



# HORIZON 2067 THE PLAN FOR CANADA'S CAPITAL

CHARTING THE FUTURE OF CANADA'S CAPITAL  
IN THE 21ST CENTURY

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STEP 1 - FOUNDATION PAPER

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National Capital Commission

Horizon 2067: The Plan for Canada's Capital

Step 1 - Foundation Paper

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## PREAMBULE

*“The capital is not only the centre of political activity; it is also – like the flag and the national anthem – the very embodiment of the State.”<sup>1</sup> (Translation)*

### The Capital - Past and Present

Since 1857, Ottawa has been the seat of the Government of Canada, initially as the capital of the United Province of Canada. Following Confederation in 1867, the city became the capital of the Dominion of Canada. Mirroring the evolution of a country whose borders eventually expanded to include the current ten provinces and three territories, the evolution of the federal government’s role in Confederation, and Canada’s contributions to the world, the Capital has seen its role and stature change and adapt over the past decades.

Today, Canada’s Capital Region covers 4,715 square kilometres and is host to a population of over 1.2 million. Incredibly diverse geographically, the Region boasts beautiful vistas and recreational opportunities, fertile agricultural lands on both sides of the Ottawa River, rugged hills to the north and countless lakes, wetlands and streams. The Capital Region includes two large cities, Ottawa and Gatineau, suburbs and rural areas, five smaller municipalities on the Quebec shore that are part of the Regional Municipality of Des Collines-de-l’Outaouais, part of the counties of Russell and Beckwith and the Town of Mississippi Mills, on the Ontario shore.

### About the National Capital Commission

Planning Canada’s Capital is a unique exercise. Recognizing the importance of building a Capital that reflects the values, goals and pride of Canadian society, Canada’s governments have successively entrusted the planning, development and beautification of the Capital and region to dedicated organizations.

Since 1958, the National Capital Commission (NCC) is the organization responsible for planning Canada’s Capital. Under the *National Capital Act*, amended in 1985, the NCC must:

- prepare plans for and assist in the development, conservation and improvement of the National Capital Region in order that the nature and character of the seat of the Government of Canada may be in accordance with its national significance;
- organize, sponsor or promote such public activities and events in the National Capital Region to enrich the cultural and social fabric of Canada, taking into account the federal character of Canada and the heritage of the people of Canada.<sup>2</sup>

1 Centre d’analyse stratégique (2008). *Analyse - Le statut des villes-capitales : le délicat compromis entre intérêt local et intérêt national*. Note de veille, no. 93, p.2

2 *National Capital Act* (S.R., 1985 ch. N-4), section 10

Planning of the  
Capital of Canada

The *Plan for Canada's Capital* of 1999 is the most important of all plans prepared by the NCC: it represents the federal government's main policy statement on development in Canada's Capital Region. The plan sets a short and long-term vision and general policies for the development and conservation of the Capital and its region.

The Plan for Canada's Capital outlines the principles and goals that provide the framework for all NCC plans, whether Master Plans (such as those for Gatineau Park and the Greenbelt); Sector Plans (such as the Capital Core Area Plan); or Area Plans (such as the LeBreton Flats Area Plan).



Source: NCC, 2011

**Figure 1** Planning Hierarchy at the NCC

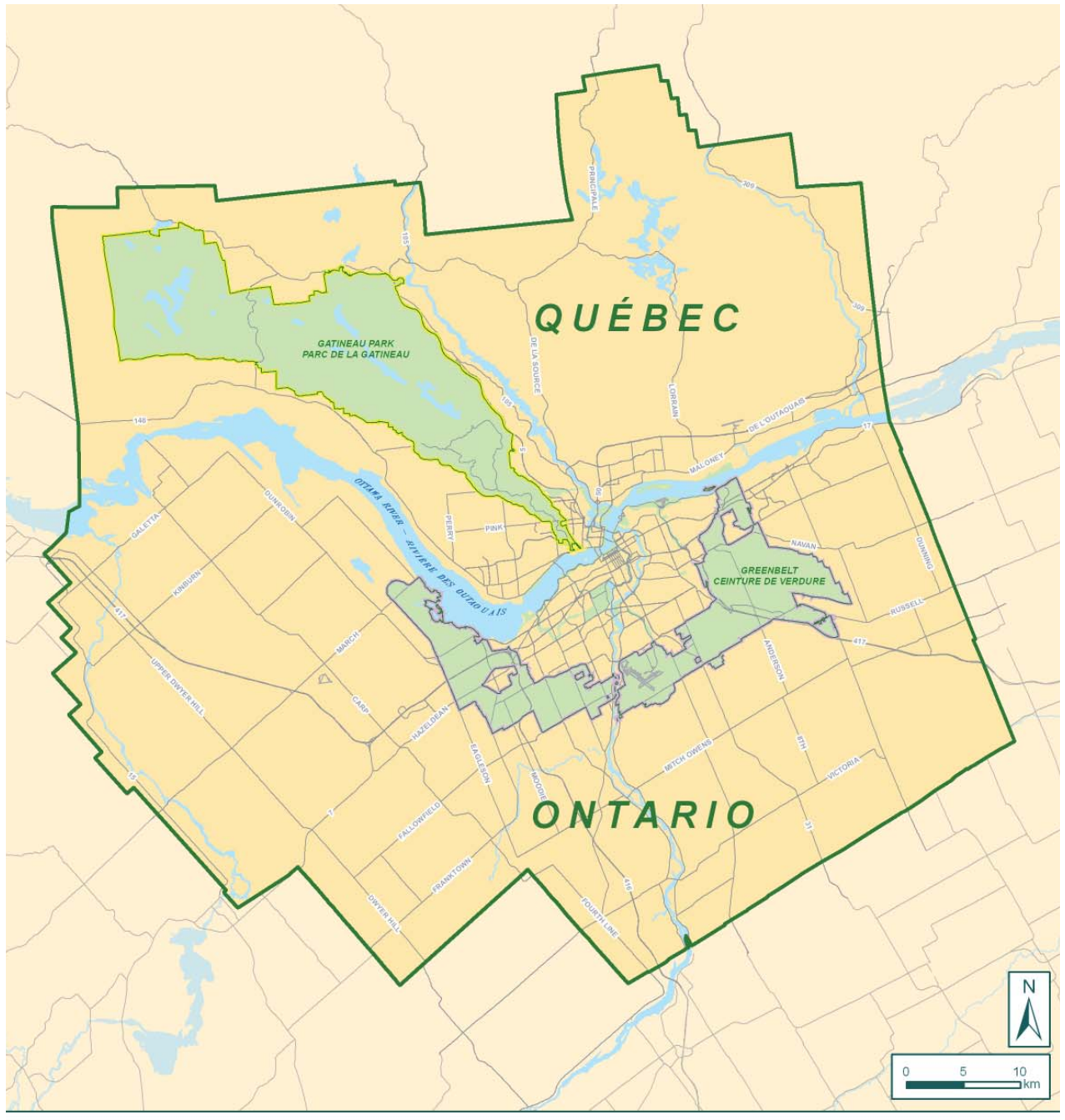
The plan also guides the management and stewardship of NCC assets, as well as marketing, communications, commemoration and representation strategies to promote and animate the Capital.



In addition to the Plan for Canada's Capital and the plans that are linked to it, the NCC has two important tools to contribute to the beauty and quality of development in the Capital:

- The National Interest Land Mass (NILM) Management Plan (figure 2). The NCC prepares and administers this plan which oversees the lands that are deemed essential to support the long-term character of Canada's Capital, as a political, symbolic, cultural and administrative centre. The NILM designation constitutes a formal expression of the federal government's interest in the development of the Capital. The federal government – mainly through the NCC and its predecessors – has assembled these lands over the past century. The NILM includes national shrines, river shorelines and parkways, Confederation Boulevard, the Greenbelt and Gatineau Park. Some private properties, for instance within the limits of Gatineau Park, are also part of the NILM. NILM lands represent approximately 11% of the land mass of the region, including NCC and other federal lands.
- The NCC guides and controls the use and physical development of federal lands through the *Federal Land Use, Transaction and Design Approval* process. This process seeks to coordinate and promote excellence in design, site development, heritage preservation, archaeological treasures and cultural landscapes. The NCC also reviews and approves projects, plans and the use and disposal of the lands of federal organizations to ensure that all federal lands are planned, designed and managed in a manner worthy of the Capital.

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National Capital Region  
Région de la capitale nationale

2011-05-26

Legend - Légende

-  National Interest Land Mass  
Masse de terrains d'intérêt national
-  Greenbelt Planning Zone  
Secteur d'aménagement de la Ceinture de verdure
-  Gatineau Park Boundary  
Limites du Parc de la Gatineau
-  National Capital Region Boundary  
Limites de la région de la capitale nationale

Source: NCC, 2010

Figure 2 National Interest Land Mass (NILM)

Review of the 1999 Plan for  
Canada's Capital -  
Charting the Future Toward 2067

At its founding, the NCC was mandated to implement the 1950 Plan for the National Capital prepared by Jacques Gréber which contained directions that guided development for a number of decades. In 1988, the NCC published its first land-use plan as an organization, the Plan for Canada's Capital: A Federal Land Use Plan. Ten years later, a renewed vision of the capital led to the 1999 Plan for Canada's Capital.

The NCC is beginning an important new chapter in planning for the future of Canada's Capital Region with a review of the 1999 Plan.

The new plan must provide a vision capable of making our capital a source of pride and inspiration for all Canadians; a beautiful and vibrant Capital that will inspire Canadians; a world-class Capital that will reflect Canadian know-how and excellence and our collective aspirations.

The 21st Century has been called the "Century of Sustainability",<sup>3</sup> the time when humanity must assemble its greatest ingenuity and make careful choices to address our most profound challenges. Nowhere is this potential for problem solving and ingenuity more dramatically poised than in a country's capital. Sustainable development principles, development that meets the needs of the present without compromising the ability of future generations to meet their own needs, were taken into account in the 1999 Plan for Canada's Capital.

The new Plan for Canada's Capital will provide guidance for NCC and federal lands within the Capital Region. It will also address issues for the region as a whole: the plan review will be an opportunity to further develop and pursue partnerships since collaboration is key to success.

In order to chart the future of the Capital until 2067, the new Plan for Canada's Capital will serve as:

- a guide by defining the strategies that will transform the vision of a dream into reality;
- a beacon for the NCC and the federal government to make the Capital a place of pride and national significance, and;
- a reference on which the regional and municipal stakeholders will rely to showcase the Capital.

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<sup>3</sup> This term has been used by (among others) Professor Richard Levine, founder of the Center for Sustainable Cities (CSC) at the University of Kentucky.

