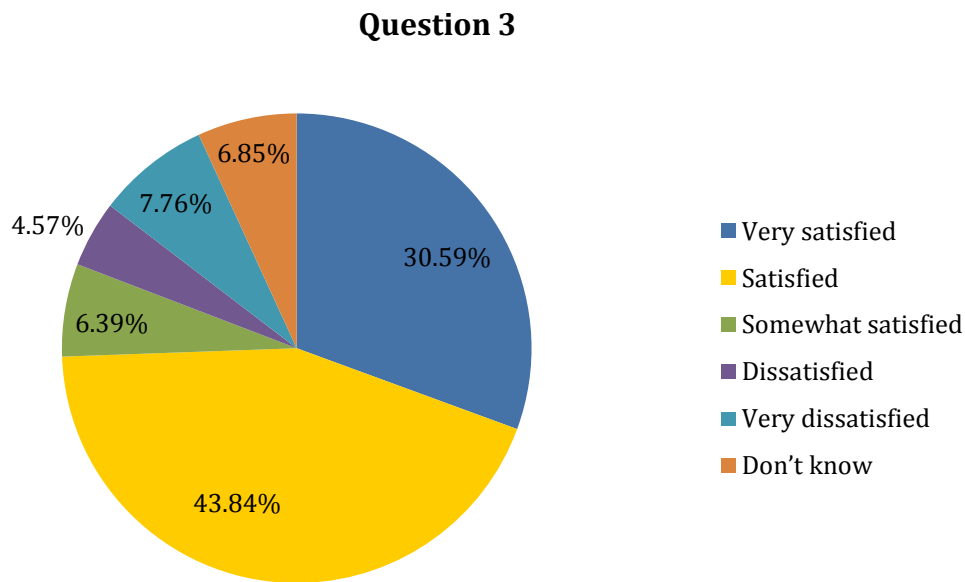
- Some people thought that the terminology used for this principle needed improvement.

*Principle 6*

- Some perceived this principle as a marketing ploy. They wanted the overall nighttime image to be clearly defined.

**c. Question 3**

**3. The illumination concept has three main components: the illumination zones, the structuring elements and the sectors, which provide more detailed guidelines on specific sites. How satisfied are you with the illumination concept?**



Over **74%** of respondents are “very satisfied” or “satisfied” with the proposed illumination design.

Participants who disagree/strongly disagree, i.e., **12 %** of respondents, told us the following:

- They prefer a dark sky and reduced light pollution.
- They dislike the design, or consider it too complicated.
- Foreground buildings should have more illumination.

**d. Question 4**

**4.1 Are there buildings, feature sites, nightlife areas or dark zones that should be added or removed? Please provide a detailed description of the specific location (i.e. address, intersection, neighbourhood or area).**

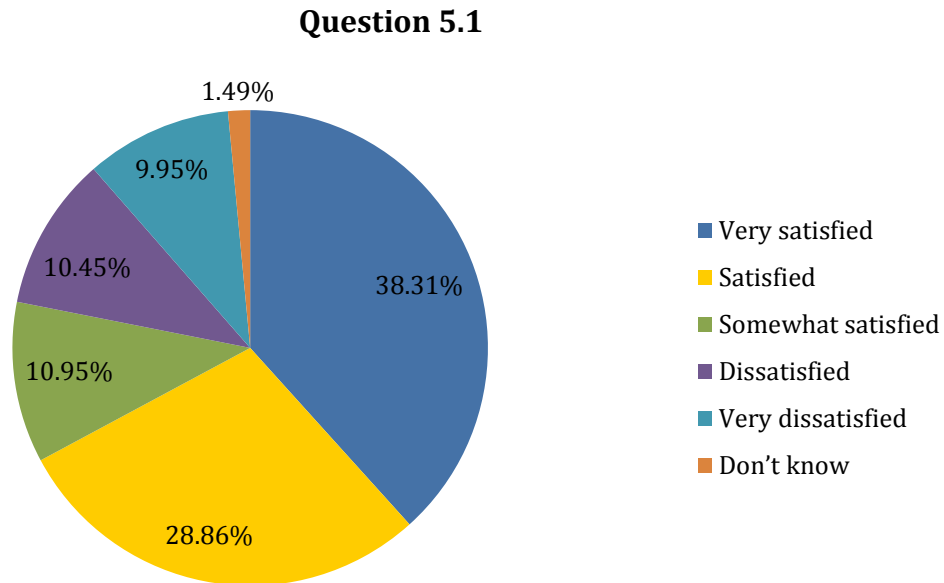
In order of priority, participants told us the following:

