

No. 2024-P294

To Board of Directors

For: DECISION Date 2024-04-18

Subject/Title

Ottawa River North Shore Parklands Plan, Amendment No. 1.

Summary

- The amendment to the Ottawa River North Shore Parklands Plan is required in order to:
 - o establish consistency for all applicable components of the planning framework.
 - reflect objectives and land uses that have been further identified by the development of a planning concept for Ruisseau de la Brasserie (Brewery Creek) (2022–2023) federal lands.
 - ensure synchronization of National Capital Commission (NCC) urban and strategic planning required to implement the Federal Land Use Plan for Brewery Creek.
 - o facilitate alignment of municipal planning tools.

Risk Summary

- Status quo
- That the public does not viewing the project as socially acceptable
- Perceived loss of green space

Recommendation

 That the Board of Directors approves Amendment No. 1 to the Ottawa River North Shore Parklands Plan, as described in Appendix B.

Submitted by:

<u>Alain Miguelez, Vice-President, Capital Planning Branch</u> Name

Signature

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1. Strategic Priorities

- National Capital Commission (NCC) Corporate Plan 2024–2025 to 2028–2029 Strategic Direction 3:
 - Contribute to a thriving, connected and sustainable National Capital Region that inspires Canadians, through the planning, development and improvement of the NCC's assets.
- The Plan for Canada's Capital, 2017–2067 (2017)
 - The site is identified in The Plan for Canada's Capital, 2017–2067 as one of the National Capital Region's 17 milestone projects leading up to Canada's 2067 bicentennial.
- Canada's Capital Core Area Sector Plan (2005) under review
 - Brewery Creek and Montcalm Street: Showcase the Brewery Creek and Montcalm Street sector as an important destination in the Capital's core area through mixed-use development and improved connection that preserves and supports the area's heritage character and open spaces.
 - The site is a distinct character area that should reflect the federal government's and the NCC's leadership, partnership and support.

2. Authority

National Capital Act, Section 10.

3. Background

- The land subject to the amendment includes 1.45 hectares of contiguous land bounded by Montcalm Street (east), Brewery Creek (west), Wright Street (south) and a private gas station (north). See the location plan in Appendix A.
- The land is not part of the National Interest Land Mass (NILM) and is partially vacant, except for a dilapidated building and a car parking lot. It is also a contaminated site requiring a remediation strategy and which has been accorded high priority for cleanup by the Government of Canada.
- The Ottawa River North Shore Parklands Plan (the Plan) establishes development and use guidelines.
- The current Plan proposes creating parklands and green spaces. However, this is a temporary plan, as "further consideration is required to determine its function."
- The Federal Land Use Plan for Brewery Creek (2022–2023) represents a more indepth reflection. The Plan amendment is based on analyses and conclusions. The amended Plan will promote a mix of uses that more adequately reflects the NCC's vision and strategic priorities.

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4. Options Analysis

Framework

Brewery Creek federal lands planning is primarily determined by The Plan for Canada's Capital, 2017–2067 (2017), the Canada's Capital Core Area Sector Plan (2005), the Ottawa River North Shore Parklands Plan (2018), the Real Property Optimization Strategy (2019), the Capital Pathway Network Strategic Plan (2020) and the 2023–2027 Sustainable Development Strategy (2023).

The options analysis is therefore being performed in accordance with the planning framework developed in these official documents.

Approach (2022-2023)

The process involved developing a land use plan as well as a real property optimization strategy adapted to the context in the National Capital Region, the core and the Gatineau downtown area.

- Site conditions
 - o Review of development objectives and environmental studies
 - Equipment, infrastructure and field surveys
 - Current use and evolving landscape
 - o Visual openings, signage and lighting
 - o Adjacent land and neighbouring projects
 - Strengths, constraints, challenges and opportunities
 - Site constructability
- Potential development concepts
 - Three potential development concepts
 - o Rationale for the validity of each option
 - Planned use and property development options
 - o Landscape design and connection with Brewery Creek and Montcalm Street
 - Servicing and access
- Final development concept
 - Occupancy and development master plan
 - o Interplay between built and open spaces
 - o Cost estimate for developing public realm
 - Financial feasibility study for the chosen option

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5. Financial Details

Phase 1 – Land use plan for Brewery Creek (section	\$188,329.05
of Montcalm Street)	
Phase 2 – Municipal zoning by-law amendment	\$32,422.95
process	

6. Opportunities and Expected Results

New mixed-use spaces (Montcalm) will help the NCC meet the rehabilitation and revitalization objectives needed to realize its vision and long-term objectives:

- A sustainable mix of functional and built components
- Improved access to the creek and shoreline
- Enhanced urban design and improved character for the area
- Better connectivity of active mobility networks

7. Alignment with Government and NCC Policies

The amendment aligns with the transformative vision for the Brewery Creek lands, based on decontamination, a mix of uses, community-related socioeconomic issues, mobility, and universal accessibility.