The review process is divided into five steps:

1. Spring 2011            The Capital's challenges
2. Autumn 2011        Vision statement for the Capital in the 21st century
3. Spring 2012        Spatial organization and planning principles
4. Autumn 2012        Plan policies and review of the  
National Interest Land Mass
5. Spring 2013        Consolidation and approval of the Plan

Step 1 is focused on examining facts and trends that impact the Capital and its region and identifying future issues and challenges: this document reports on these.

## Review Background

In the past decade, the planning context in the Capital Region and the country has changed significantly:

- **Toward a renewed mandate.** In 2006, the NCC's mandate was reviewed in terms of its functions, its funding and operating costs, and its governance. Since then, the NCC has taken a number of measures to ensure greater transparency in its decision-making process.
- **Leadership in sustainable and active transportation.** The NCC now plays a more important role in the coordination of interprovincial transportation planning, and in increasingly linking improved quality of life and the creation of a more sustainable Capital Region through transportation planning.
- **Governance changes.** The amalgamation of municipalities on both sides of the Ottawa River resulted in two new cities, Ottawa (2001) and Gatineau (2002), and the dissolution of the Regional Municipality of Ottawa-Carleton and the Communauté urbaine de l'Outaouais.
- **Continued urban growth.** Canada's Capital Region continues to grow at a rapid pace. Mounting pressure is placed on natural environments, infrastructure rehabilitation needs, and new transportation demands associated with growth.
- **A real property portfolio and infrastructure nearing the end of their life cycle.** Built in the 1950s and 60s, a number of federal infrastructure and buildings have reached the end of their life cycle and require extensive work.
- **Changes in the role and size of the federal public administration.** Federal employment in Canada's Capital Region has been rising since 1998, reaching a total of nearly 134,000 jobs.<sup>4</sup>

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<sup>4</sup> Statistics Canada (2011). *Federal Government Employment, Wages and Salaries, September 2010*, 133 994 employees

Evaluation of the 1999  
 Plan for Canada's Capital

As the Plan reached its 10th anniversary, an evaluation conducted as part of the NCC's planning cycle found the following, to be considered in the review of this Plan:<sup>5</sup>

<b>Plan a model Capital for the future</b>	Develop a Capital that stands out in terms of quality, aesthetics, standards and environment.
<b>Showcase the Capital's assets</b>	Emphasize ways to showcase the Capital, its assets and the federal government's presence.
<b>Reflect the changing face of Canada in the Capital</b>	Find ways to make the Capital open, welcoming, meaningful, and accessible to all Canadians.
<b>Reinforce the importance of sustainable development</b>	Place more emphasis on green linkages, shorelines, and navigable waterways, including protection from erosion and pollution.
<b>Develop a sensitive and adapted approach to ensure safety in the Capital</b>	Have concern for safety without reducing accessibility or diminishing the quality of the public domain.
<b>Cooperate to succeed</b>	Collaborate with various governments, organizations and departments, and seek to harmonize their visions.
<b>Welcome the 21st century with confidence</b>	Take advantage of new means of communications for consultations, social networking, and creation, and for sharing experiences « live » from the Capital.

Toward a Sustainable Capital

The new Plan for Canada's Capital will rely on earlier visions in order to reinforce the principles of sustainable development for future generations. The NCC participates in a number of sustainable development initiatives and their results will contribute to discussions about the plan's review.

Choosing our Future

The City of Ottawa, the City of Gatineau and the NCC have partnered to develop a long-term plan for a sustainable, resilient and liveable region – *Choosing our Future*. The three partners have agreed on the principles and goals that will guide the work (figure 3):

- Long-term thinking.
- Act locally, think globally.
- Respect the Planet (One Planet).
- Design and implement integrated systems that achieve multiple objectives.
- Value diversity and creativity.
- Learn through cooperation.

<sup>5</sup> Fleishman-Hillard, NCC (2008). *1999 Plan for Canada's Capital Evaluation - Final Report*

This initiative is scheduled to be completed by December 2011. A plan for action will be developed including three plans: sustainability and resilience; regional energy and emissions; risk prevention and mitigation.<sup>6</sup>



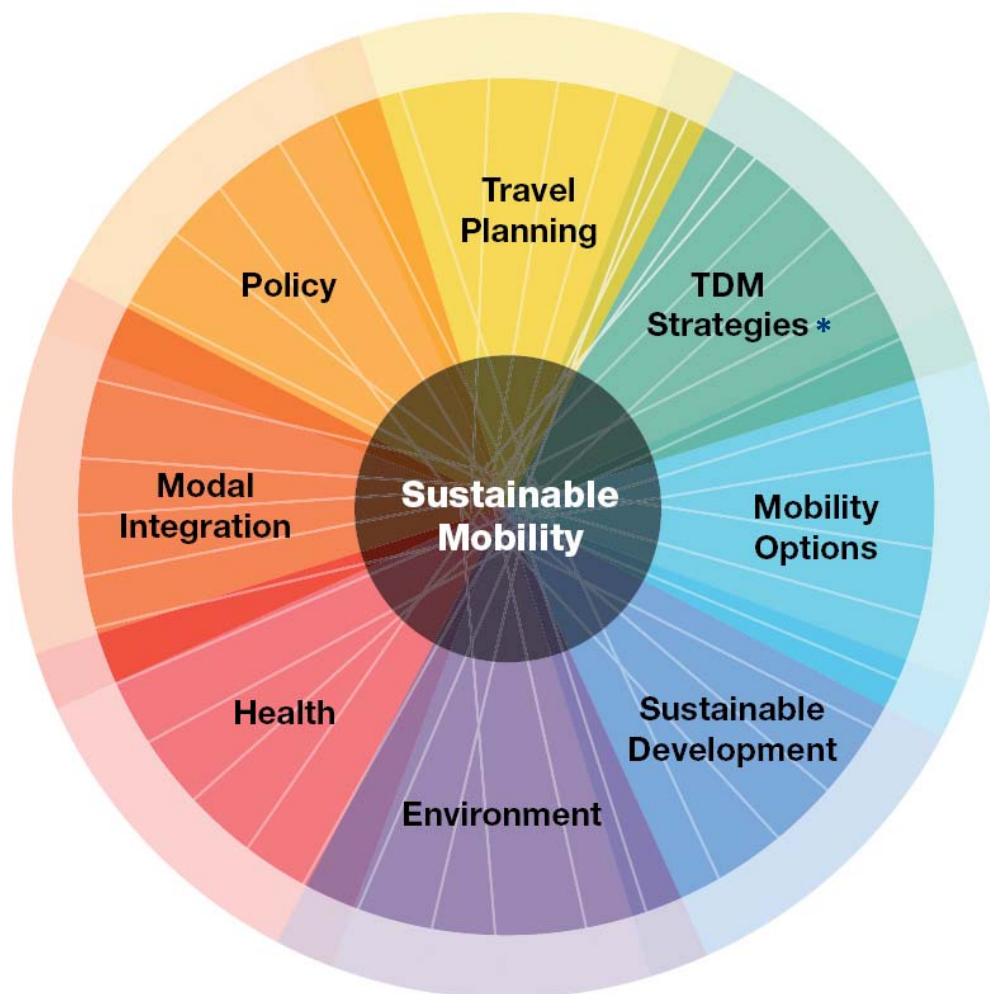
**Figure 3** Choosing our Future, Objectives by theme

<sup>6</sup> Choosing our Future, Update, [http://www.choosingourfuture.ca/aboutus/project\\_update\\_en.html](http://www.choosingourfuture.ca/aboutus/project_update_en.html)

**Sustainable  
 Transportation and Mobility**

NCC is also a partner involved in sustainable transportation and mobility initiatives such as: A Strategic Transportation Initiative for the National Capital Region, the Interprovincial Transit Strategy, the Interprovincial Crossings Environmental Assessment and the Bike Sharing initiative. The outcomes of these initiatives will be taken into account in the review of the Plan for Canada's Capital.

In November 2010, NCC in partnership with ACT Canada (Association for Commuter Transportation of Canada) convened participants to a Sustainable Mobility Summit. Figure 4 illustrates the main components of a sustainable mobility strategy as developed during the course of this Summit.



Source: NCC, Association for Commuter Transportation of Canada (2010)  
 \* TDM Strategies - Transportation Demand Management Strategies

**Figure 4 The Wheel of Sustainable Mobility**





## 1. CONTEXT

### 1.1. WHAT IS A CAPITAL?

A “capital-city” is a complex organism. It is a country’s window on the world; the symbolic embodiment of its culture and of how its citizens live; an administrative centre; a tourism destination; a centre of municipal and regional services; a place to live; and much more. A “capital-city” is thus faced with many diverse challenges.

The word capital most commonly refers to the seat of a State’s government and its highest authorities. As a centre of political activity, a capital is also the centre of diplomatic activity.

A national capital plays a symbolic role. It is a mirror of the country, presenting and representing the country’s history, values and accomplishments. People expect to recognize a part of themselves in their capital, they want to feel welcome, and they want to feel they belong there.

*“One way in which identity is connected to a particular place is by feeling that you belong to that place. It’s a place in which you feel comfortable, or at home, because part of how you define yourself is symbolized by certain qualities of that place.”<sup>7</sup>*

A national capital is also a beacon both for the country and for the world, a source of pride that one turns to. People expect their national capital to be host to the best institutions, the greatest buildings, the most beautiful sites, to attest to the talent, creativity, and innovation of the country. People expect their capital to render honour to the country’s contributions and to its place in the world; they expect their capital to host exceptional events, commemorations and celebrations. In exceptional times and moments, people turn to the capital: they gather there to express their sympathy, to make their voices heard, to render thanks, and to find comfort in one another.

Capitals can be differentiated by the scale on which they reign: national versus provincial capitals, for example. Capitals can also be categorized based on the nature of their functions,<sup>8</sup> such as political (The Hague (figure 6), Bonn) and multi-purpose capitals (Paris, London, Tokyo). Lastly, some capitals retain this identity even after they have lost their official standing as the capital (St. Petersburg (figure 5), Rio de Janeiro).

Some capitals may be characterized differently based on the type of political regime. For example, in federal countries in which State power is divided among several levels of government – federal, provincial, territorial, regional, local – the nation’s capital is called the federal capital to distinguish it from those of the country’s constituent provinces and territories.

7 Rose, Gillian (1995). *Places and Identity: A Sense of Place*, quoted in Osborne, Brian S. (2001). *Landscapes, Memory, Monuments, and Commemoration - Putting Identity in its Place*, Draft , p. 4

8 Peter Hall (2006). “Seven Types of Capital City” in *Planning Twentieth Century Capital Cities (2006)* edited by David L.A. Gordon

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Source: Encyclopaedia Britannica.com, 2011

**Figure 5 St. Petersburg, former capital of Russia**



Source: Netherlands Board of Tourism, 2011

**Figure 6 The Hague, political capital of the Netherlands**

In the early 21st century, the concept of capital has been extended to designate cities that play a leadership role either globally or in a particular area of activity, such as New York City.

