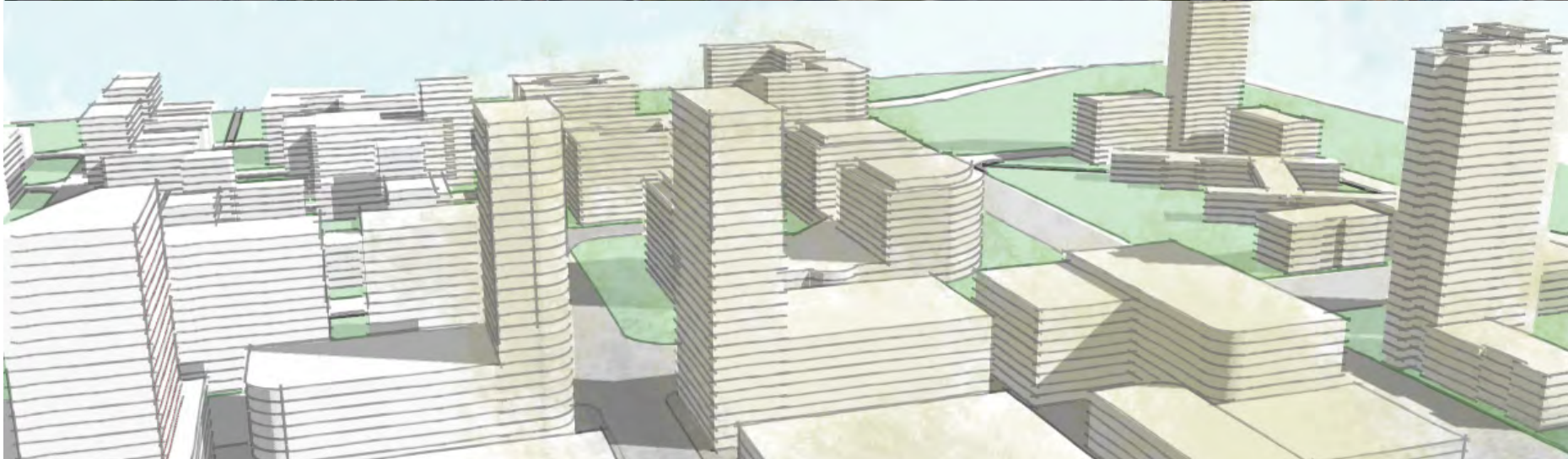


An aerial photograph of a city, likely Washington D.C., showing various buildings and green spaces. A semi-transparent white rectangular box is overlaid on the upper portion of the image, containing the text 'A Long-Term Vision'.

A Long-Term Vision

CONFEDERATION HEIGHTS

1950-2050



A Long Term Vision for Confederation Heights

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SURP 824 Project Course

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School of Urban and Regional Planning
Department of Geography and Planning
Queen's University



SCHOOL OF
Urban and
Regional Planning



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EXECUTIVE SUMMARY

A LONG-TERM VISION FOR CONFEDERATION HEIGHTS

Produced by: the School of Urban and Regional Planning, Queen's University

OBJECTIVE

Public Services and Procurement Canada (PSPC) and the National Capital Commission (NCC) requested the creation of a strategic long-term vision for Confederation Heights, an existing federal office node located in Ottawa, Ontario. The Project Team has been retained to develop a 35-year, long-term plan that will help guide the future redevelopment of the site.

VISION

Confederation Heights will be a **mixed-use** Federal Employment node that is **highly connected**, both within its boundaries, and to the rest of the National Capital Region. It will serve as an exemplary **transit-oriented development** that is a vibrant and active place to work, live, and play. As a future place of **national pride**, Confederation Heights will be a well-defined **gateway** into the **Nation's Capital**.

GOALS

This long-term vision seeks to achieve the following goals:

1. Maintain the site as a Federal Employment node that reflects the National Capital identity;
2. Encourage appropriate intensification measures to meet density goals with appropriate built form;
3. Create a live, work, play community that is a destination point; and,
4. Establish strong and efficient pedestrian, cycling, automobile and transit connectivity, externally and internally to the site.

FROM 1950 TO 2050

In the 1950s, Jacques Gréber created the *Plan for the National Capital*, which intended to decentralize federal employment in the National Capital Region. The plan resulted in the establishment of a single-use federal office node at Confederation Heights, which was auto-centric and characterized by sprawling parking lots and large open spaces. Since the 1960s, the site remains largely unchanged and still exemplifies many of these characteristics. Though the Gréber Plan was innovative and appropriate for its time, Confederation Heights must be redeveloped to meet the current and future needs of the City of Ottawa as a whole, while creating an iconic federal employment node suitable for the Nation's Capital.



Image 1: 1957 vision for Confederation Heights; Tupper Building on the right, Tilley Building in the centre, and a parking lot on the left.



Image 2: 2012 image of Confederation Heights, looking southwest

EXISTING CONDITIONS

Approximately 104 hectares in size, Confederation Heights remains largely unchanged since the 1960s. The site is currently an auto-dependent, low-density federal employment centre with large tracts of surface parking lots, open space, and irregular road networks. The site contains 16 buildings primarily used for office space. Heritage buildings on the site include the CBC (Drake) Building (Classified), as well as the Tilley and Tupper Buildings (Recognized). Three major arterial roads divide the site: Bronson Avenue, Heron Road, and Riverside Drive. Light Rail Transit, Bus Rapid Transit and local bus routes service the area. Currently, Confederation Heights is currently grossly underutilized with many challenges and weaknesses. However, due to its size and location near rapid transit infrastructure, redevelopment opportunities are significant.

Table 1: SWOC Analysis for the existing conditions of Confederation Heights

	Positive	Negative
	STRENGTHS	WEAKNESSES
Internal	<ul style="list-style-type: none"> • LRT and BRT transit corridor • Existing employment hub • Prime location in heart of National Capital Region • Adjacent to Rideau River and NCC greenspace networks • Gateway into City • Ample supply of developable land 	<ul style="list-style-type: none"> • Lacking pedestrian and cycling connectivity • Lacking accessibility • Lacking sense of place • Lacking sense of security and “eyes on the street” • Complex traffic networks • Extensively auto-oriented • Abundance of underused parking lots
	OPPORTUNITIES	CHALLENGES
	<ul style="list-style-type: none"> • Opportunity for commercial uses to serve future employees • Sale of excess land as surplus • Policy support for redevelopment • Connectivity via BRT, LRT and NCC Multi-Use Pathway networks • Sprawl repair and TOD 	<ul style="list-style-type: none"> • Competition from other redevelopment • Complex existing road network • Perceived remoteness from downtown • Appropriate connection to environmentally protected lands • Planning land uses for ease of surplus



Image 3: LRT trillium line Confederation station.



Image 4: Tupper building parking lot showing vast surface parking, typical of Confederation Heights.



Image 5: Rendering of Rosslyn Station, a successful American TOD and Employment Centre.



Image 6: 2015 image of Bronson Avenue/Airport Parkway looking north.

GUIDING PRINCIPLES

Sixty relevant case studies were researched for their relevance to Confederation Heights based on size, location, ownership, built form, demographics, and employment. Each case study concentrated on the relationship to transit and development of a live, work, and play community. Based on the analysis of these precedents, guiding principles were adapted to guide the redevelopment of Confederation Heights.

Table 2: Guiding principles for the conceptual designs based on precedents and consultation

		Purpose
Guiding Principles	Connectivity	Encourage transit-supportive land uses and active transportation
	Identity	Create iconic spaces to represent federal identity
	Complete Community	Create a vibrant community with a strong sense of place
	Sustainability	Promote economic growth, environmental preservation, social equity and cultural integrity
	Respect for Policy	Respect existing and future policies, guidelines and documents
	Built Form	Encourage compact built form with pedestrian-oriented massing and scale

CONCEPTUAL DESIGNS

Upon consideration of the principles developed from best practices, a new conceptual plan was developed for Confederation Heights. Based on developed guiding principles, the conceptual designs better incorporate key aspects of a good transit-oriented development and builds on natural and topographic conditions.



Image 7: Preliminary concept for Confederation Heights, looking north across Heron

BUILT FORM

The proposed conceptual plan more adequately reflects an appropriate transit-oriented development and is divided into five Precincts featuring six varying land uses. The Federal Employment node (Image 8) will be the focal point for high-density and mixed-use commercial/office development, concentrated around the future LRT station. The Tupper Valley and Riverdale Village precincts will be the focal areas for residential development. A mix of office, institutional, residential and arts and culture uses will be focused within the Rideau Ridge and Brookfield Centre precincts, to act as smooth transitions between adjacent residential neighbourhoods and commercial areas.

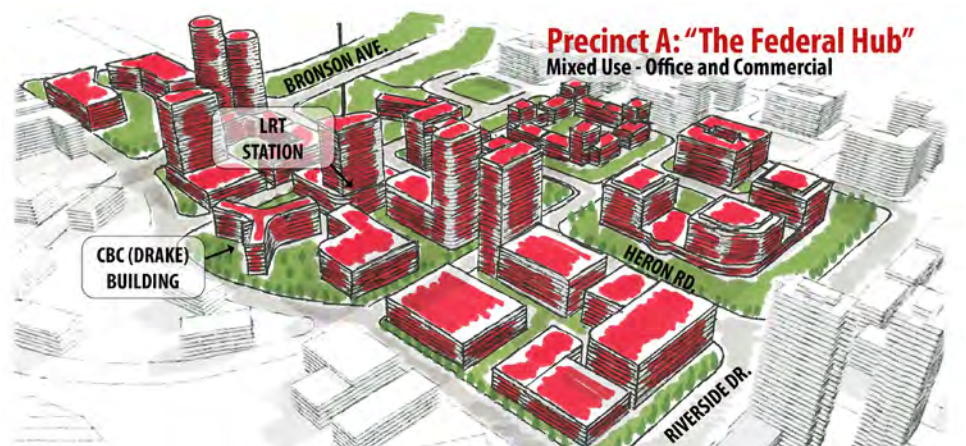


Image 8: The Federal Hub can hold 2.5 times the employees of the entire former site

CONNECTIVITY

By relocating the LRT station from south of Heron to north of Heron, transit will be more centrally located to meet the needs of employees, residents and other site users. The site will also feature organized grid street networks, intersections and pedestrian crossings to increase site connectivity, calm traffic and reduce concentration on the automobile. Pedestrian-focused woonerfs will be located in residential neighbourhoods, and multi-use pathways will increase both internal and external connections to better integrate natural heritage features at the site's periphery and encourage active transportation to and from the site.

VIEWS

In keeping with the importance of views and vistas on and around the site as per NCC policies, the redevelopment will feature well-defined views that showcase the natural heritage of the surrounding area through gateway features. The development of the gateway building pair, adjacent to Airport Parkway will create visual interest and transition from a natural Capital entry to the urban National Capital Region (see Image 9).



Image 9: Enhanced view, north along Airport Parkway, with a view of two iconic buildings that create a well-defined gateway into the National Capital Region

DENSITY POTENTIAL

An important consideration of this long-term plan is the significant potential density increases resulting from redevelopment of the site. The existing site offers approximately 250,000 m² of office space (which translates to a potential maximum of approximately 17,600 workers), whereas the proposed development would achieve nearly four times that capacity. In addition, the employees per hectare could increase from existing 118 employees/ha, to a proposed 460 employees/ha, which is more appropriate for a mixed-use employment node at a major transit station. The average Gross Floor Space Index (FSI) would increase from a low 0.35, to 2.8. In addition, it is important to note that on the proposed Federal Hub Precinct lands, PSPC and other federal agencies could achieve over two and a half times greater the number of office spaces and employees in the Federal Hub alone, on just one quarter of the entire lands. The concentration of employment adjacent to the transit stations will free up more peripheral lands for disposal and redevelopment for residential use.

Table 3: Comparison between the existing and proposed site use and density

	Existing Total Site	Proposed Total Site	Federal Hub
Office (GFA)	246,336 m ²	955,000 m ²	645,000m ²
Number of Employees	17,600*	47,000	32,000
Employees/ha	118	460	1,112
Residential (GFA)	0	565,000 m ²	0
Dwelling Units (100 m ² /DU)	0	5,600	0
People jobs/ha	118	590	1112
Other	0	189,000 m ²	72,000m ²
Site Coverage	8%	18%	61%
Avg. Net FSI	0.35	2.8	3.4

*17,600 is the potential number of employees the existing site could hold if all buildings were redeveloped to workplace 2.0 standards. The actual current employee count is estimated to be approximately 6,500 and a density of 63 people and jobs/ha.

Overall, the proposed conceptual design reflects a much more dense, well-connected, mixed-use, transit-oriented development that is appropriate for the context of growth and development in Ottawa, the National Capital Region, and Canada as a whole.



Image 10: Image of proposed development for Confederation Heights

IMPLEMENTATION

A phasing plan was developed to outline the planning and implementation processes involved with the redevelopment of the site, as follows:

	Phase	Project	Target Timeline
Research	A	Master Plans, financing, disposal, public-private partnership strategies	0-5 Years
	I	Major Infrastructure Projects – Bronson Ave., Heron Rd., internal collectors. Surplus: Tupper Lands & R.A Centre	0-10 Years
Implementation	II	Internal road network, LRT coordination for station, Rideau Bridge, landscaping Heron Rd. Parkway Surplus: Rideau Ridge	5-15 Years
	III	Landscaping for Airport Pkwy. Retrofit CP parkade. Surplus: Riverdale Village, Brookfield Centre	10-20 Years
	IV	Major Infrastructure Projects – Riverside Dr. internal road networks (Rideau Ridge), MUPS, Surplus: Rideau Ridge (remaining) Federal Hub construction with twin signature buildings	15-35 Years
Project Completion			

While recognizing that the redevelopment of Tunney's Pasture, a similar federal employment node located in Ottawa, Ontario, will be first priority for PSPC, preliminary steps may be taken in the interim to prepare for development at Confederation Heights. To begin the redevelopment of Confederation Heights, PSPC and the NCC may consider undertaking preliminary research, plans, and studies, including Geotechnical Studies, Site Servicing studies, Traffic Impact Studies, etc. This preliminary research may be commenced immediately and will help to guide future development of the site.

Stakeholders, including other property owners and the City of Ottawa, should be consulted and partnerships should be formed early in the process to ensure important milestones like the redevelopment of major arterials may be conducted simultaneously.

Important infrastructure upgrades including bringing Airport Parkway/ Bronson Avenue to grade, removing on- and off-ramps, and the LRT Trillium line upgrades will be essential in ensuring Confederation Heights is developable by 2050. These infrastructure upgrades are often a one in 100-year opportunity, thereby representing the need for PSPC and the City to collaborate quickly and efficiently. The proposed build-out period for this long-term plan is 35 years, set for a 2050 completion. It is important to note that this phasing plan should be interpreted as a flexible guideline in order to account for changes to PSPC portfolio needs and market demands.

RECOMMENDATIONS

The Project Team suggests the following recommendations for immediate consideration and action by PSPC and the NCC:

1. Consult with stakeholders (including other property owners and the City of Ottawa) to develop strategies to proceed;
2. Conduct appropriate background studies;
3. Create Secondary Plan and/or Master Plan to guide development and obtain approval from the NCC and the City;
4. Facilitate consultation with private industries and Public Private Partnerships;
5. Act as catalyst for development and engage with the City to strategize and begin infrastructure upgrades; and,
6. Begin the strategic disposal process for properties outside of the proposed future Federal Hub.

SOMMAIRE

UNE VISION À LONG TERME POUR CONFEDERATION HEIGHTS

Produit par la School of Urban & Regional Planning, Université Queen's

OBJECTIF

Services publics et Approvisionnement Canada (SPAC) et la Commission de la Capitale (CCN) souhaitent créer une vision stratégique à long terme pour Confederation Heights (le site), un campus d'emploi fédéral à Ottawa, en Ontario. L'équipe de projet a été retenue pour produire un plan à long terme qui aidera à guider le redéveloppement de Confederation Heights au cours des prochaines 35 années.

VISION

Confederation Heights deviendra un centre d'emploi fédéral à usage mixte qui sera bien connecté, à l'intérieur du site ainsi qu'avec le reste de la région de la capitale nationale. Le site sera un modèle dynamique d'un développement lié au transport collectif où l'on peut vivre, travailler, et s'amuser. En tant que place future de fierté canadienne, Confederation Heights sera une véritable porte d'entrée à la capitale nationale.

BUTS

Cette vision à long terme cherche à réaliser les buts suivants:

1. Maintenir la fonction du site en tant que centre d'emploi fédéral concentré autour de la station de train léger qui reflète l'identité de la capitale nationale;
2. Encourager des mesures d'intensification qui rencontrent des objectifs de densité à l'aide d'une forme construite appropriée;
3. Créer une communauté qui devienne une destination où l'on peut vivre, travailler, et s'amuser; et,
4. Établir une connectivité efficace pour piétons, cyclistes, automobilistes et usagers du transport en commun, que ça soit à l'intérieur du site ou avec les autres secteurs de la ville.

DE 1950 À 2050

En 1950, Jacques Gréber a rédigé un plan pour la région de la capitale nationale qui visait entre autres à décentraliser la fonction publique fédérale dans la région. Ce plan a mené au développement d'un campus d'emploi fédéral à usage unique à Confederation Heights qui se caractérisait par la primauté de l'automobile, d'énormes stationnements, et de grands espaces libres. Le site est resté en grande partie inchangé depuis les années 1960. Alors que le plan Gréber était approprié à l'époque, il est maintenant nécessaire de redévelopper Confederation Heights afin de rencontrer les besoins présents et futurs de la ville d'Ottawa, tout en créant un centre emblématique d'emploi fédéral qui est approprié pour la région de la capitale nationale.



Image 11: Vision pour Confederation Heights en 1957; edifice Tupper à droite, edifice Tilley au centre, et stationnement à gauche



Image 12: Image de Confederation Heights en 2012.

CONDITIONS EXISTANTES

Le site est actuellement un centre d'emploi fédéral de faible densité axé sur l'automobile et possède de grands espaces ouverts, d'énormes stationnements, et des réseaux de circulation irréguliers. 16 bâtiments, principalement des bureaux, y figurent. Trois d'entre eux sont des édifices du patrimoine: l'édifice de la SRC (Drake) (classé), et les édifices Tilley et Tupper (reconnus). Trois voies de circulation majeures parcourent le site: l'avenue Bronson, le chemin Heron, et la promenade Riverside. Le site est aussi desservi par des lignes de train léger et de service rapide par bus, ainsi que des routes d'autobus locales. Confederation Heights est présentement sous-utilisé qui possède plusieurs défis et faiblesses; toutefois, le site présente une potentiel significatif de redéveloppement grâce à son immensité et à sa localisation favorable.

Table 4: Analyse SWOC des conditions existantes de Confederation Heights

	Positif	Negatif
	FORCE	FAIBLESSES
Interne	<ul style="list-style-type: none">• Corridors de TLR et BHNS• Centre d'emploi existant• Situé au cœur de la région de la capitale nationale• Adjacent à la rivière Rideau et aux réseaux d'espaces verts• Porte d'entrée à la ville• Quantité importante de terrain aménageables	<ul style="list-style-type: none">• Manque de connectivité à pied et à vélo• Manque d'accessibilité• Manque d'un sens du lieu• Manque de sentiment de sécurité• Réseau routier complexe• Dominé par la voiture• Stationnements sous-utilisés
	OPPORTUNITÉS	DÉFIS
	<ul style="list-style-type: none">• Services commerciaux pour des employés dans le futur• Ventes de propriétés excédentaires• Soutien des politiques gouvernementales• Connectivité grâce au TLR, au BHNS, et aux sentiers à usages multiples de la CCN• Créer un développement lié au transport en commun et éliminer l'étalement urbain	<ul style="list-style-type: none">• Concurrence des centres d'emplois avoisinants qui ont été redéveloppés• Complexité du réseau routier existant• Perçu comme étant loin du centre-ville• Proximité à des zones écologiques protégées• Besoin de stratégies d'aménagement qui créent des terrains excédentaires



Image 13: Station Confederation



Image 14: Stationnement pour l'edifice Tupper, typique de Confederation Heights.



Image 15: Dessin de Rosslyn Station, un exemple americain d'un TOD reussi



Image 16: Image de l'avenue Bronson/la promenade de l'Aéroport vers le nord

PRINCIPES DIRECTEURS

L'équipe a étudié soixante cas pertinents qui se comparaient bien à Confederation Heights grâce à leur(s) superficie, localisation, propriété foncière, forme construite, démographie, et/ou niveaux d'emplois. Chaque étude de cas s'est concentrée sur la relation entre le transport en commun et le développement d'une communauté où l'on peut vivre, travailler, et s'amuser. L'analyse de ces cas a mené à la création de principes directeurs qui guideront le redéveloppement de Confederation Heights.

Table 5: Principes directeurs pour les dessins conceptuels (selon nos consultations et études de cas)

Intentions	
Principes directeurs	Connectivité
	Encourager des usages qui appuient les transports actifs et en commun
	Identité
	Créer des espaces iconiques pour représenter une identité fédérale
	Communauté complète
	Créer une communauté dynamique avec un sentiment d'appartenance
	Durabilité
	Promouvoir l'expansion économique, la préservation écologique, l'équité sociale et l'intégrité culturelle
	Respect des politiques
	Respecter les intentions des politiques, directives, et documents gouvernementaux présents et futurs
	Forme construite
	Encourager une forme construite compacte favorisant un aménagement axé sur les piétons

PLANS CONCEPT

La considération des principes directeurs basés sur les meilleures pratiques a mené à la création d'un nouveau plan concept pour Confederation Heights. À l'aide des principes directeurs, le plan concept incorpore mieux les aspects importants d'un développement lié au transport en commun.



Image 17: Dessin préliminaire du plan conceptuel

FORME CONSTRuite

Le plan, divisé en cinq enceintes possédant six usages différents, reflète de manière plus adéquate un développement lié au transport en commun. Le centre d'emploi fédéral sera le point focal des développements de haute densité de commerces et de bureaux à usages mixtes, concentrés autour de la station de TLR. Le développement résidentiel sera concentré dans les enceintes de la vallée Tupper et du village Riverdale. Les enceintes de Rideau Ridge et du centre Brookfield seront composées d'une mixité d'usages de bureaux, institutionnels, résidentiels, et artistiques/culturels, permettant ainsi une meilleure transition entre les quartiers résidentiels et commerces adjacents.

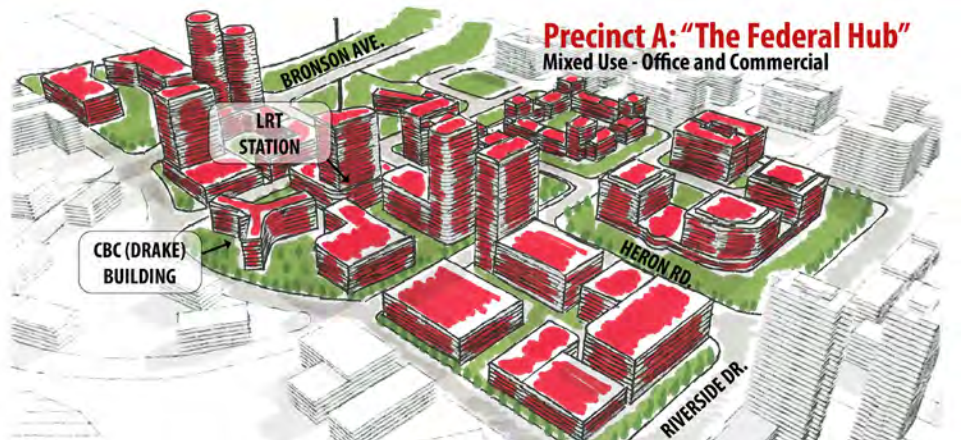


Image 18: Le hub fédéral peut accommoder 2,5 fois plus d'employés que l'ancien site au complet

CONNECTIVITÉ

La relocalisation de la station de TLR du sud de Heron au nord de Heron permet aux employés, résidents, et aux autres usagers du site de plus facilement accéder au transport en commun. Le redéveloppement fournira aussi des réseaux routiers, des intersections et des passages pour piétons plus organisés, ainsi que des mesures pour réduire la vitesse des automobiles et, en gros, réduire la dépendance du site sur l'automobile. De plus, des woonerfs axés sur l'expérience piétonnière et des sentiers à usages multiples amélioreront la connectivité et encourageront les modes transport actif autour du site, ainsi qu'avec les quartiers adjacentes.

VUES

En conformité avec les politiques de la CCN qui nous rappellent l'importance des vues autour du site, le redéveloppement présentera des nouvelles vues qui démontreront le patrimoine naturel local et qui fourniront de nouvelles perspectives sur l'intérieur de Confederation Heights, ainsi qu'à travers le site. Le passage de la promenade de l'aéroport entre deux nouveaux édifices créera un effet visuel de trou de serrure, ce qui permettra au site d'agir comme porte d'entrée monumentale à la région de la capitale nationale.



Image 19: Vue améliorée le long de la promenade de l'Aéroport, regardant vers le nord.

POTENTIEL DE DENSITÉ

Le redéveloppement de Confederation Heights permettrait une augmentation significative de la densité potentielle sur le site. Le site existant offre environ 250 000 m2 d'espaces à bureaux et pourrait donc accommoder environ 12 300 employés, tandis que le redéveloppement pourrait accommoder presque quatre fois le nombre d'employés sur le même site. La densité potentielle augmenterait de 118 employés/ha à 460 employés/ha, et le coefficient brut d'occupation des sols augmenterait de 0,35 à 2,8; ces nouveaux chiffres représentent mieux pour un campus d'emploi à usage mixte de haute densité. De plus, le redéveloppement sur les terres de l'enceinte centre fédéral permettrait au gouvernement fédéral d'accueillir au moins 2,5 fois plus d'employés que ce que le site entier offre en ce moment, à l'intérieur de seulement un quart de la superficie du site.

Table 6: Comparaison entre les densités et usages existants et potentiels

	Site existant	Ensemble du site (2050)	Centre fédéral
Bureaux	246,336 m ²	955,000 m ²	645,000 m ²
Nombre d'employés	17,600*	47,000	32,000
Employés/ha	118	460	1,112
Résidentiel	0	565,000 m ²	0
Unités d'habitation (80 m ² /DU)	0	5,500	0
Emplois et personnes/ha	118	590	1112
Autre	0	189,000 m ²	72,000 m ²
Couverture	8%	18%	61%
COS (brut)	0.35	2.8	3.4

*Ceci est the potential employees qui peuvent etres sure le site existant avec les standards de workplace 2.0. En actualité, il y a 6,500 employés a Confederation Heights, qui represent une densiter de 63 employee et personne/ha.

En conclusion, le plan concept représente bien un développement lié au transport en commun à usage mixte qui est de forte densité, bien connecté, et adapté au contexte de croissance et de développement à Ottawa, dans la région de la capitale nationale, et au Canada en général.

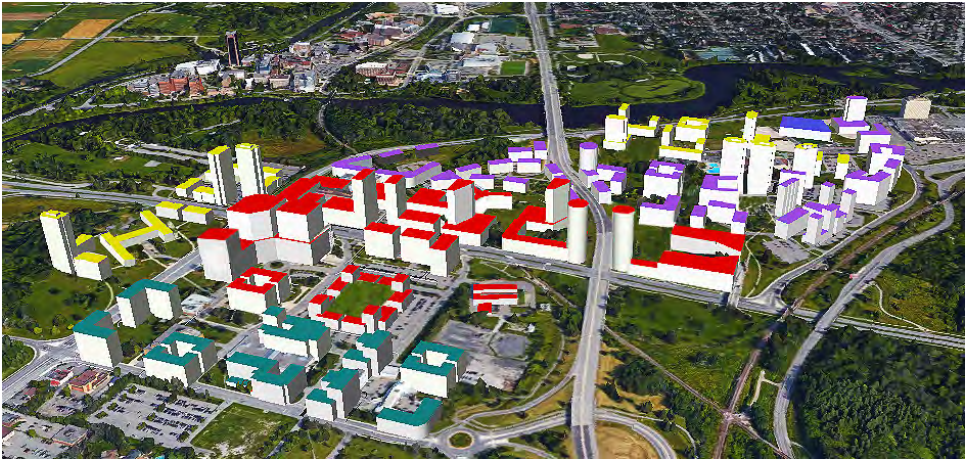


Image 20: Image du développement proposé pour Confederation Heights

PLAN DE MISE EN OEUVRE

Un plan de mise en œuvre graduelle a été créé pour définir les processus de recherche et de mise en œuvre nécessaires pour le redéveloppement du site.

	Phase	Projet	Temps estimé
Études	A	Plans directeurs, financement, aliénation des terrains excédentaires, stratégies de partenariats publics-privés.	0 à 5 ans
	I	Projets d'infrastructure majeurs: ave. Bronson, ch. Heron, et routes collectrices internes. Aliénation de la vallée Tupper et du centre R.A.	0 à 10 ans
Mise en oeuvre	II	Réseau routier interne, coordination de la station de TLR, pont de la rivière Rideau, aménagements paysagers du ch. Heron. Aliénation de Rideau Ridge.	5 à 15 ans
	III	Travaux paysagers de la prom. de l'Aéroport. Rénovation du stationnement CP. Aliénation de Riverdale Village et de Brookfield Centre.	10 à 20 ans
	IV	Projets d'infrastructure majeurs: prom. Riverside, rues internes (Rideau Ridge), sentiers polyvalents. Aliénation du reste de Rideau Ridge. Construction du Hub fédéral et de ses édifices jumeaux iconiques.	15 à 35 ans

Finalisation du projet

À court terme, SPAC et la CCN devraient considérer entreprendre le phases A, afin de consulter les parties prenantes pour élaborer des plans et études préliminaires (comme les études géotechniques, les études d'impacts sur les transports, et les évaluations environnementales de site) et améliorer les infrastructures, et les stationnements pour rencontrer les besoins futurs du site.

Même si le redéveloppement de Tunney's Pasture, un autre campus d'emploi fédéral à Ottawa, sera entrepris avant celui de Confederation Heights, des mesures préliminaires peuvent être entreprendre pour débiter le processus pour redévelopper ce dernier. Certains terrains excédentaires peuvent faire l'objet d'une aliénation stratégique immédiate, alors que des projets d'infrastructure (comme la reconstruction de la promenade de l'Aéroport/l'avenue Bronson pour qu'elle rencontre le chemin Heron à la même hauteur) peuvent être entrepris en même temps que l'amélioration de la ligne Trillium du train léger. La nouvelle ligne Trillium devrait être complétées d'ici 2023; il est donc important d'entreprendre simultanément des mises à jour initiales aux éléments d'infrastructure centrale. Ce plan à long terme devrait être mis en œuvre sur une période de 35 ans; le projet serait donc complété vers 2050.

RECOMMANDATIONS

L'équipe du projet recommande à SPAC et à la CCN de considérer d'entreprendre les mesures suivantes :

1. Consulter les parties prenantes (incluant les autres propriétaires fonciers et la ville d'Ottawa) pour élaborer un plan stratégique;
2. Commencer les études préliminaires nécessaires;
3. Créer un plan secondaire et/ou un plan directeur pour guider le redéveloppement et obtenir les approbations de la ville et la CCN;
4. Consulter le secteur privé, surtout en ce qui concerne des partenariats publics-privés;
5. Catalyser le développement et créer une excitation autour du projet afin de démarrer le processus de redéveloppement;
6. Commencer le processus d'aliénation stratégique de terrains jugés excédentaires à l'extérieur du hub fédéral.

Queen's University Master of Urban and Regional Planning Project Course

Each year, Queen's University's School of Urban and Regional Planning's project courses offer groups of second-year graduate students the opportunity to act as consultants for a partner in the public or private sector. This report is the culmination of the 2015 Land Use Planning and Real Estate project course, in which a team of eleven graduate students worked with Public Services and Procurement Canada and the National Capital Commission to produce a long-term vision for the redevelopment of Confederation Heights, a federal office node in Ottawa, into a mixed-use, transit-oriented community.

The project course provides students with experience in creating a vision that responds to the clients' needs in intensive conditions that are similar to those of a professional workplace.