Canada's Housing Action Plan (Department of Finance)

 Alignment with the federal government's efforts to build housing in partnership with the various levels of government (including municipalities), builders and the community.

The 2023 to 2027 Federal Sustainable Development Strategy and Canada's 2030 Agenda National Strategy

- The NCC's 2023–2027 Sustainable Development Strategy confirms that the revitalization of the Brewery Creek federal lands meets the strategic objectives of the Federal Sustainable Development Strategy and the Sustainable Development Strategy. More specifically, the following sustainable development goals can be targeted:
 - "Improve access to affordable housing, clean air, transportation, parks, and green spaces, as well as cultural heritage in Canada."
 - "Take action on climate change and its impacts."

Real Property Optimization Strategy:

 Alignment with the real estate portfolio, while prioritizing agreements for long-term land leases, according to market conditions and NCC needs.
 It is part of our mission in the Capital. This strategy confirms that the federal lands along Brewery Creek are not part of the National Interest Land Mass (NILM) and can therefore be optimized for other purposes.

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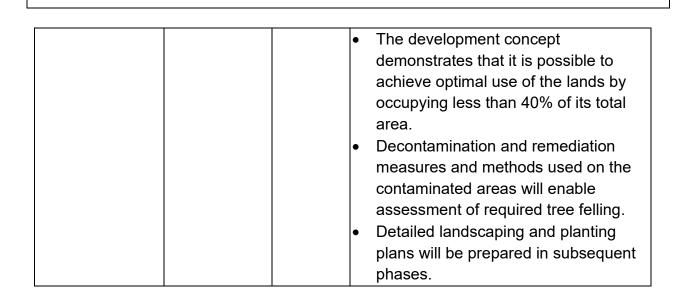
Gender-based Analysis Plus

 A Gender-based Analysis Plus (GBA Plus) assessment is required and is being performed as part of this project.

8. Risks and Mitigation Measures

Risk	Likelihood	Impact	Planned Response
Status quo	Medium	Medium	 This planning process allows the NCC to maintain consistency in its official plans, which also have a legal impact. The findings reached will serve as a benchmark and reference point when reviewing subsequent phases or applications.
Public objections to the projects or aspects thereof	Medium to High	High	 Continue to explain the merits of the project and how it accomplishes some key policy and socially relevant objectives of both the NCC and the Ville de Gatineau. Maintain an evolving consultation plan by publishing consultation reports, regularly sharing updates on the project with the public, local associations, business groups and other stakeholders, and gradually focusing public consultations towards topics that help improve or better define the project or aspects thereof. Invite the successful proponent to integrate the elements proposed by the public that were documented in the consultation report and to consult the public on their development project. Document feedback from the public and stakeholders during the next phases of the project.
Perceived loss	Low to	Low to	The site is underutilized and 20% of it
of green space	medium	medium	is a parking lot.

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9. Public Engagement and Communications

Public consultation events:

- June 7, 2022: the NCC consulted with provincial, municipal and transit agency stakeholders to refine the Plan.
- October 13, 2023: The NCC presented the Plan to the Gatineau downtown issues table (Table de concertation du centre-ville de Gatineau).
- February 13, 2024: The NCC consulted with organizations that had expressed concerns about the project, including the Association des résidents et residents de l'île de Hull, the Association du patrimoine du ruisseau de la Brasserie (Brewery Creek heritage association), Vision Centre-ville and the Gatineau Chamber of Commerce.
- February 29, 2024: The NCC held a public open house event at the artist-run centre AXENÉO7 located along Brewery Creek. 131 people attended the event.
- February 29 to March 14, 2024: An online survey allowed people to share their comments and preferences regarding the project. The NCC received 500 responses.

Communications:

Project and public consultation information was posted on a project page on the NCC's website. The project and public consultation were promoted through newsletters to the NCC's public engagement list, social media posts on Facebook, X, Instagram and LinkedIn, as well as through digital advertising on Google and LinkedIn.

The public consultation received significant French-language media coverage on television, radio and in the media. The Chair of the Board of Directors published an opinion piece about the project on February 27 in *Le Droit*. Radio-Canada and TVA had live reports and media coverage at the open house event on February 29.