**1.2.  
 CANADA'S CAPITAL**

Ottawa is the national capital of a federal state: thirteen other Canadian cities perform the role of provincial or territorial capital.

The Capital of Canada is a political capital: it is defined by the presence of the seat of the Government of Canada, the diplomatic activities this entails, and the public service. These activities are dominant in the region's economy. In this respect, the future of the Capital and of its region is closely tied to the future of the State, i.e. the role of government and its place in Canadian society.

When we think of Canada's Capital, images of Parliament Hill, the Rideau Canal, historic monuments and buildings, national museums, and great parks may come to mind. We might also think of government and politics, and be reminded of people who have made a special contribution like when we pause for Remembrance Day, or of defining moments for Canada. Through the image it projects, Canada's Capital helps strengthen national values by fostering a real sense of belonging.



**Figure 7** Parliament of Canada, Centre Block and Peace Tower, Ottawa

**Figure 8** National Gallery of Canada

**Figure 9** National Aboriginal Veterans Monument

**Figure 10** Women are Persons

**Figure 11** The Response: National War Memorial

**Figure 12** Terry Fox

**Figure 13** Canadian Museum of Civilization

Sources (figures 7 to 13) :  
 NCC, 2010

**1.3.**  
**THE CAPITAL AND**  
**THE CAPITAL REGION**

Canada's Capital Region is unique in that it includes a vast territory on both sides of the Ottawa River which is the border between two provinces, Ontario and Quebec.

During the federal-provincial constitutional conference of 1969, Canada's premiers formally recognized that the cities of Ottawa and Hull (known as Gatineau today) and their surrounding areas formed the National Capital Region. The provinces of Ontario and Quebec retained jurisdiction over their respective territories.

The capital and its region are distinct entities that exert reciprocal influences on each other. The capital contributes to the growth and life of the region through the presence of the public service and investments in facilities and institutions of national scope. The region that hosts the capital contributes natural assets, history, people and living areas that give the capital its distinctive character.

*“Capital and city are, however, entities with differences. They may share a territory and a people in it, not to mention ambitions and problems in common, but capital cities nonetheless have had and continue to have two trajectories, a city one and a capital one. (...) In some sense, a capital is an idea imposed on territory; and a city a territory in search of an idea.”<sup>9</sup>*

Canada's Capital Region has a dual personality, that of the capital and that of the host region, which leads to the search for balance between national representation and commemoration, the national interest on the one hand, and local interests of the host region on the other.

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<sup>9</sup> Taylor, John and Andrew, Caroline (2006). *“Cities and Capitals: Sites of Meaning and Arenas of Contention”*. Congress of the Social Sciences. York University. Draft. P. 1

## 2. THE CAPITAL'S EVOLUTION OVER TIME

### 2.1. CANADA'S CAPITAL REGION PRIOR TO 1867

As we know it today, the Capital reflects Canada's history and the vision of the country of previous decision makers as it evolved over time. In this chapter, an overview of the key changes that have had an impact on Canada, the Capital and the Region are reviewed to provide a better understanding of how the Capital has evolved.

Canada's Capital area was first inhabited by the Algonquin Nation. Archaeological findings have shown that Algonquin inhabited the Ottawa Valley at least 8,000 years before European explorers set foot there. The Algonquin called the river the Kitchissippi (Great River) in recognition of the important role played by the river as a trade route. When European explorers later traveled these same waters in search of furs, they called the area "Ottawa" after the local Algonquin Nation of Adawa.

Discussions regarding the Capital's location were first raised in 1791. Quebec City was then capital of Lower Canada while Upper Canada's capital was first Newark (known today as Niagara-on-the-Lake) in 1791, then York (Toronto) in 1793.

Discussions about the capital's location were again raised with the adoption of the Act of Union in 1840. A complicated process marked by numerous debates between Members of Parliament and successive relocations (table 1) eventually led Queen Victoria to choose Ottawa as the seat of the Government of the United Province of Canada, in 1857.

A large-scale project both as a construction project and a financial undertaking, the construction of the Parliament Buildings started in 1860 and was completed by 1866 at the eve of Confederation (figure 14). In 1867, Ottawa became the seat of the Government of the Dominion of Canada.



Source: City of Ottawa, 2010

**Figure 14 Construction of the Parliament Buildings: Centre Block (around 1865)**

**Table 1 Chronology of Canada’s Capital, 1841-1867\***

<b>1841</b>	The Capital of the United Province of Canada is established in Kingston.
<b>1844</b>	The Capital moves to Montreal.
<b>1849</b>	A mob burns the Parliament Buildings in Montreal. The Capital moves to Toronto.
<b>1851</b>	The Capital is located alternately in Toronto and Quebec City, starting with the latter.
<b>1856-59</b>	The Capital moves to Toronto.
<b>1856</b>	The Legislative Assembly chooses Quebec City as the permanent capital but the Legislative Council refuses to provide the necessary funding. The Legislative Assembly submits the matter to the Queen.
<b>1857</b>	The Queen confirms Ottawa as the Capital.
<b>1860</b>	A third motion against the Queen’s choice is rejected by the Legislative Assembly.
<b>1860-65</b>	Parliament meets temporarily in Quebec City while the Parliament Buildings are under construction in Ottawa.
<b>1864</b>	At the Charlottetown Conference, Ottawa is again chosen as the Capital of the New Federation.
<b>1865</b>	The Government moves to Ottawa.
<b>1867</b>	Confederation unites in a Federal Union the United Province of Canada, Nova Scotia and New Brunswick and Ottawa becomes the seat of the Government of the Dominion of Canada.

Source: NCC, 2010

\* Note: A detailed chronology of the Capital from 1780 to today is included in Appendix 1.

## 2.2. CANADA’S CAPITAL REGION FROM 1867 TO TODAY

Around 1857, the city of Ottawa had approximately 16,000 residents<sup>10</sup> and across the Ottawa River in the much smaller community of Hull, Quebec, lived around 2,800 people.<sup>11</sup>

At the time, the region’s economy was based on natural resources. With the completion of the Rideau Canal, the region became the centre for lumber milling and square cut timber.<sup>12</sup> The fertile lands of the Ottawa Valley supported a strong agricultural economy.

One of the first tangible impacts of the role played by the federal government in the Capital was the purchase by the government of 466 acres on the edge of the city of Ottawa for the Central Experimental Farm. The federal government wanted to support agricultural development in the country by developing the best livestock breeds, plant varieties, and farming methods for the different regions in Canada.<sup>13</sup>

<sup>10</sup> NCC (1999). *Plan for Canada’s Capital*.

<sup>11</sup> Museum of Learning (2010).

<sup>12</sup> City of Ottawa, City of Gatineau and NCC (2009). *Choosing our Future Foundation Paper Series- Economic Prosperity*

<sup>13</sup> *Ibid.*

The region was devastated in 1900 by the great Hull-Ottawa fire when the fire spread across the wooden Chaudières Bridge.<sup>14</sup> The subsequent rebuilding coincided with tremendous growth in the civil service; between 1900 and 1910, the civil service in Ottawa grew by almost three-fold, to a total of 3,219 employees.<sup>15</sup> New federal institutions followed: the National Research Council, the National Gallery, the National Archives, the first museums. The growing presence of the civil service gradually changed Ottawa's profile.

Following the Second World War, the population of Ottawa neared 150,000<sup>16</sup> while in Hull the population was approximately 77,000.<sup>17</sup> The postwar growth could be seen in infrastructure and economic development throughout the region as well as in the growing civil service. By the 1970s, the civil service was the economic driver and led to the development of the high-tech industry which included some 40 firms, mostly Canadian-owned.<sup>18</sup>

By 1979, the population of the city of Ottawa had reached 300,000<sup>19</sup> while across the river in Hull and the surrounding municipalities there were about 170,000 people.<sup>20</sup> In 2001, the city of Ottawa amalgamated with the seven surrounding cities and townships. Likewise, in 2002, the cities of Hull, Gatineau, Aylmer, Buckingham and Masson-Angers were amalgamated into one city – the city of Gatineau. By 2006, the population of Ottawa was over 812,000 and that of Gatineau, over 242,000 people.<sup>21</sup>

The urban area of the capital region has greatly expanded in the last 150 years (figures 15, 16, 17, and 18); evolving transportation modes were a key factor - from buggies to trains and streetcars, then trolley buses and buses, and finally cars. As the region expanded, crossing the Ottawa River which separates Ottawa and Gatineau required the construction of bridges: the Chaudières Bridge (1826-1832) was built to link Gatineau to the Rideau Canal construction site; the Alexandra Bridge (1898-1901) was built by the Canadian Pacific Railway Company; the Champlain Bridge (1928) was completed by the Federal District Commission; the Macdonald-Cartier Bridge (1963) was built through a collaboration between the federal and provincial governments; and finally, the most recent bridge, Portage Bridge (1973) was built by the NCC.<sup>22</sup>

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14 *Report of the Ottawa and Hull Fire Relief Fund* (1900). Ottawa.

15 Bytown Museum (2010). *Ottawa History*. [www.bytownmuseum.com](http://www.bytownmuseum.com)

16 *Ibid.*

17 Institut de la statistique du Québec (2006). *Demographic evolution of the 10 largest cities in Quebec based on their current limits. Census of Canada from 1871 to 2006*. Hull and the surrounding areas form the current city of Gatineau

18 Bytown Museum (2010). *Ottawa History*, Op. cit.

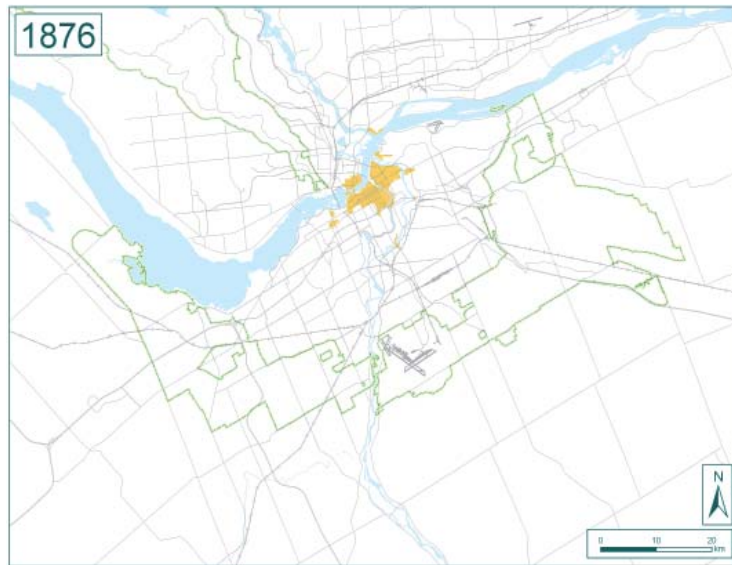
19 Bytown Museum (2010). *Ottawa History*, Op. cit.