Le cours d'urbanisme de Queen's University

À chaque année, la School of Urban and Regional Planning de Queen's University offre à ses étudiants de maîtrise en deuxième année l'opportunité de travailler en tant que consultants pour un client gouvernemental ou privé. Ce rapport a été produit par onze étudiants qui ont participé au cours en aménagement du territoire et bien immobilier. Ces étudiants ont travaillé en partenariat avec le ministère des Services Publics et Approvisionnement Canada et la Commission de la capitale nationale pour créer une vision pour le redéveloppement à long terme de Confederation Heights, un centre d'emplois fédéral à Ottawa, afin que celui-ci devienne un quartier axé sur le transport en commun qui offre une mixité d'usages.

Les projets majeurs de ce genre fournissent aux étudiants l'expérience de créer une vision de redéveloppement qui répond aux demandes d'un client dans un milieu quasi-professionnel.

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GLOSSARY OF TERMS

Accessibility

Planning the city to bring people closer to their destinations and making it easier for people to reach jobs, services, education and recreation.

Active Transportation

Any form of human-powered transportation, be it walking, cycling, using a wheelchair, in-line skating or skateboarding.

Areas of Natural and Scientific Interest (ANSI)

Areas of land and water containing natural landscapes or features that have been identified as having life science or earth science values related to protection, scientific study, or education.

Archaeological Resources

The physical remains and contextual setting of any structure, event, activity, place, cultural feature or object which, because of the passage of time, is on or below the surface of the land or water, and is important to understanding the history of a people or place. Examples include individual artifacts or grouped features such as the remains of a pre-European aboriginal settlement.

Bus Rapid Transit (BRT)

A bus-based mass transit system that generally has specialized design (such as dedicated bus lanes and high-speed corridors), services and infrastructure to improve system quality and remove the typical causes of delay.

Census Metropolitan Area (CMA)

Area consisting of one or more neighbouring municipalities situated around a core. A census metropolitan area must have a total population of at least 100,000 of which 50,000 or more live in the core.

Community Design Plan (CDP)

A plan developed for a community or neighbourhood that will undergo significant change. The Community Design Plan will translate the principles and policies of the Official Plan to the community scale.

Complete Community

A community that meets people's needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, a full range of housing, and community infrastructure including affordable housing, schools, recreation and open space for their residents. Convenient access to public transportation and options for safe, non-motorized travel are also provided.

Floor Space Index (FSI)

The ratio of the gross floor area of a building to the total area of the lot on which the building is located. Also known as Floor Area Ratio.

Gateway

An important road or path which serves as a major entry into the city, a district, or a local area. Gateways are also created where a road or path intersects with the edge of a district, and are often signified by entrance features.

Greenway Systems

A network of green space that has been preserved and adapted to the built environment so as to provide a number of natural and pedestrian-friendly connections between green spaces.

Gross Floor Area (GFA)

The total area of each floor whether located above, at or below grade, including: shared mechanical and service equipment; common hallways, stairwells, elevator shafts, landings, steps and other voids; common washroom, laundry, storage, amenity, parking and loading space.

Heritage

Buildings, structures, sites, landscapes, areas and environments of historic, architectural, contextual, cultural, and/or natural interest, which are or should be conserved for the benefit of the community and posterity.

Human Scale

The quality of the physical environment which reflects a sympathetic proportional relationship to human dimensions and abilities, and/or which contributes to the citizen's perception and comprehension of the size, scale, height, bulk and/or massing of buildings or other features of the built environment.

Light Rail Transit (LRT)

A transit system made up of modern electricity-powered Light Rail Vehicles (LRV) that carry passengers in dedicated lanes or right-of-ways, separated from motor vehicle traffic.

Massing

The overall shape or arrangement of the bulk or volume of development.

Mixed Use

A variety of uses in a building or a community in close proximity, possibly including housing, recreational, commercial, institutional, or other employment uses.

Multi-use Pathway

A system of multiple pathways that accommodate walkers, runners and cyclists, and that connect and link parks and open spaces within neighbourhoods and open spaces.

National Capital Commission (NCC)

A Crown corporation of the Government of Canada created in 1959. The NCC's mandate is to plan develop and conserve Canada's Capital Region, which is a source of national pride and significance.

National Capital Greenbelt

The crescent shaped belt of green space surrounding the City of Ottawa that is primarily owned by the NCC. The Greenbelt is made up of 20,000 hectares of field, forest, wetland and farmland, with the purpose of protecting the National Capital Region's rural land from haphazard urban sprawl.

National Capital Region (NCR)

The official federal designation for the Canadian capital of Ottawa, Ontario, the neighbouring city of Gatineau, Quebec, and surrounding urban and rural communities, under the authority of the NCC as per the National Capital Act.

Natural Corridors

The naturally vegetated or potentially revegetated areas that link or border natural areas and provide ecological functions such as habitat, passage, hydrological flow, connection or buffering from adjacent impacts.

Official Plan

Contains goals, objectives, and policies established primarily to manage and direct physical change and the effects on the social, economic, and natural environment of the municipality.

Provincial Policy Statement

Outlines and describes the Government of Ontario's policies on land use planning. It applies province-wide and provides clear policy direction on land use planning to promote sustainable communities, a strong economy, and a clean and healthy environment.

Public-Private Partnership

A long-term, performance-based approach to procuring public infrastructure that can enhance governments' ability to hold the private sector accountable for public assets over their expected lifespan.

Public Services & Procurement Canada

The department of the government of Canada with responsibility for providing internal servicing and administration support to federal departments and agencies (formerly referred to as Public Works and Government Services Canada)

Rapid Transit Network

An interconnecting system of rights-of-way and corridors in which the stations, roadbeds, rail beds or other related facilities including park and ride and maintenance facilities used for a public rapid transit service may be located.

School of Urban and Regional Planning (SURP)

Queen's University's planning school in Kingston, Ontario, which offers a 2-year Master of Planning program (M.PL.) that is accredited by the Ontario Professional Planners Institute (OPPI) and the Canadian Institute of Planners (CIP).

Transit-Oriented Development (TOD)

High-density developments, with a mix of residential, commercial, office, and/or other uses within a 600 m of a major transit station. These are often integrated with active transportation networks.

Transitway

A rapid-transit corridor, in the City of Ottawa, that is designed for the exclusive use of buses and other authorized vehicles.

Transportation Master Plan (TMP)

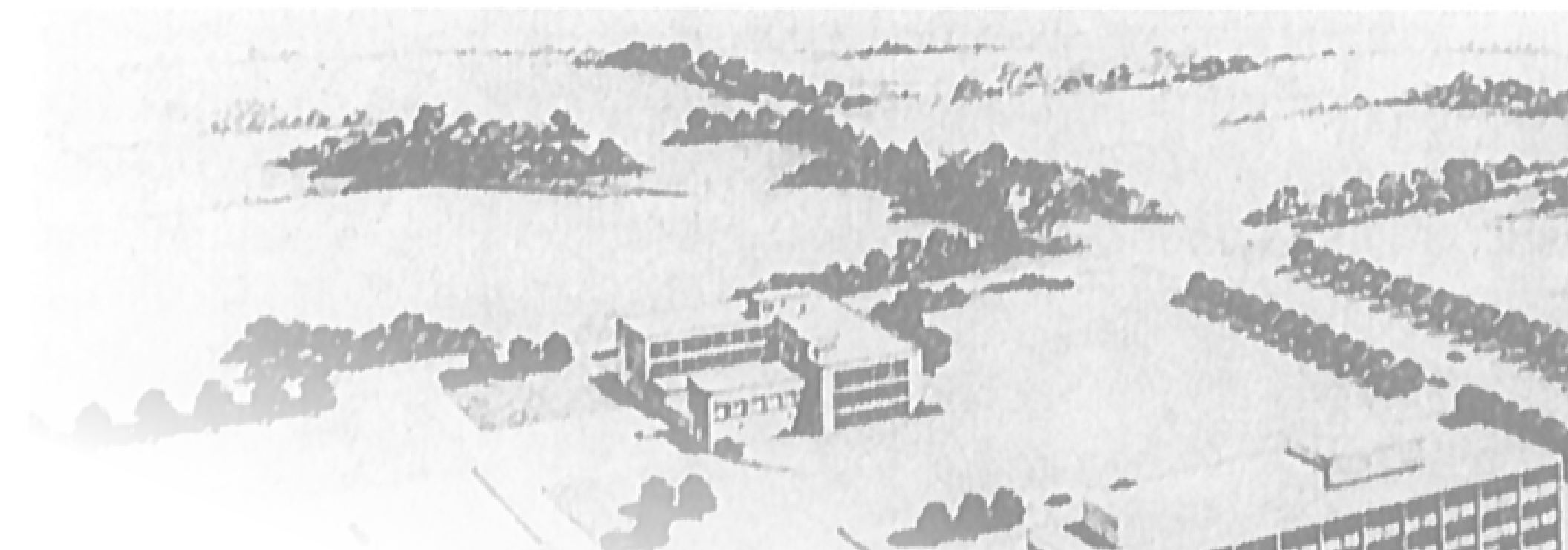
A comprehensive plan that identifies the transportation facilities, services and policies that will require implementation through a governing body. These plans are typically implemented by municipalities through mechanisms such as long-range financial plans, mid-range implementation plans, annual budgets, program development, area and corridor transportation studies, design or practice guidelines, and Community Design Plans.

Workplace 2.0

PSPC's framework of office policies, standards, and guidelines that promote sustainable and healthy practices and encourage collaboration, in order to modernize the federal workplace.

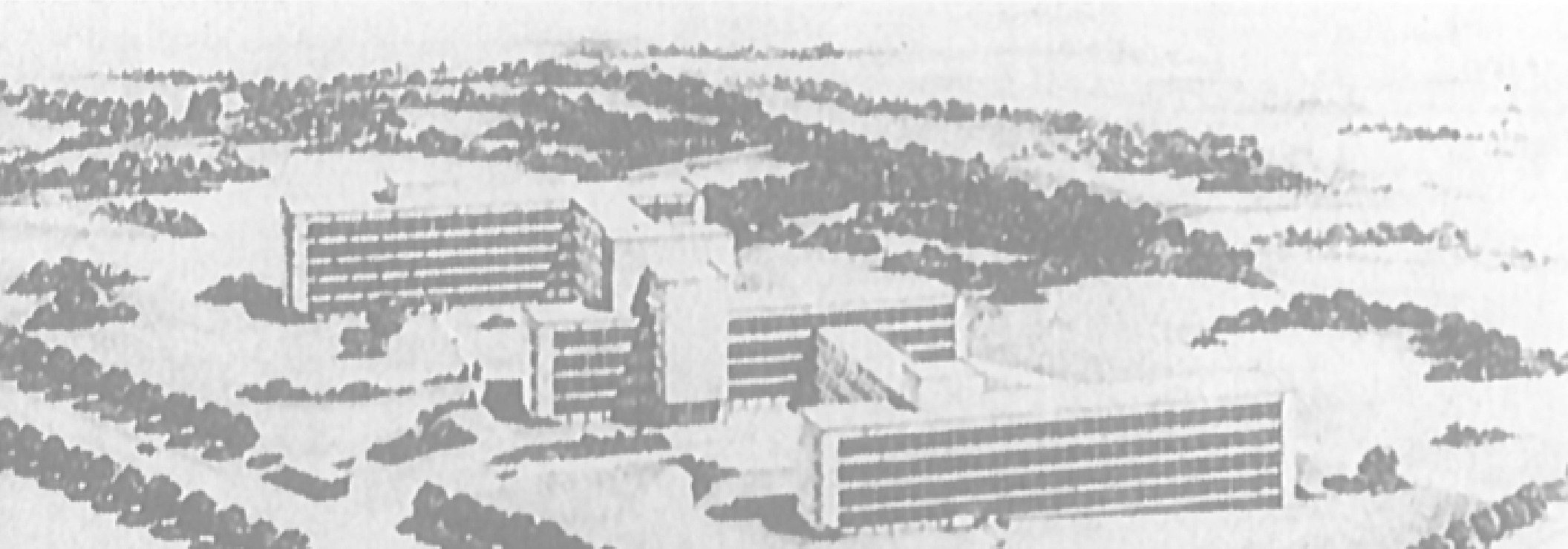
LIST OF ACRONYMS

ANSI	Area of Natural and Scientific Interest
BRT	Bus Rapid Transit
CBC	Canadian Broadcasting Corporation
CMA	Census Metropolitan Area
CRA	Canada Revenue Agency
CSE	Communications Security Establishment
FAR	Floor Area Ratio
FHBRO	Federal Heritage Buildings Review Office
FSI	Floor Space Index
GDP	Gross Domestic Product
GFA	Gross Floor Area
IEE	Initial Environmental Evaluation
LRT	Light Rail Transit
MUP	Multi-use Pathway
NCC	National Capital Commission
NCR	National Capital Region
OCP	Ottawa Cycling Plan
OP	Official Plan
P3s	Public-Private Partnerships
PPS	Provincial Policy Statement
PSPC	Public Services and Procurement Canada
RA	Recreation Association of the Public Service of Canada
RVCA	Rideau Valley Conservation Authority
SURP	School of Urban and Regional Planning
SWOC	Strengths, Weaknesses, Opportunities and Challenges
TOD	Transit-Oriented Development



1.0 INTRODUCTION

Public Services and Procurement Canada (PSPC) and the National Capital Commission (NCC) should create a strategic Long-Term Vision for Confederation Heights, an existing federal office node located in Ottawa, Ontario. The purpose of this report is to provide a well-justified and appropriate course of action for PSPC and the NCC to proceed in the redevelopment of this site.



1.1 OBJECTIVE

This Report intends to guide the future redevelopment of the Confederation Heights into a mixed-use, transit-oriented federal employment node with a strong focus on reflecting the National Capital identity. The goal of this report is to provide tools, ideas and recommendations for PSPC and the NCC to lead the future creation of a Secondary Plan for the site.

1.2 GOALS

This Long-Term Vision seeks to establish the site as a mixed-use, transit-oriented community, while achieving the following goals:

- Maintain the site as a Federal employment node that reflects the National Capital identity;
- Encourage appropriate intensification measures to meet density goals with appropriate built form;
- Encourage appropriate and effective Public-Private Partnerships;
- Create a live, work, play community that acts as a destination point;
- Establish strong and efficient pedestrian, cycling, automobile and transit connectivity, both internally and externally to the site; and,
- Identify appropriate lands for strategic disposal/surplus to encourage effective redevelopment.

1.3 SITE HISTORY

To conceptualize the existing conditions, needs, challenges and opportunities surrounding the redevelopment of the site, it is important to first understand its local and contextual history within the National Capital Region (NCR).

Before its conversion into a federal office node, Confederation Heights was located in Gloucester Township. The area, previously named Junction Gore was initially settled for its potential to contribute to the lumber industry.¹ By the 20th Century, most of the site was developed as farmland. Two of the more prominent farming families in the area, the Billings and Herons, lent their names to Billings Bridge and Heron Road.²

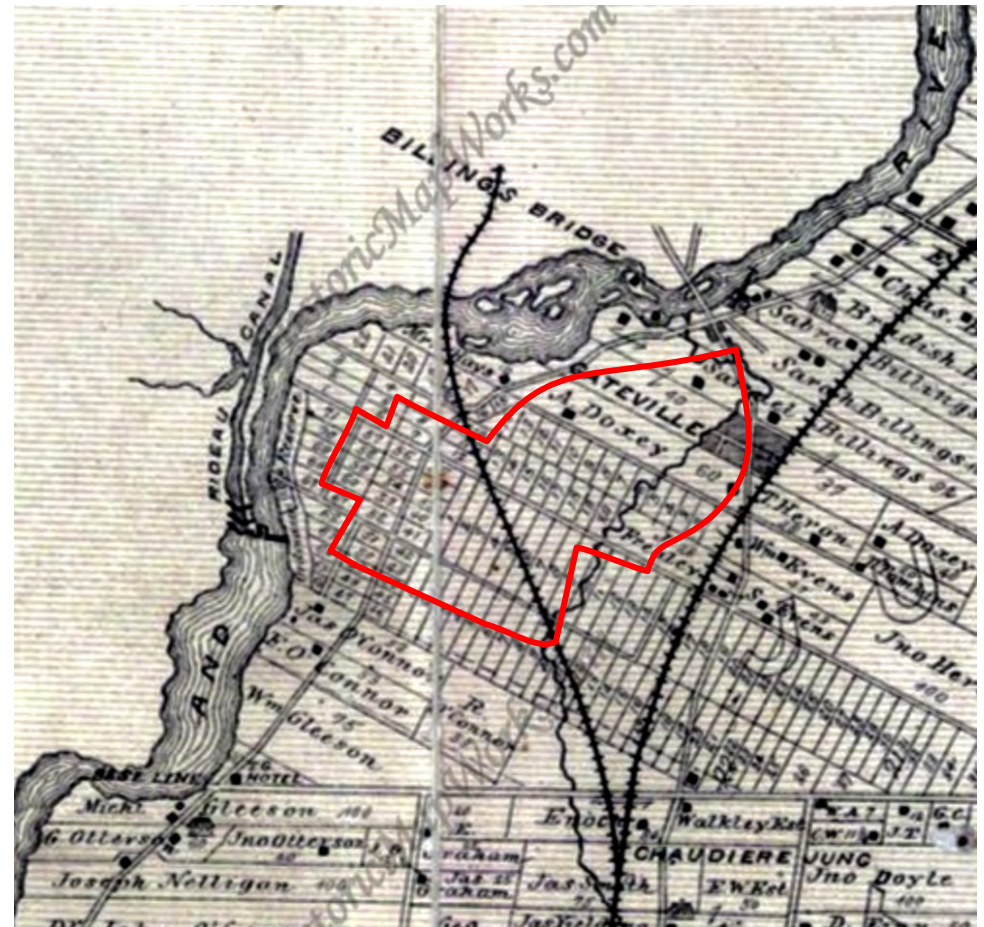


Image 1-1: 1879 map of the site.⁷

Confederation Heights owes much of its current form to the 1950 *Plan for Canada's Capital* (the Gréber Plan), a vision for Canada's NCR authored by French urbaniste Jacques Gréber. A major component of his vision was to decentralize the federal government offices in order to help ease traffic congestion. As a result, large tracts of land were acquired by the federal government in areas outside city limits, such as Tunney's Pasture and Confederation Heights. Gréber recommended that federal office campuses like Confederation Heights be surrounded by green space, which is reflected by the site's proximity to Hog's Back Park and Vincent Massey Park. Additionally, the site was intended to act as the major southern gateway into the Nation's Capital.³

Most buildings on the site were constructed between 1958 and 1962. At its opening in 1960, the Sir Charles Tupper Building was the largest public building in Canada.⁴ By 1973, the Department of Public Works (now known as PSPC) recognized in an updated study that the site would benefit from improved connectivity with surrounding neighbourhoods and increased commercial and residential uses.⁵ However, no changes were implemented as a result of the study.

In the early 1990s, Canada Post's decision to redevelop its lands was the catalyst for the production of a Plan of Development by Triangle Projects Inc., which sought to influence planning policy for the entirety of the site.⁶ The resulting policy changes allowed for mixed-use zoning and the designation of the site from a Secondary Employment Centre to a Primary Employment Centre. This allowed for a greater number of employees to work on the lands. Despite policy changes, no significant development has occurred on the site since the early 1990s.

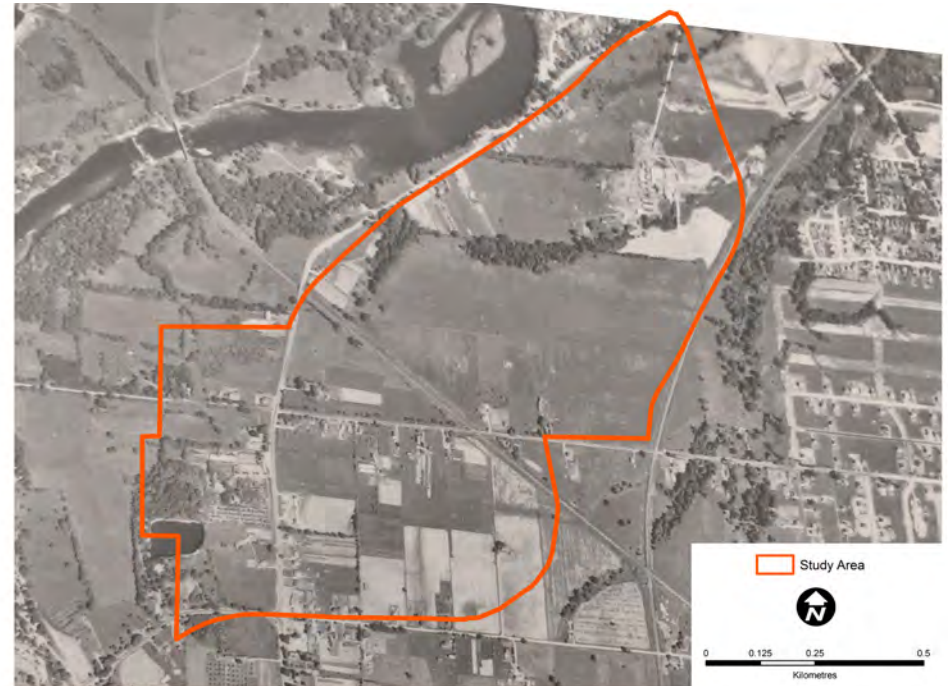


Image 1-2: 1954 Air photo of Confederation Heights.⁸



Image 1-3: 1957 vision for Confederation Heights; Tupper Building on the right, Tilley Building in the centre, and a parking lot on the left.⁹

1.5 SITE CONTEXT

1.5.1 REGIONAL CONTEXT

The site is located in the NCR, approximately five kilometres south of the Parliamentary Precinct and the city's downtown core. The site is directly adjacent to the Rideau River along its western boundary, and is four and a half kilometres north of Ottawa's Macdonald-Cartier International Airport. The site is located within the Greenbelt boundary.

The rural-to-urban transect separates seven zones of transition (T-zones) used for the zoning of urban areas and natural lands.¹⁰ This model does not correspond directly to the site's unique characteristics; however, the transect helps to categorize the subject property in relation to other TOD study areas. The site was T2 (Rural) until 1950, transformed to T3 (Sub-Urban) during the 1950s, and is presently T4 (General Urban) as demonstrated in Figure 1-1. All plans for the region call for Confederation Heights to become an important Urban Centre (T5) in the NCR within the next 35 years. This will require a major change in planning policy.

1.5.2 LOCAL CONTEXT

The northern edge of the study area is defined by Riverside Drive and the parklands of the Rideau River. The southern edge of the study area is defined by Hog's Back Road/Brookfield Road. To the east, the site is defined by Airport Parkway and Data Centre Road. To the west, the site is defined by the Rideau River and its abutting parkland.

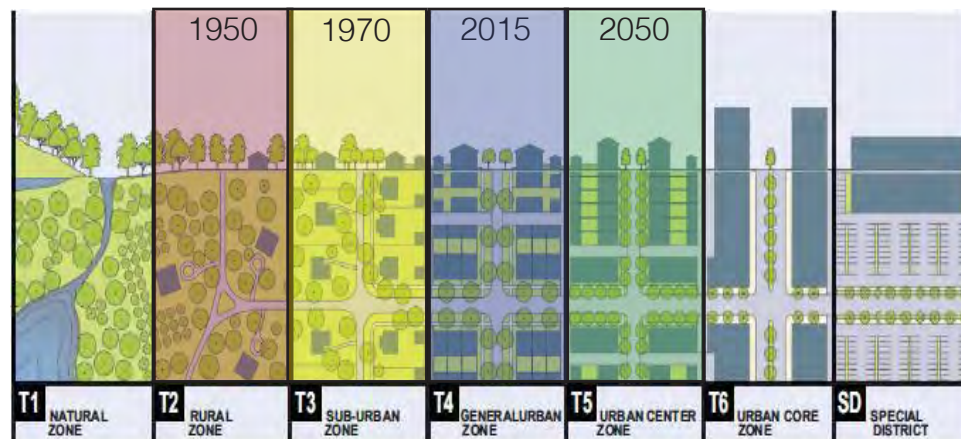


Figure 1-1: Rural-to-urban transect, illustrating site designation over time.¹¹

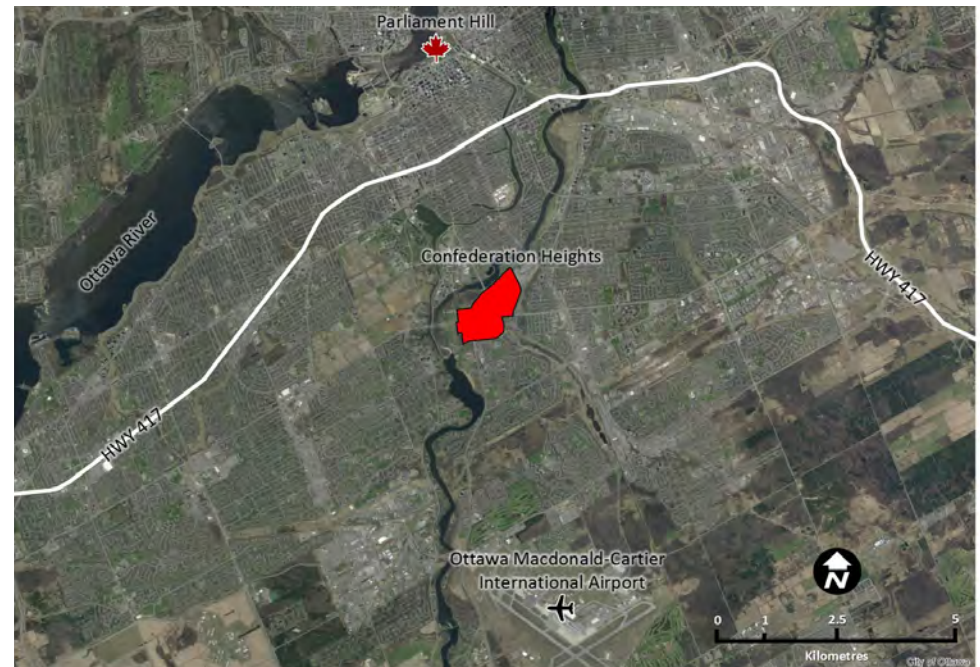


Image 1-4: Confederation Heights location relative to the Parliamentary Precinct and the International Airport within the City of Ottawa.



Image 1-5: 2015 site Boundary showing T2/T3 rural/sub-urban planning for an area that will become a T5 urban centre.

INTRODUCTION END NOTES

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2.0 SITE CONDITIONS

A site analysis was conducted to assess existing conditions of Confederation Heights, through research and a site investigation. The existing natural heritage, environmental constraints, built form, views, and circulation are presented in this analysis.





2.1 NATURAL HERITAGE

The general landscape of the site is open fields, fragmented wood lots, and patches of trees that buffer the site periphery. Much of the valuable natural habitat and greenspace is owned and managed by the NCC. Vincent Massey Park and Hog's Back Park are designated as environmentally sensitive in the City's Official Plan. Additionally, Hog's Back Park has been designated as an Area of Natural and Scientific Interest (ANSI). The 1994 Initial Environmental Evaluation (IEE) of the site, states that forested areas surrounding the Edward Drake Building (northwest corner of Heron Road and Bronson Avenue) and between the RA Centre and CRA building are significant natural features. Portions of the site also fall within the Sawmill Creek Watershed for which the City is in the process of implementing a storm water management strategy to improve water quality, control runoff quantity, and to mitigate flooding and erosion.¹



Figure 2-1: Three categories of Open Space near and within Confederation Heights.

2.1.1 OPEN SPACE

The majority of existing buildings are surrounded by parking lots and fragmented, underutilized greenspace (see Figure 2-1). Fragmented greenspace leads to poor pedestrian connectivity throughout the site. Most of the open space lacks significance or a specific use, and can be seen as a potential area for improvement. Informal pathways have been created out of convenience to travel between parking lots and office buildings, rather than for recreation or leisure purposes. Future development should consider the need for pedestrian connectivity and use best practices to revitalize the open spaces

2.2 ENVIRONMENTAL CONSTRAINTS

The site's proximity to the Rideau River and significant greenspaces creates several environmental constraints, including: topography, geology, contamination, environmentally protected lands and floodplains.

2.2.1 TOPOGRAPHY AND GEOLOGY

There are varying levels of slopes on site; the steepest of which are to the east of the CRA Building towards the rear of the RA Centre and west of the Tupper Building. Comparatively, the RA Centre and west towards the Rideau River are consistently flat. The geology is comprised of an abundance of compressible clays such as Leda clay. Therefore, any future development would be subject to geotechnical and/or hydrological studies to the satisfaction of the Rideau Valley Conservation Authority (RVCA) and the City. Subsurface conditions also include the Gloucester Fault, which should be considered when designing building foundations. Towards the east of the site is an increase in the depth to bedrock that ranges from 0.6 to 14 m. Under the Canada Post building, depths range from 9 to 26.5 m. The thickest soil layer is to the northeast of the site where the depth to bedrock ranges from 30.5 to 50 m.²

2.2.2 CONTAMINATION

During the Canada Post redevelopment, four underground storage tanks were removed, however, the subject area has since been remediated. As per the IEE of Confederation Heights, an environmental audit must be carried out prior to any future development. Older buildings such as the Central Heating Plant have also shown concerns of asbestos in building and heating tunnels.³ New development should be cognizant of this contamination and appropriate mitigation and/or remediation measures should be undertaken.

2.2.3 ENVIRONMENTAL PROTECTION

Large tracts of land within the greenway system, adjacent to the Rideau River, are deemed to be environmentally sensitive. These lands also include inland areas southeast of the Heron Road and Riverside Drive intersection. Developmental constraints have been put in place to ensure the Greenway System, including its leisure and recreation spaces, are preserved. Within the Greenway System, the RA Centre lands are the only area to allow for new development; however, the development can only be for recreational purposes. Meanwhile, Vincent Massey Park and Hog's Back Park are to remain as open green space, with the exception of the current facilities and parking that exists in those areas.⁴

Sawmill Creek, located to the east of the site, is designated as an environmental protection zone, while its surrounding lands are zoned as parks and open space. Development is not permitted on either of these lands.⁵ Lastly, development within floodplain areas adjacent to the Rideau River is restricted.⁶ Lands within the floodplain overlay are located towards the northeast along Riverside Drive. Lands close to Sawmill Creek may also be prone to flooding, but are sufficiently separated from the site that they should not impede redevelopment.



Image 2-1: Floodplain area along the Rideau River.

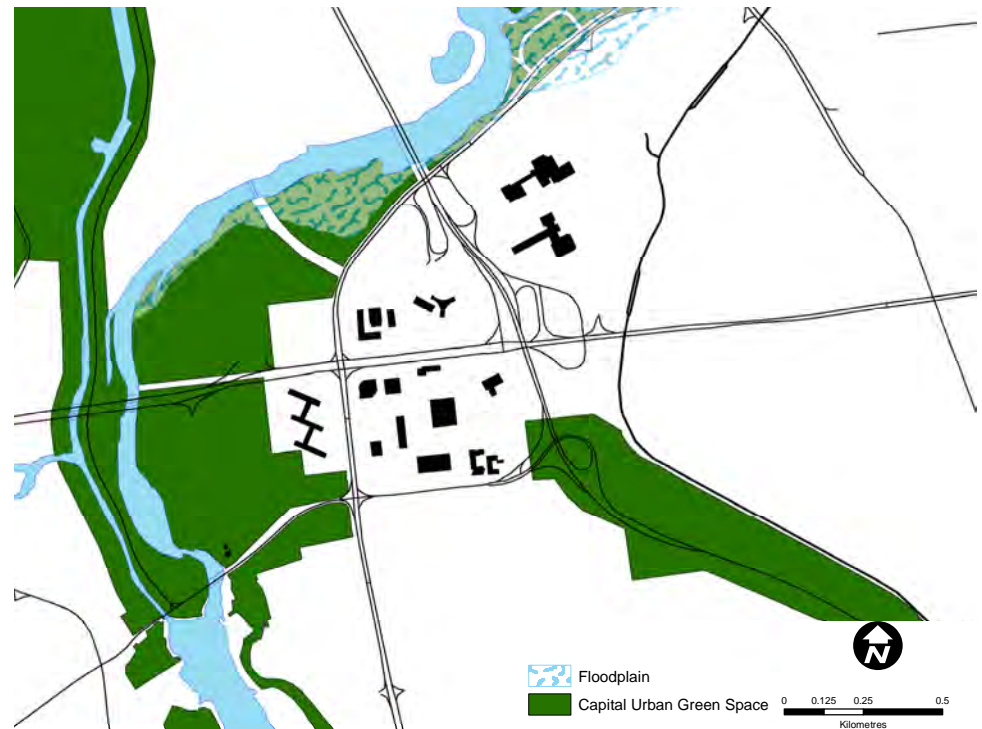


Figure 2-2: Floodplain and Capital Urban Green Space within the site boundary.