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10. Next Steps

- March 22, 2024: Official filing of documents at Ville de Gatineau to initiate by-law amendment process.
- April 18, 2024: Meeting of the Board of Directors to amend the Ottawa River North Shore Parklands Plan.

11. List of Appendices

- Appendix A: Location Plan
- Appendix B: Amendment No. 1 of the Ottawa River North Shore Parklands Plan
- Appendix C: Public Consultation Report

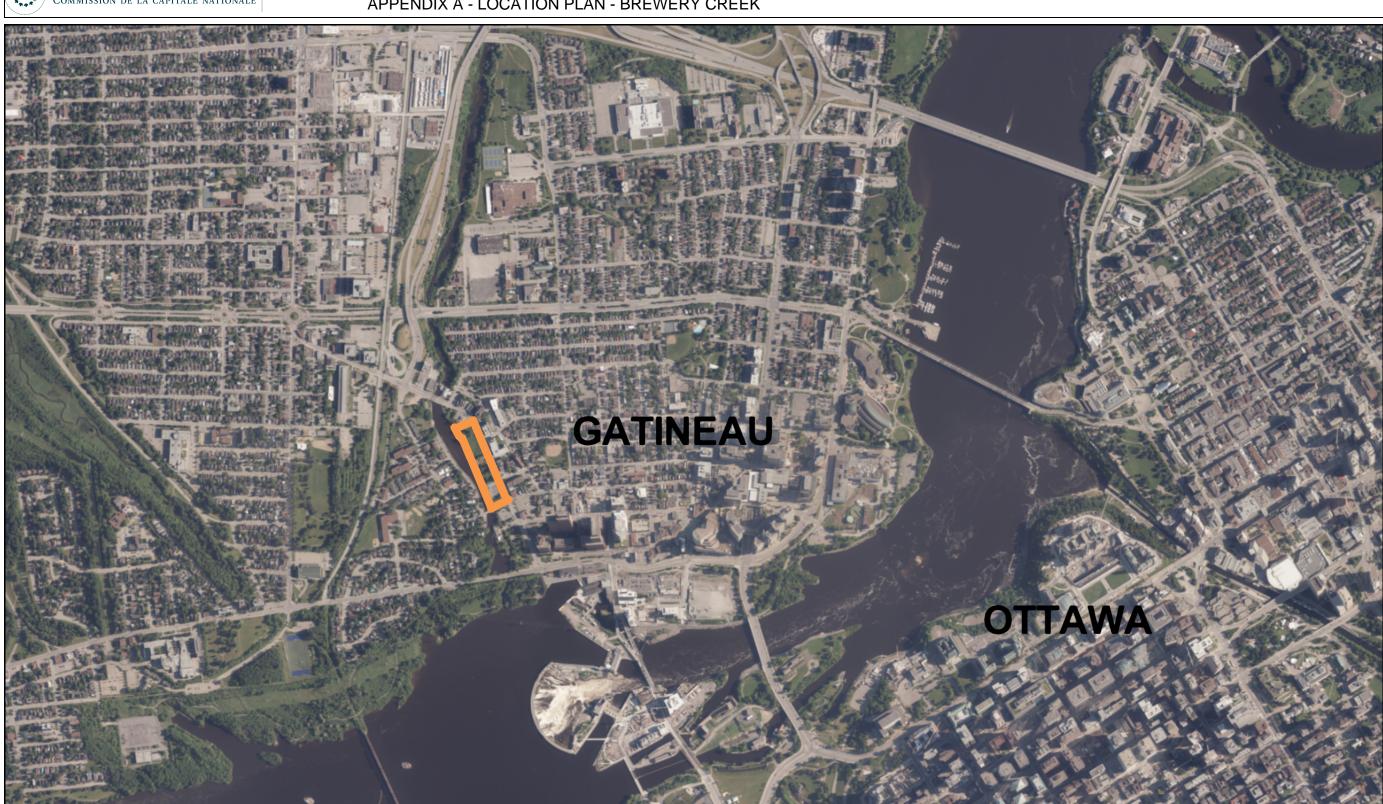
12. Authors of the Submission

- Alain Miguelez, Vice-President, Capital Planning Branch (CP)
- Martin Barakengera, Director, Planning and Design, CP
- · Andrew Sacret, Chief, Planning and Design, CP
- Fabrice Beniey, Senior Planner, CP

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2024-P294: ANNEXE A - PLAN DE LOCALISATION - RUISSEAU DE LA BRASSERIE APPENDIX A - LOCATION PLAN - BREWERY CREEK





Legend | Légende

Notes

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National Capital Commission

2024-03-07

Dégagement de responsabilité: La CCN ne garantit pas que l'information géospatial soient exacte, actuelle ou complete. La carte est pour référence générale seulement. Toutes utilisations contraires est la responsabilité de l'utilisateur et à ses propres risques.