20 Institut de la statistique du Québec (2006). Op. cit.

21 Statistics Canada (2006). *2006 Census*.

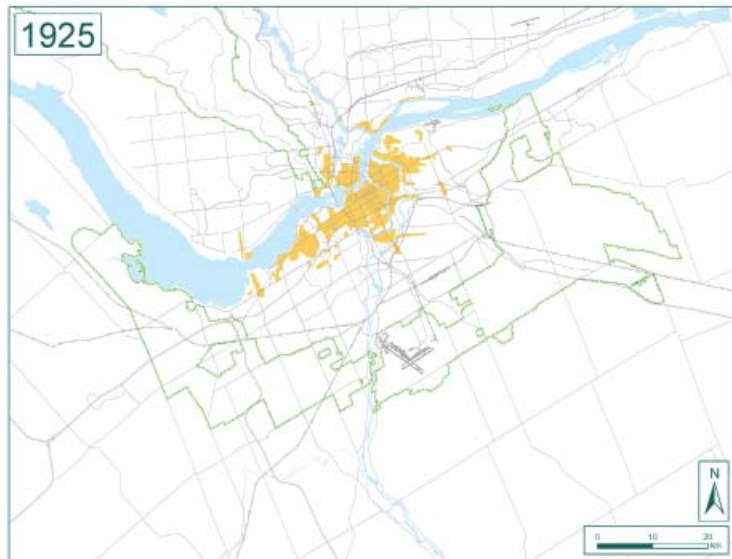
22 *Ibid.*

Since the 1980s, growth on the Ottawa side is no longer contained within the Greenbelt<sup>23</sup> but has expanded beyond in suburban areas. In Gatineau, urban growth has been contained within the urban boundary and prohibited in the permanent agricultural zone.



Source: NCC, 2010

**Figure 15 Urban Growth – 1876**

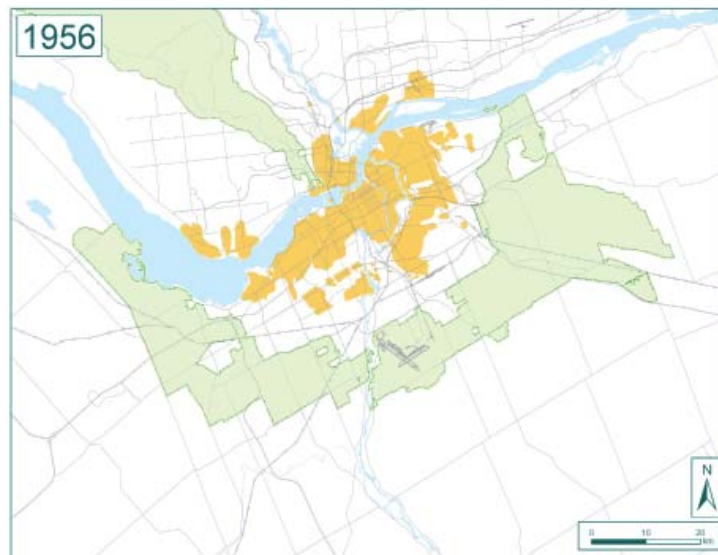


Source: NCC, 2010

**Figure 16 Urban Growth – 1925**

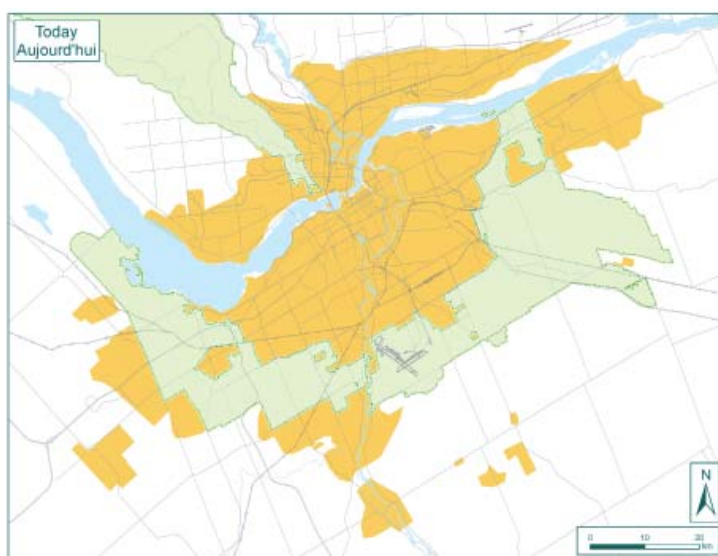
23 The Greenbelt is composed of properties mostly belonging to the federal government, including the Central Experimental Farm. The Greenbelt was assembled by the NCC starting in 1958 in order to prevent urban sprawl and to preserve natural areas.





Source: NCC, 2010

**Figure 17 Urban Growth – 1956**



Source: NCC, 2010

**Figure 18 Urban Growth – Today**

## 2.3. THE PLANNING OF CANADA'S CAPITAL

Very early in Canada's history, beautifying the capital was identified as an essential activity to represent the country, its attributes and its accomplishments. In 1893, future Prime Minister Wilfrid Laurier promised to make Ottawa an attractive city and the centre of the country's intellectual development, the "Washington of the North".

With this in mind in 1903 Frederick G. Todd, a landscape architect, conceived a concept for the capital as a region defined by a network of parks. In 1915, the Report of the Federal Plan Commission advanced proposals designed to rationalize the railway network, create parks including the creation of a capital park on the Quebec side of the river, Gatineau Park.

Prime Minister Mackenzie King, while asking Parliament for funds to redevelop the city's core in 1928, asked his fellow Members of Parliament to join him in a nonpartisan recognition of the importance of beautifying Canada's Capital. Landscape design for the capital was also a key component of the Federal District Commission's mandate as of 1934.

The aspirations and visions that have guided the planning process of the Capital, as we know it today, are the results of three major planning endeavours: the Plan for the National Capital of 1950, known as the Gréber Plan, prepared for the Federal District Commission; the NCC Federal Land Use Plan of 1988; and the NCC 1999 Plan for Canada's Capital.

### 2.3.1. The Plan for the National Capital - 1950

#### Historical Background

Following the Second World War, the Capital faced three main issues:

- **Weak outreach and limited appeal.** In 1945, with the exception of Parliament Hill, the Capital had little appeal and offered few major points of interest. Despite its status as a capital, it did not shine beyond the limits of the region.
- **Need to address land use planning issues.** The postwar Capital Core was dominated by the railways. Heavy industry was located along the shores of the Ottawa River, central neighbourhoods were dilapidated, green spaces and public meeting spaces were lacking.
- **Urgent need for space to house the civil service.** To house the increasing number of public servants from 1939 to 1945, temporary buildings were used for administrative purposes in the Capital Core area.

The government mandated Jacques Gréber to prepare a plan for the Capital so that *"this capital would proudly rise to the level and greatness of the national and international role which this new world power, named Canada, a country of the future, is called upon to play in not too distant morrows."*<sup>24</sup> This time, the area was to include not only the administrative core but extend on both sides of the Ottawa River (Ottawa and Hull) in order that Ottawa-Hull may become a modern and attractive capital.

<sup>24</sup> Gréber, Jacques (1950). *The Plan for the National Capital*. P. 44

### **Main Goals and Proposals**

Gréber first outlined the scope of the project. He made the distinction between planning the development of the municipalities which form the Capital region and planning of the Capital. At the time, there was very little urban planning at the local level. He dedicated the planning of the National Capital to the memory of Canadians who lost their lives during the Second World War and set two goals:

- To plan the urban expansion of the Capital looking forward for at least two generations without compromising future ones.
- To recognize the Capital Region as a place to live and work and determine how to address population growth.

Within the urban core, the concept called for the reorganization of the railway and road networks, urban renewal, creation of self-contained neighbourhoods, distribution and decentralization of public buildings, implementation of a network of open spaces and the creation of green areas. The Gréber Plan proposed the construction of national institutions (museums, theatres, art galleries, etc.), the revitalization of the LeBreton Flats neighbourhood, requalification of the central core, and the relocation of a portion of the population to the periphery of the centre.

The concept developed by Gréber proposed a road hierarchy to facilitate circulation within the region, to restrain urban sprawl, to maintain the character of the rural areas by creating an urban core delimited by a Greenbelt and to enhance riverbanks of particular interest.

Table 2 below presents an overview of the main goals and proposals included in the Gréber Plan.

**Table 2 Main Goals and Proposals of the Gréber Plan**

Main Goals	Main Proposals
<b>Relocation of the railway network and heavy industry outside the Core Area</b>	<ul style="list-style-type: none"> <li>• Removal of the East-West railways cutting through Ottawa's core</li> <li>• Creation of a railway belt line at the outskirts of the Core Area</li> <li>• Relocation of heavy industry outside residential neighbourhoods</li> <li>• Relocation of the Ottawa and Hull train stations outside the Core Area</li> <li>• Construction of a freight central terminal and its yards</li> <li>• Development of a link between railway lines on the North and South shores</li> </ul>
<b>Reorganization of the road network and creation of a scenic parkway network</b>	<ul style="list-style-type: none"> <li>• Creation of a road network composed of interurban, main and secondary arteries and urban parkways</li> <li>• Development of urban boulevards, mainly along the dismantled railway lines</li> <li>• Construction of two new bridges across the Ottawa River</li> </ul>
<b>Creation of a rural belt, the Greenbelt, to contain urban growth</b>	<ul style="list-style-type: none"> <li>• Creation of a 4 km Greenbelt surrounding the urban core</li> <li>• Development of the urban core providing for up to a maximum population of 500,000 persons</li> <li>• Definition of variable density zones (12 to 40 persons/ha) and concentration of higher densities in the Capital Core and along important urban boulevards</li> <li>• Development of communities with a population of 25,000 to 40,000 residents, each one subdivided into self-contained neighbourhood units of 5,000 to 7,000 persons (access to facilities, retail and services)</li> <li>• Creation of green corridors linking communities</li> <li>• Once the 500,000 person threshold has been reached, development of satellite cities outside the Greenbelt</li> </ul>
<b>Creation of a network of parks, green spaces, pathways and open spaces</b>	<ul style="list-style-type: none"> <li>• Extension of Gatineau Park into the Capital Core Area, in Hull</li> <li>• Creation of an urban pathway network within the limits of the Greenbelt, along the rivers (Ottawa, Rideau, etc.), the Rideau Canal and important urban boulevards</li> <li>• Development of open spaces in the Capital Core Area</li> </ul>
<b>Decentralization of government buildings</b>	<ul style="list-style-type: none"> <li>• Concentration of important government, parliamentary and diplomatic institutional buildings in downtown Ottawa and around Parliament Hill</li> <li>• Creation of four peripheral employment nodes to accommodate research laboratories and secondary administrative buildings</li> </ul>

### From Plan to Reality (1958-1988)

The Gréber Plan has played a crucial role in the Capital's history. Many important proposals were totally or partially implemented, such as:

- **Infrastructure and urban renewal:** dismantling of railway lines in downtown Ottawa and relocation of railway lines, heavy industry and the train station to the periphery; these projects allowed for the conversion of the old Union Station into a conference centre (figure 19) and the redevelopment of central spaces formerly occupied by the railway yards (hotel and shopping centre).
- **Road network projects:** development on the railway tracks right-of-way of a network of scenic parkways and recreational pathways along the Ottawa River and Rideau Canal, and in Gatineau Park; construction of a new bridge across Rideau Canal and of a highway through the city (Queensway) on an abandoned railway corridor.
- **Beautification and planning:** expansion of Gatineau Park; creation of a vast Greenbelt (figure 20) in the southern part of Ottawa.
- **Redevelopment of the Capital Core:** relocation of several government offices and laboratories within the four employment nodes at the periphery.