	<b>Add</b>	<b>Remove</b>
<b>General</b>	All bridges All monuments Along watercourses Use LED everywhere Green spaces – for safety and active transportation Add more!	No illuminated advertising Change definition of “nightlife areas”
<b>Ottawa</b>	Rideau Canal Elgin Street Chaudières (Zibi) Dows Lake LeBreton Flats Bank Street James Flaherty Building/90 Elgin Alexandra Bridge Shaw Centre Fairmont Château Laurier Parliament Hill escarpment National Holocaust Monument National Firefighter Monument Nepean Point Sparks Street Light rail train stations Westboro/Hintonburg 50 Sussex Area between Portage Bridge and Island Park Bank of Canada Bank Street in the Glebe Bridges to Stanley Park Buildings along Wellington Chinese Embassy National Arts Centre Embassies City Hall Jack Purcell/Elgin Esplanade Laurier Public parks Walkway between LeBreton and Sparks Major’s Hill Park ByWard Market Marriott Bytown Museum War Museum	Do not include 24 Sussex King Edward Avenue Do not illuminate Parliament Hill/just the centre Do not illuminate green spaces or waterways More night zones

	<p>New public library  Ottawa River  Confederation Park  Petrie Island  Pride lighting  Restore Lovers' Walk behind  Parliament  Rideau Street  Rockcliffe Park  Sandy Hill/Prime Ministers' Row  Multi-purpose trails  Somerset Street  St. Laurent  String of outdoor globe lights under  the 417 downtown  Tabaret Hall</p>	
<b>Gatineau</b>	<p>Portage Bridge  Canadian Museum of History  Maison du Citoyen</p>	<p>Mitigate the brutalist  architecture of the Portage  buildings  Do not illuminate Kruger  factory  Do not illuminate Gatineau  Court of Appeal</p>

## e. Question 5

### 5.1 Are you satisfied with the example of the nighttime panorama for the central Capital landscape — Ottawa side?



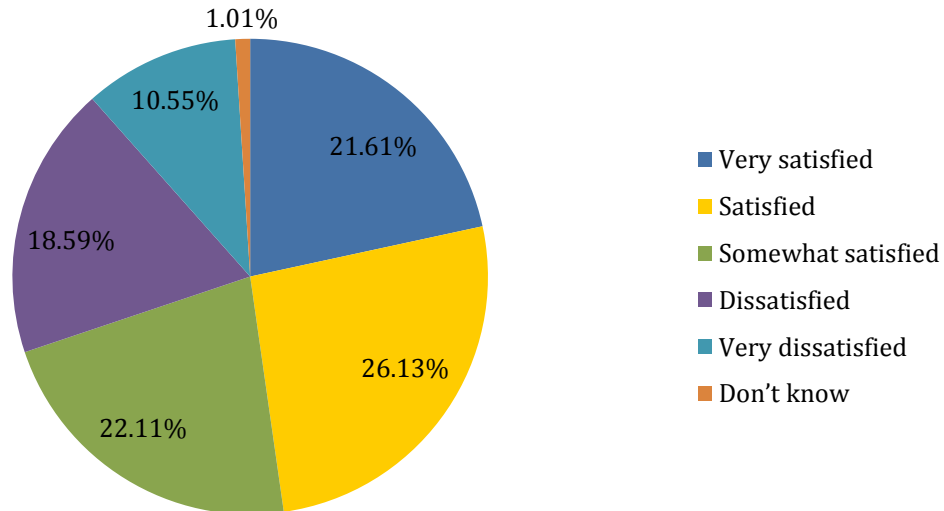
Over **67%** of respondents are “very satisfied” or “satisfied” with the nighttime scenic view of the Capital core area from the Ottawa side.

About **20%** of respondents said that they were “dissatisfied/very dissatisfied” with the nighttime scenic view of the Capital core area from the Ottawa side for the following reasons:

- Light pollution must be reduced overall, and the design is over-illuminated.
- Some agreed with the idea of illuminating the foreground buildings shown in the design, but said that the background buildings should also be illuminated to show the entire city skyline.
- Some prefer the current situation.
- Others think that the river should remain dark, and still others ask that lighting not be pointed skyward.

## 5.2 Are you satisfied with the example of the nighttime panorama for the central Capital landscape — Gatineau side?

### Question 5.2



About **47%** of respondents were “very satisfied” or “satisfied” with the nighttime scenic view of the Capital core area landscape from the Gatineau side.

About **30%** of respondents said they were “dissatisfied/very dissatisfied” with the nighttime scenic view of the Capital core area landscape from the Gatineau side for the following reasons:

- Respondents would like to see the Place du Portage office towers and other downtown buildings better illuminated to enhance the city of Gatineau (Hull area) silhouette.
- Others said they prefer reducing light pollution by using less illumination.
- Some people think that the existing situation is more attractive and better illuminated than the proposed situation.
- Others think that the proposal seems intended to reduce illumination in Gatineau, and would prefer more illumination.
- A few respondents prefer the status quo.
- Suggestions were made to illuminate Alexandra Bridge and other areas in contrasting colours (blue or red).

## f. Question 6

### 6. Do you have any other comments on the Capital Illumination Plan, 2017–2027?

- Most of the comments were positive, and most respondents wanted to see the plan implemented quickly.
- Others asked for more inspiring colours and less white and radiating light.
- Respondents also asked for more illumination on Capital pathways.
- Others would rather not see the plan implemented, or asked for changes, like more illumination or reduced illumination overall.