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Disclaimer: The NCC does not guarantee this geospatial information to be accurate, current or complete. The map is only intended for use as a general reference.

APPENDIX B

AMENDMENT No. 1 OF THE OTTAWA RIVER NORTH SHORE PARKLANDS PLAN (2018)

INTRODUCTION

The land subject to the amendment includes 1.45 hectares of contiguous land bounded by Montcalm Street (east), Ruisseau de la Brasserie (Brewery Creek) (west), Wright Street (south) and a private gas station (north). (See location plan in Appendix A.)

Amendment to the Ottawa River North Shore Parklands Plan (the Plan) is required in order to:

- establish consistency for all applicable components of the planning framework;
- reflect objectives and land uses that have been further identified by development of a planning concept for Ruisseau de la Brasserie (Brewery Creek) (2022–2023) federal lands;
- ensure synchronization of NCC urban and strategic planning required to implement the Federal Land Use Plan for Brewery Creek.

AMENDMENTS

Amendments to the Ottawa River North Shore Parklands Plan are as follows:

- Amend the summary table in Section 2.4 "Detailed Land Use Concept" by replacing the bullet point "Six sites for hosting events" with "Five sites for hosting events." (ARTICLE 1, below)
- Amend the vocation "Mix of services and park space (Montcalm)" to "Mixed-uses (Montcalm)" on map 2.5 Detailed Land Use Concept. (ARTICLE 2, below)
- Add the symbology for "Multi-use pathway (proposed)" on the site, from Wright Street to the Tour Eiffel Bridge, on map 2.5 Concept Plan. (ARTICLE 2, below)
- Amend the vocation "Mix of services and park space (Montcalm)" to "Mixed-uses (Montcalm)" on map 3.5 Recreational Opportunities and Attractions. (ARTICLE 3, below)
- Add the symbology for "Pedestrian traffic" on the Wright Street site up to the Tour Eiffel Bridge on map 3.5 Recreational Opportunities and Attractions. (ARTICLE 3, below)
- Amend the use description "Services and recreational businesses (500 m²) and regional cultural pavilion (1,000 m²)" to "Service, commercial, recreational, cultural and community uses" on map 3.5 Recreational Opportunities and Attractions. (ARTICLE 3, below)

- Amend the estimate for the number of parking spaces "L. New regional cultural pavilion and recreational businesses 25" to "Brewery Creek (underground) 206" on map 3.6 Shoreline Access. (ARTICLE 4, below)
- Add the symbology for "Principal multi-use pathway" from Wright Street to the Tour Eiffel Bridge, on map 3.7 Connectivity. (ARTICLE 5, below)
- Add the symbology for "Animated public space" and remove the number "2" for "Event scale" for the site on map 3.8 Events. (ARTICLE 6, below)
- Extend the "Walking trail" symbology on the site, from Wright Street to the Tour Eiffel Bridge on map 3.9 Winter Use. (ARTICLE 7, below)
- Add the symbology for "Heated public places" on the site on map 3.9 Winter Use. (ARTICLE 7, below)
- Add the symbology for "*Urban park space*" on part of the site on map 3.10 *Landscape Typologies*. (ARTICLE 8, below)
- Amend map and text 4.9 *Brewery Creek (Montcalm Street Section)* with ARTICLES 9 and 10, below.

ARTICLE 1 – EXISTING SECTION

ENHANCE THE NATURAL ENVIRONMENT



The parks' natural features provide habitat for a number of species, and are an integral part of the Ottawa River's vast ecosystem, which runs through Canada's Capital Region and links natural habitats. Further planting is needed in parks and on other riverfront lands to enhance the urban forest cover and strengthen the riparian strip.

An iconic feature of the Capital is the natural landscape along the river. Strengthening the riparian strip and planting shoreline vegetation will help enhance the visual quality in certain areas and create continuity in terms of green space in the Capital core area.

Natural features constitute a tangible and intangible collective richness. They provide cultural services, such as recreation and tourism, as well as aesthetic, educational and cultural benefits that are important for a community.

In an urban area, the natural environment offers interpretation opportunities to build public awareness about the benefits it provides our living environment through the various ecosystem services it provides, such as regulating air and water quality. The natural shoreline environments enhance our resilience to sudden shocks caused by flooding, and help to reduce soil erosion.