Source: Canada's Historic Places, 2011

**Figure 19 Former Union Station, in 1988 (today, Government of Canada Conference Centre)**



Source: NCC, 2010

**Figure 20 Greenbelt**

**2.3.2.**  
**The Plan for**  
**Canada's Capital - 1988**

**Historical Background**

In the late 1960s, many changes occurred in the Capital and these had a significant impact on the planning of the Capital as set forth in the 1988 Plan for Canada's Capital. These changes included:

- **The official recognition of the Capital Region of Canada.** A federal-provincial constitutional conference in February 1969 modified the National Capital Region's boundaries integrating the cities of Ottawa, Hull and their surroundings.
- **The recognition of the two official languages, English and French.** Under the *Official Languages Act*, federal institutions located in the National Capital Region must ensure that the public can communicate with them either in English or French.
- **A new rule for the distribution of federal employment.** In compliance with the new Capital Region, the federal government introduced a rule by which the distribution of federal employment on both sides of the Ottawa River should be representative of the demographic distribution in the National Capital Region. Thus, federal buildings were built on the Quebec side of the Ottawa River (Terrasses de la Chaudière and Place du Portage I to IV). New provincial and municipal buildings were built nearby.
- **The creation of two regional bodies with planning mandates.** The provincial governments on both sides of the Ottawa River created regional bodies: the Regional Municipality of Ottawa-Carleton, in Ontario, and the Outaouais Regional Community, in Quebec, both with planning mandates which would have an impact on NCC activities in this regard.
- **A first national museum on the Quebec side.** The Canadian Museum of Civilization was built on the Quebec shore of the Ottawa River, facing Parliament.
- **A new mandate for NCC.** In accordance with the new powers given to NCC under the 1985 amendment to the *National Capital Act*, the new NCC mandate included:
  - "Making the Capital into Canada's meeting place by encouraging the active participation of Canadians in the evolution of their capital;
  - Using the Capital to communicate Canada to Canadians in order to assist in the development and highlighting of Canadian national identity; and
  - Safeguarding and preserving the Capital for future generations."<sup>25</sup>

At the end of the 1980s, most of the proposals of the Gréber Plan had been implemented. The new plan would thus have to address the changing political context and provide for planning and development of elements of national interest in the Capital.

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25 NCC (1988). *Plan for Canada's Capital - A Federal Land Use Plan*. P. 2

### Main Goals and Proposals

The 1988 Plan focused on elements that contribute to making the Capital a national symbol. The vision for the Plan was:

*"(...) based on the premise that the Capital needs to play a significant role in the life of the nation and that, in performing that role, it will help to develop an new spirit of reconciliation and consensus in the country as a whole".<sup>26</sup>*

The spatial organization concept proposed to transform Capital public spaces into "Capital stages", to improve tourist attractions and access to the Capital, and to encourage collaboration among planning bodies in the Capital Region. The concept recognized the importance of Confederation Boulevard as the main location for political, judicial and cultural institutions, and commemorations. Emphasis was placed on the use of public lands and public programming rather than on purchasing or developing public lands.

The proposed orientations for the 1988 Plan for Canada's Capital included:

- Give priority to those functions of the Capital that are unique to the NCC's national mandate – that is, the political, cultural and administrative functions.<sup>27</sup>
- Enhance the presence of the provinces and territories and of the international community and to preserve the natural environment.
- Develop the Capital as a symbol for all Canadians that reflects its roles as a political decision-making centre, a showcase for national culture and an administrative centre for the federal government.
- Implement visitor facilities and services so that a visit to the Capital may be memorable and exceptional.
- Consolidate the National Interest Land Mass by setting up a programme for purchasing, exchanging and transferring properties in support of the Plan's priorities.

Table 3 below presents an overview of the main goals and proposals of the 1988 Plan for Canada's Capital.

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<sup>26</sup> *Ibid.*, p. 9

<sup>27</sup> NCC (1988). *Plan for Canada's Capital - A Federal Land Use Plan*. P.12.

**Table 3 Main Goals and Proposals of the 1988 Plan for Canada’s Capital - A Federal Land Use Plan**

Main Goals	Main Proposals
<b>Consolidation of the federal presence in the Capital</b>	<ul style="list-style-type: none"> <li>• Give priority to political, administrative and cultural institutions and events on federal lands in the Capital Core</li> <li>• Distribute the federal public service in the Ontario and Quebec parts of the region according to a proportion to be re-examined periodically</li> <li>• Establish cultural, national and international institutions in the Capital Core area in high-profile locations along the Parkway Network, in the Greenbelt and in the southern part of Gatineau Park</li> <li>• Consolidate the peripheral federal nodes by integrating complementary uses to office functions</li> </ul>
<b>Enhancement of the Capital’s green image and greater accessibility to riverbanks</b>	<ul style="list-style-type: none"> <li>• Establish a conservation and park network</li> <li>• Pursue and enhance the networks of recreational pathways and parkways</li> <li>• Ensure shore lands are reserved for public access</li> </ul>
<b>Enhance the quality and appearance of arrival points and scenic entries to the Capital</b>	<ul style="list-style-type: none"> <li>• Consolidate the multifunctional network of scenic routes for recreational purposes and enhance attractions, institutions, facilities and events of national scope</li> <li>• Enhance the quality and appearance of main points of arrivals and scenic entries to the Capital</li> </ul>
<b>Focus on the Capital as a symbol</b>	<ul style="list-style-type: none"> <li>• Develop urban design policies to enhance the Capital’s image and to contribute to a pleasant and stimulating urban environment</li> </ul>

### From Plan to Reality (1988-1999)

The implementation of the 1988 Plan for Canada’s Capital left its mark on the Capital mainly through:

- **Celebrations and national outreach.** Organization of Canada Day celebrations (figure 21) then of Winterlude (figure 22); inauguration of the Christmas Lights in Canada program; Destination 88 and 89 partnerships to promote tourism; development of several products and services for visitors.
- **Restoration and beautification.** Opening of Rockcliffe and Aviation parkways (figure 23); land acquisition in Meech Creek Valley; restoration of large urban parks: Major’s Hill, Leamy Lake (figure 24) and Confederation.
- **Targeted actions to enhance the built heritage.** Redevelopment of public and private heritage buildings along Sussex Drive; restoration of the Chambers buildings (figure 25) and of the Maplawn historical site.
- **Major infrastructure works.** Rehabilitation of the Champlain Bridge; development of phase one of Confederation Boulevard from Alexandra bridge to Chateau Laurier and the initial phase of the Quebec section, from the Canadian Museum of Civilization to Alexandra Bridge.





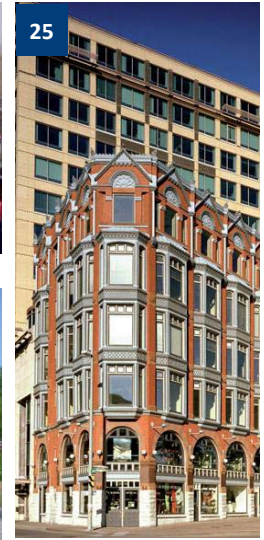
Source: NCC, 2010



Source: NCC, 2010



Source: NCC, 2008



Source: NCC, 2008



Source: NCC, 2008

Figure 21 Canada Day

Figure 22 Winterlude

Figure 23 Rockcliffe Parkway

Figure 24 Leamy Lake Park

Figure 25 Chambers Buildings

### 2.3.3. The Plan for Canada's Capital - 1999

#### Historical Background

Since 1988, many changes occurred or intensified:

- **Sustainable development principles were recognized as key in planning.** Adhering to sustainable planning principles imposed changes not only in design and planning, but also in managing assets.
- **Changes in Canadian society were felt in the Capital Region.** Population aging, cultural diversity, recognition of the contribution of Aboriginal peoples, increasing role of the provinces and territories, the new economy and information technologies, all these changes required a new approach.
- **Local and regional bodies were playing an increasing role in the Capital Region.** Continuing the trend of the last decade, the increasing role of local and regional bodies reinforced the need for cooperation in matters of land use policy.

- **The federal government's role and size changed.** The rationalization process of the federal public administration left a significant mark in the Canada's Capital Region: from 1993 to 1998, Region lost nearly 14,400 federal jobs.<sup>28</sup>
- **The rationalization of federal public assets continued while aging assets posed a challenge.** In the capital, buildings could become vacant due to the cut in federal jobs while at the same time, existing buildings required important rehabilitation: office buildings, heritage buildings on Parliament Hill, official residences.

The Plan for Canada's Capital should then be more strategic than comprehensive in nature, more concerned with direction setting.<sup>29</sup>

### Main Goals and Proposals

Sustainable development provided the inspiration for the spatial concept of the 1999 Plan for Canada's Capital. Combining planning principles specific to the capital and those pertaining to the region led to a better understanding of the nature and unique needs of the Capital while addressing the needs of a fast growing urban region. The vision of the new Plan focused on three key elements (table 4):

- **Capital Settings:** City and nature are in equilibrium in the Capital. The Capital's image and the quality of its environment are largely linked to the settings: the Gatineau Park, the Greenbelt, the rivers, the Rideau Canal, the Capital parks and major public spaces, lands, landscapes and buildings, all of these significantly contribute to the beauty of the Capital, showcasing the natural environment and the Canadian way of life.
- **Capital Destinations:** Capital destinations are a way to communicate Canada to both Canadians and foreign visitors. For visitors, destinations are meeting places that safeguard the most significant national cultural heritage: Parliament Hill and the national cultural institutions along Confederation Boulevard are the focal points in the Capital Core. Destinations also include federal buildings and facilities in the Capital Core, in federal employment nodes and in research campuses.
- **Capital Links:** Capital links provide access to the settings and to Capital destinations. They include arrival points and scenic entries to the Capital from the outer limits of the Region as well as the regional transportation network: interprovincial bridges, parkways and active transportation networks.