2.2.4 STORMWATER MANAGEMENT

PSPC and the NCC are encouraged to work with the City to implement a comprehensive stormwater management strategy to improve the quality and quantity of stormwater drainage into the Rideau River and Sawmill Creek. According to the *Secondary Plan* for Confederation Heights, the City will require infrastructure improvements and upgrades, and require the completion of a Master Drainage Plan to address both future development and remedial measures prior to any development.⁷ The Master Drainage Plan shall be consistent with and conform to the findings and recommendations from the Sawmill Creek Watershed Plan and be to the satisfaction of the Ministry of Natural Resources, RVCA, as well as the NCC and the City.

Following the approval of the Master Drainage Plan, any development will require site specific stormwater management design plans.⁸ From rain to river, the development plans should address the lot-level controls (Image 2-2), the conveyance controls (Image 2-3) for transport and the end-of-pipe measures (Image 2-4), which treat the stormwater before entering the waterways. Achievement of the Long-Term Vision herein relies on major improvements and remediation efforts to improve the quality and quantity of stormwater drainage into the Rideau River. Stormwater management systems should be incorporated into the built environment with aesthetically-pleasing and environmentally-friendly designs.



Image 2-2: Lot-level controls for stormwater.⁹



Image 2-3: Conveyance controls for stormwater.¹⁰



Image 2-4: End-of-pipe stormwater quantity and quality pond.¹¹

2.2.5 WATER SERVICE

PSPC will require an assessment to test the adequacy and capacity of the water supply prior to any development. According to the *Secondary Plan* for Confederation Heights, the City will accept the transfer of responsibilities, once upgrades or improvements have been made to the current system.¹² The limited capacity and the need for upgrades and improvements to the site will require a major capital expense from PSPC.

2.2.6 HYDRO OTTAWA

Confederation Heights is serviced by hydro through a Central Heating Plant and by Hydro Ottawa, which creates an inefficient duplication of services. The City supports Hydro Ottawa assuming responsibility for providing all of the hydro to the site.¹³ This Vision supports the transfer to Hydro Ottawa if the duplication of servicing results in energy waste. However, the Central Heating Plant provides a sustainable feature worth preserving as an alternative energy source (see Image 2-5). Current redevelopment projects which strive to set a high standard for environmental sustainability (i.e., False Creek Village in Appendix C) have developed new district energy systems at considerable expense. Confederation Heights is fortunate to have a system already in place. PSPC should consider the opportunity to upgrade and improve the existing plant before releasing all responsibilities. This should be considered within the future master plan for the site.

2.2.7 SANITARY SEWERS

A sanitary service study will need to demonstrate to the satisfaction of the City, that sufficient sanitary and water will, or can be provided. The sanitary system within Confederation Heights is recognized to have localized capacity constraints within its system.¹⁴ Major upgrades need to be completed to provide the capacity to realize this Vision. Studies and assessments should be carried out in the initial stages and should be included in the master plan stage. Servicing upgrades, improvements, and new systems and networks should coincide with phasing and development efforts. Interim solutions may be required for economic feasibility.



Image 2-5: Central Heating Plant¹⁵

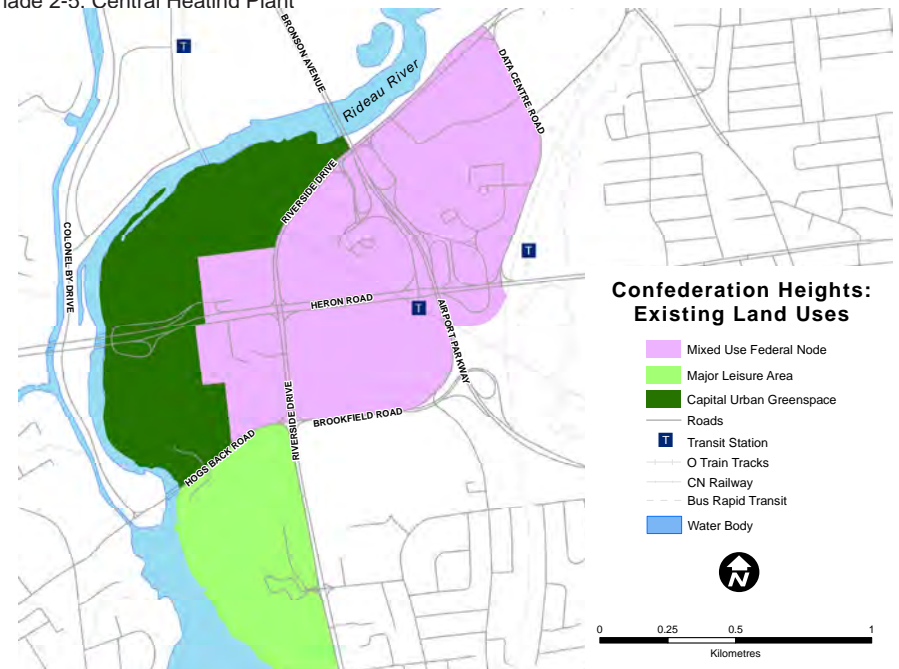


Figure 2-3: Confederation Heights existing land use plan as shown in the 2000 NCC Sector Plan.

2.3 EXISTING BUILT ENVIRONMENT

The site is approximately 104 hectares (257 acres) and is an auto-dependent federal employment centre, featuring approximately 246,000 m² of office space. Currently there are approximately 6,500 employees on site, with an employee capacity of 17,600, if the existing buildings were adapted to workplace 2.0 standards. Comparatively, downtown Ottawa is approximately 315 hectares (778 acres), with 1,500,000 m² of office space and approximately 75,000 employees (assuming 20 m² per employee).^{16,17}

The fragmented connections on site have produced dormant street fronts with little to no pedestrian life or uniform street pattern. Building massing varies from low- to high-rise, with the main tenants being: PSPC, Communications Security Establishment (CSE), Canada Revenue Agency (CRA), Health Canada, and Canada Post.¹⁸ The existing physical layout of the site is not conducive to a TOD. It lacks connectivity, residential space, commercial space and transit-supportive densities. In addition, the existing station is poorly located and is not easily identifiable.

2.3.1 OFFICE

The predominant land use of Confederation Heights is federal government office space. Federal office buildings are dispersed throughout the site, with the majority concentrated south of Heron Road and north of Brookfield Road. Each office building has an associated surface parking lots, while the Canada Post buildings share a communal parking garage, along with surface parking. The Sir Charles Tupper building uses a tunnel under Heron Road to access its own parking lot. In addition, the majority of buildings have a 1950s modernist design, with the exception of the newer Canada Post buildings. Greenspace surrounds each office building, and pedestrian access to the site is often provided via informal pathways.

2.3.2 RETAIL

There is a lack of retail space within Confederation Heights. Within the RA Centre, there is a restaurant featuring a patio and beach volleyball court. On the southwest portion of the site, adjacent to the Canada Post building there is a cafeteria. These retail locations are intended to service only the office buildings within their immediate vicinity. This lack of retail space presents a great opportunity for further improvement of commercial space. Billings Bridge Shopping Centre is the largest concentration of retail stores northeast of the site. However, the distance between the site and Billings Bridge is up to 1.6 km; the same distance as Parliament Hill to the Queensway.

2.3.3 RESIDENTIAL

There are currently no residential buildings on the site. This lack of residential land use presents an opportunity for infill and mixed use development to bring more vitality to the site. The study area falls almost entirely within the Riverside Park neighbourhood, bounded by the Rideau River to the west and north, Walkley Road to the south, and the O-Train line and Bronson Avenue to the east. The northeast portion of the site (east of Bronson Avenue) is contained within the Billings Bridge-Alta Vista neighbourhood. Within Riverside Park, the land south of Brookfield Road is composed mainly of older stock (1950-1970), low-density residential units of two- to three-storeys. These primarily single-detached dwellings are complemented by pockets of medium- and high-density townhouses and apartment complexes.

2.3.4 BUILDING INVENTORY

The site contains 16 buildings of varying ownership, use, and size. Table 2-1 describes each building based on its use, site area, Floor Space Index (FSI), permitted density, Gross Floor Area and unused density, which is a measure of the potential for intensification. In most cases the unused density is greater than the Gross Floor Area (i.e., the open space on site is greater than the office space). Figure 2-4 shows the location of all 16 buildings.

Table 2-1: Building Inventory for Confederation Heights

Building Number	Building Name	Building Use	Site Area (m2)	Floor Space Index (FSI)	Permitted Density	Existing Gross Floor Area (GFA) (m2)	Unused Density (m2)
13, 14	Insurance Building	Utility	47,000	1	47,000	2,900	44,100
15	Central Heating Plant	Office					
8, 9, 10, 11, 12	Canada Post	Office	97,146	2	194,832	93,252	101,580
16	Health Canada	Office & Laboratory	53,064	1	53,064	9,799	43,265
7	Sir Charles Tupper	Office	63,300	1	63,300	36,500	26,500
5, 6	Sir Leonard Tilley	Office	46,900	1	46,900	17,824	29,076
3, 4	Edward Drake (CBC)	Office	94,100	1	94,100	13,380	80,270
1	RA Centre	Recreation, Commercial	125,000	1.5	187,500	72,231	115,269
2	CRA	Office					
Total			526, 780		686,696	246,336	440,060

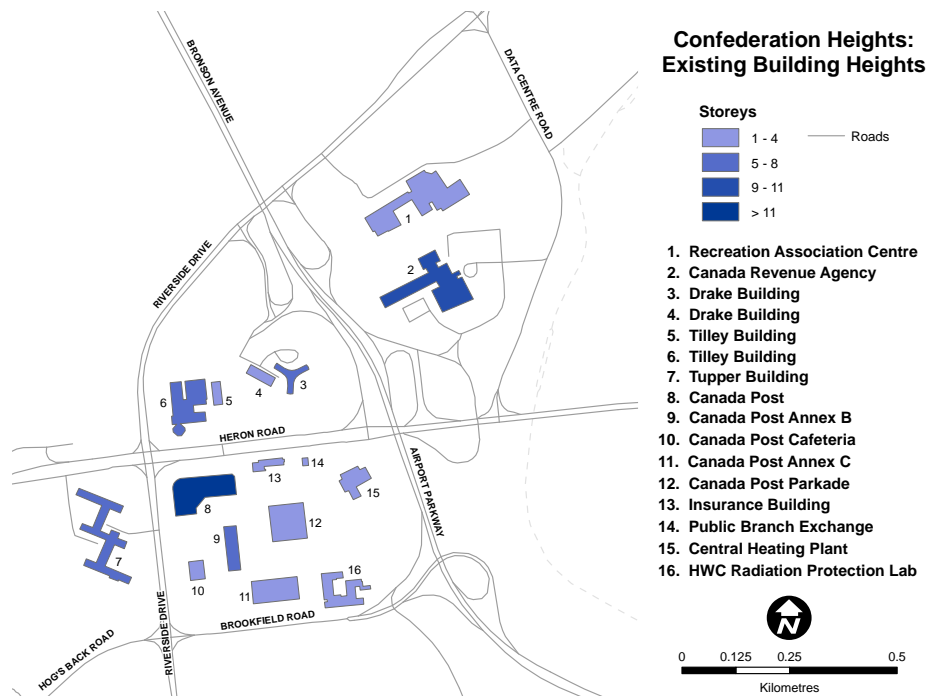


Figure 2-4: Building height map

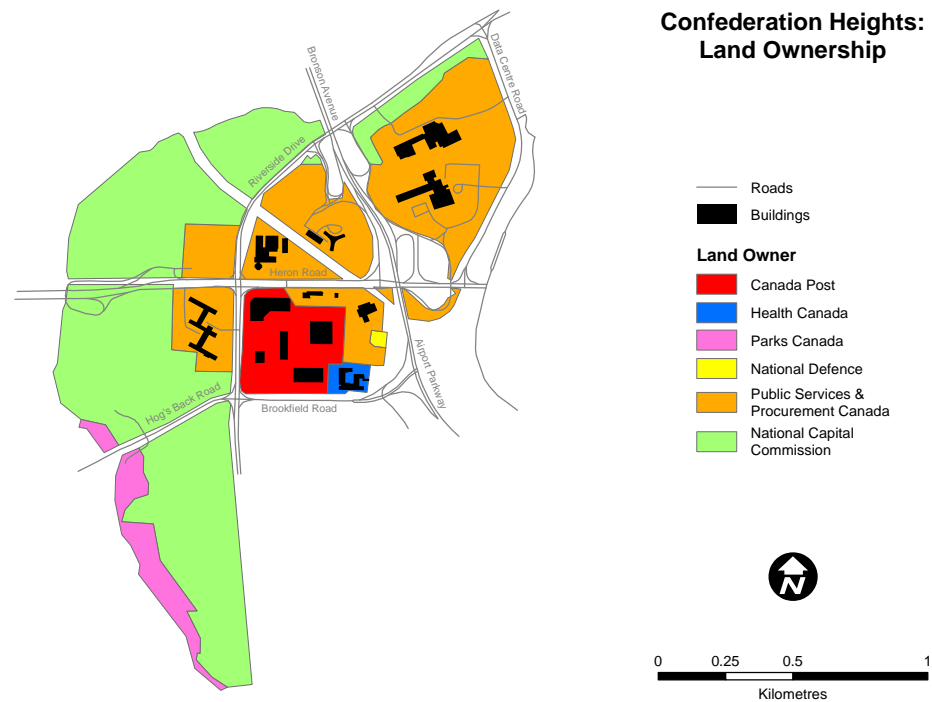


Figure 2-5: Confederation Heights land ownership map



Image 2-6: Canada Post building, the most recent development on site completed over 20 years ago. Taken from the corner of Heron Road and Riverside Drive looking southeast.



Image 2-7: CRA building (back) and RA centre (front). Taken looking south from Riverside Drive and Data Centre Road.

2.3.5 FIGURE-GROUND ANALYSIS

A figure-ground analysis uses building footprint data to represent the built form of a site. Figure 2-6 represents the amount of open space there is on the site and opportunities for infill when compared to similar areas within the City. This figure-ground data is supported by Figure 2-4, which exhibits height distribution from low- to mid-rise development, indicating the opportunity for more high-rise development, especially around transit corridors. Figure 2-7, Figure 2-8, Figure 2-9, Figure 2-10 and Figure 2-11 are examples of similar TOD sites in Ottawa and the United States at the same scale.

2.3.6 EXISTING INTENSITY OF DEVELOPMENT

The site is grossly underdeveloped, as demonstrated by Table 2-1 and Figure 2-6 – Figure 2-11. Even before the expected rezoning for a significant TOD, the site uses only 246,336 m² of the permissible 686,646 m² as per the City's Zoning By-law. This leaves over 440,000 m² (4.5 million sq. ft.) available for development and demonstrates how inefficiently the site has been developed.

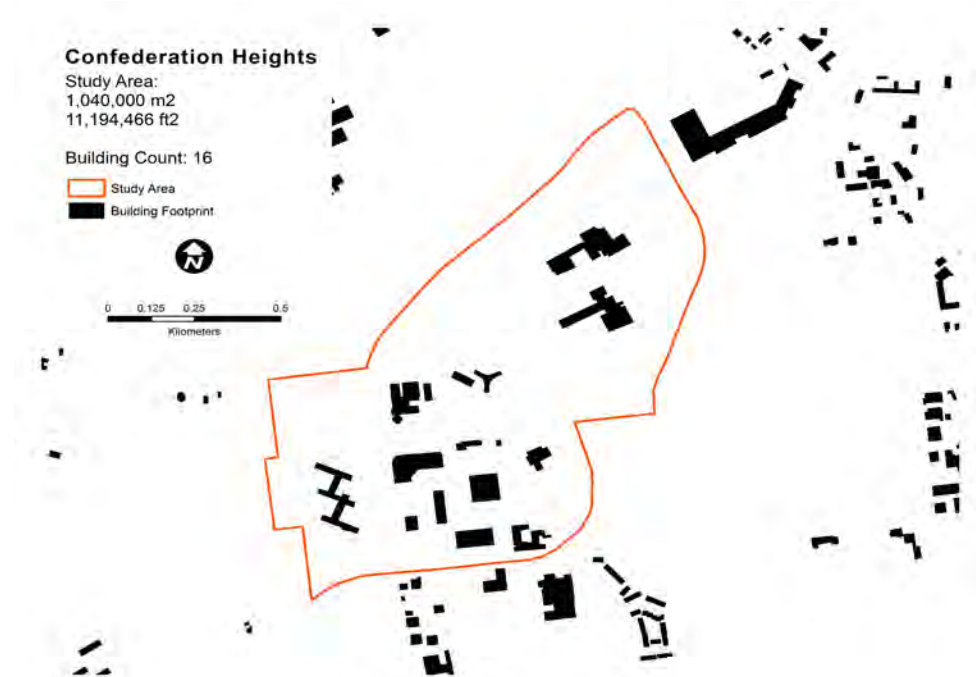


Figure 2-6: Figure-ground map for Confederation Heights



Figure 2-7: Figure-ground map for Tremblay Station

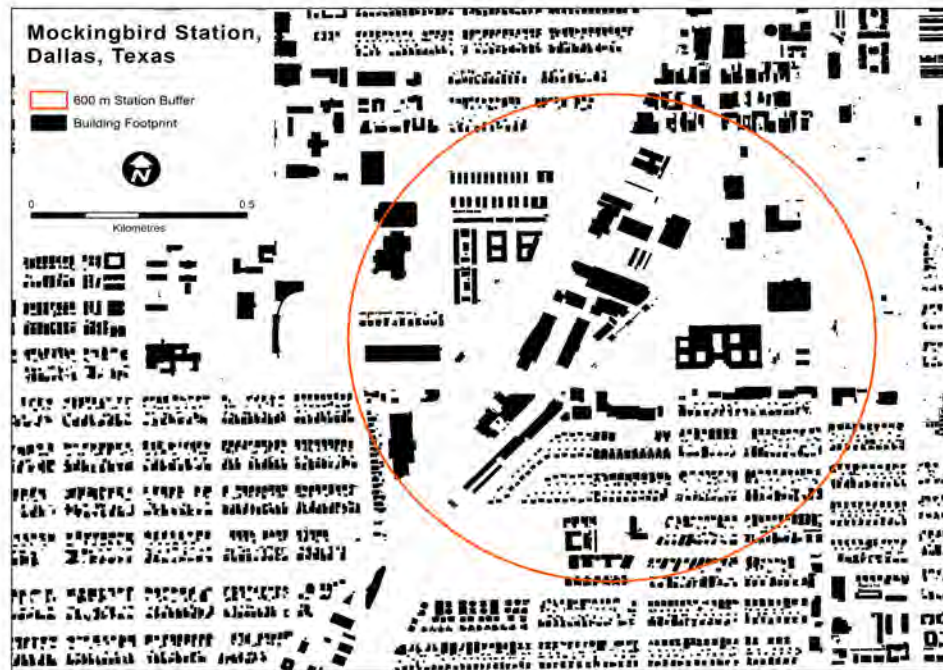


Figure 2-8: Figure-ground map for Mockingbird Station, a successful American TOD



Figure 2-10: Figure-ground map for Rosslyn Station Area, a successful American TOD

Tunney's Pasture

Study Area:
490,000 m²
5,274,315 ft²

Building Count: 47

Study Area
Building Footprint



Figure 2-9: Proposed Figure-ground map for Tunney's Pasture from the Master Plan

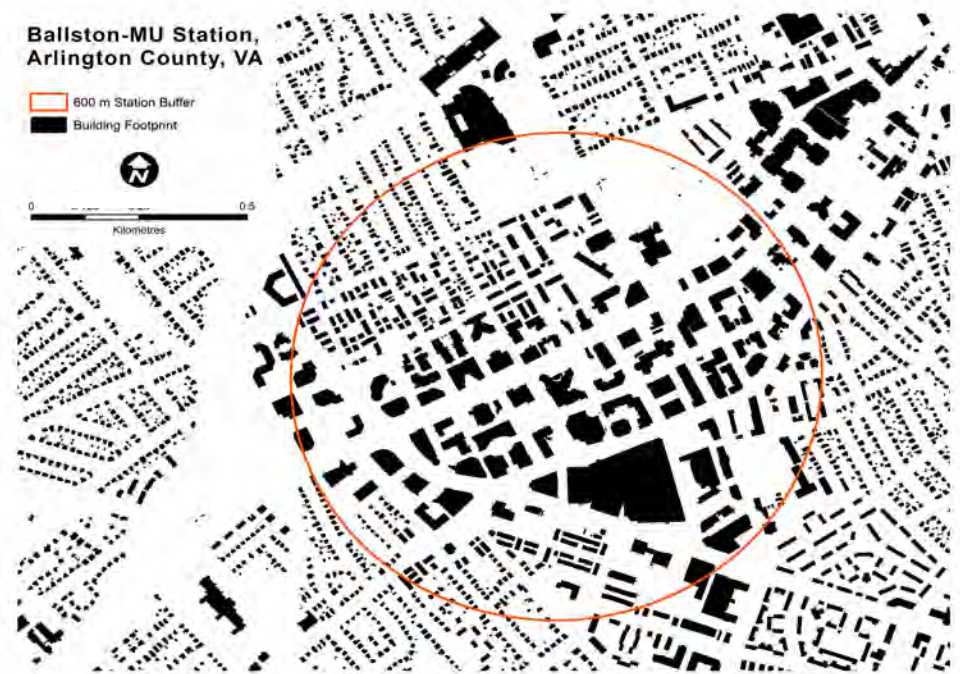


Figure 2-11: Figure-ground map for Ballston-MU Station, a successful TOD in the Washington, D.C. area

2.3.7 HERITAGE

Three of the buildings on the site are listed in the Directory of Federal Heritage Buildings: the Sir Leonard Tilley Building, the Sir Charles Tupper Building, and the Edward Drake Building. According to the Federal Heritage Buildings Review Office (FHBRO), all three buildings possess elements of historical, architectural, and environmental value.¹⁹ Under the authority of the Treasury Board Policy on Management of Real Property, federal heritage buildings are designated as either Classified or Recognized.²⁰

According to the *Guide to Management of Real Property*, the following procedures must be followed before demolishing, dismantling, or selling Classified or Recognized buildings:

- Seek FHBRO's advice before undertaking interventions, including ones related to maintenance or changes of use, to Classified federal heritage buildings that could affect the building's heritage character; and,
- For alternations, changes of use or other interventions to Recognized federal heritage buildings that could affect heritage character, departments must obtain appropriate conservation advice. This advice can be obtained from a private or public sector conservation expert, including FHBRO²¹.

The Sir Leonard Tilley Building is a Recognized Federal Heritage Building due to its association with national security through communications intelligence which originated during World War II. The building was also part of the first phase of development of Confederation Heights.²² The building is of conservative modern architecture and was custom-designed for intelligence services. The building represents the urban character of the campus-like setting typical of Confederation Heights²³.

The Sir Charles Tupper Building is also a Recognized Federal Heritage Building due to its association with the post-World War II expansion of federal government services. As the former headquarters of the Department of Public Works, the building's architecture is of International Style, acting as a regional landmark that represents design functionality and good craftsmanship²⁴.



Image 2-8: The Sir Leonard Tilley Building



Image 2-9: The Sir Charles Tupper Building

Prior to any intervention for the above two Recognized buildings, consideration should be given to whether the building should maintain its designation in addition to justification if it is decided that the building not be protected.²⁵

The Edward Drake Building is a Classified Federal Heritage Building due to its association with the centralization of the administration of a national public broadcasting network.²⁶ The Building represents modern architecture, with significant detailing and high-quality craftsmanship. In addition, the building is a visual landmark and represents a modern, park-like landscape setting of Confederation Heights.²⁷ As a Classified building, its protection could involve a heritage covenant, easement, or servitude registered on title that specifies the conservation requirements.²⁸

Ultimately, the heritage value of each building is mostly derived from their history as part of the development of Confederation Heights, their ties to the respective governmental departments they have housed, their Modern architectural styles, and the park-like settings in which they are located. Moving forward, it is important that any plans apply best efforts to implement alternative uses for these buildings.



Image 2-10: The Sir Edward Drake (CBC) Building

2.4 VIEWS

Existing views are distinct at several locations inside and outside of the site boundary. The redevelopment of the site will create new internal and external views. According to the Confederation Heights *Sector Plan*, proposals for redevelopment must consider and analyze the impact of new development on existing views and on the creation of new views.³⁰ Further, the NCC's *Capital Urban Lands Plan*, states the following policy direction in terms of view enhancement of Capital Urban Lands:

- Views present on the Urban Lands towards dramatic Capital Vistas including its waterways, its greenspaces, and other landmarks (e.g., National Cultural Institutions, National Commemorations, etc.) should be conserved and enhanced through the excellent stewardship of landscapes;
- Create new views within the Urban Lands that can be experienced from Capital Discovery Routes; and,
- Explore opportunities to create and enhance framed views towards dynamic urban landscapes, and to strengthen visual connections at key neighbourhood access points, where appropriate.³¹

The NCC Sector Plan identifies 11 significant views that must be considered upon redevelopment (see Figure 2-12). Any new development on the site should not detract from these views. Instead, new development should enhance the existing views and create new views where appropriate.



Image 2-11: View traveling north towards the site along Airport Parkway (see a) on Figure 2-12). The Canada Post building is visible on the skyline, but does not give a clear indication that a visitor is approaching an urban federal node.³²



Image 2-12: View traveling north-east along Riverside Drive (see b) on Figure 2-12). The greenspace along the Rideau River should be preserved, and the median should be enhanced to be a more usable feature.³³

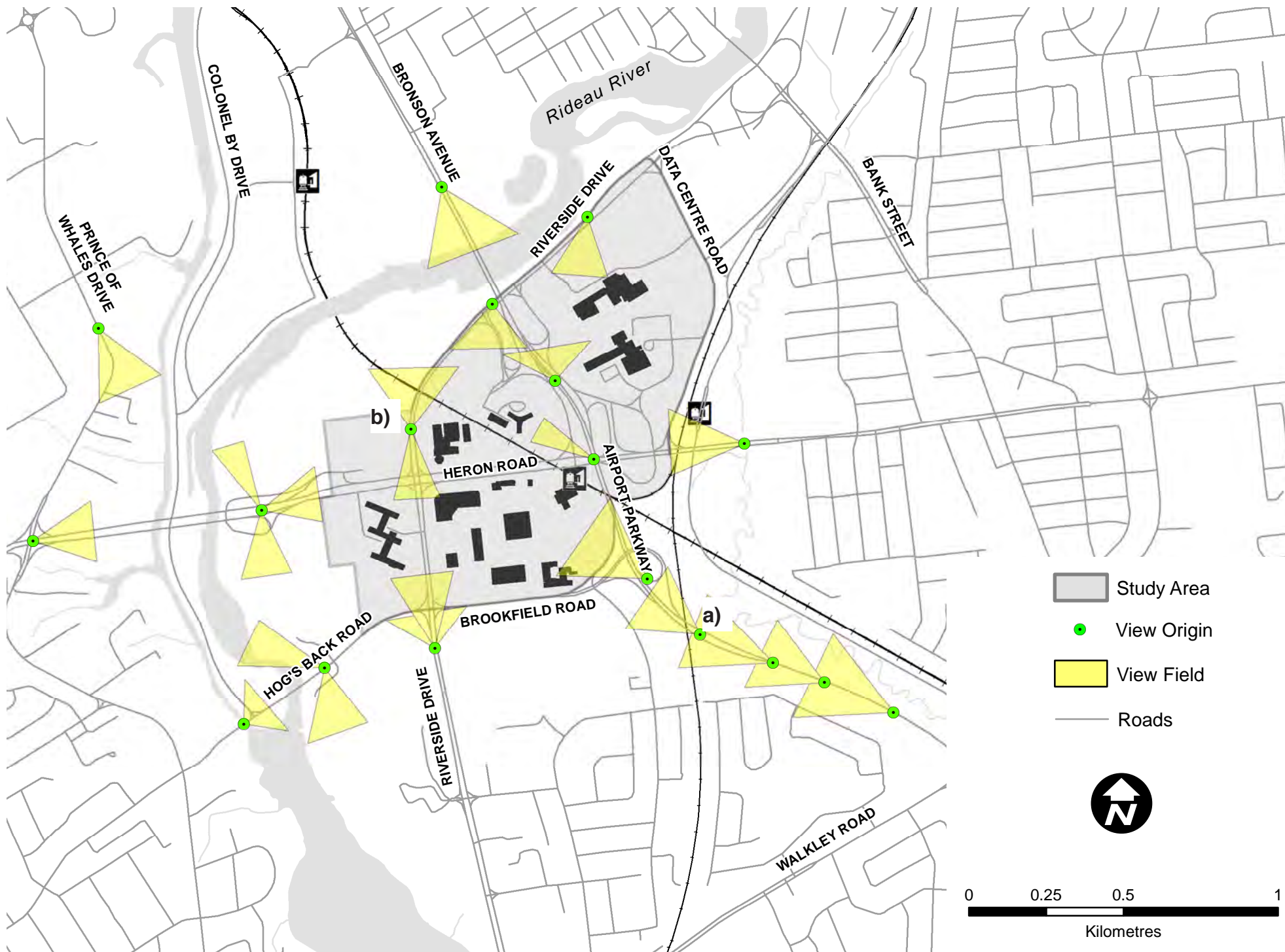


Figure 2-12: Protected views and sight lines along the scenic routes and capital arrival routes

2.5 CIRCULATION

The following section outlines the modes of access to the site, including road networks, public transit routes, and active transportation infrastructure.

2.5.1 ROAD NETWORKS

The site hosts a complex, yet scenic road network consisting of arterial, collector, and local roads connecting various office buildings. The most notable features of the network are the off-ramps and loop roads that connect the arterials to each other and the office buildings. These ramps are normally only used for expressways and are unusual for connections between arterial roads, which are normally controlled by traffic signals at an at-grade intersection (i.e., intersection of Heron Road and Riverside Drive). These unnecessary loop roads provide unrestricted access to the office space on site and allow traffic to flow along the arterials with minimal signalized intersections. Despite their convenience, these off-ramps and loop roads greatly hinder the development potential of the site.

Arterial roads consist of Riverside Drive, Heron Road, and Airport Parkway/Bronson Avenue. Riverside Drive, Airport Parkway/Bronson Avenue, and Brookfield Road are considered scenic entry routes into the Capital by the NCC; therefore, they should provide a sense of arrival. Heron Road bisects the site from east to west and provides a connection between the office buildings and the other arterial roads. Brookfield Road at the southern boundary of the site, is the only collector that passes through the site. It connects the Airport Parkway to Colonel By Drive, which follows the Rideau Canal to Parliament Hill.

The site is divided by these arterial and collector roads, as well as the LRT line. Access to office buildings are via arterial and collector roads through a series of underpasses and complex off-ramps and loop roads. These over-complicated road networks consume valuable land and detract from the overall landscape. Figure 2-13 illustrates the road hierarchy and the complexities of the off-ramps and loop roads throughout the site.

2.5.2 PUBLIC TRANSIT ROUTES

The site is serviced by local bus routes, LRT, and BRT, making it an ideal location for a TOD. The site is serviced by local bus routes 4, 87, 111, and 118. The BRT stations are located at Billings Bridge and Heron Station to the east of the site. The bus routes, BRT, and LRT are operated by OC Transpo. OC Transpo charges \$103.25 per month for a Regular Transit Pass and \$127.25 per month for an Express and Regular Transit Pass. The LRT boasts a daily ridership of 10,300 (2.4M annually).³⁴ Figure 2-13 shows the location of the LRT and BRT stations within Confederation Heights.

The interim location of Confederation Station is currently under review and is proposed to be relocated to the north side of Heron Road. The station relocation is an imperative first step towards a TOD for Confederation Heights. The station is currently poorly situated with limited visibility, signage, and wayfinding tools. This relocation would provide better access to the site and would create the potential for development around the station that the current station location could not allow for. Confederation Station appears to have a moderate ridership, as seen in Image 2-13, presumably consisting mainly of Carleton University Students, as Carleton Station is the next stop heading north (see Figure 2-13). The LRT Trillium line services Confederation Station every twelve minutes during weekdays and does not operate on weekends.