2.4 DETAILED LAND USE CONCEPT

The four roles come together to create a detailed land use concept aimed at achieving the vision of creating a destination in the Capital core area.

Riverfront lands will be used to create a series of interconnected public spaces highlighted by the Capital landscapes and natural environment bordering the river.

Riverfront lands will form a network of parks and public spaces offering a number of activity areas, each with their own character. Different sites will be developed for different activity levels, and each site will have its own particular feel. Riverfront lands will contribute significantly to the quality of the Capital core area's landscape and aesthetics.

RIVERFRONT LANDS ON THE NORTH SHORE OF THE OTTAWA RIVER WILL INCLUDE THE FOLLOWING:

- 68.8-hectare study area
- · 28.3 hectares of landscaped, multi-use parks
- 39.6 hectares of natural park, of which 27.7 hectares is urban forest
- 6.2 kilometres of vegetated shoreline
- an activity hub at the Alexandra Bridge exit
- six sites for hosting events
- · a balanced sequence of tranquil and animated sites
- seven sites dedicated to the addition of new recreational services for users
- a complete waterfront route around Hull Island (7.4 kilometres), including the addition of 1.6 kilometres of new pathways
- · 10 hectares of newly accessible lands
- · a series of water access points
- · new water access points for non-motorized boats
- · an enhanced Capital panorama and landmarks
- · a showcase of the region's history and heritage
- · improved links to the river from adjacent neighbourhoods

ARTICLE 1 – AMENDED SECTION

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ARTICLE 2 – EXISTING SECTION