When the 1999 Plan for Canada's Capital was adopted, NCC, the Regional Municipality of Ottawa-Carleton, the Outaouais Urban Community and the Regional Municipality of Des Collines-de-l'Outaouais jointly developed common planning principles to guide and coordinate regional planning in the National Capital Region.

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28 Statistics Canada. *Table 183-0003: Federal Government Employment, Wages and Salaries, September 2010, Annual*

29 NCC (1999). *Plan for Canada's Capital*. P. 17

**Table 4 Main Goals and Proposals of the 1999 Plan for Canada's Capital**

Main Goals	Main Proposals
<b>Capital Settings</b>	<ul style="list-style-type: none"> <li>• A vibrant Capital Core that allows for federal and municipal functions to better complement one another on both sides of the Ottawa River</li> <li>• Urban green spaces as an important component of the Capital Settings and of the green corridor network: they are the preferred stages for Capital events, activities and interpretation programs</li> <li>• Accessible waterways and shore lands that provide permanent testimony to Canada's natural and cultural heritage</li> <li>• Protection and preservation of built heritage and cultural landscapes as significant components of the Capital identity</li> <li>• Preservation and interpretation of archaeological resources as a way to tell Canada's history</li> </ul>
<b>Capital Destinations</b>	<ul style="list-style-type: none"> <li>• Creation of a network of visitor destinations to help them explore the Capital and learn more about Canada</li> <li>• Conservation, planning and enhancement of the Parliamentary Precinct Area as the symbol and political heart of the nation, a national landmark, centre stage for national celebrations and as the focus of the Nation's Capital</li> <li>• Confederation Boulevard: a location of Canada's foremost political and cultural institutions, the Capital's official ceremonial route, and the central focus of the Capital's programming and interpretation activities</li> <li>• Commemoration of nationally significant persons or events in visible, accessible and symbolically appropriate locations</li> <li>• National cultural institutions that showcase Canada's cultures, achievements and history and are visible and accessible and meet program needs</li> <li>• Official residences for the country's most senior public officials that provide appropriate accommodation</li> <li>• Enhancement of the symbolic role and presence of the International community in Canada's Capital</li> <li>• Federal accommodations that meet program needs, provide a healthy work environment and whose location takes into consideration regional impacts</li> <li>• Maintaining a significant physical and federal employee presence in the Core Area of the Capital</li> <li>• Federal employment nodes and facilities that meet the program needs of federal departments and whose functions and character are compatible with adjacent communities</li> </ul>
<b>Capital Links</b>	<ul style="list-style-type: none"> <li>• Attractive transportation links to the National Capital that create a pleasant arrival and meet the needs of visitors for information and services</li> <li>• Fluidity of the movement of people and goods between the Ontario and Quebec parts of the National Capital Region</li> <li>• A safe, scenic and efficient Parkway Network that facilitates access to Capital Settings and Destinations</li> <li>• A safe, scenic and recreational Pathway Network that provides non-motorized access to Capital Settings and Destinations</li> </ul>

### From Plan to Reality (from 1999 on)

The 1999 Plan mostly focused on supporting or initiating significant projects to enhance the Capital's image as the seat of the Government of Canada. Between 2000 and 2010, the main achievements were:

- Completion of Confederation Boulevard (figure 26) linking downtown Ottawa and Gatineau in the Capital Core.
- Refurbishing and widening of the Champlain Bridge by adding a third reversible lane during rush hours.
- Redevelopment of des Allumettières and Maisonneuve boulevards including a new public work of art, Papa at the intersection of these two boulevards (figure 27).
- Acquisition of an additional 103 hectares of land for the natural conservation area site of Mer Bleue, a conservation area recognized by the Ramsar Convention and located in the Greenbelt.
- Acquisition of over one hundred hectares in Gatineau Park.
- Acquisition of the land occupied by Scott Papers' plant located along the Quebec shore of the Ottawa River.
- Landscaping and interpretation improvements at Jacques-Cartier Park.
- LeBreton Flats site remediation to accommodate the new Canadian War Museum and construction of the first residential development project as well as the development of LeBreton Flats Park to serve as a gathering place and to host cultural events.
- Opening of the mixed-use building at 700 Sussex Drive and the beginning of the revitalization of the Sparks Street pedestrian mall.
- Implementation of new international institutions along Sussex Drive such as the Delegation of Ismaili Imamat founded by the Agha Khan.



Source: NCC, 2010

**Figure 26** Confederation Boulevard in Ottawa



Source: NCC, 2010

**Figure 27** Papa by Hal Ingberg, intersection of Maisonneuve and des Allumettières boulevards in Gatineau

### 3. TODAY'S CAPITAL

#### 3.1. THE CAPITAL: A PLACE OF INFLUENCE

This section presents a general outlook of the Capital's essential functions as the seat of the Government of Canada, including places of power, diplomatic representations, national and international associations and organizations, and major national institutions.

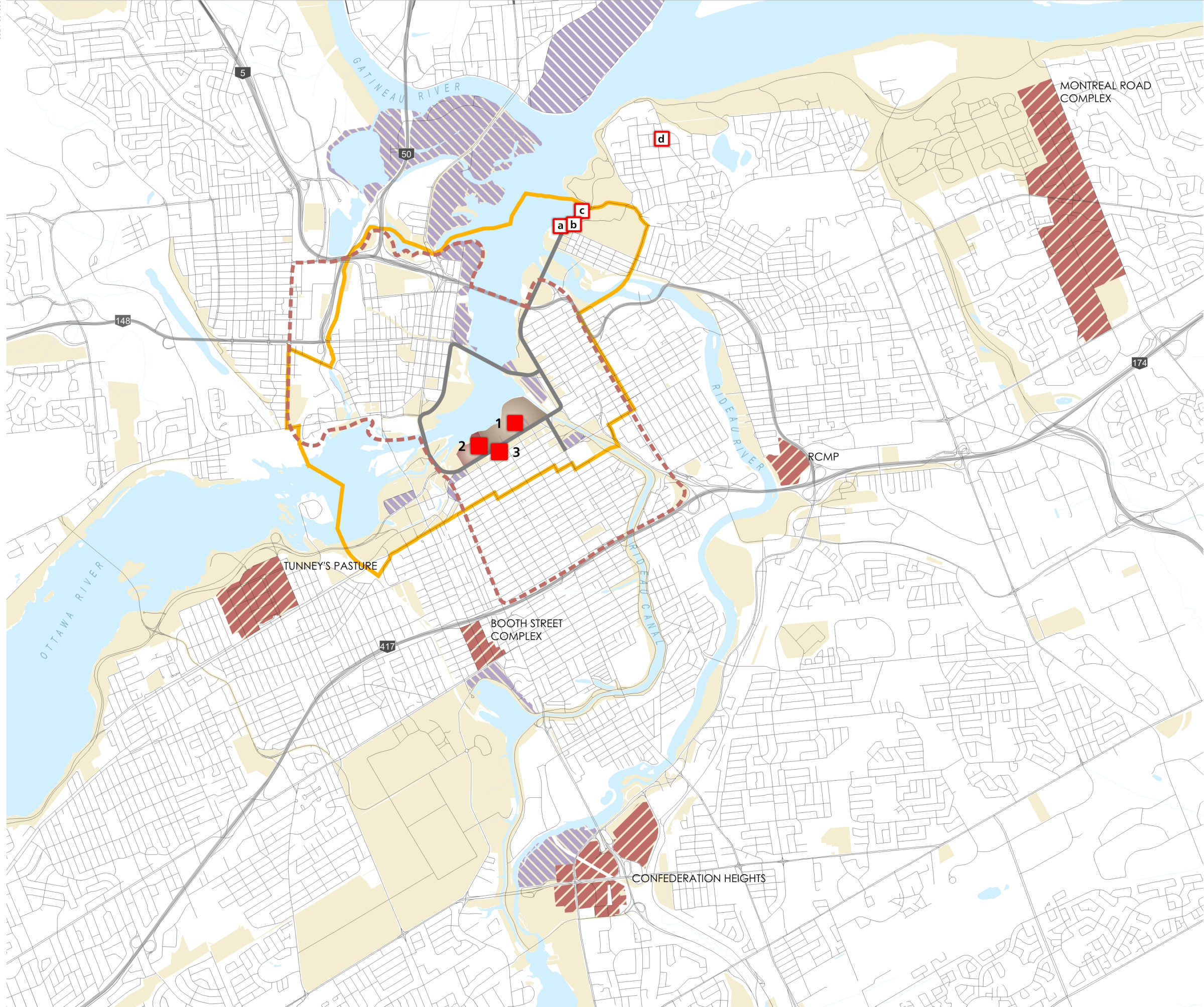
Maps 1 to 3 illustrate the presence in the Capital of places representing these functions: the Canadian State in the Capital (Map 1), International Presence (Map 2), and National Institutions (Map 3).

##### 3.1.1. Parliament Hill and the Surrounding Area

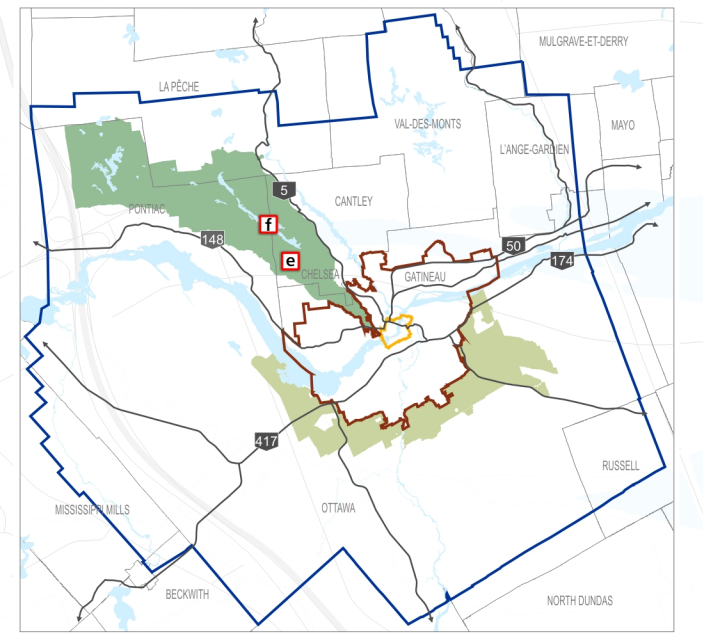
Overlooking the Ottawa River from Portage Bridge to the Rideau Canal along Wellington Street in the Capital Core, Parliament Hill dominated by the Peace Tower is the most evocative and best known symbol of the Capital. The Hill includes:

- the Parliamentary Precinct (figure 28) where the legislative functions are carried out including the Senate and the House of Commons;
- the Judicial Precinct host to the Supreme Court of Canada (figure 29), the highest court in the Canadian judicial system;
- Library and Archives Canada, our national memory that preserves the documentary heritage of Canada and makes it accessible;
- the southern block of Wellington Street from Bank to Confederation Place where are located among others the Bank of Canada (figure 30), the country's central bank responsible for monetary policy, bank notes, financial system and management, and the Langevin Block home of the Office of the Prime Minister and of the Privy Council.