Image 2-13: Confederation Station on the afternoon of Friday September 18, 2015

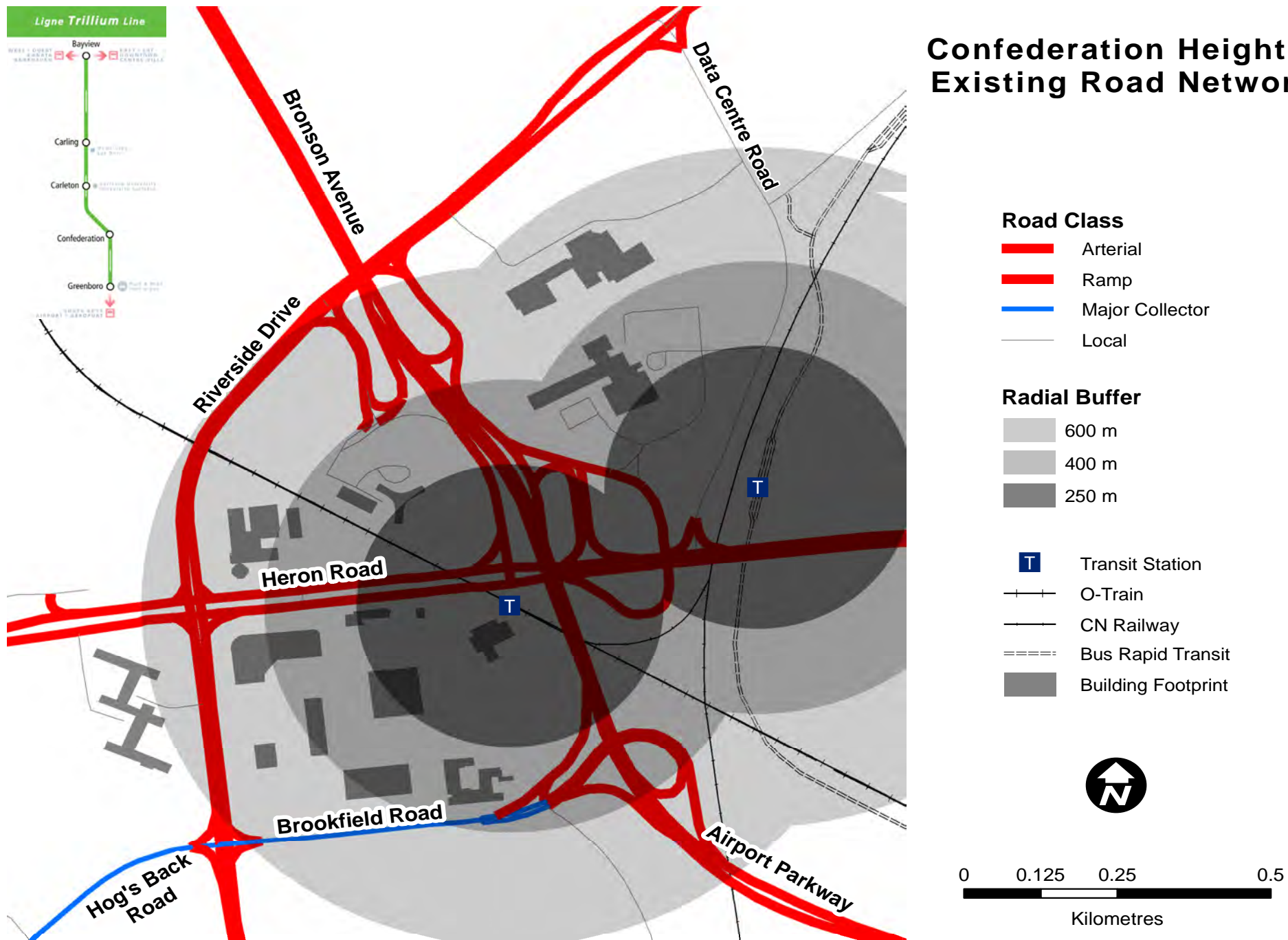


Figure 2-13: Existing road network and hierarchy as well as the location of Confederation station with 250m, 400m, and 600m walking distances from the station. Note that other than the central heating plant, no existing buildings are within the 250m of the station.

2.5.3 ACTIVE TRANSPORTATION INFRASTRUCTURE

In the 1950 National Capital Plan, Confederation Heights was designed as an auto-centric office park outside of the city centre. As such, the site does not provide a pedestrian-friendly environment. The heavy auto traffic that bounds the site via Riverside Drive, Heron Road, and Airport Parkway/Bronson Avenue is a major deterrent to pedestrian access. During the era of modernist planning, it was in vogue to separate uses via underpasses for pedestrian walkways. As a result, connectivity between blocks is limited and not easily identifiable. Bike lanes exist along Riverside Drive, Heron Road, and Airport Parkway/Bronson Avenue. However, as seen in Image 2-19, these lanes abruptly end, are not separated, or are combined with bus lanes, leaving cyclists vulnerable.

There is an extensive pedestrian path network throughout the site, which helps to link the different offices and the surrounding neighbourhoods to the site and to Confederation Station. The path network appears to be an afterthought, with most of the paths being roundabout ways to cross the site. In some instances the formal pathways act as barriers to informal pathways (see Image 2-20). There are many informal pathways throughout the site, which reflect the most efficient routes for pedestrians. Confederation Heights contains many large tracts of open space that keep buildings and roadways separate from one another and each other. These open spaces create barriers for pedestrians and often host the informal pathways.



Image 2-14: Pedestrian path towards the CRA building



Image 2-15: Local Bus stop connection to the staircase that leads to Confederation Station. This design is not well integrated, nor is it accessible.



Image 2-16: An example of long pedestrian pathways with little sense of place or animation.



Image 2-17: Informal pathway from the CRA to the RA centre



Image 2-19: Bike lane abruptly ends along Heron Road



Image 2-18: Informal pathway from the corner of Riverside Drive and Brookfield Road inwards into Confederation Heights



Image 2-20: Pedestrian path for Confederation Station that cuts off the informal pathway into Confederation Heights

2.5.4 PARKING

Approximately 13 hectares of land is solely used for surface parking, which represents 12.5% of the site, amounting to approximately 6,750 parking spaces (inclusive of the Canada Post structured parking). This large amount of parking space is consistent with 1950s era auto-centric design from the Gréber Plan. Existing planning policies promote the use of above- and below-ground parking structures. The policies also state that there should be a goal for the reduction of parking and an increase in transit use for the site.

Parking on the site ranges in cost. Employees can lease a parking space in the above ground parking structure from their respective employers (primarily Canada Post). Other lots on site charge \$10 per day, with monthly parking options starting from \$66.37, approximately half the cost of a transit pass. Comparatively, the University of Ottawa charges \$1,149.43 per year (\$95.79 per month) for a surface parking pass and \$1,705.62 per year (\$142.14 per month) for a structured parking facilities pass.³⁵ Carleton University charges \$1069 (\$89.08 per month) per year for a comparable surface lot to the site and \$1,298 (\$108.17 per month) per year for a structured parking facilities pass.³⁶

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An aerial photograph showing a complex highway interchange with multiple lanes and overpasses. The surrounding area includes residential neighborhoods with houses and trees, as well as some commercial buildings and parking lots. The image is in grayscale, with a dark red horizontal band across the middle containing the title.

3.0 LONG-TERM GROWTH

The following section examines the economic and demographic long-term trends in office, commercial/retail, and residential markets, with a focus on the Ottawa-Gatineau Census Metropolitan Area (CMA) and the National Capital Region.



3.1 ECONOMY

Ottawa's economy centres on two major sectors: private-based high technology companies and the federal government. These sectors offer high-paying and relatively stable jobs for knowledge-based workers and currently account for 37% of Ottawa's total GDP as of 2015. Ottawa currently has one of the highest median household incomes among Canada's major cities. This trend is likely to remain in the future as the City continues to grow, and will remain as Canada's capital.²

In addition, the Government of Canada's recent platform to return to deficit by the 2015-2016 fiscal year will aid in easing pressures on federal public services in the future; the largest employer in the NCR.³ Other changes in government policy are likely to take place in the future, which may affect the need and demand for federal employment. Therefore, when creating a long-term plan for Confederation Heights, these factors will be important to consider, as they will influence the demand for particular types of future development.

3.2 DEMOGRAPHICS

Conducting in-depth analyses of demographics helps to determine the potential future site users and their needs. Past, current and future demographic and employment trends for the Ottawa-Gatineau CMA from 1946 to 2051 in relation to the subject site were examined. In the following sections, variables including population, employment and housing trends are examined.

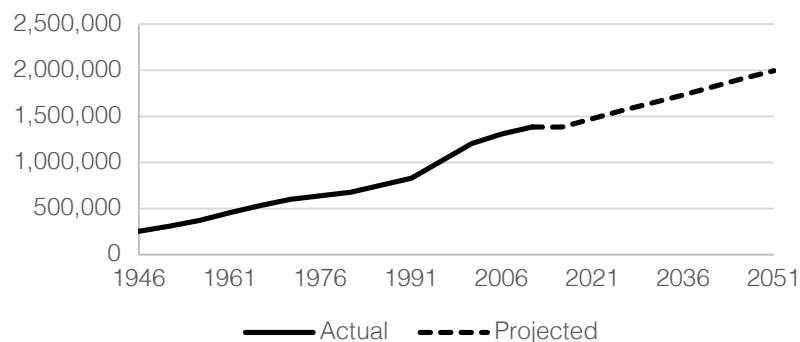


Figure 3-1: Population Trends in the Ottawa-Gatineau CMA.^{7, 9, 10}

3.2.1 POPULATION

In 1946, the population of the Ottawa-Gatineau (CMA) was approximately 250,000 people. Guided by Gréber's 1950 *Plan for the National Capital*, the population doubled to 500,000 in 1966. By 2001, the region doubled its population again to 1.1 million.⁴ By the end of 2011, the population of Ottawa-Gatineau CMA was 1,236,324. From 1946 to 2011, the Ottawa-Gatineau CMA experienced growth of nearly 1 million people.

Over the next two decades, the population in the NCR is expected to increase steadily to 1.7 million due to migration and net natural increases.⁵⁶ To determine the population of the same region in 2051, a simple population projection was conducted (see Figure 3-1). The Ottawa-Gatineau CMA's population is projected to increase to over 2 million in 2051, with City of Ottawa housing the highest proportion of the population. As the population of the Ottawa-Gatineau Area grows, demand for housing and employment will increase. In addition, the rate of growth of the senior population is expected to surpass all other age groups in Ottawa in the future.⁸

Population trends between 1950 and 2056 in Canada as a whole were examined. Growth is expected to continue in the coming decades, and Canada could have a population of over 42 million inhabitants in 2056 (see Figure 3-2). As Canada's population grows, the need for public service employees will also grow to accommodate the needs of the nation. Proposals for the redevelopment of Confederation Heights must consider these growth patterns through various stages of planning and development.

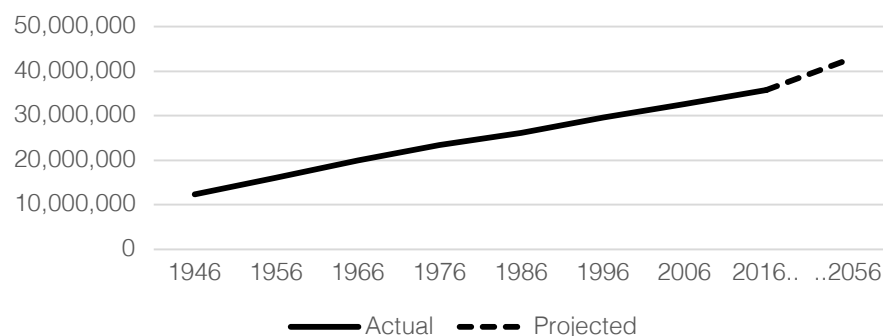


Figure 3-2: Population Growth of Canada.^{11, 12}

3.2.2 HOUSING

In 1951, the total dwellings in the Ottawa-Gatineau CMA (single-detached, apartments and flats) was estimated to be 57,260.¹³ Sixty years after Gréber's Plan for the Nation's Capital, the total number of private dwellings in 2011 in this region was estimated to be 498,635, with the most significant growth happening between 1971 and 1980.¹⁴

According to the City of Ottawa's Residential Land Strategy, 2006-2031, between 2006 and 2031, the Ottawa-Gatineau CMA will need to provide opportunities for 207,700 additional households in order to accommodate the projected population increase.¹⁵ Data was further extrapolated to determine the number of household estimated by 2051 (see Figure 3-3). By 2051, it is estimated that the number of household will be approximately 928,251; an increase of approximately 51% from 2015.

As the region grows, it will be advantageous to establish residential areas to house a portion of the current and future employees at Confederation Heights. Within the NCC Confederation Heights Sector Plan, mixed-use Federal Employment Nodes like Confederation Heights are encouraged to accommodate residential opportunities, in addition to government uses, commercial office development, retail and personal services, and community and recreation facilities.¹⁶

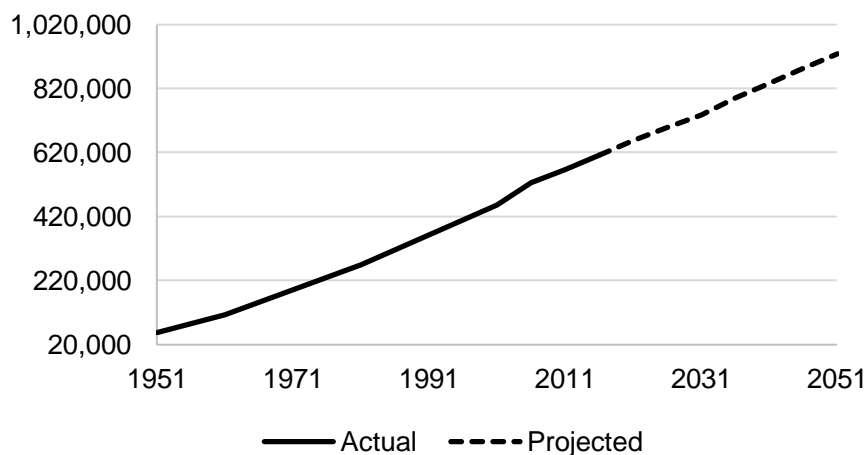


Figure 3-3: Number of Households in the Ottawa-Gatineau CMA. ^{17,18}

3.2.3 EMPLOYMENT

In the early stages of the 1950 Gréber Plan, the NCR's labour force was estimated at 87,611 jobs in 1951. Sixty years later, this number stood at 807,600 (2011), a significant increase due to population growth. As of 2015, the NCR has the third-highest labour force participation rate among large Canadian cities. The NCR's economy is not only more resilient, but has also become more diverse and therefore more capable of cushioning cyclical fluctuations. However, Statistics Canada estimates that in the next two decades, the overall national labour force participation rate will likely decline as a result of low birth rates and aging populations, thereby impacting employment throughout the capital.¹⁹ The NCR's employment growth rate is projected to decrease from 6.9% (2006-2011) to 4.8% (2026-2031), however it will still remain strong compared to similar Canadian cities.²⁰ By 2051, the region is estimated to have opportunity for over 1.2 million jobs, an increase of approximately 42% from 2015 (see Figure 3-4). These factors will affect the demand for different uses on the site, specifically office and commercial uses that will be influenced by future employment trends.

In terms of federal employment, there were 30,069 federal employees in the NCR in 1951, most of which were concentrated within Downtown Ottawa at Parliament Hill.²⁴ One of the proposals of the Gréber Plan was the decentralization of federal employment. Consequently, by 1971 the number of federal employees increased to 43,226 with the establishment of federal buildings in Hull that were outside of the central area and mainly in campus-type office complexes (see Figure 3-5). At the time, Confederation Heights and Tunney's Pasture accounted for 6,000 and 7,500 of federal employees, respectively.²⁵

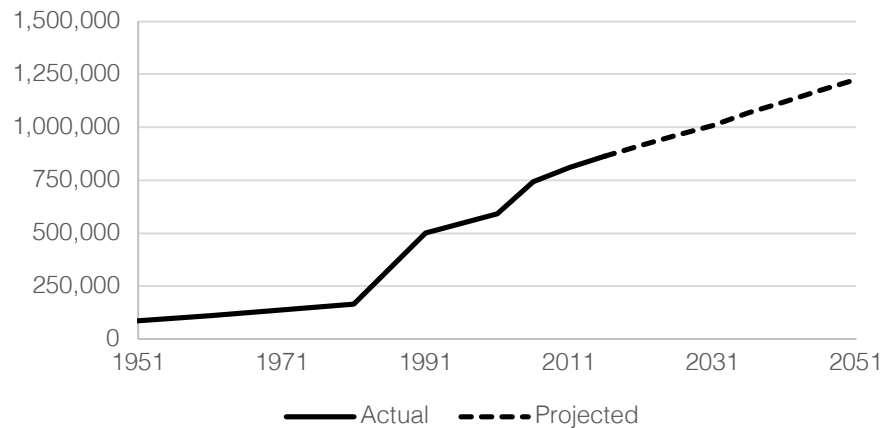


Figure 3-4: Actual and projected jobs in the Ottawa-Gatineau CMA^{21,22,23}

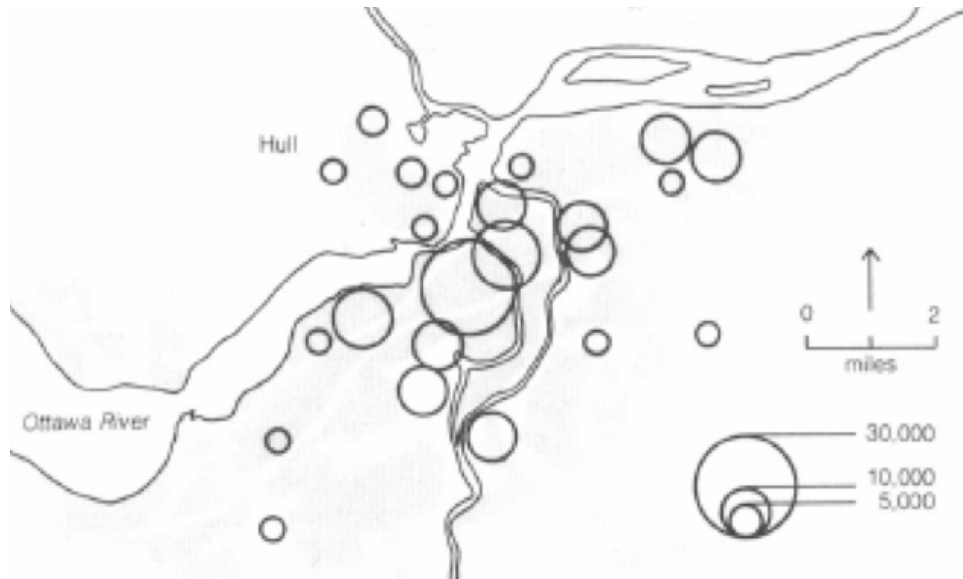


Figure 3-5: Distribution of Federal Employees within Ottawa-Hull, 1973.²⁶

By 2008, there were approximately 145,200 Federal employees in the NCR, 7,032 of which were located at Confederation Heights. Most federal employment is concentrated in the “Ottawa Core - Downtown/West of Rideau” area (37%), “Gatineau Core” area (27%), “Ottawa Core – East of Rideau” (9%), and “Ontario Non-Core” area (26%) (see Figure 3-6 for geographic locations of each respective area). Currently, the number of employees at Confederation Heights is estimated to be 6,500, a slight decrease since 2008. Various factors will affect the demand for employment lands in Ottawa including: Ottawa’s population growth; employment rates in different job sectors; and market trends, which must be considered upon redevelopment of the site.

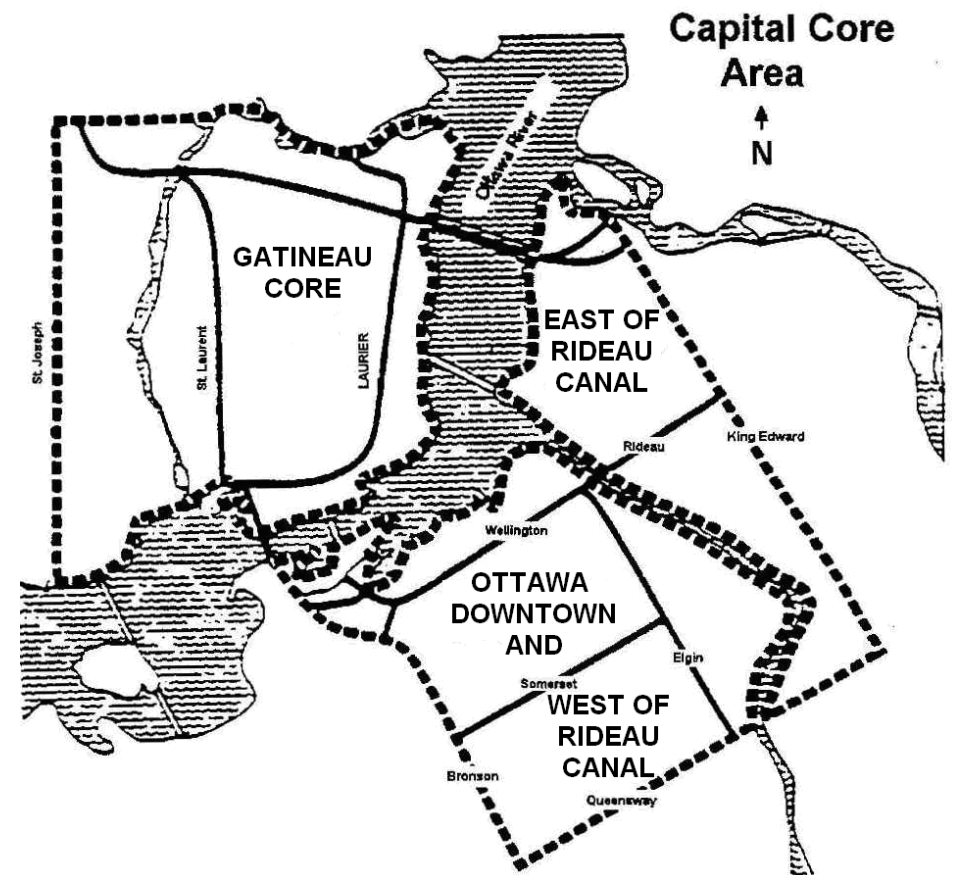


Figure 3-6: Geographic Locations of the Capital Core Areas.²⁸

3.3 LONG-TERM REAL ESTATE TRENDS

Long-term real estate market trends in the office, commercial/retail, and residential sectors were examined. Various reports and literature examining the impact of demographic trends on these segments were reviewed. This was done in order to determine their effects on demand for different forms development in the future. Based on these findings, implications for the redevelopment Confederation Heights were determined.

3.3.1 OFFICE

Over the next 15 years, the growing working population indicates a moderate rise in demand for office space across Ottawa, though it may be difficult to differentiate demand for office space versus manufacturing space. Other factors including the role of technology, the expansion of computing and/or automation uses, and the proportion of remote versus office-based jobs in the workforce will influence office and manufacturing demands as well.

Ottawa is expected to continue to house fast growing high-tech and biotech industries, which could benefit by relocating to Confederation Heights, due to its close proximity to downtown.²⁹ According to the report High-Tech Firm Locations and the Implications for Employment Area Planning in Ottawa, office locations along the Queensway corridor, west of Bank Street, close to the airport, and adjacent to highway interchanges are most preferred by high-tech employers of +100 employees.³⁰ Other major factors attracting these firms include: availability of vacant land, flexibility and potential to redevelop, easy access to transit, and potentially higher building design standards.

Several changes in the office market will occur in the long-term. For example, by 2031 the Baby Boomers will represent only 14.7% of the entire labor force in Ottawa, which will directly influence the transition to a younger, more dynamic workforce.³¹ Demand for office space in more traditional business sectors is more likely to include a greater mix of styles depending on the general ethos and strategy of the company. It is also important to note that in recent decades, average office square footage per worker has been declining as firms mandate work-at-home, or hoteling stations in office buildings, as well as management-directed floor planning.³² Trends in the future of office spaces include:

- A shift in the dominant style, motivation and methods of working and communicating within the modern workforce over the next twenty years, reflected in the type of space demanded for use. Developers will need to incorporate flexible office space solutions to stay in line with changing market needs.³³
- The need to account for the future of office buildings based on changing market demands, especially considering the typical 20-year life cycle of office buildings while long-term investments are funded over a 20-year term. Failure to do so could result in higher vacancy, increased obsolescence, which causes higher levels of capital expenditure to upgrade stock, and lower rents. Otherwise, a risk of a weaker exit yield and reduced returns could result.³⁴
- A shift towards reducing individual office and workspaces, and providing more team-oriented, functional and flexible office facilities, while considering the implications of these shared spaces (for example, less face-to-face interaction in the workplace).

3.3.2 COMMERCIAL/RETAIL

Long-term consideration for the condition of the commercial and retail market must be considered when planning for the redevelopment of the site over the course of the next 35+ years. As previously outlined, demographic factors such as population growth and employment coupled with generational trends will impact demand factors and affect the commercial and retail market in the future, requiring it to adapt accordingly. For example, the Baby Boomer generation generally prefers to shop at department stores and indoor shopping malls, with face-to-face service. E-commerce, while currently widespread, is somewhat more limited among this cohort, whereas Generation X and Y (the “Millennials”) are more technically aware. These generations generally prefer specialty stores rather than department stores frequented by Baby Boomers.³⁵

Shopping centres are also regarded as a “third space” (when considering home as “space one” and work as “space two”). Retail stores like Starbucks have recently embraced the “Third Space” concept by inviting patrons to spend extended periods of time in their facilities by offering comfortable chairs, free wireless Internet connections and public washroom facilities.³⁶ To remain successful in the future, shopping centres must cater to these generations by incorporating variations of these convenient “Third Spaces” into their built form and business platforms. Ultimately, the retail needs of future generations will drive types of retail growth needed in the future (i.e. grocery stores, cafes, drug stores, etc.). E-commerce is also likely to impact bricks-and-mortar store performance and its need in the future retail market. These factors must be taken into account when considering the needs of the commercial/retail market in the far future.

3.3.3 RESIDENTIAL

Focusing on the long-term residential market in Ottawa, several factors must be considered as part of the redevelopment proposal for the site, which will help to determine the needs of the residential market in the future. Among those factors are: population growth; urbanization; and real estate needs or trends. As Baby Boomers age, their housing needs will evolve. Boomers’ relative wealth and demographic size will continue to fuel demand in all segments of Senior Housing. Conversely, Generations X and Y will continue to create demand for rental housing. This growth of renter households is expected to further grow as affordability deteriorates and savings constraints will cause renters to postpone homeownership and remain renting.

Urbanization has become a part of the new normal of Canadian real estate, rather than becoming an emerging trend in itself. Recently, urbanization has sparked a new trend that features mixed-use residential and commercial development. In recent years, residential developers have begun to add retail and other services components to their projects, while commercial developers are adding a residential component to their office and retail project; a trend that is growing in all major cities in Canada.³⁷ This convergence of residential and commercial uses helps developers maximize upside by controlling more aspects of a project and adding value to their property. As a result, an increasing number of residential projects will have retail and services incorporated into them. Finally, reports argue that single-detached starts are projected to decline in the future, indicating that demand for higher-density types of housing such as condominiums and row houses is on the rise. Arguably, in the long-term there will likely be a decline in large tower residential developments, and an increase in popularity of mid-rise developments.³⁸

3.4 IMPLICATIONS FOR DEVELOPMENT

In order to properly accommodate a mix of uses on the site, economic indicators, demographics, and market trends were analyzed to help determine potential uses on the site in the future. Economic and demographic trends will contribute to the demand for employment, which will be accommodated by sites like Confederation Heights in the future. Considering the site is designated as a federal precinct intended to remain within the federal portfolio, it can be assumed that there will be high demand on this site for increased federal office space, regardless of private market conditions. However, once this area does become an important, intensified and well-connected node, private interests may wish to develop here as well. The office market will experience a shift in consumer needs for space, as they will require a more efficient and compact office space that is accessible to transit and built to a higher standard.

Similarly, the commercial/retail market will experience change due to demographic trends. Providers in this market segment will need to offer various amenities for customers that will create a “home-like” experience. Further, the performance of bricks-and-mortar stores in this market are likely to be undermined by the thriving E-commerce market.

Finally, the residential market in the NCR will be influenced by factors such as population growth, urbanization, and real estate needs or trends. Specifically, the demand for seniors and rental housing is expected to further increase, with most development happening in the high-rise segment, which will incorporate retail and commercial uses with residential uses.

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An aerial photograph of a city area, showing a mix of urban development, green spaces, and infrastructure. A prominent red horizontal band is overlaid across the middle of the image, serving as a background for the title and introductory text. The top half of the image shows a large, open area with some buildings and a road. The bottom half shows a more developed area with a highway and surrounding greenery.

4.0 POLICY

An extensive review of existing policy documents was undertaken to determine the level of current support for the redevelopment of the site as a dense, mixed-use Transit-Oriented Development (TOD). The following section provides an overview of these policies by jurisdiction, and their implications for redevelopment. Appendix A evaluates



4.1 FEDERAL POLICY

Overall, federal policies strongly support the transformation of this auto-dominated office campus into a livable, well-designed, mixed-use development with enhanced opportunities for active and public transportation. New development should integrate with neighbouring communities and provide greater connectivity to surrounding amenities, such as Vincent Massey Park and Hog's Back Park. The site currently falls below sustainability and livability standards; however, its size and proximity to downtown, transit stations, and natural areas make it prime for redevelopment.

The Confederation Heights Sector Plan does, however, provide recommendations that may be constraining. For instance, the plan suggests that maximum 12-storey buildings are located along Heron Road, to the east of its intersection with Riverside Drive.¹ Environmental considerations may also form an impetus for redevelopment, as certain protected lands cannot be developed, and stormwater management must be considered.²

An important policy direction to consider is the site's continued designation as an employment node, though this does not prevent mixed-use development. In addition, the newly introduced Workplace 2.0 standards seek to reduce office space sizes allocated to each full-time employee from 16 m² to 14 m². For example, if the Tupper Building were to retain the same number of employees, its ground floor area (GFA) could be reduced from the current figure of 32,403 m² to roughly 28,353 m². To combat the potential for a reduction in required federal office space, land may be strategically disposed to better suit the federal government's needs.³

In addition, the CBC Building, the Sir Leonard Tilley Building, and the Sir Charles Tupper Building are listed in the Directory of Federal Heritage Designations. Managed by the *Treasury Board Policy on Real Estate*, the Tilley and Tupper Buildings are designated as Recognized Federal Heritage Buildings, while the Edward Drake (CBC) Building is designated as a Classified Federal Heritage Building. The *Treasury Board Policy* outlines that steps must be taken to ensure the protection of Classified Heritage Buildings (like the Edward Drake (CBC) Building). Conversely, the policy applies a more flexible approach to Recognized buildings such as the Tupper and Tilley Buildings.^{4, 5}

Proposed changes to parking at Confederation Heights should meet the intent of the policies outlined in PSPC's Custodial Parking Procedure, which addresses parking on federally owned and leased land. PSPC's Custodial Parking Procedure provides details regarding minimum parking requirements for tenant departments, operational requirements, excess parking, calculation and application of parking charges, and management of parking disputes.

Throughout the long-term visioning process, studies should be completed to help determine logical traffic and parking sequences, while maintaining the perspective and implementation guidelines of the Custodial Parking Procedure. The Custodial Parking Procedure should also be interpreted flexibly to accommodate for future market and demand changes.

Another important policy consideration is the need to preserve natural and visual landscapes. Natural lands located at the site's periphery will be preserved; however, the *Sector Plan* outlines a number of scenic views of these natural landscapes that must be preserved. Attempts to preserve all of these views may result in the need to restrict height in certain areas, thereby reducing some potential intensification on the site in various locations.⁶

Further, the *Sector Plan* recommends that the site should not become a significant cultural attraction that attracts outside visitors, and should thus limit the presence of hotels and cultural and entertainment uses. This policy somewhat restricts the variety of uses that could be found in the site. In addition, the *Sector Plan* seeks to maintain Riverside Drive, Heron Road, and the Airport Parkway as major arterial roads, outlining that only 35% of the traffic volume on these roads be created by future site users.⁷

4.1.1 IMPLICATIONS FOR DEVELOPMENT

Federal policy, mainly from the NCC's perspective, is mostly supportive of the redevelopment of Confederation Heights into a dense, livable, mixed-use, TOD. Future development must, however, take into account view corridors and heritage features, and should not become a large cultural attraction.