## V. Incorporation of results

The comments received have been examined, and will be used to help draft the final illumination plan for approval by the NCC Board of Directors in the fall of 2017.

Specifically, the following changes were made to the illumination plan, based on public comments:

- Principle no. 1, which concerns the environment, was changed to make it more robust. “Encourage responsible environmental management” was changed to “Adopt responsible environmental management practices.”
- The vision was changed to include the concept of sustainable development.
- Some buildings were added to the list of buildings identified as illumination priorities, such as the Bytown Museum and facades on Elgin Street, along Confederation Boulevard.
- Scenic views were revised, especially the Gatineau scenic view, to create a more noticeable background and a more dynamic foreground.
- In addition to the scenic views, a design drawing of Sussex courtyard lighting was developed to include an illustration of a lively nightlife location.
- At appropriate locations, the terminology used in the plan was simplified, and a glossary containing a definition of key terms was added to it.



## VI. Appendix 1: Questionnaire

### Introduction

As one of the milestone projects identified in the Plan for Canada's Capital, 2017–2067, the Capital Illumination Plan, 2017–2027, is the National Capital Commission's (NCC) first strategy for illuminating the core area of Canada's Capital Region. This plan seeks to highlight the nighttime beauty of the Capital, enrich the resident and visitor experience, promote sustainable development, support existing planning strategies, and strengthen ties with stakeholders.

Through a collaborative approach with a wide range of federal partners, the City of Ottawa and Ville de Gatineau, the private sector, and the public, this plan was developed to serve as a guide for future lighting projects in the Capital.

Let us know what you think of the draft Capital Illumination Plan, 2017–2027, by completing the following questionnaire. Your comments will be reviewed and will contribute to the final plan, to be approved by the NCC Board of Directors in the fall of 2017. The questionnaire should take you about 15 minutes to complete, and it will be available online until July 9, 2017.

### Vision

The vision of the Capital Illumination Plan, 2017–2027, is expressed as follows:

**“A memorable nighttime capital that offers unique destinations and experiences, showcases the beauty of its urban and landscape composition, and fosters diversity and harmony on both sides of the Ottawa River.”**

**Question 1:** To what extent do you agree with this vision for the nighttime illumination of the Capital?

- Strongly agree*
- Agree*
- Neutral*
- Disagree*
- Strongly disagree*
- Don't know*

If not, what would you improve? (*Only for “Disagree” and “Strongly disagree” responses*)

## Principles

**Question 2:** How satisfied are you with the plan's principles? (For each principle, in table format: *Very satisfied, Satisfied, Somewhat satisfied, Dissatisfied, Very dissatisfied, Don't know*)

- Principle 1: Encourage responsible environmental management
- Principle 2: Reveal the beauty of the central Capital landscape
- Principle 3: Showcase Confederation Boulevard
- Principle 4: Strengthen the multiple identities of the Capital core area
- Principle 5: Balance the role of light and the role of darkness
- Principle 6: Collaborate and coordinate for the benefit of a global nighttime image

If not, what would you change? (*Only for "Dissatisfied" and "Very dissatisfied" responses*)

Do you have any other comments on the plan's principles?

## The Illumination Concept

**Question 3:** The illumination concept has three main components: the illumination zones, the structuring elements and the sectors, which provide more detailed guidelines on specific sites.

How satisfied are you with the **illumination concept**?

- Very satisfied*
- Satisfied*
- Somewhat satisfied*
- Dissatisfied*
- Very dissatisfied*
- Don't know*

If not, what would you change? (*Only for "Dissatisfied" and "Very dissatisfied" responses*)

**Question 4:** Are there **buildings, feature sites, nightlife areas or dark zones** that should be added or removed? Please provide a detailed description of the specific location (i.e. address, intersection, neighbourhood or area).

**Question 5:** The following panoramas are **examples** of how the Capital’s nighttime landscape could be transformed over the coming decades through the guidance provided by the Capital Illumination Plan, 2017–2027. To give you a general idea of how the plan could be implemented, each side of the Ottawa River is represented with an image of the current nighttime landscape and a rendering of potential illumination in the future.

Are you satisfied with the example of the nighttime panorama for the central Capital landscape — **Ottawa** side?

- Very satisfied*
- Satisfied*
- Somewhat satisfied*
- Dissatisfied*
- Very dissatisfied*
- Don’t know*

If not, what would you change? *(Only for “Dissatisfied” and “Very dissatisfied” responses)*

Are you satisfied with the example of the nighttime panorama for the central Capital landscape — **Gatineau** side?

- Very satisfied*
- Satisfied*
- Somewhat satisfied*
- Dissatisfied*
- Very dissatisfied*
- Don’t know*

If not, what would you change? *(Only for “Dissatisfied” and “Very dissatisfied” responses)*

**Other comments**

Do you have any other comments on the Capital Illumination Plan, 2017–2027?

Thank you for taking part in this questionnaire!