- PARLIAMENT 1 ■
- SUPREME COURT OF CANADA 2 ■
- BANK OF CANADA 3 ■
- OFFICIAL RESIDENCE
- 24 SUSSEX DRIVE a
- 7 RIDEAU GATE b
- RIDEAU HALL c
- STORNOWAY d
- THE FARM AT KINGSMERE e
- HARRINGTON LAKE f
- FEDERAL EMPLOYMENT CORE
- DOWNTOWN
- THE DOWNTOWN IS COMPOSED OF THE DOWNTOWN OF WEST OTTAWA, THE DOWNTOWN OF EAST OTTAWA AND THE CORE OF GATINEAU. THEREFORE, IT IS NOT CONSIDERED TO BE A POLE.
- GATHERING PLACE
- PARLIAMENTARY HILL
- JUDICIAL PRECINCT AREA
- NCC LANDS AND FEDERAL LANDS
- CONFEDERATION BOULEVARD
- NATIONAL CAPITAL REGION
- URBAN LANDS
- CAPITAL CORE
- GREENBELT
- GATINEAU PARK



### 1. CANADIAN STATE IN THE CAPITAL









Source: PWGSC, 2010

**Figure 28 Parliamentary Precinct -**  
From left to right, the West Block, the Centre Block and the East Block



Source: Supreme Court of Canada, 2010

**Figure 29 Supreme Court of Canada**



Source: Bank of Canada, 2010

**Figure 30 Bank of Canada**

In 2001, the federal government adopted a long-term vision and plan for the rehabilitation of the buildings on Parliament Hill built between 1859 and 1927. Renovations have been carried out on the East Block and the Justice, La Promenade and Wellington buildings. Rehabilitation work was also carried out at the Library of Parliament and the Peace Tower.

Following the September 11, 2001 events, security has become a constant preoccupation which has led to the implementation of changes to public access to buildings and sites on Parliament Hill.

In 2007, Public Works and Government Services Canada (PWGSC) updated the long-term vision and plan for the rehabilitation of the Parliamentary Precinct buildings over the next 25 years. The first five-year Plan (2007-2012) includes:

- a major restoration program: stabilization and renovation of the West Block and renovation of other buildings for the temporary relocation of occupants during the renovation works;
- a renovation program: East and Centre Blocks and Confederation Building where work is required to extend the life expectancy of the buildings;
- a planning program: preparation for the restoration of the East Block.

For the 2010-2015 period, Public Works and Government Services Canada has an approved notional budget of \$700M. The order of magnitude of the planned expenditures beyond 2015 to complete the rehabilitation of the West, Centre and East Blocks are estimated at 1.8B.<sup>30</sup>

The NCC is responsible for approving projects in the Parliamentary and Judicial Precincts. In these matters, the Board consults the Advisory Committee on Planning, Design and Realty (ACPDR). Thus, on February 18, 2011, NCC approved the proposed works for the West Block (figure 31).



Source PWGSC, 2010

**Figure 31 West Block renovation project,  
Current state (A) and After renovations (B)**

The 1999 Plan for Canada's Capital set out a goal for the Parliamentary Precinct: *"A Parliamentary Precinct Area that is planned, protected and interpreted as the symbolic and political heart of the nation, as a national landmark and centre stage for national celebrations, and as the focus of the Nation's Capital."*<sup>31</sup>

The Plan included policies to ensure:

- that the Parliamentary Precinct remain a safe and accessible place;
- that the views of the Parliamentary Precinct from Confederation Boulevard and the main access roads to the Capital Core are protected;
- that improvements to buildings and sites are in conformity and compatible with the existing architecture and the cultural landscape;
- that the Parliamentary Precinct become the key location for major celebrations, commemorations and national events.

30 According to PWGSC information posted at <http://www.tpsgc-pwgsc.gc.ca/comm/vedette-features/cp-ph-01-eng.html> updated January 14, 2011.

31 NCC (1999). *Plan for Canada's Capital*. P. 54

### 3.1.2. Official Residences

The official residences, owned by the federal government, are the homes of the country's leaders. They also welcome foreign dignitaries and are host to protocol events, meetings and commemorative ceremonies (table 5).

With the exception of the Farm at Kingsmere and the residence at Harrington Lake (lac Mousseau) located in Gatineau Park, the official residences are located in the Rockcliffe neighbourhood east of the Rideau River, in Ottawa. Rideau Hall, the residence and workplace of the Governor General of Canada, is the only official residence open to the public; each year thousands of visitors come to appreciate the grounds and part of the buildings.

All of these official residences are designated heritage buildings under the Register of the Government of Canada Heritage Buildings and Rideau Hall is a national historic site.

The NCC's management responsibilities for Canada's official residences include the long-term planning and capital improvements at these residences, the improvements of property holdings, the ongoing maintenance of buildings and grounds, as well as the furnishing and enhancement of the interiors.<sup>32</sup> Two advisory committees assist the National Capital Commission in matters relating to the management of the official residences: the Advisory Committee on the Official Residences of Canada and the Advisory Committee on Planning, Design and Realty (ACPDR). A multi-annual assets improvement plan for the official residences defines priorities according to various criteria. Rideau Hall and 24 Sussex Drive, the Prime Minister's residence, are to be addressed in priority.

The 1999 Plan for Canada's Capital sought to balance heritage considerations with the requirements of creating a healthy, safe and functional environment for the official residences. The Plan also stressed the need to maintain a balance between security objectives and public access in view of the symbolic value of these residences. The Plan recommended a life-cycle management approach be implemented for their continued use by future generations. Rehabilitation of the Rideau Hall Tent Room was completed in 2010.

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32 NCC's main objective is to ensure that « *The official residences are furnished, maintained and rehabilitated to safeguard their national heritage, to provide safe and appropriate accommodations for Canada's official leaders, and inspiring properties and grounds for the conduct of state events and ceremonies.* (NCC (2006). Summary of the Corporate Plan 2006-2007 to 2010-2011, p. 18)

STEP 1  
FOUNDATION PAPER

Table 5 The Official Residences in Canada’s Capital Region

Date	Official Residence	History	Photo
1868	Rideau Hall	Acquired by the government and built as a family house in 1838, Rideau Hall is the official residence and workplace of the Governor General of Canada. Over the years, the house has evolved in size and complexity. Today it is the biggest official residence and the only one to be open to the public. The main building contains about 175 rooms and the 32 hectare grounds house 20 historic buildings.	
1943	24 Sussex Drive	Acquired by the government, built in 1838 and transformed as the Prime Minister’s official residence in 1950.	
1950	The Farm (Kingsmere)	Mackenzie King bequeathed the Farm to the people of Canada, built around 1850 in Gatineau Park. In 1955, the government made it the official residence of the Speaker of the House of Commons.	
1951	Harrington Lake (lac Mousseau)	Acquired by the government, a set of three buildings located along Harrington Lake in the Gatineau Park. Today the complex is composed of four buildings and is an all-season retreat country residence for the Prime Minister of Canada.	
1966	7 Rideau Gate	Acquired by the government and built in 1862 by a prosperous Ottawa businessman. Located near Rideau Hall, the residence became the official residence of foreign visiting dignitaries.	
1970	Stornoway	Acquired by the government and built in 1913 as a country house by a prominent figure in Ottawa. Since 1950, it is the official residence of the leader of the Opposition.	

Source: NCC. Official residences.

### 3.1.3. Federal Administration

The federal administration, which is at the core of the Canadian democratic and parliamentary system, encompasses departments, federal agencies and Crown corporations. Federal public administration facilities are located on both sides of the Ottawa River in the Capital Core, in employment nodes and across the region. Since the 1969 official recognition of Canada's Capital Region, the distribution of federal employees on both sides of the Ottawa River is subject to a rule by which this distribution should be representative of the demographic weight of the Ontario and Quebec parts of the Region.

In 2010, nearly 134,000<sup>33</sup> people were employed by the federal government in the Capital Region, one worker out of every five which shows how important the federal administration is to the region's economy.

According to the latest data available on the spatial distribution of federal employees in the National Capital Region, in 2008:<sup>34</sup>

- the majority of employees were located in the Capital Core (44% in downtown Ottawa and 15% in downtown Gatineau);
- five employment areas (Tunney's Pasture, Confederation Heights, the Booth Street Complex, the River Road Complex and the Central Experimental Farm), all located in Ottawa, accounted for 19% of federal employees;
- the remaining 22% of employees were located in federal facilities located elsewhere in the region, in Ontario and Quebec.

Since 1989, the number of federal employees in the five employment areas has remained practically unchanged. Thus, new federal jobs that were added between 1989 and 2008 were mostly located in the Capital Core (59%) but a number were located in federal facilities scattered across the Capital Region (41%).

Since 2008, new federal buildings have been announced and some are already completed. On the Quebec shore, in addition to the relocation of the Passport Production Centre in the Gréber Business Park and the transfer of Census 2011 Statistics Canada employees to the Technoparc, four new buildings are under construction in the Capital Core and an estimated 14,000 employees are expected to be located there.

On the Ontario shore, Public Works and Government Services Canada has acquired the Nortel Campus in Kanata, located in the western part of Ottawa, in order to relocate part of the National Defence employees currently scattered in some forty buildings. A new building is under construction at 530 Tremblay Road. Construction of a new campus in the Ogilvie Road sector is planned to house the 1,700 employees of the Canadian Security Intelligence Service presently located in several buildings. The RCMP Headquarters are to move to 3,000 Merrivale Road in the former JDS Campus.

33 Statistics Canada (2011). *Federal Government Employment, Wages and Salaries, September 2010*, 133 994 employees

34 Environics for PWGSC and NCC (2008). *Canada's Capital Region - The 2008 Employment Survey, Final Report*

The 1999 Plan for Canada's Capital proposed to locate federal agencies and departments in the Core Area as a first priority and as a second priority, in five federal nodes, i.e. Tunney's Pasture, Confederation Heights, the Booth Street Complex, the RCMP node and the Montreal Road Complex, or in areas located near public transportation. The Capital Core and Tunney's Pasture are the only areas where federal employment has increased while employment rose in the River Road Complex which was not identified as a federal node.

The Plan favoured redeveloping or adapting previously developed federal lands before developing new nodes at the periphery. The Plan also favoured mixed-use of federal buildings to meet the needs of federal employees and better participate in neighbourhood life.