4.2 PROVINCIAL POLICY

The *Provincial Policy Statement*, 2014 (PPS) was analyzed and assessed to determine provincial support for redevelopment. The PPS is generally in favour of the redevelopment of the site, given its support for public transit, active transportation, mixed-use development, and preference for redevelopment and intensification of existing built areas to provide additional housing. The PPS also supports the protection and preservation of employment areas for present and future uses.⁸

4.2.1 IMPLICATIONS FOR DEVELOPMENT

The PPS expresses strong support for a redevelopment of Confederation Heights that incorporates public transit, active transportation, and mixed-use opportunities in an existing built area, but also supports heritage conservation efforts.

4.3 MULTI-JURISDICTIONAL POLICY

Multi-jurisdictional policies were created by several stakeholders and expand across multiple jurisdictions. The *Sustainability and Resilience Plan*, the *Energy and Emissions Plan*, and the *Risk Prevention and Mitigation Plan* make up Choosing Our Future, a long-term joint initiative by the NCC, the City of Ottawa, and the City of Gatineau to secure the long-term planning and development future of the National Capital Region. All three sub-plans support mixed-use, transit-oriented development featuring greater transit and active transportation opportunities, higher densities, reduced energy and infrastructure costs, and affordable housing.^{9, 10, 11, 12}

4.3.1 IMPLICATIONS FOR DEVELOPMENT

Collaborative planning policy efforts between the City, the City of Gatineau, and the NCC strongly support sustainable development, such as energy efficiency, effective stormwater management, public and active transportation, higher densities, and more compact urban forms.

4.4 MUNICIPAL POLICY

The following section assesses broad City of Ottawa policies including the Official Plan, Master Plans, Design Guidelines, Strategic Plans, as well as site-specific zoning provisions.

4.4.1 OFFICIAL PLAN

The City's *Official Plan* is the overarching policy that guides planning, development and growth management. Within the City's *Official Plan*, the site is designated Mixed Use Centre and Major Open Space. The Mixed Use Centre designation constitutes lands adjacent to major road networks or located along the rapid-transit network. As there are limited sites with these characteristics within the City, the Official Plan states they are important for intensification and growth, considering their prime opportunity to create compact, mixed-use development.¹³

The site is designated as an employment node, but should also be developed as a complete community. According to the *Official Plan*, the City will encourage transit-supportive land uses such as offices, schools, hotels, hospitals, institutional uses, community recreation and leisure centres, daycare centres, retail uses, entertainment uses, high- and medium-density residential uses, and mixed-use development containing combinations of the foregoing. Residential areas must be a component of all Mixed Use Centres. The Plan also outlines that the employment target is the creation of at least 5,000 jobs in Mixed Use Centre lands. Minimum and maximum parking requirements are outlined for areas within 600 metres of rapid transit stations.¹⁴

The Mixed Use Centre designation encourages the redevelopment of the site to maximize its development and intensification potential. The Major Open Space designated lands will be protected for public use and enjoyment, while creating more usable spaces for the residents of Ottawa. Lands adjacent to the Rideau River will require cultural heritage and archaeological resource assessments completed before development of multi-use pathways occurs. Residential infill in these areas will not be permitted. The City will collaborate with the NCC on plans and studies involving Major Open Spaces.¹⁵

As part of the City's *Official Plan*, the existing *Confederation Heights Secondary Plan* is one of the most significant indicators of the City's desire for the redevelopment of the site. The *Secondary Plan* seeks to develop the site as an identifiable, compact, mixed-use Primary Employment Centre with major open space areas along the Rideau River, and an established residential community to the south. The City seeks to retain the greenspace along the Rideau River, to be included as part of the City's Greenway System. The Plan notes that this Primary Employment Centre will accommodate a mix of employment uses (primarily offices), supported by retail and personal uses to fulfill employees' needs. Residential development is also intended to occur, primarily in the form of low (1 to 4 storeys) profile buildings, with increased pedestrian, bicycle, and transit linkages.^{16, 17}

4.4.2 ZONING BY-LAW

The City's *Zoning By-law No. 2008-250* is a binding document that regulates development within the City, as well as provisions including setbacks, Floor Area Ratio (FAR), Ground Floor Area (GFA), Floor Space Index (FSI), maximum height, and parking requirements. Currently, the site has eight (8) specific zones, with varying site-specific provisions or schedules. These zones include:

- Mixed Use Centre with Floor Space Index 2.0;
- Mixed Use Centre with Floor Space Index 2.0 (Under Appeal);
- Mixed Use Centre with Exception, Maximum Height 40 Metres;
- Mixed Use Centre, Subzone 8, with Schedules (S135, S339, and S341);
- Parks and Open Space, Subzone 1;
- Parks and Open Space, Subzone 1 with Schedule and Holding By-law;
- Major Leisure Facility Zone; and,
- Environmental Protection.

Mixed Use Centre zones identify the following permitted uses: Offices, Schools, Hospitals, Retail, Entertainment, and High/medium density residential. These uses should be in a high-density, compact and pedestrian-oriented built form, with mixed-use buildings or adjacent mixing of uses. Other zones on the site include Parks and Open Space, as well as Environmental Protection, which limits development.

Zoning By-law 2008-250 requires a range of parking depending on site-specific zoning. The majority of the site requires 1 space for every 55 m² of GFA. Lands zoned MC8 feature parking requirements depending on GFA. Buildings with a GFA less than the lot area require 1 space for every 47.5 m² of office space. Buildings with a GFA between 1.0 and 1.5 times the lot area, 1 space is required for every 70 m² of office space. Buildings with a GFA above 1.5 times the lot area require 1 space for every 95 m² of office space. Comparatively, the parking requirement at Tunney's Pasture is 1 space for every 133 m² of office space; approximately 40% less parking than the site.¹⁸

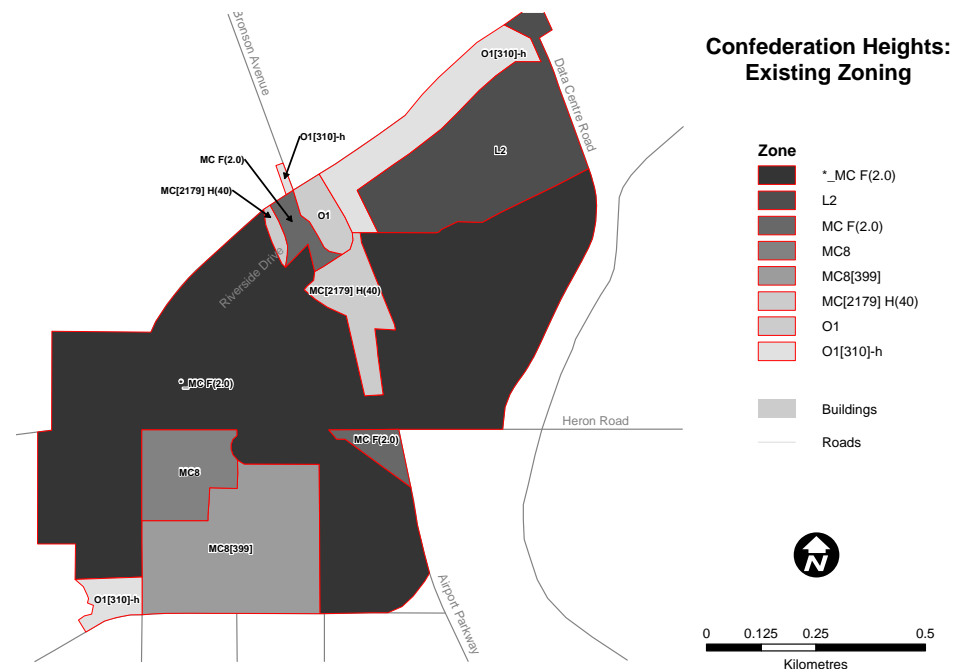


Figure 4-1: Existing zoning for Confederation Heights as per Zoning By-law 2008-250

4.4.3 MASTER PLANS

The *Transportation Master Plan* focuses on development concepts including complete streets, updating modal share targets, promoting strategies to improve walking and cycling, and supporting TOD. The plan therefore focuses on built environment and infrastructure, walkability, cycling, transit, and sustainable mobility.¹⁹

The *Ottawa Pedestrian Plan (OPP)* supports the creation of complete streets that encourage active transportation. The OPP 2013 addresses measures to expand Ottawa's pedestrian network by completing missing pedestrian links, adding Multi-Use Pathways (MUPs) to pedestrian networks, and by creating links to TOD areas. Upon redevelopment of Confederation Heights, focus should be placed on adhering to the principles of OPP 2013 in order to create a more accessible, safe, well-linked, aesthetically pleasing, integrated, and complete MUP networks.²⁰

The *Ottawa Cycling Plan (OCP)* outlines the need for improved linkages and connectivity for cyclists within the City. The Plan suggests that cycling helps to animate unused spaces, improve sense of pedestrian safety, and mitigate negative traffic impacts via cycling-related buffers, such as boulevards and cycle tracks. With the coming upgrades to an LRT system, the City seeks to support development of cycling infrastructure to encourage transit users to cycle to stations. Confederation Heights is listed as one of the key employment areas and an *OCP* Target Employment Node outside the central core of the City, and should thus seek to increase the cycling mode share. The site falls third on the City's priority list for creating improved cycling links between 2015 and 2019.²¹

The *Greenspace Master Plan* calls for the preservation and creation of existing and future greenspace areas for public use by Ottawa residents. The City requires 2.0 hectares of park or leisure land for every 1000 residents in a new community, and 4.0 hectares of total greenspace for every 1000 residents in all of Ottawa. The Plan supports creating appropriate linkages (including MUPs) between greenspaces to ensure their usability by residential neighbourhoods, but also calls for the preservation of existing natural areas.²²

4.4.4 GUIDELINES

The City's *Transit-Oriented Development Guidelines* are a compilation of guidelines intended to support the development or redevelopment of a site within 600 metres of a transit stop or station. These guidelines address how development of TODs should occur, and their designs. Factors associated with TOD Guidelines include: discouraging auto-oriented uses; encouraging transit-supportive uses; providing a mix of uses to create a complete community; designing shorter block sizes; locating high density and mixed-uses including offices adjacent to transit stations; and, encouraging shared parking between uses (i.e. restaurants and office buildings). These guidelines are an important resource to direct effective and well-designed redevelopment of the site.²³

The *Residential Land Strategy* for Ottawa determines growth and development objectives for the City between 2006 and 2031. The site is determined to be a key focal point for redevelopment as a transit-oriented community, post-2031, and is designated as a Mixed-Use Centre at a Key Transfer Station. The policy also outlines that by 2031, the site is projected to feature 950 new dwellings, 3,589 new jobs, a total population of 1,758, and a density of 179 persons and jobs per Gross Hectare (whereas the current density is 73 and with a target of 200).²⁴

4.4.5 IMPLICATIONS FOR DEVELOPMENT

The City's Zoning By-law, Official Plan, related Master Plans, and Transit-Oriented Design Guidelines strongly support the redevelopment of Confederation Heights. Each plan supports infill development, height and density intensification, improved connectivity, focus on quality urban design, focus on pedestrian and cycling connectivity, and the need to redevelop the site into a mixed-use, TOD. Municipal policy also supports the retention of Confederation Heights as a major Federal Employment Node within the City.

4.5 POLICY SUMMARY

Considering the support for redevelopment by most Federal, Provincial, Multi-Jurisdictional, and Municipal policies and plans, Confederation Heights is well-positioned for redevelopment. The overarching support for intensification, sustainable development, improved connectivity, quality urban design, and mixed-use development exemplifies the need for PSPC and the NCC to prioritize the redevelopment of this site within the federal portfolio. When PSPC and the NCC do decide to proceed with plans to redevelop the site, it can be anticipated that there may be less resistance from stakeholders than comparable redevelopment initiatives of this magnitude. It is important that the site be redeveloped in the future to meet and/or exceed Federal, Provincial and Municipal policy expectations.

POLICY END NOTES

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16. Ibid.
17. Ottawa, City of. (2003). *Confederation Heights Secondary Plan, in: Official Plan: A component of Ottawa 20/20, the City's Growth Management Strategy*. By-law No. 2003-203. Volume 2, Publication 1-28.
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22. Ottawa, City of. (2006). *Greenspace Master Plan. Strategies for Ottawa's Urban Greenspaces*.
23. Ottawa, City of. (2007). *Transit-Oriented Development Guidelines*. Retrieved from <http://documents.ottawa.ca/sites/documents.ottawa.ca/files/documents/con029008.pdf>
24. Ottawa, City of. (2009). *Residential Land Strategy for Ottawa, 2006-2031*. Development of Infrastructure Services and Community Sustainability Planning Branch, Research and Forecasting Section. Publication no. 9-23.

An aerial photograph of a city area, likely Confederation Heights, showing a river winding through the landscape, various buildings, and green spaces. The image is in grayscale and serves as a background for the page.

5.0 STAKEHOLDERS

The following stakeholder analysis assesses perceived needs and interests in the redevelopment of Confederation Heights. Working alongside key stakeholders to identify these needs and to create a plan that is desirable for all parties involved is critical in the planning and development process.



5.1 PARAMETERS

The following chapter outlines key stakeholders who may have a vested interest in the redevelopment of Confederation Heights. It is important to note that this may not be an exhaustive list of stakeholders, considering additional persons, groups, or communities may be identified as having interest in the redevelopment of Confederation Heights later in the planning and development process. During the Development Approvals processes in the implementation stages of this plan, PSPC and the NCC must adhere to mandated consultation processes (via the Planning Act) with these stakeholders and any others that may be identified in the future.

5.2 KEY STAKEHOLDERS

Considering Confederation Heights is largely federally owned, public participation will be of the utmost importance in the visioning processes for this site. To better understand the stakeholders' interests and dynamics, stakeholders have been categorized, in Table 5-1, according to four levels: Federal, Provincial, Municipal, and Local.

Table 5-1: List of stakeholders by jurisdiction for the development of Confederation Heights

Jurisdiction	Agency
Federal	Aboriginal Communities, Canada Post, Canada Revenue Agency (CRA), Communication Security Establishment (CSE), Health Canada, National Capital Commission (NCC), Parks Canada, Public Services and Procurement Canada (PSPC)
Provincial	Ministry of Transportation, Ministry of Environment and Climate Change
Municipal	City of Ottawa, (Councillors Riley Brockington Ward 15 – River and David Chernushenko Ward 17 – Capital), OC Transpo
Local	Ottawa-Carleton District School Board, Ottawa Catholic School Board, Conseil des Ecoles publique de l'Est d'Ontario, Conseil des Ecoles Catholique du Centre-Est, Carleton University, Community Associations
Private	Canadian National (CN), Hydro Ottawa

5.3 STRATEGY DEVELOPMENT

Using Lawrence and Lorsch's contingency theory, and Christensen's planner template, an analytical table (see Appendix C) was developed to indicate the redevelopment's relationship to different federal, provincial, municipal, local, and private sector interest groups based on their interest, resources and action channel for participation.¹

5.4 IMPLICATIONS

The power interest grid, illustrated in Figure 5-1 will help categorize and prioritize project stakeholders with increasing power and interest in the project. This process will help to identify the actions and measures that the future development team will have to take for each stakeholder. The following list describes the four different stakeholder positions:

- High power – interested stakeholders must be fully engaged and satisfied by greatest efforts, otherwise the project can easily fail;
- High power – less interested stakeholders might become disengaged with too much content and detail, and thus don't need to be involved as much as the first group;
- Low power – interested stakeholders will be kept adequately informed, and planners will talk to them to ensure that no major issues arise. These groups can be very helpful with the project details; and,
- Low power – less interested stakeholders should also be monitored, but not with excessive communication.

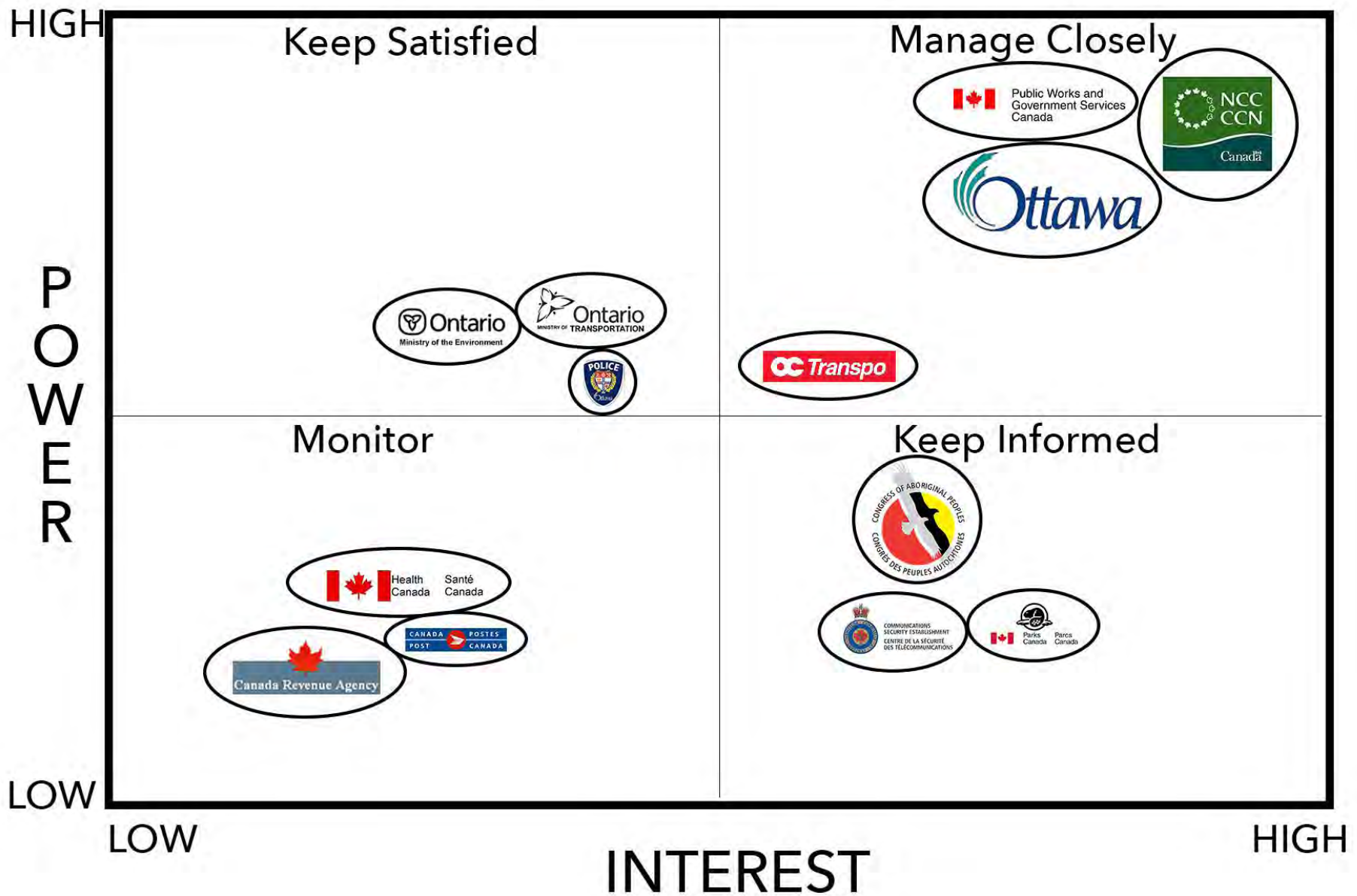


Figure 5-1: Power interest grid categorizing and prioritizing stakeholders

STAKEHOLDER ANALYSIS END NOTES

Identifying stakeholder interests, resources and action channels helps to understand the relationship between the study area and different agencies that both influence, or are impacted by, the proposed redevelopment. As a result, more informed and supported decisions can be made, which take into considerations each stakeholder's interests.

Federal stakeholders will play an important role, as the principal clients of this project. PSPC, along with the NCC, are key players in initiating this development and they will be responsible for coordinating future stakeholder engagement. While Provincial, Municipal and Private level stakeholders will be affected by the proposed redevelopment of Confederation Heights, they have comparatively less influence in decision making. Nevertheless, all parties involved should have the opportunity to voice concerns and participate in the early planning and design phases of the project.

5.4 DESIGN CHARETTE

In order to better synthesis a vision and design for Confederation Heights, input was gathered from various stakeholders and planning experts in the early processes of this visioning process. This input was instrumental in influencing the overall design and vision for the site. On October 30th, 2015 the Project Team facilitated a Design Charrette at the School of Urban and Regional Planning (SURP) at Queen's University in Kingston, Ontario. This Charrette involved SURP faculty and students, professional planners from both the City of Kingston and City of Ottawa, as well as NCC, PSPC and Canada Post stakeholders. The participants were provided a general overview of Confederation Heights, as well as key information regarding existing conditions and the Project Team's initial designs. The participants were divided into four groups for breakout design sessions, where they were able to collaboratively create design options for different quadrants of the site. The participants presented their findings, with opportunities for general feedback and questions. A summary of the design strategies and overall considerations is outlined in APPENDIX F.

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6.0 SWOC ANALYSIS

An analysis of Confederation Heights's Strengths, Weaknesses, Opportunities and Challenges (SWOC) was conducted to better understand and consolidate findings from policy analyses, site analyses, market analyses, and other background research. This SWOC analysis will help guide the creation of a vision and plan for the site.





6.1 STRENGTHS

Located in the heart of the City, the site offers many features that are considered strengths from a future development perspective. The site is a prime location for a TOD due to its proximity to the current and future transit network corridor. The existence of the BRT Transitway as well as the O-Train Confederation Station makes the site a prime transit-oriented area for government employees and future residents alike. In addition, upgrades to the existing O-Train Trillium Line are set for completion by 2023, which will connect Confederation Heights to the new LRT line throughout Ottawa. Timing for the redevelopment of the site to create a higher-density employment node is therefore opportune.

Confederation Heights is largely vacant, with sprawling open spaces and surface parking lots, resulting in a blank slate for infill development. The site is located adjacent to the Rideau River and attractive greenspace networks that offer natural features, aesthetic appeal, and recreation and leisure opportunities for future residential development. Redevelopment is highly supported by existing policy frameworks including the existing Secondary Plan, Official Plan, and Zoning By-law 2008-250, as demonstrated by policy analyses (see “Appendix A”).

6.2 WEAKNESSES

The site is well suited for redevelopment; however, several weaknesses may impact how redevelopment proceeds. Featuring only sixteen buildings on the entire site, it is currently grossly underutilized and low density. The site has a significant sense of isolation, as each building is separated by high-traffic arterial roads, including Heron Road and Riverside Drive, and large surface parking lots. By extension, the site is not well integrated with its surroundings or the rest of the city. There is also a lack of accessibility for pedestrians to travel between buildings. Pedestrian underpass tunnels that are inaccessible, dark and underused replace above-ground crosswalks on Heron Road, Riverside Drive and Bronson Avenue, representing priority given to vehicular connectivity over pedestrian connectivity. Very few cycling lanes exist, and the NCC-owned MUPs along the Rideau River are difficult to access, considering the lack of form crosswalks along Riverside Drive.

Due to its suburban sprawl character, heavy focus on the automobile, abundance of parking lots, inadequate use of the land, and inefficient connectivity, the site lacks an overall sense of security and sense of place. The multitude of non-grid street networks also pose difficulty for redevelopment. Existing streets including Riverside Drive, Heron Road, and Bronson Avenue/Airport Parkway are major thoroughways that pose a significant challenge to reroute. Therefore, development on the site must be generally adaptable to the existing layout of these streets.

In addition, the site is not entirely under single ownership, which may create difficulty in implementation of an overarching plan. Though many of these factors are not stagnant and may change as redevelopment progresses, they are important to acknowledge when considering how to approach creating a new vision for Confederation Heights.

6.3 OPPORTUNITIES

As an existing government office node, the site offers significant opportunities to create a well-designed, mixed-use and transit-oriented community within the heart of the National Capital Region. Located just south of Downtown Ottawa, Confederation Heights is well situated to become a more desirable and efficient node for all avenues and sectors of employment. Located approximately 5 km north of the Ottawa Macdonald-Cartier International Airport, approximately 1.3 km southwest of the Billings Bridge Shopping Centre, and approximately 1.2 km southeast of Carleton University, the site is an ideal location for new residential, office, and supporting commercial development. Its connectivity via the O-Train LRT and OC Transpo Transitway (BRT) further supports TOD that offers a well-connected community to work or live. There is also a prime opportunity to connect to a large network of MUPs located at the site's periphery along the Rideau River for improved pedestrian and cycling networks.

The site is uniquely located adjacent to the Rideau River as well as several significant natural features including Hog's Back Park, Vincent Massey Park, and Mooney's Bay Park. These areas will be a natural draw for possible future residents of the area and will provide opportunity for community recreation and open space. There are also many opportunities for commercial and retail activity to meet consumer needs of government employees and future residents. Connectivity by transit and cycling to neighbouring commercial nodes (i.e., Billings Bridge Shopping and/or Landsdowne Park) will supplement residents' and employees' needs, where they should they not be met on site. In addition, several parcels of land may be declared as surplus and may be sold to accommodate other uses, in order to streamline the Federal Portfolio. Phasing for redevelopment by private interests will be determined by market demand and private sector interests.

Redevelopment of Confederation Heights is opportunistic considering City of Ottawa, NCC, and PSPC support for federal employment node redevelopment, reflected by the recent Master Plan to redevelop Tunney's Pasture in Ottawa.

6.4 CHALLENGES

Redevelopment of Confederation Heights will present challenges that must be overcome in the planning and visioning processes. For instance, there is risk that other TOD projects in the city may create competition. The site is not necessarily unique within Ottawa; Tunney's Pasture, a comparable site just outside the downtown core to the southwest, has undertaken a Master Plan to redevelop the site as a transit-oriented federal employment node. As Tunney's Pasture and other sites in the City begin to transform, there may be less demand to develop additional transit-oriented government office spaces. It may also lower the priority for redevelopment of Confederation Heights, instead placing focus on sites that have an existing up to date Secondary Plan or Master Plan. Moreover, as government offices move to a Workplace 2.0 or Workplace 3.0 format where employees are encouraged to work from home part-time, the demand for full-sized office buildings may decrease.

In terms of the existing transportation networks, existing road infrastructure is in a non-grid, web-like pattern. This will pose challenges in terms of creating a plan that will locate the most efficient and accessible buildings as close as possible to the transit corridors. Moreover, the current locations of the BRT station (Heron Station) and O-Train LRT station (Confederation Station) are inopportunistically located and create a challenge for transit-user accessibility. This inaccessibility for transit-users is also caused by an abundance of surface parking lots, a sense of isolation, and the perceived remoteness of the site despite its close proximity to downtown.

Existing built form poses challenges when developing a strategic design that appropriately incorporates heritage buildings into the redevelopment. New built form must be sensitive to and recognize these features, as well as complement the existing natural features of the land, including Environmentally Protected lands adjacent to the Rideau River. However, new development should not discount the natural areas; rather, the site should be developed in such a way so as to create better connections to these natural areas and usable open space features for residents of Ottawa. Though challenging, each of these factors can be overcome through the design and planning processes.

Table 6- 1: SWOC Analysis for the existing conditions of Confederation Heights

	Positive	Negative
	STRENGTHS	WEAKNESSES
Internal	<ul style="list-style-type: none"> ◇ LRT and BRT transit corridor ◇ Existing employment hub ◇ Prime location in heart of National Capital Region ◇ Adjacent to Rideau River and greenspace networks ◇ Excellent automobile access ◇ Gateway into City from the International Airport ◇ Ample supply of developable land (blank slate) 	<ul style="list-style-type: none"> ◇ Lacking pedestrian and cycling connectivity ◇ Lacking accessibility ◇ Lacking sense of place ◇ Lacking sense of security and “eyes on the street” ◇ Complex traffic networks with multiple on- and off-ramps ◇ Extensively auto-oriented ◇ Abundance of underused parking lots
	OPPORTUNITIES	CHALLENGES
External	<ul style="list-style-type: none"> ◇ Five new LRT stations along the Trillium line by 2023 ◇ Opportunity for commercial uses to serve future employees ◇ Sale of excess land as surplus ◇ Close proximity to local amenities and services including Billings Bridge ◇ Strong policy support for redevelopment ◇ Connectivity via BRT, LRT and NCC Multi-Use Pathway networks ◇ Sprawl repair and TOD ◇ Meet federal employees’ needs via commercial/retail activity, mixed land uses and connectivity 	<ul style="list-style-type: none"> ◇ Competition from redevelopment of nearby employment hubs ◇ Complex existing road networks and infrastructure (curvilinear and non-grid) ◇ Perceived remoteness from downtown despite close proximity and transit connectivity ◇ Appropriate connection to environmentally protected lands ◇ Areas of the site under various ownership ◇ Planning land uses for ease of surplus ◇ Inefficient locations of existing BRT station (Heron) and LRT station (Confederation) ◇ Reduction of need for on-campus offices due to Workplace 2.0 and Workplace 3.0 formats

6.5 IMPLICATIONS FOR IMPLEMENTATION

Despite the weaknesses and challenges, Confederation Heights offers significant opportunities for development, with its central location in the National Capital Region. PSPC and the NCC, alongside other property owners (including Canada Post and Health Canada) should work closely with the City to develop a comprehensive plan for the site. The plan will require first-hand participation amongst stakeholders, the City, and eventually the public. Once a Secondary Plan or Master Plan is developed, lands for strategic disposal or surplus by PSPC will be determined, which may be based on the implementation strategy and recommendations outlined within this Long-Term Vision. Upon creating a conceptual plan for redevelopment, the site's strengths and opportunities must be used to their fullest potential in order to mitigate challenges or weaknesses.

The SWOC analysis reinforces the fact that Confederation Heights is currently grossly underutilized with many challenges and weaknesses; however, due to its size and location near transit infrastructure, redevelopment opportunities are significant. By the year 2050, PSPC and the NCC have the opportunity to implement significant sprawl repair to redevelop Confederation Heights into a well connected, mixed-use, transit-oriented development that appropriately suits a federal node within the NCR, 100 years following the 1950 Gréber Plan.



7.0 DESIGN CONCEPTS

Based on best practices in planning and development, guiding principles were developed that helped to shape the conceptual designs for Confederation Heights. By creating a more transit-oriented, pedestrian-friendly, and intensified design, Confederation Heights will become a federal employment node worthy of its location within the National Capital Region.



7.1 VISION

Confederation Heights will strive to be a mixed-use Federal Employment Node that is highly connected, both within its boundaries, and to the rest of the National Capital Region. It will serve as an exemplary transit-oriented development that is a vibrant and active place to work, live and play. As a future place of national pride, Confederation Heights will be a well-defined gateway into the nation's capital.

7.2 PRECEDENTS

Over sixty Canadian and international case studies were researched to assist in creating the proposed conceptual designs. To establish best practices in planning and design most relevant to the Confederation Heights, precedents for Transit-Oriented Developments, Mobility Hubs, and Employment Centres were reviewed to help inform the conceptual design process for this long-term vision. Refer to Appendix C for a list of all precedents and a more detailed analysis.

7.2.1 TRANSIT-ORIENTED DEVELOPMENT

An analysis of TODs highlighted several key themes that offered guidance for the proposed conceptual design of Confederation Heights. TODs provide rapid transit stations on site and feature highest densities around the station. Additionally, TODs cater to the user and the pedestrian realm by providing safe and easy connections to internal and external neighbourhoods. A proven grid network should be established, and building designs should recognize the human scale through massing and facades, while considering the local climate. The site should also feature a transit-supportive mix of residential, office and retail uses where possible.

7.2.2 TRANSIT/ MOBILITY HUBS

One of the key lessons from Transit/Mobility Hub precedents is to ensure that the site is treated as a public space, one that can serve multiple functions. The station should provide a wealth of amenities such as retail services and by doing so should become a destination in its own right. Both rapid transit stations on site should be well integrated with the surrounding area, while offering seamless travel between different modes of transportation.

7.2.3 EMPLOYMENT CENTRES

Successful Employment Centres located within a 600 m radius of a transit corridor capture the value of the station. Higher absorption rates, rental rates, and land values can be used as leverage to invest in ways to catalyze development, such as infrastructure improvements. The radius surrounding the station is considered to be an acceptable or comfortable distance for walkability and should be regarded as a destination by offering other mixed-uses. Case studies illustrate a lifestyle component or an 18-hour live, work, play environment can be achieved. New height maximums and density should be encouraged within the closest proximity to the station. In addition, creating connections between surrounding communities is vital to catalyze development.