ARTICLE 2 – AMENDED SECTION



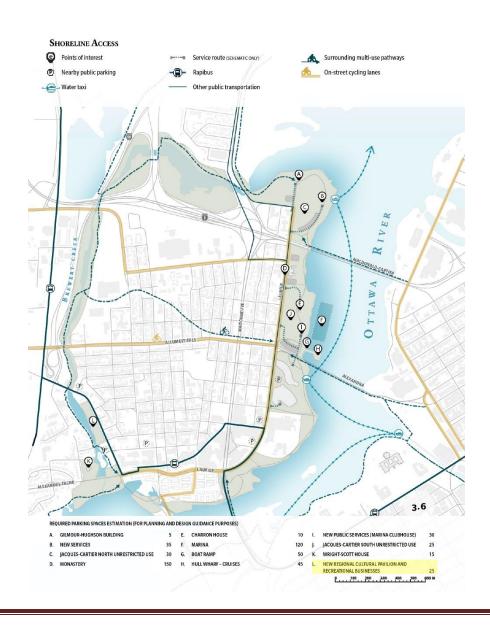
ARTICLE 3 – EXISTING SECTION



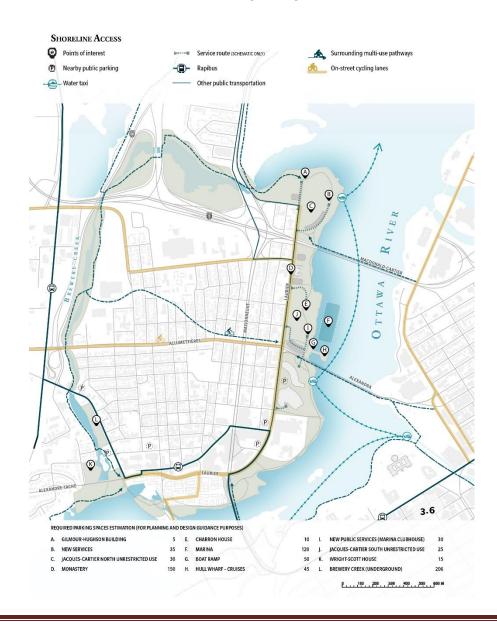
ARTICLE 3 – AMENDED SECTION



ARTICLE 4 – EXISTING SECTION



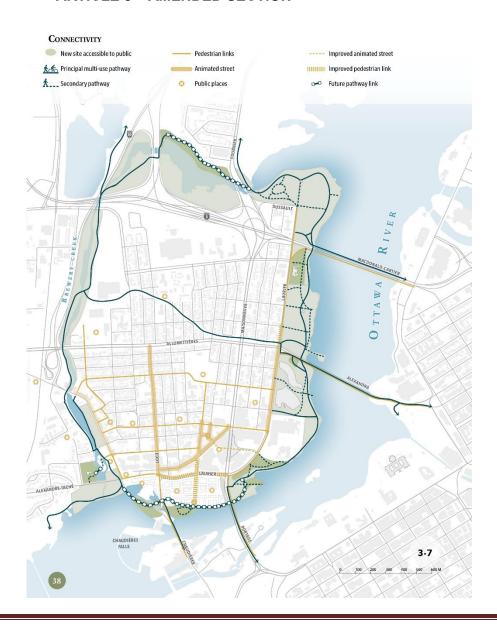
ARTICLE 4 – AMENDED SECTION



ARTICLE 5 – EXISTING SECTION



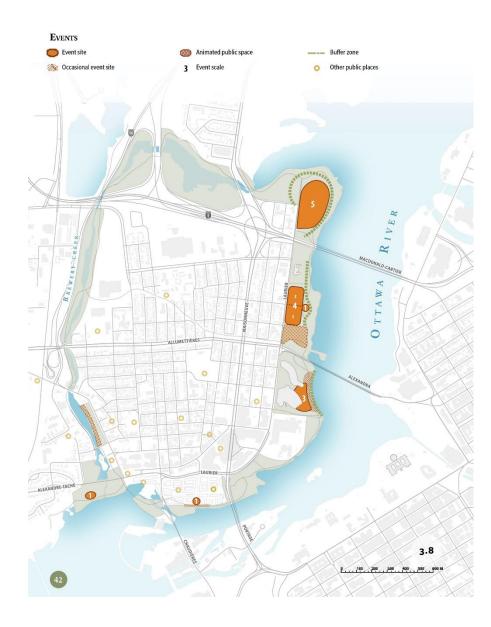
ARTICLE 5 – AMENDED SECTION



ARTICLE 6 – EXISTING SECTION

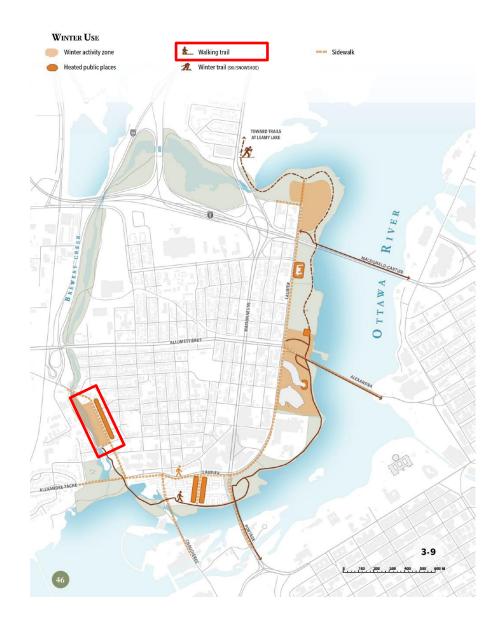
EVENTS Event site Occasional event site Other public places

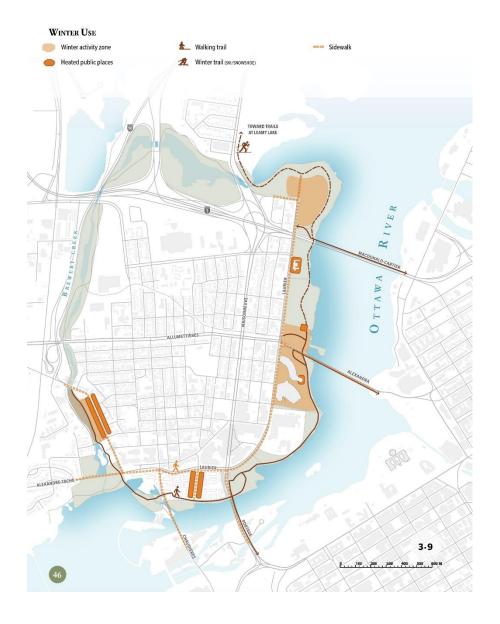
ARTICLE 6 – AMENDED SECTION



ARTICLE 7 – EXISTING SECTION

ARTICLE 7 – AMENDED SECTION





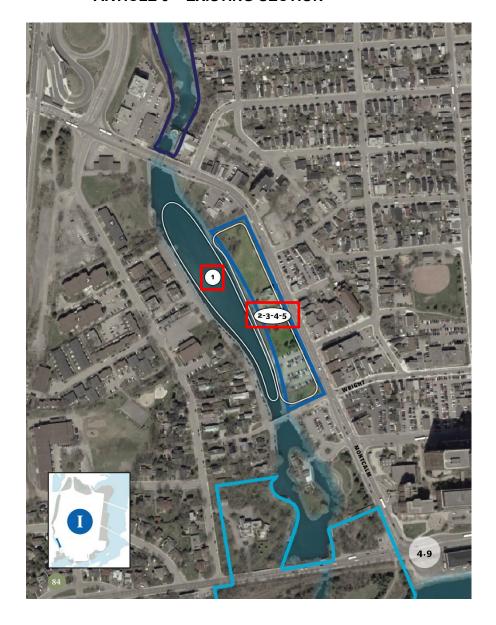
ARTICLE 8 – EXISTING SECTION

ARTICLE 8 – AMENDED SECTION

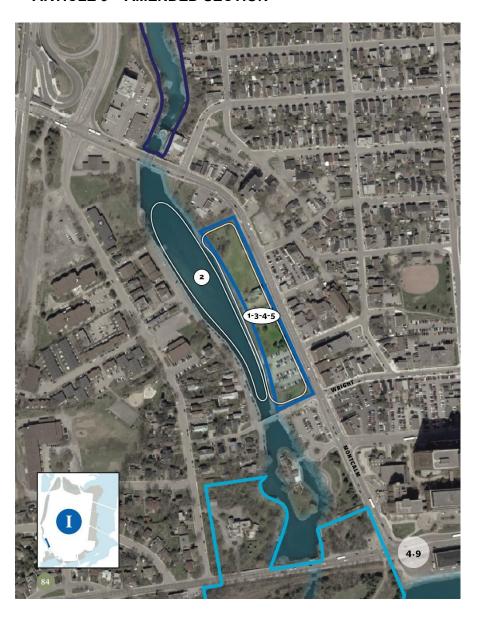




ARTICLE 9 – EXISTING SECTION



ARTICLE 9 – AMENDED SECTION



ARTICLE 10 – EXISTING SECTION

4.9 Brewery Creek (Montcalm Street Section)

DESCRIPTION AND BACKGROUND

The land running between Brewery Creek and Montcalm Street forms a narrow strip of green space. The land is elevated about three metres above the creek's water level. Users can get down to creek level by way of a path that requires restoration. The creek is a potential passageway for various fish species that migrate upstream of the Chaudières Falls dam.

Canada's Capital Core Area Sector Plan of 2005 defines this sector as a special study area, meaning that further consideration is required to determine its function. The land runs adjacent to an urban sector in redevelopment surrounding Montcalm Street, and includes the Théâtre de l'Île and La Place de la Francophonie. It is a burgeoning cultural sector that has a prominent place in Ville de

Gatineau planning. The sector's industrial past, which is part of the region's history, poses certain challenges, particularly in terms of soil contamination, which continues to hinder land redevelopment efforts.

SITE CONCEPT

The waterfront land will contribute to the emergence of this cultural sector with regional influence and will help unite the urban sector and Brewery Creek. This space will provide public places that can accommodate lively events and cultural facilities, as well as businesses contributing to this atmosphere. The site will remain open for the most part, and will offer a recreational experience in both summer and winter.



Brewery Creek (Montcalm Street section)

SUMMARY OF INITIATIVES

- Raise public awareness about the geography of Hull Island and the creek's role in the migration of various fish species.
- Contribute to a collective effort to naturalize the banks of the creek, if the detailed plan for the site recommends it.
- 3. In collaboration with the Ville de Gatineau, establish a detailed plan to develop a welcoming public space
- that fits with the cultural and commercial sector of Montcalm Street.
- Allow the construction of buildings for cultural functions that are regional in scope.
- 5. Provide opportunities for activities on the creek.

DETAILED PLANNING POLICY STATEMENTS

PRESERVE AND ENHANCE

- Raise public awareness about the geography of Hull Island and the creek's role in the migration of various fish species.
- Contribute to a collective effort to naturalize the banks of the creek, if the detailed plan for the site recommends it.
- Assess the technical feasibility of naturalizing the shoreline, and evaluate the impact of this measure on the future planning and use of the residual flat terrain, as well as on the approach to contaminated soil management.

DEVELOP AND IMPROVE

- In collaboration with the Ville de Gatineau, establish
 a detailed plan to develop a welcoming public space
 that fits with the cultural and commercial sector of
 Montcalm Street.
- Set aside an open, developed, landscaped area that can accommodate public activities on part of the land.
- Make the site a public plaza that combines urban character with greenery.
- Host Level 2 events that fit within the limited size of the open area.
- 4. Allow the construction of buildings for cultural functions that are regional in scope.
- Determine the placement of proposed buildings in collaboration with the Ville de Gatineau, as part of a detailed site planning exercise.
- In the current parking lot north of Wright Street, allow the construction of buildings that can accommodate businesses which are complementary to the sector, or cultural activities which would be open to the public and would support the riverfront park experience.
- Decontaminate the land in order to increase the site's potential future uses, in order to fully contribute to the cultural vitality of the Montcalm and Foundry sector.