7.3 GUIDING PRINCIPLES

The following Guiding Principles should be considered and applied in future redevelopment proposals for Confederation Heights. Based on best practices in planning and development and with consideration of existing policy, the following principles were developed to suit the current and future redevelopment needs of the site. These principles have guided the proposed conceptual designs of this Long-Term Vision. The purpose as well as the strategy for each guiding principle can be found in Appendix D.



Principle 1: Effective Connectivity



Principle 2: National Identity



Principle 3: Complete Community



Principle 4: Sustainability



Principle 5: Regard for Policy



Principle 6: Quality Built Form

7.4 CONCEPTUAL DESIGNS & RATIONALES

The following proposals for the redevelopment of Confederation Heights are based on lessons learned from best practices and the outlined guiding principles. These conceptual designs should be treated as flexible to account for market trends in the NCR, to appropriately meet the changing needs of the site, PSPC, the NCC over a thirty-five year horizon.

7.4.1 LAND USES

The proposed concept plan for Confederation Heights presents the site as a mixed-use, transit-oriented community featuring six categories of land uses:

- Mixed-Use Class 1
 - Commercial, Institutional, Office, Utility
- Mixed-Use Class 2
 - Commercial, Institutional, Office, Residential
- Mixed-Use Class 3
 - Arts and Culture, Institutional, Office, Residential
- Open Space
- Recreational
- Residential

These classes of Mixed-Use offer appropriate flexibility for development dependent on changing political atmospheres and market demands.

7.4.1.1 MIXED-USE CLASS 1

The Mixed-Use Class 1 land designation includes Commercial, Institutional, Office and Utility land uses. This land use designation allows the flexibility for mixed-use office and commercial buildings, as well as single-purpose buildings located near one another. Within the Mixed-Use Class 1 land designation, ground-floor commercial opportunities should be encouraged, with office and/or institutional uses above in order to facilitate accessibility for employees, pedestrians and transit users. Residential and arts and culture uses not permitted within this designation in order to better maintain these areas as a major employment hub.

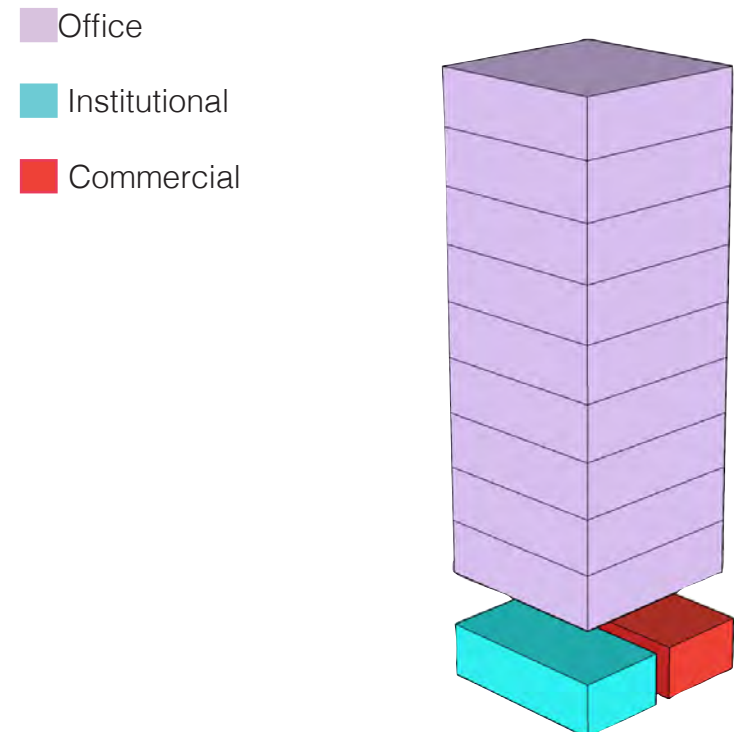


Figure 7-1: Diagram representing the proportional mix of uses for Mixed-use Class 1

7.4.1.2 MIXED-USE CLASS 2

The Mixed-Use Class 2 land designation includes Commercial, Institutional, Office and Residential land uses. This combination of uses will allow for a well-rounded community centre. Within this designation, mixed-use buildings featuring residential, institutional, and commercial in a single building should be encouraged to facilitate this complete community. Institutional uses may include libraries, community centres, religious institutions, and so forth, where appropriate. Offices should also be incorporated to allow employees to live, shop and work all within a few blocks. These mixed-use developments will provide increased housing choice and variety while promoting walkability, connectivity and the efficient use of land and infrastructure.

7.4.1.3 MIXED-USE CLASS 3

The Mixed-Use Class 3 land designation includes Arts and Culture, Institutional, Office and Residential land uses. These designations will encourage complete communities, by allowing potential creation of an “arts and culture hub” to attract various demographics. Arts and culture uses would generate traffic outside of normal business hours, contributing to the livelihood of Confederation Heights. The land designations provide the flexibility for private market demands to determine appropriate locations and context for each use. Commercial uses are not permitted within this class to ensure competition is not created with Billings Bridge Shopping Centre, or the proposed commercial uses within the Mixed-Use Class 1 areas. Finally, institutional uses within the Mixed-Use Class 3 designation provides the flexibility to establish an elementary or secondary school. Institutional uses also allow the potential development of a library or place of worship.

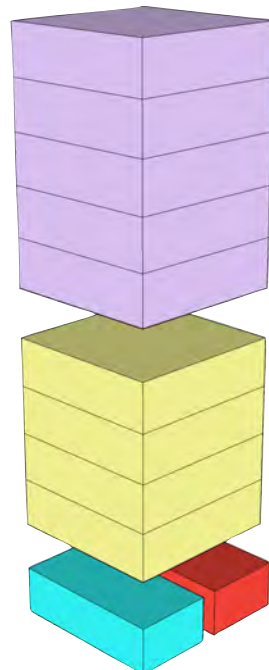
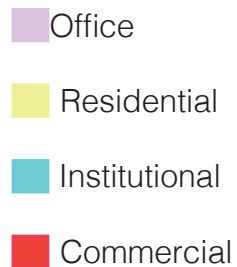


Figure 7-2: Diagram representing the proportional mix of uses for Mixed-use Class 2

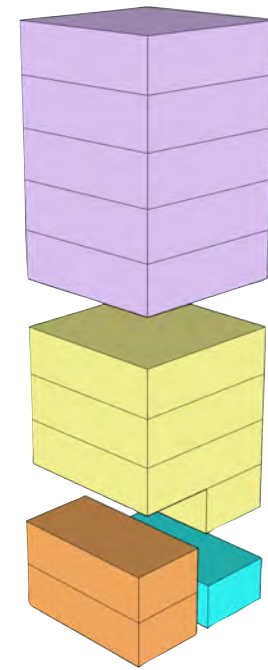
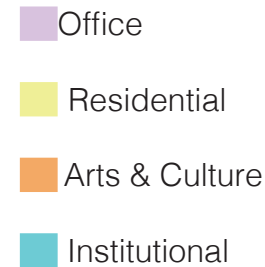


Figure 7-3: Diagram representing the proportional mix of uses for Mixed-use Class 3

7.4.1.4 OPEN SPACE

The site is adjacent to several important natural features and greenspaces including the Rideau River, Vincent Massey Park, Hog's Back Park, Mooney's Bay Park and Sawmill Creek. The design for parks and open spaces considers these existing natural assets and integrates them into the site through a network of multi-use pathways connected to a series of public parks and squares.

Public Square

The incorporation of public squares into the design concept will help to create an iconic and usable space that caters to the pedestrian realm. An example of a proposed public square is Confederation Plaza, which will be located north of Heron Road directly adjacent to the relocated Confederation Station (see Image 7-1). Confederation Plaza will become a focal point and identifying landmark of the future Federal Hub Precinct. The Plaza will feature ample greenspace, shops, and cafes, and will be a year-round public facility. The site could host activities and special events that celebrate Canada's history, achievements, and holidays, with special recognition of the site's location within the NCR.

Parks

Public parks will be an important feature in creating well-rounded, complete communities at Confederation Heights. An example of community parks are those proposed to replace the existing RA Centre grounds to better incorporate outdoor recreational uses including baseball diamonds and soccer fields. A number of parkettes and courtyards are also proposed throughout the site for use by future community members and office employees, thereby promoting active, healthy living and overall wellbeing.

7.4.1.5 RECREATIONAL

The RA Centre represents an important recreational asset for the residents of the surrounding residential communities as well as Ottawa as a whole. The RA Centre is relocated slightly to the north of its original location and is flanked by baseball diamonds and soccer fields. The RA Centre will continue to be a valuable asset that contributes to the continued vitality of Confederation Heights (see Image 7-2).

7.4.1.6 RESIDENTIAL

Residential land uses are proposed to be primarily located along the exterior portions of the site to maximize views for future residents. The intent with the separation of some residential uses at the periphery of the site is to allow PSPC to strategically dispose of these lands, for redevelopment by private entities. PSPC can then maintain the core office precinct around the transit station as part of the federal real property portfolio. Residential blocks to the northeast of the site will benefit from proximity to Billings Bridge Shopping Centre to the east, as well as the Rideau River to the North. Proposed residential land designations to the west of the site will offer desirable views to the Rideau River, which may increase the property value and saleability. By applying single uses in these areas, no competition between commercial areas will be created, while residential units are still within walking distance to other nearby amenities.



Image 7-1: Confederation Plaza facing east towards the proposed Station location.



Image 7-3: Proposed Residential Use for Tupper Valley Precinct C. Heron Road and Riverside Drive facing southeast.

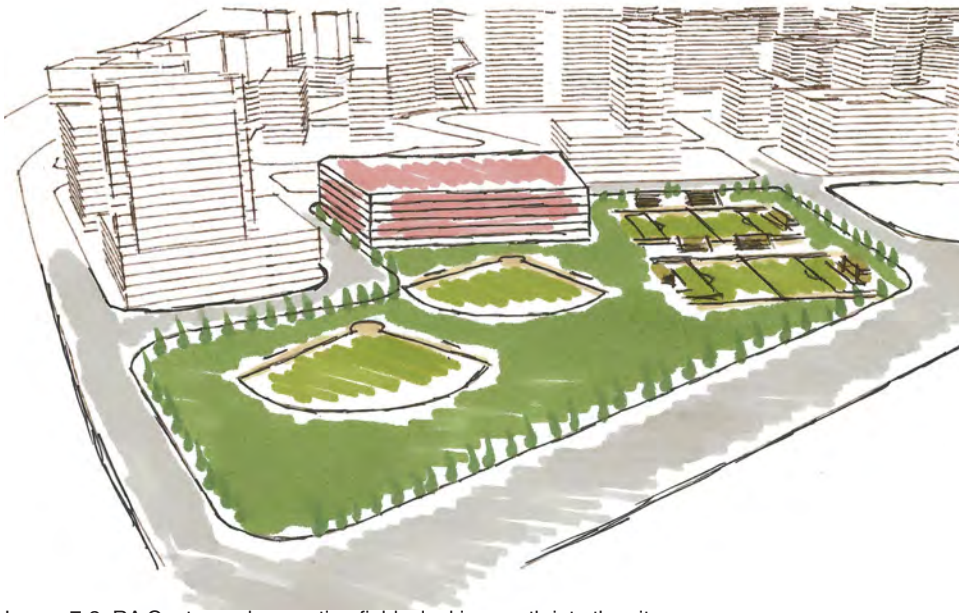


Image 7-2: RA Centre and recreation fields, looking south into the site



Image 7-4: Proposed Residential Use for Riverdale Village Precinct E. Looking southwest from Data Centre Road on the left of the image.

7.5 BUILT FORM

The proposed conceptual designs offer a mix of uses that create a more compact, dense and transit-oriented development at Confederation Heights. In addition to creating a more complete community, the redevelopment of the site will contribute to significant intensification and growth on the site, to create an inner-city development that is far more appropriate for the year 2050. To ensure redevelopment of the site is worthwhile, it is important to analyze exactly how much added density can be achieved on the site.

The conceptual design features a much heavier use of the lands compared to the existing site. The new site will feature 91 buildings, which is more in line with the proposed Tunney's Pasture redevelopment. The gross FSI will increase from 0.35 to 2.8, which is much more appropriate for an urban TOD (see Appendix C).

Confederation Heights

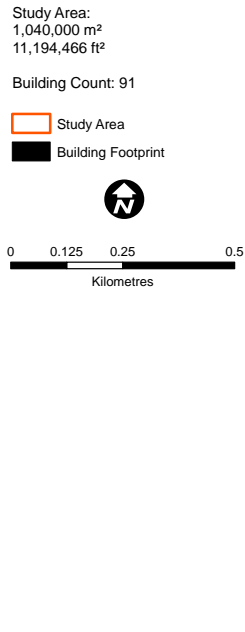


Figure 7-4: Figure-ground for the proposed conceptual design

Downtown Ottawa: Confederation Heights Overlay

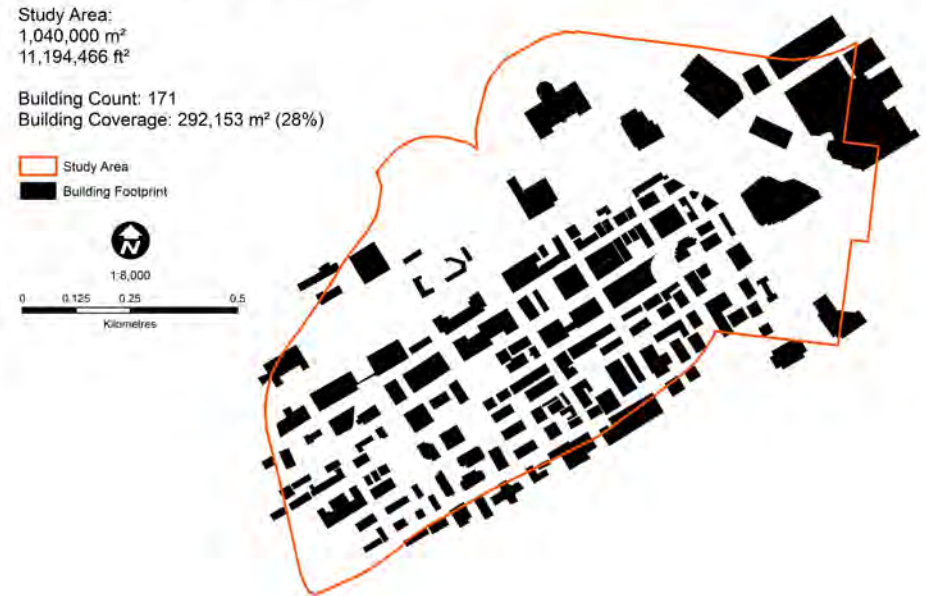


Figure 7-5: Figure-ground of downtown Ottawa with Confederation Heights study area overlay

Confederation Heights: Building Heights

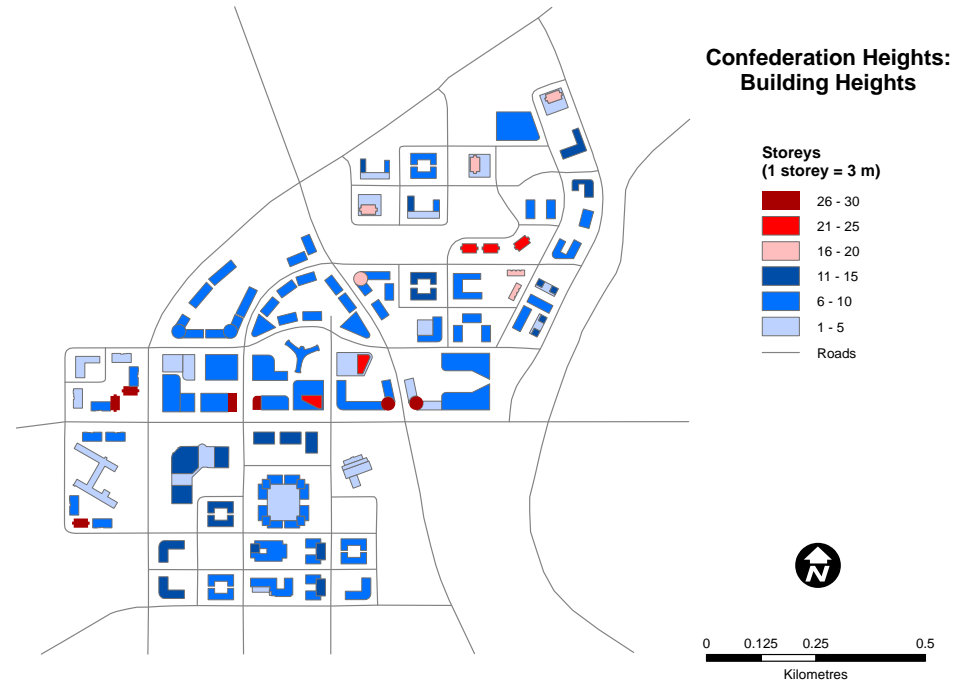


Figure 7-6: Proposed building heights

Table 7-1: Conceptual Design density analysis

	Confederation Heights: 2050					
	Federal Hub (Precinct A)	Brookfield Centre (Precinct B)	Tupper Valley (Precinct C1*)	Rideau Ridge (Precinct D)	Riverdale Village (Precinct E)	Site-Wide
Gross Area (ha)	29	13	8	23	31	104
Office (GFA) (m2)	646,433	102,213	0	207,930	0	956,576
Number of Employees	32,322	5,111	0	10,396	0	47,829
Employees/ha	1,112	396	0	456	0	510
Number of Dwelling Units	0	818	1,363	1,456	2,010	5,646
Number of Residents	0	1,963	3,270	3,493	4,824	13,550
People and Jobs/ha	1,112	548	408	610	154	590
Commercial GFA (m2)	35,913	10,221	0	0	0	46,135
Institutional GFA (m2)	35,913	10,221	0	20,793	0	66,930
Arts and Culture GFA (m2)	0	0	0	41,586	0	41,586
Open Space (m2)	0	37,245	0	13,374	55,237	105,856
Height Range (Storeys)	3 – 30	2 – 15	4 – 30	5 – 20	5 – 25	2 - 30
Block Net FSI (Range)	0.4** – 5.2	1.9 – 4.9	1.8 – 3.8	1.5 – 4.7	1.8 – 6.2	0.4 – 6.2
Block Net FSI (Average)	3.4	4.1	2.3	2.5	1.6	2.8

* Calculations based on Retention of Tupper Building

** Net FSI of Central Heating Plant, the second lowest FSI for Precinct A is 2.8.

7.6 NEIGHBOURHOOD ANALYSIS

The site was further divided into five precincts based on location, use and context, each of which are located within a 600 m radius of the proposed LRT and existing BRT stations. Dividing the site by precinct helps to differentiate between uses and functionality within the site, and are represented by Figure 7-7. These separated precincts also help to delineate density data, per precinct. Explanations of each precinct, associated land uses, and density figures are outlined in the proceeding sections. A list of development assumptions can be found in Appendix E, which is applicable to the density summary tables in the proceeding sections.

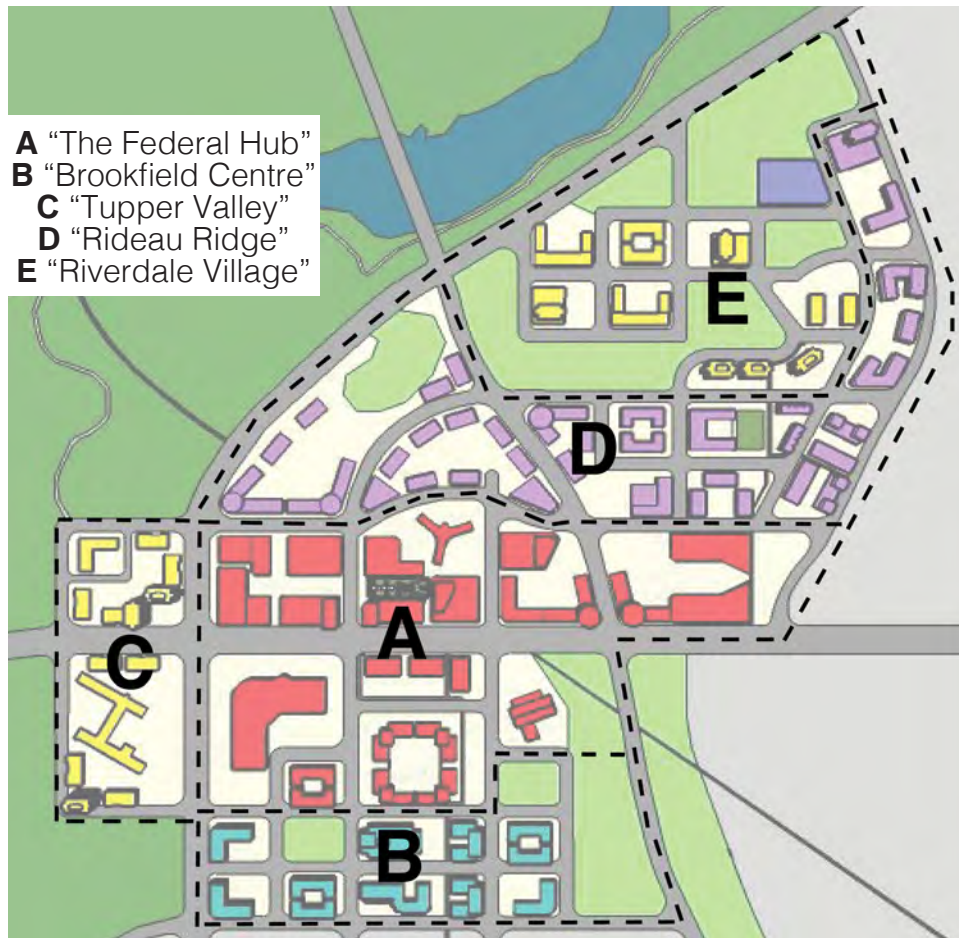


Figure 7-7: Key map of the five neighbourhood precincts



Image 7-5: Three renderings of the proposed conceptual plan for Confederation Heights

7.6.1 PRECINCT A: THE FEDERAL HUB

The proposed Federal Hub Precinct is the designated portion of the site to be retained within the PSPC federal portfolio. The Federal Hub will be the focal point for high-density mixed-use office buildings with commercial uses at grade. This LRT Station will be a focal point of activity and interest for this precinct. The proposed station will be located just north of Heron Road, encompassing the proposed buried LRT Trillium Line. Appropriate stepbacks will be achieved to transition to lower density areas moving away from the station.

Other key features of the Federal Hub include the federal gateway buildings located immediately adjacent to Airport Parkway/Bronson Avenue to the east and west. These buildings will form a keyhole viewpoint as drivers enter the City from the International Airport. This viewpoint is intended to become iconic within the NCR. The Precinct will also feature a public square (Confederation Plaza), and a public park to create a landmark area that establishes a sense of place around the LRT station. The Tilley Building located on this site is a Listed Federal Heritage building; however, it is proposed to be redeveloped in the long term. The CBC Building, which is a Classified Federal Heritage Building, is proposed for retention.

PSPC retention of the Federal Hub alone is justified by the idea that this Precinct may accommodate up to 2.5 times more office spaces and employees than the current site total, on only a quarter of the lands. An important consideration to note is that 0 residential units will be proposed in this area, to instead maintain these lands under federal ownership, and to not create the necessity for PSPC to become a custodian of residential office buildings. For this reason, residential areas will be focused within other precincts on the site.

High-density office towers, with appropriate podiums, will characterize the Precinct. The number of employees could range up to 32,322, featuring 1,112 people and jobs per hectare. It is important to note that these figures are very high, as the employee and office space calculations are based on Workplace 2.0 standards of 14m² per employee.

Consequently, the number of available spaces may change dependent on the future portfolio and employment needs of PSPC. PSPC can therefore dispose of the majority of its other lands as surplus while retaining a stronger, more streamlined federal portfolio.



Image 7-6: Rendering of the proposed Federal Hub, looking southeast into the site from Riverside Drive.

Table 7-2: Relevant built form statistics for the Federal Hub

Data	Precinct A
Gross Area (ha)	29.06
Number of Employees	32,322
Dwellings Units	0
Number of Residents	0
Range of net FSI (per block)	0.4 – 5.2
Average block FSI (Net)	3.4
People and Jobs (per ha)	1112

7.6.2 PRECINCT B: BROOKFIELD CENTRE

The Brookfield Centre Precinct is located at the southern portion of the site, just north of Brookfield Road. This medium-density precinct is largely characterized by residential, institutional, office and some commercial uses within either mixed- or separated-use buildings. Brookfield Centre will feature heights ranging from two (2) storeys to fifteen (15) storeys.

The intent of this precinct is to create a transition point between the high-density commercial/office Federal Hub to the north, and the low-rise, lower-density Riverside Park residential neighbourhood to the south. Therefore, focus should be placed on incorporating more residential, institutional and commercial spaces, than office spaces. Commercial uses are intended to service the adjacent residential neighbourhood as well as future residential units within the precinct.

In the future, this area should become a convenient and walkable location for these residents to access. Considering its proximity to Brookfield High School to the south, the area may be a prime location for commercial uses including restaurants, grocery stores, and corner stores. This area will also feature parkettes for use by future residents and residents of the adjoining neighbourhoods.

As one of the smallest Precincts on site (approximately 12 hectares), Brookfield Centre should place high priority on walkability, especially considering its close proximity to the proposed LRT station. Within Brookfield Centre, smaller block sizes are proposed encourage walkability on the site as well as ground-level pedestrian activity. This area has the potential to host up to 5,111 employees, with 1,962 residents (with approximately 818 units), making it a truly mixed-use community in which future residents may live, shop, and work, all within close proximity to the LRT station.

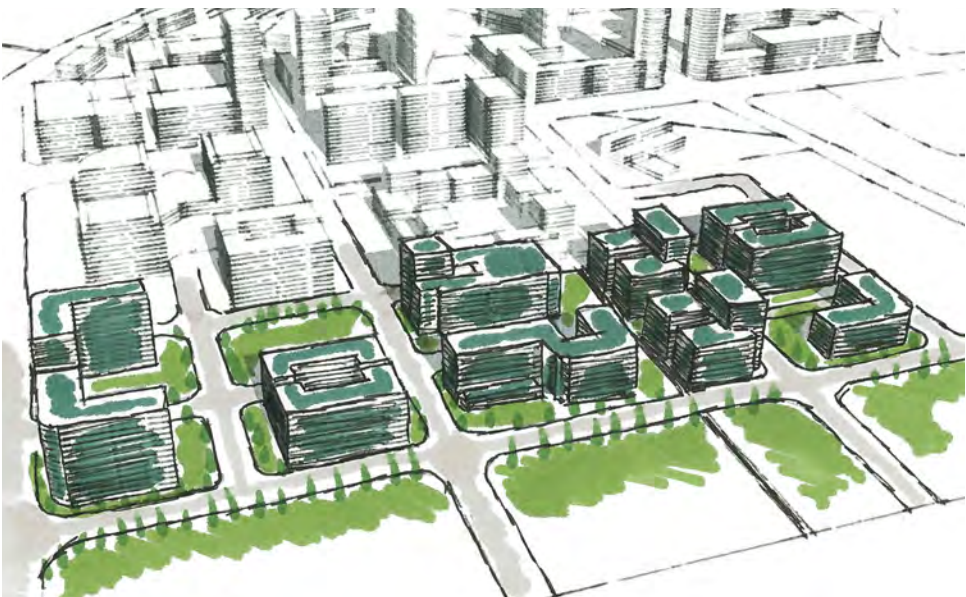


Image 7-7: Rendering of the proposed Brookfield Centre, looking north from Brookfield Road

Table 7-3: Relevant built form statistics for Brookfield Centre

Data	Precinct B
Gross Area (ha)	12.91
Number of Employees	5,111
Dwellings Units	818
Number of Residents	1,962
Range of net FSI (per block)	1.9 – 4.5
Average block FSI (Net)	4.12
People and Jobs (per ha)	548

7.6.3 PRECINCT C: TUPPER VALLEY

Encompassing the existing Tupper Building lands and associated parking lots north of Heron Road, the redeveloped Tupper Valley Precinct will feature between approximately 1,300 and 1,600 residential units, developed with a variety of building heights. The Tupper Building, a Federally Listed Heritage Building is located within this Precinct. Therefore, two development options are proposed, dependent on whether or not PSPC and federal approval agencies wish to preserve the building's heritage value. These options include:

1. Partially demolish and retrofit the Tupper Building for residential use; or,
2. Completely demolish the Tupper Building to instead develop entirely new buildings.



Image 7-8: Rendering of the proposed Tupper Valley with Tupper Building partially retained. Looking southeast at Heron Road and Riverside Drive



Image 7-9: Rendering of the proposed Tupper Valley with Tupper Building removed. Looking southeast at Heron Road and Riverside Drive

Option one proposes to feature approximately 1,363 dwelling units whereas option two (complete demolition) provides the opportunity for approximately 1,635 units, providing space for approximately 653 additional residents.

Tupper Valley is designated for solely residential use in order to capitalize on its close proximity to adjacent natural heritage features and excellent views towards the north and west. Considering the proximity of Tupper Valley to Carleton University, and the future Confederation-Carleton pedestrian bridge that crosses the Rideau River, this Precinct may be an excellent location for future residences for Carleton University.

Table 7-4: Relevant built form statistics for Tupper Valley with Tupper Building

Data	Precinct C1 With Tupper
Gross Area (ha)	8.02
Number of Employees	0
Dwellings Units	1,363
Number of Residents	3,270
Range of net FSI (per block)	1.5 – 3.8
Average block FSI (Net)	2.32
People and Jobs/ha	408

Table 7-5: Relevant built form statistics for Tupper Valley without Tupper Building

Data	Precinct C2 No Tupper
Gross Area (ha)	8.02
Number of Employees	0
Dwellings Units	1,635
Number of Residents	3,923
Range of net FSI (per block)	1.5 – 3.8
Average block FSI (Net)	2.79
People and Jobs (per ha)	489

7.6.4 PRECINCT D: RIDEAU RIDGE

The Rideau Ridge Precinct is located just north of the LRT station, and includes lands along Riverside Drive to the west and Data Centre Road to the east. This precinct features a diverse collection of uses within approximately fifty buildings. Located along Data Centre Road, office and arts and culture uses are proposed to help ease the transition between the proposed residential Riverdale Village to the west, and Billings Bridge Shopping Centre to the east. High-density, mixed-use office buildings will capitalize on the area’s proximity to the BRT station.

Arts and culture uses could create a hub of activity and attract a range of demographics to the area. Commercial uses are not permitted within this designation to ensure there is no competition with nearby Billings Bridge commercial uses or those proposed within the Federal Hub along Heron Road. A significant office presence with institutional and commercial ground floor uses is also proposed just north of the LRT station. Meanwhile, low-rise residential buildings along the northwestern edge of Riverside Drive will allow residents to enjoy nearby natural amenities and views without compromising viewpoints from other areas at Confederation Heights.

Other important features of this Precinct include the natural parks located along Riverside Drive, as well as to the north of the CBC Building in Precinct A. Considering natural topographic features, these areas would be a challenge to building on; therefore, they will instead be preserved as park and open spaces for use by future residents of the area.

With a total of approximately 23 hectares in size,, Rideau Ridge may provide accommodation for up to 3,492 residents, with approximately 1,456 dwelling units. The site may also accommodate up to 10,396 employees, which would be directed towards private office markets. Considering the eastern portion of the site’s immediate proximity to the BRT station, and the central/western portion of the site’s proximity to the LRT station, this is one of the most well-connected Precincts by transit, which will make it a desirable area for arts and culture use, private office uses, and residential uses alike. In addition, considering its proximity to the residential Riverdale Village to the north, this Precinct may be well suited to feature institutional amenities like schools, public libraries, or various places of worship.