- 5. Provide opportunities for activities on the creek.
- Provide corresponding facilities that discreetly fit into the site design.
- Ensure that improvements enhance interactions between the park and the creek and the neighbourhood.
- Establish partnerships to provide user amenities in permanent facilities (dressing rooms, washrooms, snack bar).
- Provide access to the creek and appropriate infrastructure to meet the needs of desired activities.
- Support efforts to keep the creek's water level high enough to maintain it as a passage for wildlife.

ARTICLE 10 - AMENDED SECTION

4.9. BREWERY CREEK (MONTCALM STREET SECTION)

DESCRIPTION AND BACKGROUND

The lands include 14,500 m² (1.45 hectares) of contiguous space between Brewery Creek, Montcalm Street and Wright Street. The land is contaminated due to former industrial activities that took place on the site up to the first half of the 20th century and is virtually vacant, with the exception of a dilapidated building and a car parking lot.

Landscaping is minimal and mainly consists of trees and a grass cover temporarily planted during the second half of the 20th century. It includes a pedestrian walkway above the shoreline that allows people to walk along the creek from Wright Street to the Eiffel Tower Bridge. This section of Brewery Creek also allows for the potential movement of aquatic species despite the presence of two consecutive dams, upstream and downstream of the site.

The 2005 National Capital Core Area Plan defines the site as a distinct character area due to its strategic location in a mixed-use environment that is historically and culturally rich, and also due to its proximity to a large workforce, residences, administrative services, retailers and leisure areas. This also means that its development and enhancement must be the subject of in-depth reflection to determine its use, especially since the area is becoming gradually densified and will require investment in infrastructure and public facilities.

Site Concept

Complete neighbourhoods will be created on this site in the downtown core, with five objectives:

- 1. Rehabilitate contaminated lands and create housing.
- 2. Design public spaces.
- 3. Increase the number of residents.

- 4. Provide universal accessibility and sustainable mobility.
- 5. Create a range of uses.

SUMMARY OF INITIATIVES

- 1. Assess the risks to human health and the environment caused by contamination based on use scenarios.
- 2. Create public awareness about Brewery Creek's history, roles and realities.
- 3. Develop an improvement plan that enhances the area's character by promoting a mixed urban composition that fits in with the existing or future built environment.
- 4. Enhance the use and animation of the site, from Montcalm Street and Brewery Creek's shoreline by creating various indoor and outdoor uses.
- 5. Improve linkages with adjacent sectors and initiatives.

DETAILED PLANNING POLICY STATEMENTS

PRESERVE AND ENHANCE

NATURAL SPACES

- 1. Assess the risks to human health and the environment caused by contamination based on use scenarios.
- 2. Create public awareness about Brewery Creek's history, roles and realities.

DEVELOP AND IMPROVE

- 3. Develop an improvement plan that enhances the area's character by promoting a mixed urban composition that fits in with the existing or future built environment.
 - Lay the groundwork for the redevelopment of federal lands in line with revitalization targets for the downtown, nearby property development, and urban landscape beautification.
 - Ensure volumetric integration that respects dimensions and scale for Montcalm Street in order to bound public areas and mitigate disruption caused by demolition, parking lots and vacant lots.
 - Develop an occupancy concept that demonstrates financial viability based on the parameters of the location and the socio-economic context of the site.
- 4. Enhance the use and animation of the site, from Montcalm Street and Brewery Creek's shoreline by creating various indoor and outdoor uses.

- Develop public, inclusive and accessible spaces on the creek shoreline, with a tiered vegetation cover.
- Include retail spaces on the ground floor of buildings to promote an animated and vibrant Montcalm Street, and promote recreation and ease of use in all public spaces, including on the Brewery Creek shoreline.
- Jointly determine, along with the Ville de Gatineau, factors that will attract residents and businesses to the federal lands and create a return on investment.
- Contribute to the year-round use of brewery Creek through the strategic location of public spaces close to outdoor destinations, public establishments and facilities.

5. Improve linkages with adjacent sectors and initiatives.

- Create connectivity between public spaces, the creek shoreline, and Montcalm Street by including pedestrian alleyways or connected spaces.
- Consolidate the Capital Pathway by connecting the site to the active mobility networks, while prioritizing safe pathway design.