Image 7-10: Rendering of the proposed Rideau Ridge, with Data Centre Road at the bottom, looking west

Table 7-6: Relevant built form statistics for Rideau Ridge

Data	Precinct D
Gross Area (ha)	22.79
Number of Employees	10,396
Dwellings Units	1,456
Number of Residents	3,493
Range of net FSI (per block)	1.5 – 4.7
Average FSI (Net)	2.72
People and Jobs (per ha)	610

7.6.5 PRECINCT E: RIVERDALE VILLAGE

Riverdale Village is approximately 31 hectares in size, located at the northeast corner of Confederation Heights. This Precinct provides a mix of recreational and residential uses, and features several unique amenities for Confederation Heights. The existing RA Centre within this Precinct is an important asset to the City and surrounding communities; therefore, it will be retained upon future development. Despite its value to the community, the existing single-storey building has a large footprint and features several parking areas, which is not an ideal use of this land. The proposal seeks to relocate the RA Centre to a new six-storey building just slightly to the northeast of its existing location. Soccer fields and baseball diamonds for use by community and other Ottawa residents will surround the RA Centre. These sports fields are an excellent use of land given the RA Centre’s close proximity to the Rideau River, as well as floodplain constraints that create an inability to build on this land.

Considering its prime location overlooking the Rideau River, the remainder of the Riverdale Village Precinct is proposed to feature solely residential uses. To maximize viewpoints of the river, taller residential buildings are proposed along the southern portion of the Precinct at the top of the existing natural ridge that intersects the area. Lands at the bottom of the slope closer to the north of the Precinct will feature mid-rise residential buildings. With the addition of approximately 2,000 new residential units, future residents will have the benefit of close proximity to the RA Centre. Increased pedestrian and cycling connections to the existing greenspace networks along the Rideau River and around the southern ridge area are proposed, which will be an important natural amenity and draw for future residents. The Precinct is located just east of Billings Bridge Shopping Centre, which will offer convenience for shopping and other commercial needs. This Precinct will have a strong focus on the pedestrian realm and will feature woonerfs as local roads, intended to slow vehicular traffic and encourage pedestrian activity and safety. Ultimately, this precinct will provide an excellent opportunity for private development that can cater to nearly 5,000 new residents, many of whom could be future employees of offices located within the adjacent Rideau Ridge Precinct, or the Federal Hub.



Image 7-11: Rendering of the proposed Riverdale Village

Table 7-7: Relevant built form statistics for Riverdale Village

Variable	Precinct E
Gross Area (ha)	31.23
Number of Employees	0
Dwellings Units	2,010
Number of Residents	4,824
Range of net FSI (per block)	0.9 – 6.2
Average block FSI (Net)	2.56
People and Jobs (per ha)	154

7.7 CONNECTIVITY

The proposed road network increases connectivity within, and surrounding the site, creating smaller blocks that are more walkable and conducive to a TOD. The new more central location of the LRT station north of Heron Road is well supported by an extensive pedestrian path network, and the prioritization of active transportation along all levels of roadways.

7.7.1 BLOCK SIZES

As noted in various precedents, pedestrian-oriented blocks ensure linkages are 150 metres apart at most. Figure 7-8 demonstrates typical block sizes adapted from best practices, including: shops at Don Mills, (70m x 90m), Paseo Colorado's outdoor mall (70m x 150m), and Belmar (150m x 180m). The proposed design incorporates smaller block sizes for ease of pedestrian mobility and to provide a choice of travel routes. Increased and efficient pedestrian pathway connections help to accommodate a multitude of uses on-site, while creating a more interactive, interesting street network.

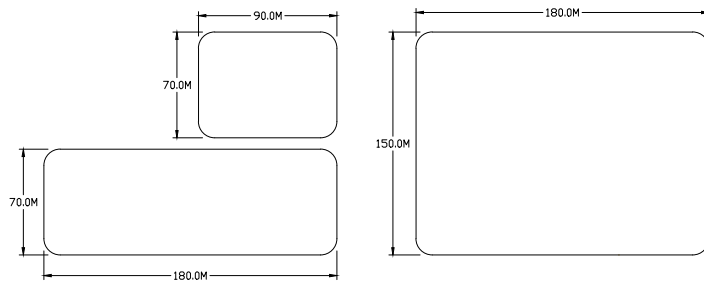


Figure 7-8: Typical block sizes for the conceptual design

7.7.2 ACTIVE TRANSPORTATION NETWORK

Creating a well-connected pedestrian network within a mixed-use community can strongly influence the desire to choose active transportation¹. The site will become dissected by numerous MUPs, creating linkages to the neighbouring communities and existing pathways along the Rideau River. MUPs are essential to creating a user-friendly environment on the site, allowing access to work, home, transit and leisure via active modes of transportation; thus, reducing the dependence on the automobile. To facilitate active transportation as a primary mode of transportation to/from the employment hub, end of trip infrastructure should be encouraged throughout the site (e.g., lockers, change rooms, showers and bicycle parking).

7.7.3 PUBLIC TRANSIT NETWORK: LRT & BRT

The proposed design concept focuses on orienting the LRT station north of Heron Road, to ensure it is easily accessed by all areas of the site. The future LRT Trillium line should be buried across this corridor to allow improved pedestrian connectivity throughout the precinct as well as to the rest of Confederation Heights. It is important to note that as the existing rail line travels through a fairly deep trench, fully covering the future LRT line will be fairly economical and feasible. Burying the line will be the most effective way to ensure complete connectivity for pedestrians and transit users.

Effective linkages between the BRT and LRT stations are encouraged, in order to encourage a multi-modal, walkable environment. With both the BRT and LRT services, the site is well serviced by public transit, as seen in Figure 7-9. Existing local bus stops should increase in frequency and transect the residential neighbourhoods, in line with the objectives of the City's Transportation Master Plan.

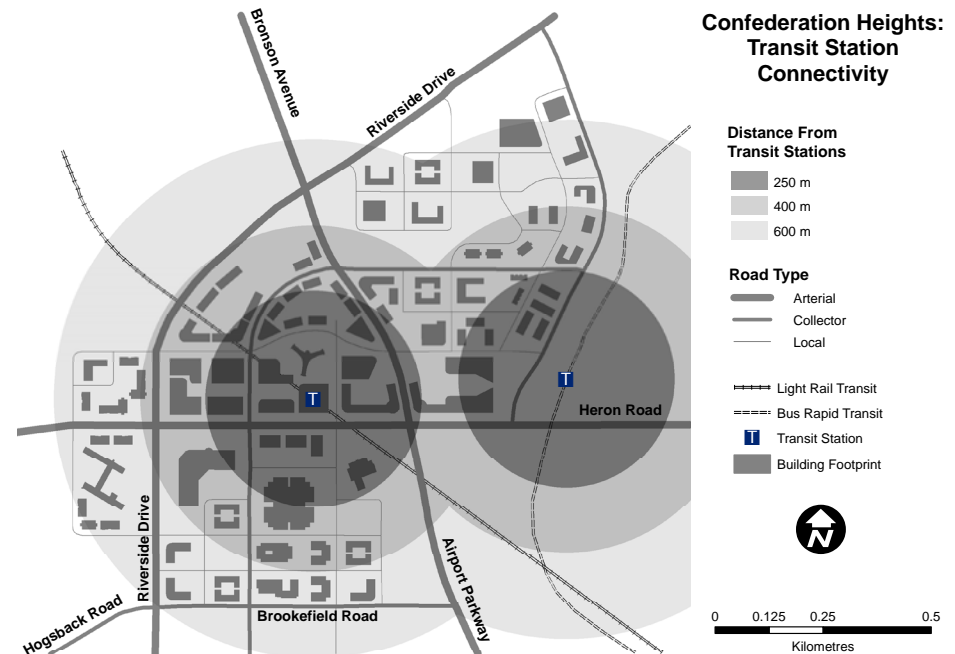


Figure 7-9: Connectivity to rapid transit for the site

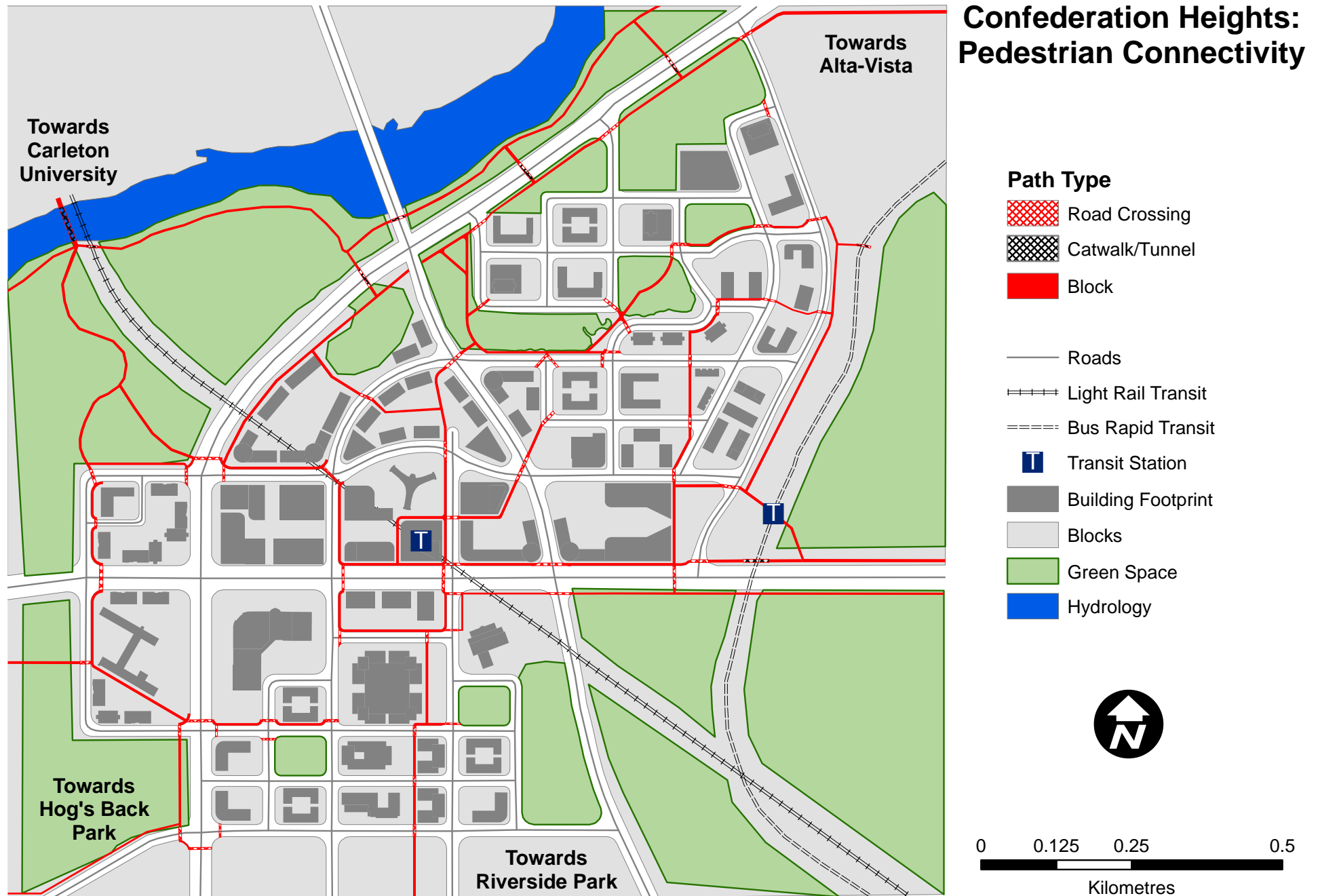


Figure 7-10: Proposed active transportation network for the site

Primary - Arterial Roads

The existing arterial roads and associated on/off ramps and overpasses consume valuable land and impede pedestrian access. It is proposed to have Airport parkway and Heron Road intersect at grade. This will improve access to the site, increase the quantity of developable lands, and slow traffic through the site. Riverside Drive at Airport Parkway will remain elevated to meet Dunbar Bridge and cross the Rideau River.

To reflect the Capital identity, and enhance the views along the arterials, landscaped boulevards that double as multi-use pathways will be added. Separated cycling lanes will encourage multi-modal transportation to and from the site, and create a safe and comfortable environment for users. In addition it is recommended to decreased road widths to calm traffic and create a more pedestrian-friendly environment that focuses less on utility and more on scenic routes and entries into the NCR.

Secondary - Collector Roads

Grass boulevards with street trees and street furniture will help to encourage pedestrian activity, improve the public realm and contribute to the possibility of varying activities at the street level. The collector roads will provide access into the five precincts, allowing a more dense built form.

Tertiary - Local and Woonerf

Local roads, along with the collectors, will create a grid street network featuring streets primarily 18 m in width. Local roads will bear the least amount of vehicular traffic and are designed to be conducive to a pedestrian environment.

The local roads in Riverdale Village (Precinct E) only will be woonerfs. The intention of the woonerfs is to focus on shared space for all uses, including social spaces, walking, cycling, as well as motor vehicles with a restricted speed comparable to a walking pace. Woonerfs are intended to bring life to the streets, allowing for programmable spaces and a stronger sense of community.

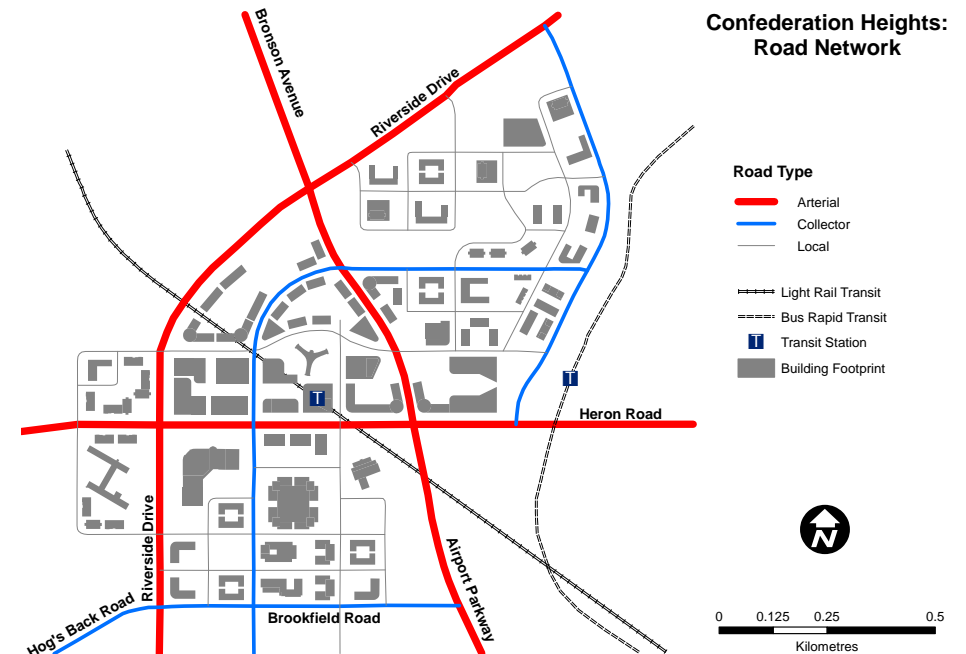


Figure 7-11: Proposed road network for the site

7.7.3.5 PARKING

Parking structures (above and below-grade, where feasible) must be used to open existing surface parking lands for infill development. Although it may seem counterintuitive to build parking first, it allows existing uses to be maintained while new development is underway. Therefore, a centrally-located parking structure should be constructed early in the implementation and phasing processes to accommodate for parking needs in the interim, to allow redevelopment of surface lots.

Parking structures should be located in such a way that does not detract from the built environment. The Canada Post parkade is proposed to be retained; however, it will be adapted to be surrounded by new buildings and the top level of the parkade is proposed to be repurposed as a green roof to provide amenity space for employees.

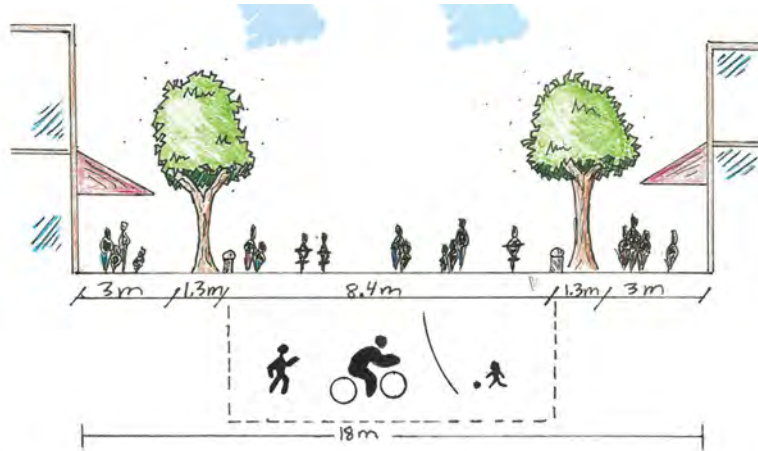


Image 7-12: Typical cross-section of a Woonerf for Riverdale Village

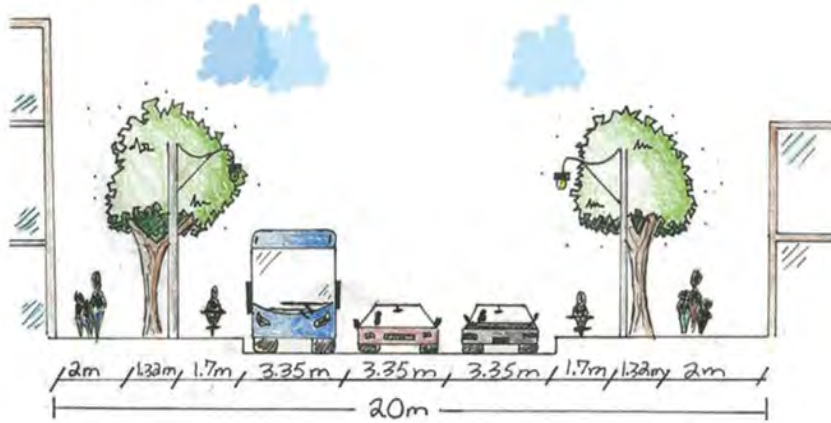


Image 7-13: Typical cross-section of a collector road for the site



Image 7-14: Typical cross-section of an arterial road with multi-use boulevard down the centre

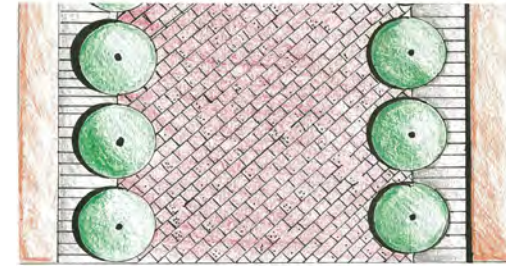


Image 7-15: Top view of a woonerf

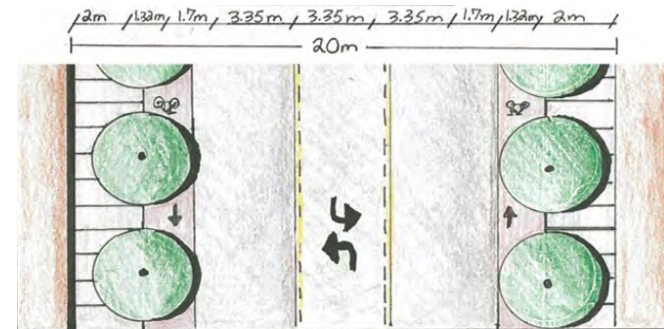


Image 7-16: Top view of a collector road

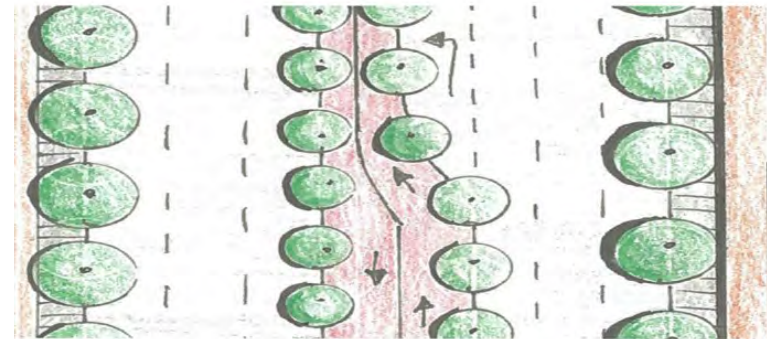


Image 7-17: Top view of an arterial road

7.7.4 ENHANCED VIEW CORRIDORS

In order to respond to the National Capital Commission's requirement for the protection and enhancement of significant views, this plan calls for several changes to key areas of Confederation Heights. Key entryways such as Airport Parkway and Heron Road will be improved, while new opportunities for viewpoints will be realized through the introduction of a new connection to Carleton University. These enhanced views will ensure that going forward; Confederation Heights offers unparalleled vistas for visitors using all modes of transportation.

7.7.4.1 AIRPORT PARKWAY

Reworking the significant views that will greet visitors as they enter Confederation Heights along Airport Parkway is particularly important for this design. Currently, those heading northwards travel along an elevated portion of Bronson Avenue, which overshoots Heron Road as seen in Image 7-18. The NCC considers this roadway a scenic entry into the National Capital Region, and as such this plan seeks to enhance the overall views of those approaching the site from the airport. In order to address this, Airport Parkway will be lowered to grade and a new intersection at Bronson Avenue and Heron Road will be created. This intersection will feature two architecturally significant Government of Canada buildings, which will convey a strong Capital identity, as seen in Image 7-21. These buildings will also serve as a keyhole for those heading north, with the view northwards closing and then reopening as travelers pass through. It is also important to note the significant improvements to landscaping and natural features along this route. The current sea of pavement will be replaced by a greener and more scenic view corridor, more befitting of a Scenic Parkway.

7.7.4.2 HERON ROAD

Current viewpoints for those entering Confederation Heights along Heron Road do not properly convey a sense of entry into a Federal Employment Node. Heron Road is at present too wide and the federal buildings too spread out, this contributes to a sense of isolation and lack of cohesive identity seen in Image 7-19. This plan proposes the addition of a pedestrian pathway at the centre of Heron Road, along with improvements to street trees and landscaping as seen in Image 7-22. Prominent Federal Government buildings will be placed closer to the roadway; this will serve to enhance the Federal presence throughout the site. These changes will slow traffic, improve the aesthetic and magnify the visibility the Federal Government presence along Heron Road. The result will be the transformation of the views along Heron Road from that of a suburban office park, to that of an urban area more closely evoking a sense of Capital Pride, as in the Parliamentary Precinct.

7.7.4.3 PEDESTRIAN BRIDGE

In addition to the enhancement of existing views and roadways, new pathways and connections to Confederation Heights are proposed. These new connections will offer travelers new viewpoints when entering and exiting the site. Of particular note is the proposed pedestrian bridge connecting Confederation Heights with Carleton University across the Rideau River. Currently, at the site of the O-Train Bridge, there is no opportunity for visitors to cross the Rideau River towards the Carleton University campus, as seen in Image 7-20. With the addition of a new pedestrian bridge, those traveling to and from Confederation Heights can take in one of the National Capital's most important natural assets, the Rideau River. This new architecturally significant bridge will also offer those traveling on the multi-use pathways along the river a new monument, one that will contribute to the scenic vistas of the riverfront as seen in Image 7-23. The addition of this new landmark view marks a shift in orientation for Confederation Heights, one that moves away from an auto-centric concern for views, to one that respects the views of those using active forms of transportation.



Image 7-18: Existing view north along Airport Parkway



Image 7-21: Looking north along Airport Parkway with a view of the iconic gateway into the downtown



Image 7-19: Existing view east along Heron Road



Image 7-22: Looking east along Heron Road with a view of the media pathway and street trees



Image 7-20: Existing view from the NCC pathway along the Rideau River



Image 7-23: Pedestrian bridge to Carleton University with a view of the Rideau River

7.8 NEXT STEPS

The design concepts in this chapter will establish Confederation Heights as an identifiable federal node that represents the excellence of the NCR, while creating a complete community that highlights the area's natural heritage. However, in order to ensure that these design concepts come to fruition, it is essential to establish a phasing and implementation plan that identifies an immediate course of action for PSPC and the NCC, alongside a long-term strategy.

DESIGN CONCEPTS ENDNOTES

1. Manaugh, K. and Ahmed El-Geneidy. "Validating walkability indices: How do different households respond to the walkability of their neighborhood?" *Transportation Research Part D*. McGill University. 16, 309-315. (2011)
2. Taaffe, J. (1996). "Network Analysis. Full Network Measures – Connectivity." *Geography of Transportation*. 250-279.

An architectural rendering of a city skyline, featuring several tall, modern skyscrapers of varying heights and designs. The buildings are rendered in a light gray, semi-transparent style, allowing the background to be visible. The sky is a light blue gradient. The overall composition is a wide-angle shot of a dense urban environment.

8.0 IMPLEMENTATION

A phasing and implementation plan will help to guide the redevelopment of Confederation Heights over its long-term 35-year build-out period. The following implementation plan should be interpreted as dynamic and flexible, to allow for changing political environments, market conditions, and development trends.



8.1 PRELIMINARY RESEARCH

In the immediate future, PSPC and the NCC are encouraged to engage with the City to prepare the various plans, studies and reports required prior to any development of the area. Major servicing and infrastructure upgrades are essential to the success of the project and should not be underestimated. In the immediate future, PSPC is encouraged to engage with the City and other stakeholders to initiate the initial research stages for redevelopment of the Site. Various plans, studies and reports will be required as part of the development approvals process to understand the current and future conditions of natural features, soil conditions, servicing and traffic in relation to development.

PSPC may undertake any required plans and studies, including: Transportation Impact; Water and Sanitary Servicing; Stormwater Management; Geotechnical/Slope Stability; Noise/Vibration; Sun Shadowing; Wind Impact; Phase I Environmental Site Assessment (and subsequent Phase II and Phase III if required); Environmental Impact Statement; Cultural Heritage Impact Statement; and/or Archaeological Resource Assessment (among others, where identified). These studies will aid in understanding current site conditions, anticipating future stakeholder needs, and mitigating potential negative impacts caused by redevelopment as per the 35-year Long-Term Vision.

Partnerships between public and private bodies are essential for the success of new development and the replacement or redevelopment of existing facilities to create a mixed-use community. Public-Private Partnerships (P3) offer a range of models (e.g., design/build, design/build/finance, design/build/finance/manage, etc.) and can be applied to infrastructure projects, station construction, new/renovated buildings, etc. Financing and disposal strategies as well as participation and collaboration from all stakeholders are crucial to the success of the project. PSPC should encourage federal partners, the City of Ottawa, and the private sector to participate and collaborate with community to create a unifying vision in line with the Long-Term Vision.

It is the intention of the implementation plan to outline overarching goals and recommendations to achieve the Long-Term Vision and should not be seen as prescriptive. Rather, it will serve as a guide to for the future planning and redevelopment of Confederation Heights.

8.2 INFRASTRUCTURE

Assuming all preliminary studies and plans have been conducted and submitted to the satisfaction of the City and the NCC, the first phase of redevelopment should begin with the major road reconfiguration, servicing, including stormwater management. This will allow for the adequate capacity to meet the proposed intensification and densification targets.

	Phase	Project	Target Timeline
Research	A	Master Plans, financing, disposal, public-private partnership strategies	0-5 Years
	I	Major Infrastructure Projects – Bronson Ave., Heron Rd., Internal collectors. Surplus: Tupper Lands & R.A Centre.	0-10 Years
Implementation	II	Internal road network, LRT coordination for station, Rideau Bridge, landscaping Heron Rd. Parkway. Surplus: Rideau Ridge.	5-15 Years
	III	Landscaping for Airport Pkwy. Retrofit CP parkade. Surplus: Riverdale Village, Brookfield Centre.	10-20 Years
	IV	Major Infrastructure Projects – Riverside Dr. Internal road networks (Rideau Ridge), MUPS. Surplus: Rideau Ridge (remaining) Federal Hub construction with twin signature buildings.	15-35 Years
Project Completion			

8.2.1 PHASE I

STEP 1: INFRASTRUCTURE PREPARATION

- ◇ Lower Bronson Avenue to meet Heron Road at grade and install appropriate intersections;
- ◇ Reduce lane count and implement multimodal median for pedestrians and cyclists to improve connectivity across Heron Road;
- ◇ Implement Heron Road servicing and infrastructure upgrades to coincide with road reconstruction;
- ◇ Remove all collectors and feeders to establish initial grid system;

STEP 2: STRATEGIC DISPOSAL

- ◇ Surplus PSPC-owned Tupper Valley lands (Precinct C) to be redeveloped by the private sector, subject to market need;
- ◇ Release ownership of RA Centre to accommodate a new and improved Centre more appropriate for the future vision;

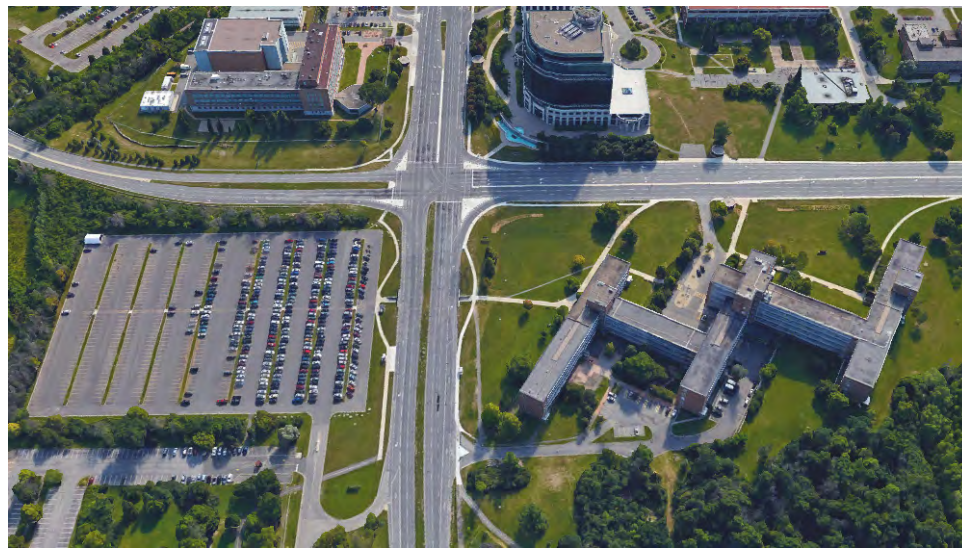


Image 8-2: Tupper Building and Tupper parking lot at Riverside Drive and Heron Road intersection.



Image 8-1: Bronson Avenue Overpass (North-South) at Heron Road (East-West). This complicated and wasteful set of ramps connects the arterial roads and could be replaced by an at-grade, signalized intersection such as Riverside Drive and Heron Road (Image 8-2).

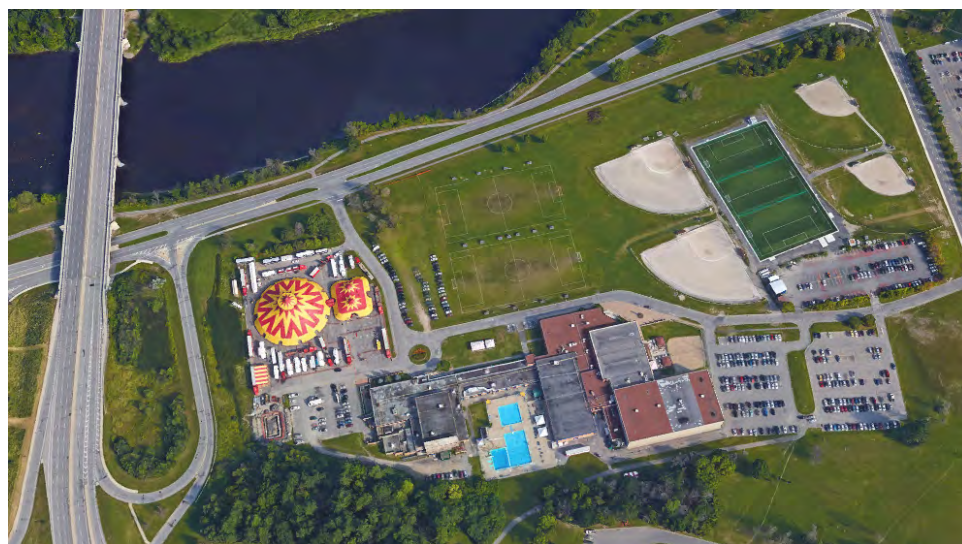


Image 8-3: RA Centre (Riverside Drive: East West) (Bronson Avenue: North-South), looking north.

8.2.2 PHASE II

STEP 1: INFRASTRUCTURE PREPARATION

- ◇ Construct major internal streets reaching from Data Centre Road to Brookfield Road (outlined in blue);
- ◇ Upgrade Brookfield Road and Data Centre Road for residential and office development (outlined in blue);
- ◇ Coordinate with the City of Ottawa for LRT line improvements to accommodate the preliminary construction of the new station (outlined in black);
- ◇ Partner with Carleton University for the construction of a pedestrian bridge;
- ◇ Construct MUPs connect Confederation Heights to the NCCs natural corridor and existing Regional pathways.

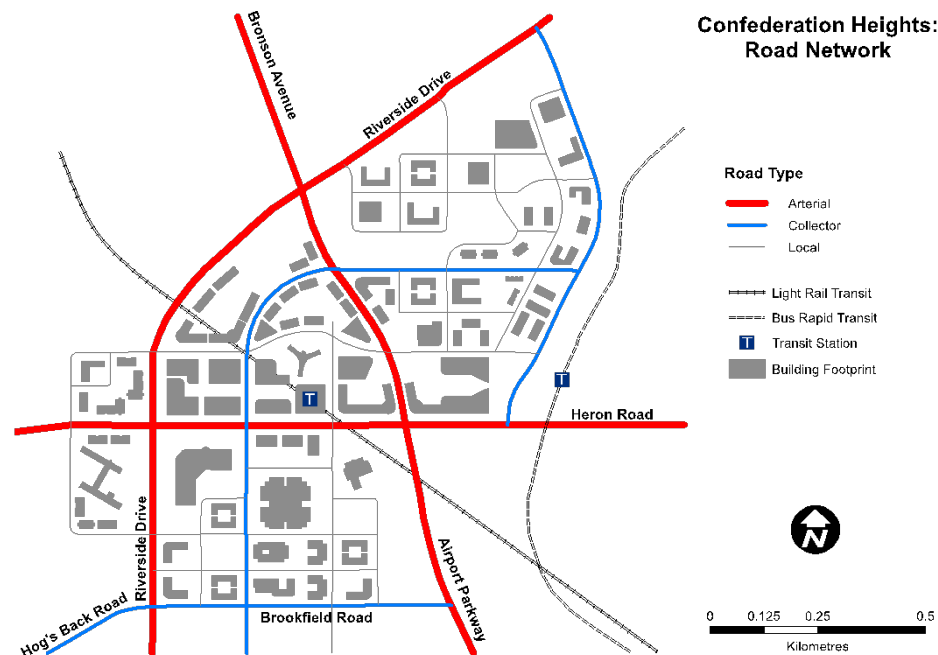


Figure 8-1: Proposed Road Network.

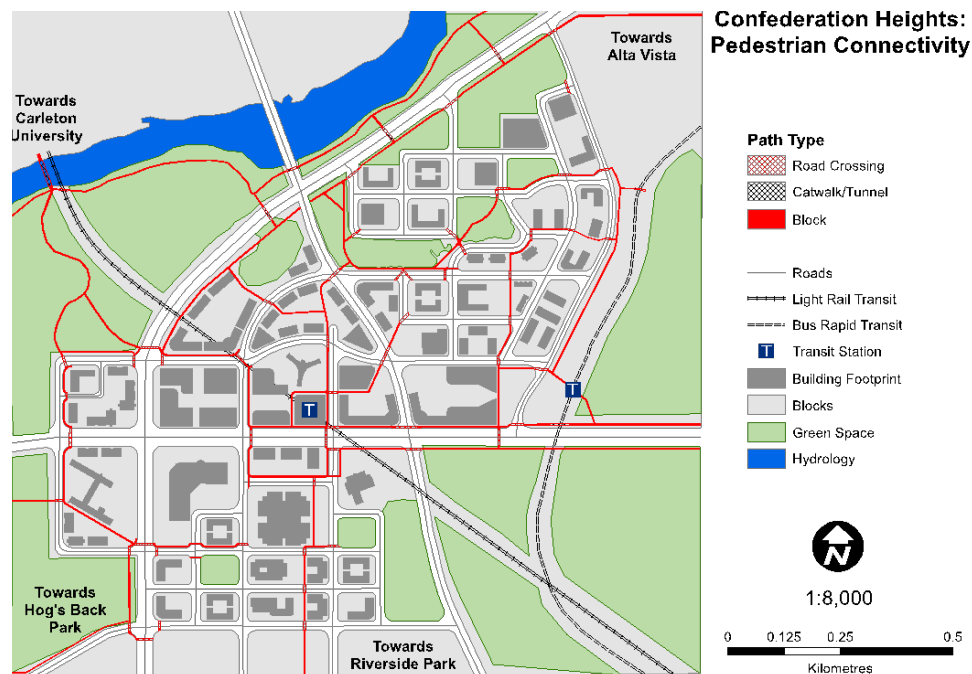


Figure 8-2: Proposed Pedestrian Connectivity.

STEP 2: STRATEGIC DISPOSAL

- ◇ Surplus PSPC-owned parking lots, along the eastern portion of Rideau Ridge (eastern portion of Precinct D), located along Data Centre Road (service upgrades complete along Data Centre Road to kick start redevelopment).

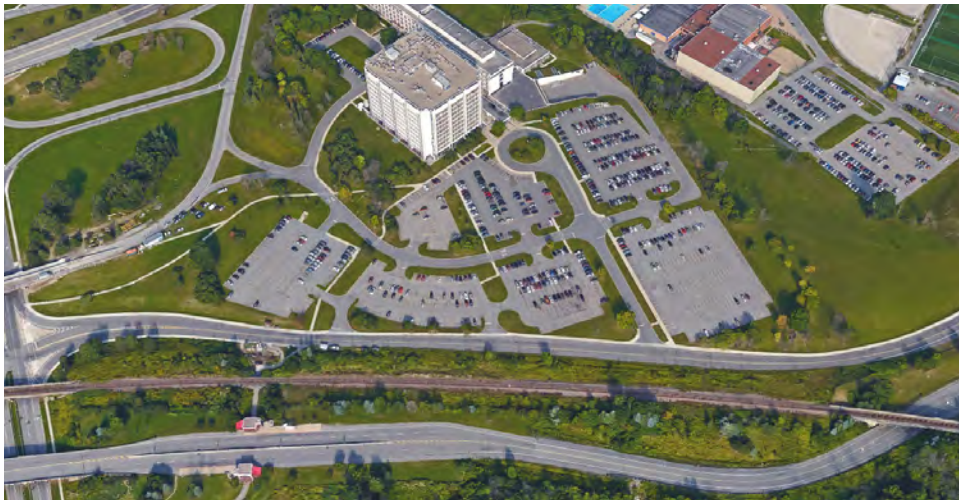


Image 8-4: Data Centre Road.

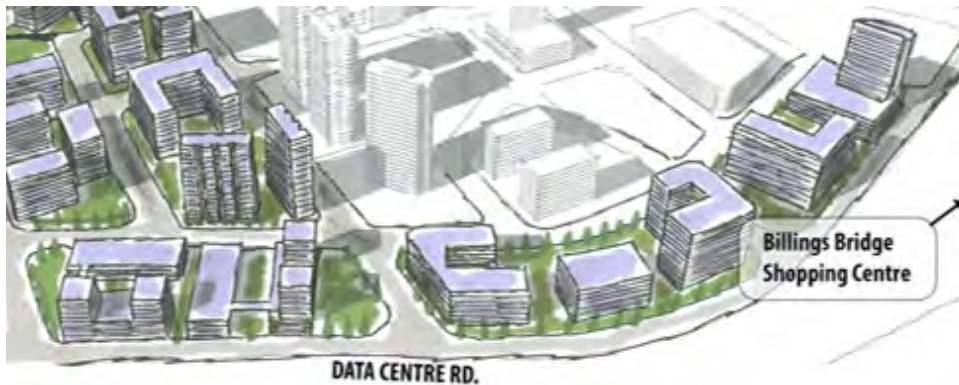


Image 8-5: Proposed redevelopment of Data Centre Road.

STEP 3: DEVELOPMENT

- ◇ Commence development of PSPC-retained Confederation Station building to accommodate new office space and initiate the Federal Hub (Precinct A) development;
- ◇ Landscape perimeter of Airport Parkway, south of Heron Road, to initiate mature tree growth which will become the natural gateway at time of full build-out completion.



Image 8-6: Concept design for Confederation Station. ¹

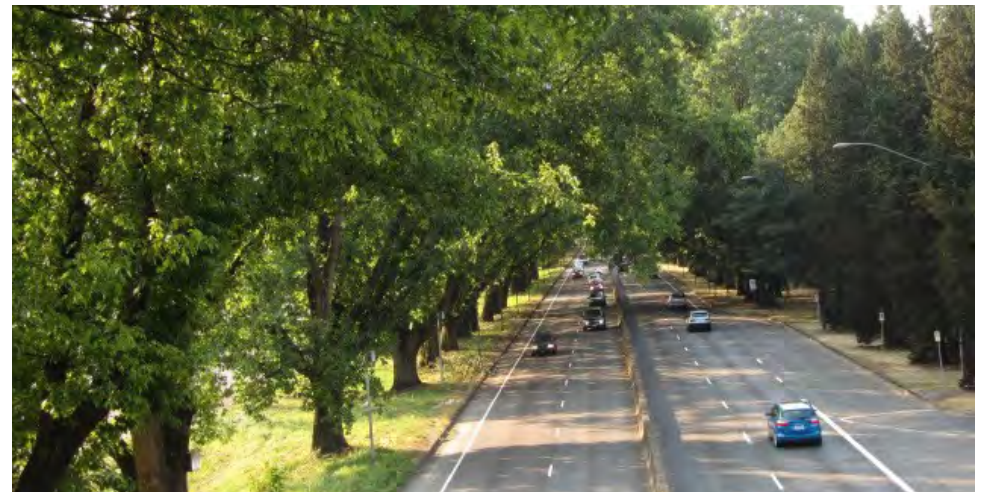


Image 8-7: Portland landscaped arterial road. ²

8.2.3 PHASE III

STEP 1: STRATEGIC DISPOSAL

- ◇ Strategic disposal of Riverdale Village (Precinct E);
- ◇ Strategic disposal of Brookfield Centre (Precinct B).



Image 8-8: Existing RA Centre Lands.



Image 8-10: Existing Brookfield Road Developments.



Image 8-9: Conceptual Riverdale Village (Precinct E).



Image 8-11: Conceptual Brookfield Road Developments.

STEP 3: DEVELOPMENT

- ◇ Implement natural landscaping for future gateway Development;
- ◇ Construct retail and other services at the ground-floor of the existing Canada Post parkade.



Image 8-12: Existing Bronson Overpass & Heron Road.



Image 8-14: Existing Parking Canada Post Structure.



Image 8-13: Conceptual design for landscaping for Heron Rd.



Image 8-15: Example of hidden parkade, Byward Market.³

8.2.4 PHASE IV

STEP 1: INFRASTRUCTURE PREPARATION

- ◇ Conduct major reconstruction of Riverside Drive to transform the road into an aesthetically pleasing boulevard;
- ◇ Construct final internal road networks within the Rideau Ridge Precinct;
- ◇ Construct multi-use pathway linkages between Rideau Ridge and Riverdale Village.



Image 8-16: Riverside Drive looking east Rideau River to the left.



Image 8-17: Potential landscaping efforts, The Lakes, Blaine Minnesota.⁴

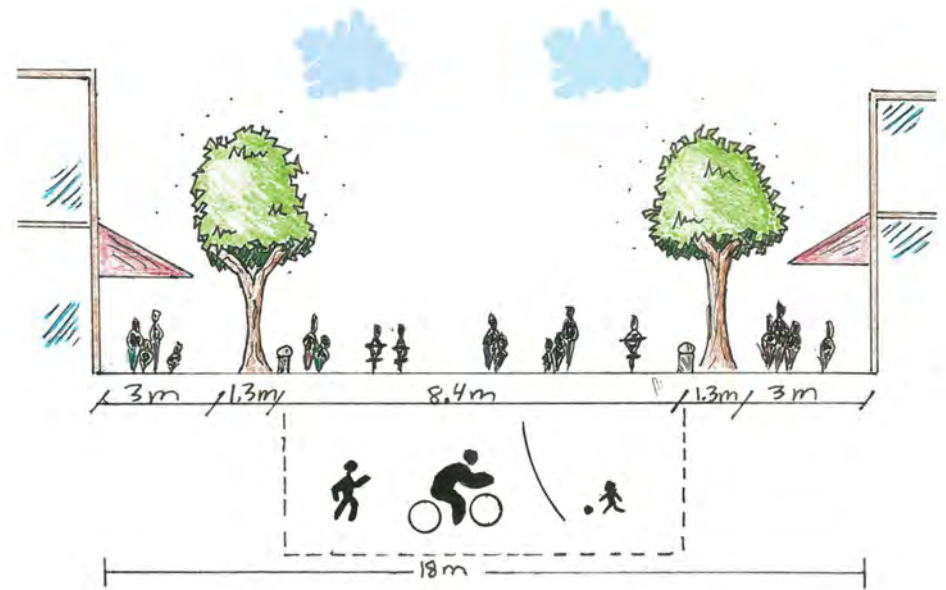


Image 8-18: Cross Section of local internal road.



Image 8-19: BP Pedestrian Bridge, Frank-Gehry (Chicago).⁵

STEP 2: STRATEGIC DISPOSAL

- ◇ Strategic disposal of remaining Rideau Ridge lands, east of Riverside Drive.



Image 8-20: Conceptual of remaining Rideau Ridge lands.



Image 8-21: Existing lands.

STEP 3: DEVELOPMENT;

- ◇ Construct the final federally-retained mixed-use office buildings north of Heron Road, within the Federal Hub Precinct to complete the transit-oriented Federal employment node Vision;
- ◇ Construct the Twin Signature buildings to anchor the site as a Federal Employment Node.



Image 8-22: Existing Federal Hub Lands.

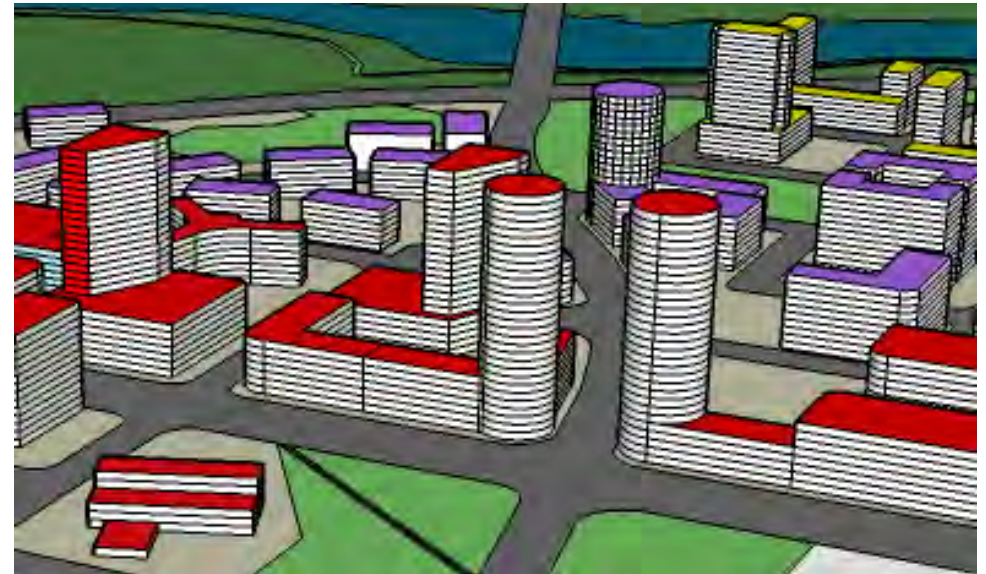


Image 8-24: Massing model of the view north towards the downtown.

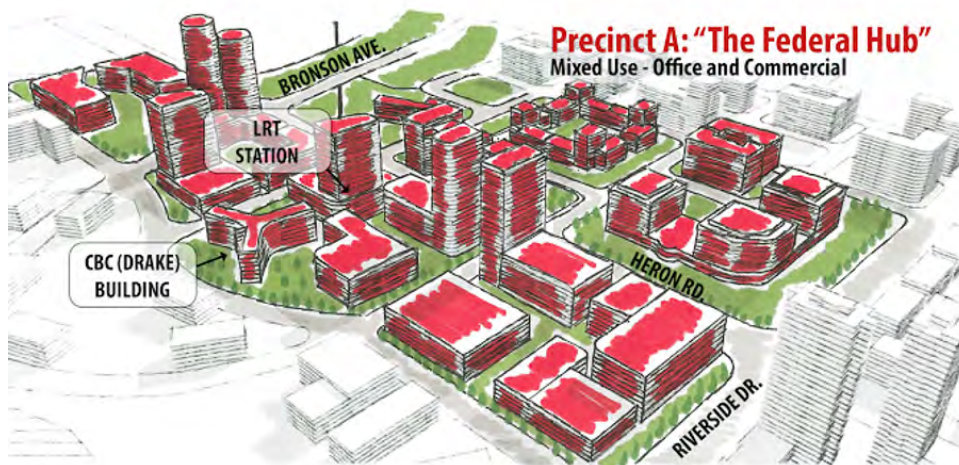


Image 8-23: The Federal Hub Proposed.



Image 8-25: The Federal Node, with gateway to downtown.

8.3 LANDS FOR SURPLUS & RETENTION

In terms of surplus, Phase I areas could be removed from the federal portfolio quickly into the development process (immediately to year 5). Once servicing begins in Phase 1 along Heron Road and Data Centre Road, Phase II lands will become more valuable for private developers and could be strategically disposed of to the private sector. These areas will be opportune for redevelopment after ensuring space is found for current employees to move during construction, and demolition of existing buildings is complete.

Phase III are set for surplus mid-way in the project to give adequate time for appropriate revenue to be generated from the first two surplus phases, to ensure there is market demand for these areas, and to ensure PSPC moves current employees to other newly developed office spaces on the Site. Phase IV is last for surplus, intended to ensure PSPC has had adequate time in Phase III to relocate employees from the Tilley and CRA buildings to newly developed federal office buildings within the Federal Office Node. Lands surrounding the new LRT station are to be retained by PSPC and/or Canada Post, to create the “Federal Hub”. See Figure 8-3 below for a map of the surplus phasing plan.

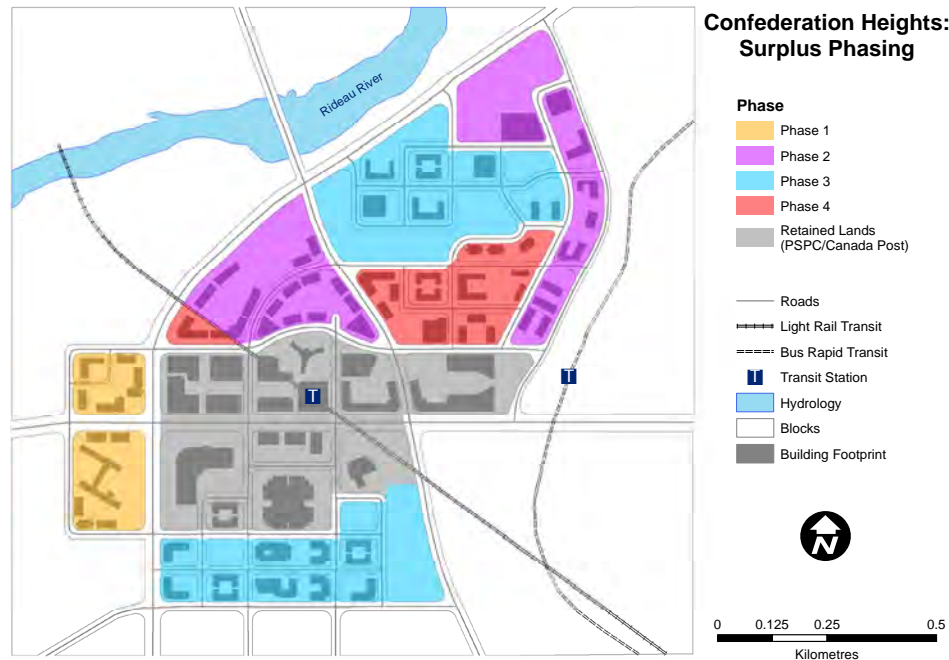


Figure 8-3: Map of surplus phasing for the proposed conceptual design.

8.4 FEDERAL HUB PHASING

The timing for development of the federally retained lands will depend on future PSPC portfolio demands and needs; therefore, this phasing plan should be interpreted as a flexible guideline. Phase I should include infrastructure and servicing upgrades to Heron Road, bringing Bronson Avenue/Airport Parkway to grade, burying the LRT Trillium in partnership with the City of Ottawa, as well as building a parking garage on the federally-retained lands to allow for appropriate infill development. It is important to note that infrastructure upgrades of this magnitude are often a one in 100-year opportunity, representing the need for PSPC and the City to collaborate quickly and efficiently to ensure the site is adequately prepared for development. Phase II will include developing core interior road networks. A key aspect of this phase is the construction of the new LRT Confederation Station, podium and office tower. Phase III should include initial build out of the “Federal Hub” as market trends and office needs dictate, including the gateway feature to the east and west of Airport Parkway/Bronson Avenue. Phase IV will involve any final internal and arterial roads, completion of MUP connections, and final completion of office buildings. The full build-out will mark the 100 anniversary of the Gréber Plan and will establish Confederation Heights as a world-class Federal Employment Node and gateway to the National Capital Region. See Figure 8-4 below for a map of the federal node phasing plan.

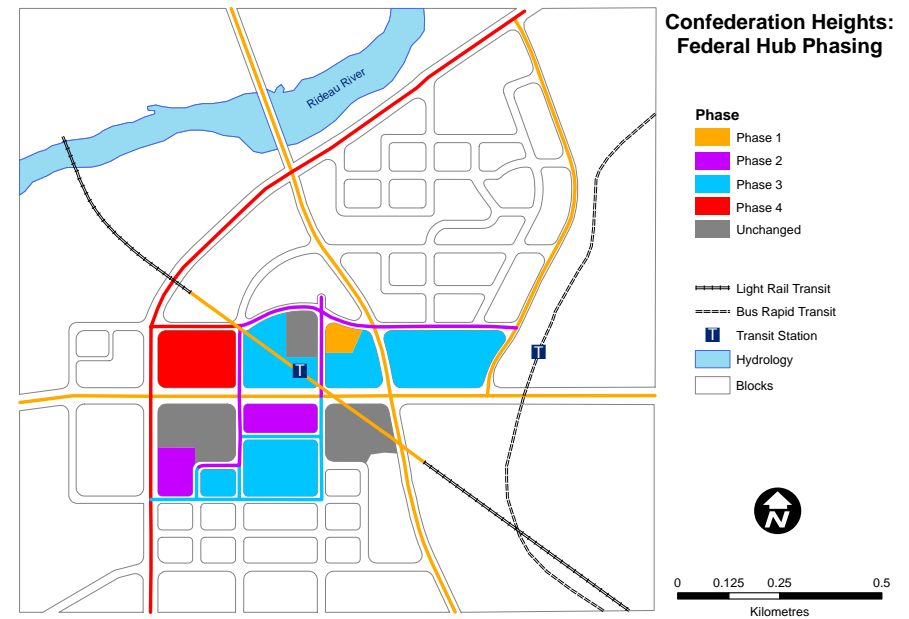


Figure 8-4: Map of federal hub phasing for the proposed conceptual design.

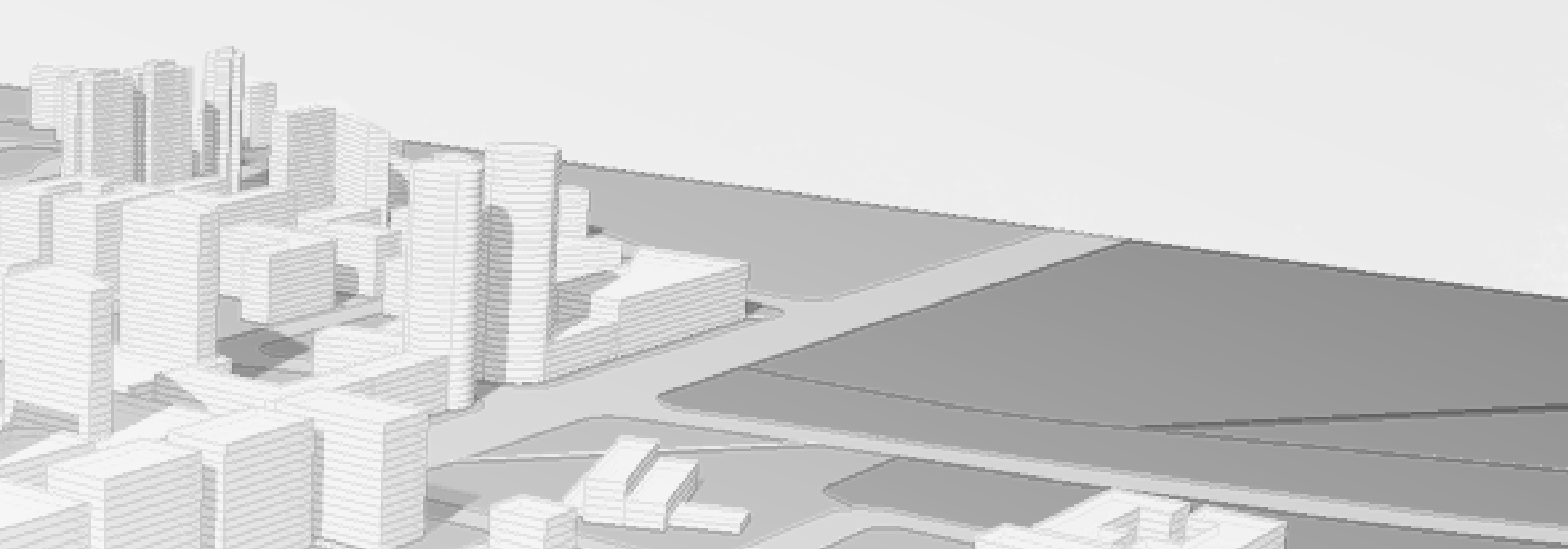
IMPLEMENTATION END NOTES

1. LRT – IBI GROUP (2015). Retrieved from http://www.ibigroup.com/wp-content/uploads/2015/10/Ottawa-LRT_feature.jpg
2. PORTLAND – Wordpress (2014). Retrieved from <https://portlandtreetour.wordpress.com/page/3/>
3. Google Maps. (2015). *Byward Market Square*, Ottawa Ontario. Retrieved from <https://goo.gl/maps/RjQdHuXkfL82>
4. Riverside Boulevard – (n.d) Sharper Homes. Retrieved from <http://www.sharperhomes.com/lakes/roads1.jpg>
5. GEHRY BRIDGE – Pinterest (2014). Retrieved from <https://s-media-cache-ak0.pinimg.com/236x/b0/2e/fc/b02efcd1911810bf061c3f99381cdf35.jpg>

An aerial, grayscale illustration of a city skyline. A river flows through the center, with various building footprints and structures on either bank. A prominent red banner with white text is overlaid across the middle of the image.

9.0 RECOMMENDATIONS

This 35-year Long-Term Plan should be reviewed with the flexibility to adapt to future market demand and federal needs. To begin the initial phases of pre-development research, and to initiate the development process, it is suggested that PSPC and the NCC follow the recommendations herein, and their respective timelines.



9.1 PRELIMINARY STUDIES

Extensively consult with stakeholders and other property owners (including Canada Post and Health Canada) as well as the City to develop an appropriate strategy and course of action for required pre-development plans and studies (including, but not limited to: Transportation Impact; Water and Sanitary Servicing; Stormwater Management; Geotechnical/Slope Stability; Noise/Vibration; Sun Shadowing; Wind Impact; Phase I through III Environmental site Assessments, and Provincial and Federal Environmental assessments).

9.2 PUBLIC CONSULTATION

Extensively consult with the public to create a plan that is desirable and appropriate for the greater-Ottawa context. As part of public processes, additional information fairs, design charettes and visioning sessions would be beneficial to create Secondary Plans and Community Design Plans on the site, especially in those areas that are intended to be surplus for private ownership and development.

9.3 SUBSIDIARY PLANS

Apply the recommendations set out in this Long-Term Plan to create a Secondary Plan and/or Master Plan that will guide the future development directions of Confederation Heights. These should then guide future Community Design Plans and/or Urban Design Guidelines for individual precincts on the site.

9.4 PRIVATE SECTOR ENGAGEMENT

Facilitate and encourage consultation with private industries to ensure redevelopment meets the intent of the established plans. Throughout early engagement processes, establishment of mutually beneficial Public-Private Partnerships (P3s) should be considered to encourage innovation and investment from the Private sector, while involving public interests to maintain the site as a Federal Employment Node.

9.5 CATALYZE DEVELOPMENT

Engage in a catalyst role for development and generate “buzz” regarding redevelopment of the site to stimulate the process, which will help to further gauge stakeholder interests. The effective redevelopment of initially disposed lands from the federal portfolio will require significant interest from private investors at the early stages of the Plan in order to make the development of residential buildings in this area viable and desirable. The first stage of development of these surplus lands is important to launching the development of the later phases of the site.

PSPC should engage as soon as possible with the City to demonstrate the importance of reconfiguration of the existing road network to match this proposal. Reconfiguration of the road network is imperative to allow for efficient future development of the site. Thus, these upgrades should occur in conjunction with any other proposed upgrades that may be currently under works with the City of Ottawa.

The existing O-Train Confederation Station should be moved north of Heron to the proposed future station in the interim to demonstrate that this location can better serve the site. Relocating the interim station can serve as a pilot project to measure the interest in development as well as future ridership due to an improved station.

9.6 CONCLUSION

The above-noted recommendations are intended to be a starting-point for the preparatory stages of the site's development. Depending on changing conditions of PSPC's portfolio as well as build-out timelines of current federal redevelopment projects (including Tunney's Pasture and 530 Tremblay Road in Ottawa, Ontario), these recommendations and timelines may require modification. Ultimately, should PSPC and the NCC engage in this redevelopment plan, Confederation Heights will have the potential to become a livable, walkable, well-connected and mixed-use transit-oriented Federal Employment Node that acts as a gateway into the Nation's Capital.

Table 9-1: Recommended Development Strategy

Actor	Short Term 0 – 10 Years	Mid Term 10 – 20 Years	Long Term 20 – 35 Years		
National Capital Commission	Consult with stakeholders to strategize redevelopment opportunities	Ensure provision of adequate connections to green corridors throughout all development phases	Ensure completion of all connections to existing natural corridors		
	Conduct studies to assess future development impacts on greenspace networks and natural heritage features	Supervise completion of infrastructure upgrades and beautification of Riverside Drive and Airport Parkway as green boulevards			
	Conduct studies to assess development impacts on views and vistas				
	Consult with PSPC, NCC and private entities to reach agreements regarding creation of MUPs and connections to existing greenspace networks				
	Consult with City to develop and adhere to a maintenance and ownership strategy for pathway networks and parks within or adjacent to the site				
Public Services and Procurement Canada	Consult with stakeholders to strategize redevelopment opportunities	Complete development of LRT station area	Complete development of keyhole gateway into the downtown		
	Conduct preliminary studies to assess detailed site development potential	Complete development of initial office spaces to accommodate federal employees	Ensure appropriate incorporation of landmarks, monuments and identifying features		
	Consult with public to develop a Secondary Plan/Master Plan	Apply Secondary Plan/Master Plan to guide development on federally-retained, as well as private lands (strategically disposed as surplus)			
	Establish lands for strategic disposal and obtain federal approval for the plan and land sales	Ensure proper marketing techniques are set in place to signify the development of this new Federal Node, following the redevelopment of Tunney’s Pasture, while encouraging private entities market the site as a mixed-use TOD			
	Establish P3s to catalyze development of surplus lands				
City of Ottawa	Engage with PSPC and NCC to strategize redevelopment opportunities	Engage with PSPC and NCC, and private entities to ensure appropriate density, TOD guideline, employment, and population targets are met			
	Engage with PSPC, NCC and public to create Secondary Plan				
	Complete Phase 2 of the Trillium Line LRT upgrades and new LRT station.	Work with PSPC and private developers to complete necessary infrastructure and servicing upgrades in order to stimulate development			
	Consult with PSPC and private developers to complete necessary infrastructure and servicing upgrades in order to stimulate development				
	Consult with PSPC, private developers and public stakeholders to establish necessary planning approval processes and studies				
	Consult with NCC on strategy for maintenance and ownership of pathway networks and parks				