Since 1988, the significant increase in federal employment has exacerbated the problems identified in the Plan, in particular the renovation and upgrading needs of federal assets. On the Quebec shore, there has been a greater concentration of federal employees in the Capital Core though some federal facilities were located in the periphery. On the Ontario shore, projects that have been announced or that are currently planned are located in the periphery and outside of the five federal nodes identified in the 1999 Plan.

Under the current budgetary context, the issues raised in the 1999 Plan in relation to the then expected decrease in federal employment in Canada's Capital Region become relevant again: there are concerns about the impact of this decrease not only on the economy but also on federal assets.

#### **3.1.4. Diplomatic Representations and International Organizations**

Diplomatic representations and international organizations have historically been located in the Capital Core, near sites of power. Over 125 countries have a diplomatic representation in the National Capital and are concentrated in the Capital Core, the majority in downtown Ottawa, Lower Town and Sandy Hill. Most of the embassies and high-commissions occupy distinct buildings while others are located in office buildings; buildings located at 81 and 150 Metcalfe Street, 50 O'Connor Street, 130 Albert Street, and 151 Slater Street are all host to several embassies. Their presence is hardly felt in the immediate urban area.

Besides the diplomatic missions, a European Union Delegation is also present in Ottawa.<sup>35</sup> Four important international organizations are also located in the National Capital Region: the British Council, the European Commission, the Inter-American Institute for Cooperation on Agriculture and the Office of the United Nations High Commissioner for Refugees.

Since the end of the 1990s new buildings housing diplomatic functions and associations have located along Sussex Drive, between Rideau Street and the residence of the Governor General (Rideau Hall). Due to their functions and activities, these buildings are turned inward and require security systems (e.g. fences, surveillance, and limited visibility from the street). In 1999, the United States Embassy which up until then occupied a building located directly in front of

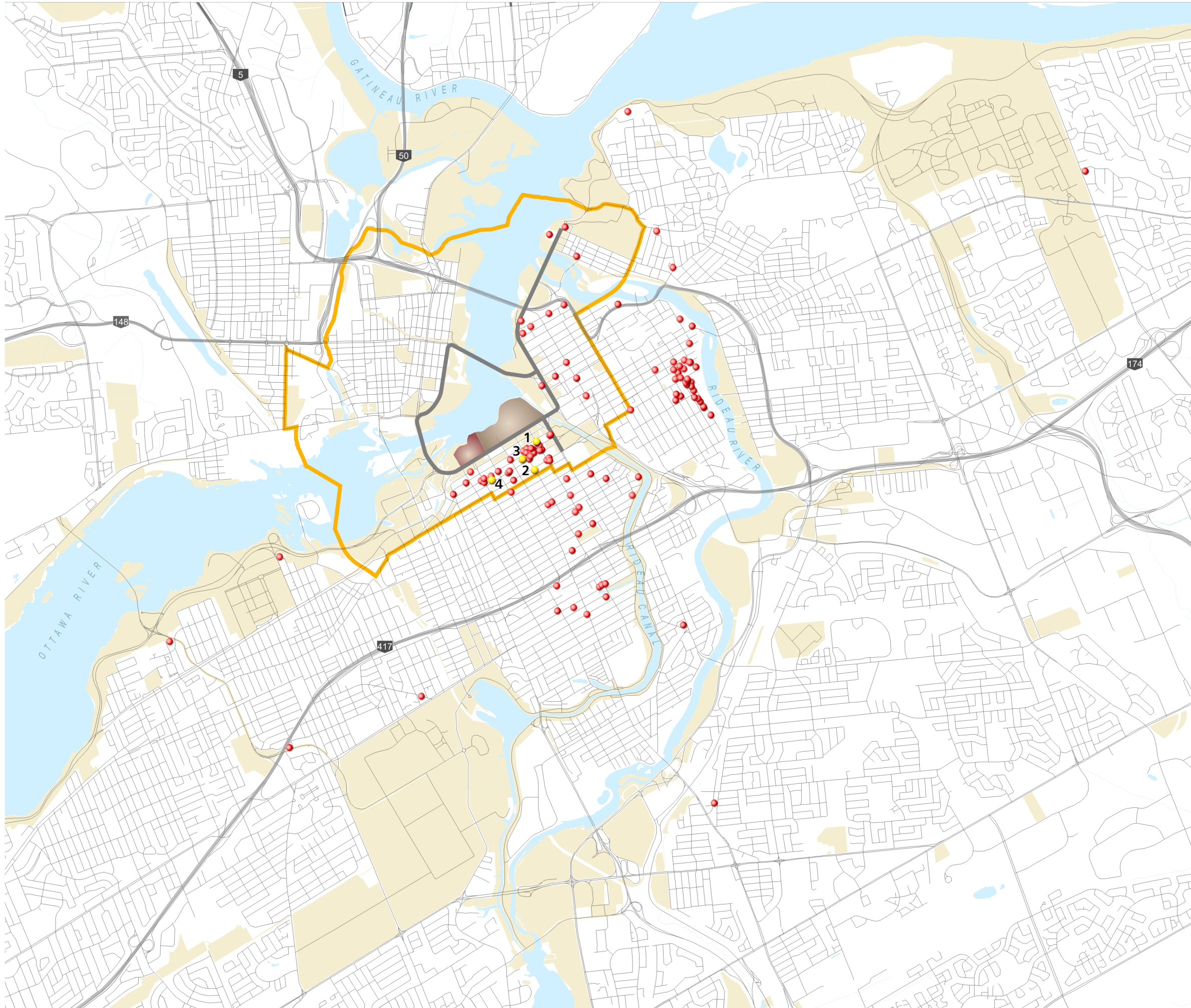
<sup>35</sup> The European Union also has offices in Montreal.

the Parliament of Canada moved to a new building located along Sussex Drive. The September 11 events led to increased security measures for this building located in the very heart of the city (figure 32).

While at the beginning of the last century the Capital was considered the privileged location for international organizations, today other large Canadian cities are clearly in competition with the Capital. For instance, of the 23 international organizations accredited or recognized by Foreign Affairs and International Trade Canada only five are located in Canada's Capital Region while the others are located in Montreal, Toronto, Vancouver, Quebec City, Hamilton, Dartmouth and Sidney. In some cases though, the establishment of international organizations outside the Capital can be explained by the links between their activities and a specific environment; for example, the North Pacific Marine Science Organization is located at Sidney in British Columbia.

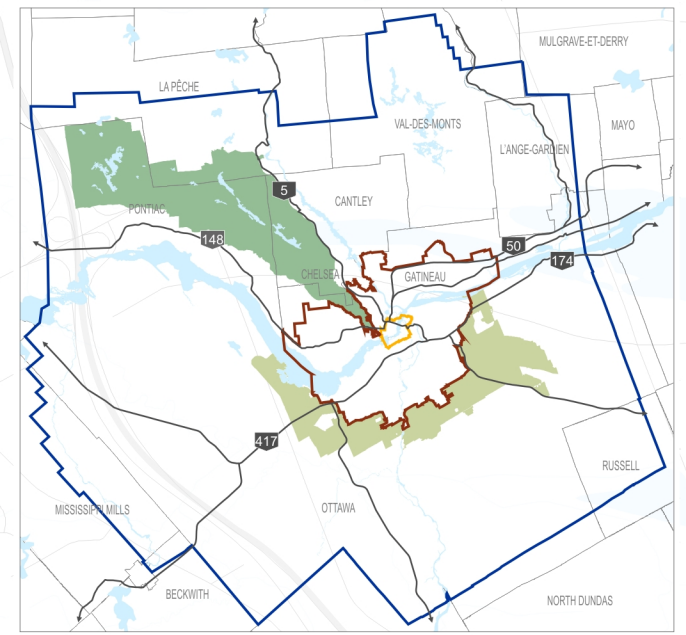






- EMBASSY AND HIGH COMMISSION ●
- INTERNATIONAL ORGANISATION ●
- BRITISH COUNCIL 1
- EUROPEAN COMMISSION 2
- INTER-AMERICAN INSTITUTE FOR COOPERATION ON AGRICULTURE 3
- UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES 4

- PARLIAMENTARY HILL
- JUDICIAL PRECINCT AREA
- NCC LANDS AND FEDERAL LANDS
- CONFEDERATION BOULEVARD
- NATIONAL CAPITAL REGION
- URBAN LANDS
- CAPITAL CORE
- GREENBELT
- GATINEAU PARK



2. INTERNATIONAL PRESENCE







Source: NCC, 2010

**Figure 32 United States Embassy**

During the past decade, four international summits (one of G7, two of G8 and the Summit of the Americas on Free Trade) were held in Canada but not in the Capital. Since 1969, meetings of the Provincial and Territorial Premiers and federal/provincial/territorial meetings are held by rotation in the provincial and territorial capitals. The federal Capital only occasionally plays host to these meetings. Canada's Capital is thus competing with other Canadian capitals and cities.

The 1999 Plan for Canada's Capital proposed to enhance the symbolic role and visibility of the international community in the capital. The Plan called for diplomatic missions and international organizations to increase their visibility and contribute to the creation of interpretative programs consistent with their operational requirements and their surroundings.

As noted for Parliament Hill, the increased security needs subsequent to September 11 have hampered the realization of these proposals.

**3.1.5.  
Provincial Administrations  
and National Organizations**

Canada's Capital is host to provincial administrations that provide services to the regional population. Though Toronto and Quebec City are respectively Ontario and Quebec's capitals, several provincial departments have offices in Canada's Capital Region.

In Quebec, several provincial Outaouais directorates<sup>36</sup> as well as the Gatineau Court House are located next to Place du Portage at the Jos-Montferrand Building in downtown Gatineau. Other departments (for example: Emploi et Solidarité Sociale, Immigration et Communautés culturelles, Ressources naturelles, etc.) have their offices elsewhere in Gatineau.

In Ontario, three buildings house most of the provincial department offices. The building at 161 Elgin Street, located in the Core Area, is the site of the Ottawa Court House and includes several provincial law services. The building at 347 Preston Street located outside of the Core Area houses several provincial ministries (Employment, Citizenship and Immigration, Tourism and Culture, Health and Long-Term Care, etc.), whereas the offices of the Ministry of Revenue are located at 1,400 Blair Place.

The Capital is also host to national organizations that want to be near the places of power. The Council of the Federation, created by the Premiers of the provinces and territories in 2003 and dedicated to intergovernmental collaboration and to the revitalization of the Canadian federation, has its offices in the National Capital.

Several national unions are located in the National Capital Region. The Canadian Labour Congress (CLC) is one of them; with over three million affiliated members, the CLC is the largest union federation in Canada and most Canadian unions are affiliate of the CLC. Other national unions also have their headquarters in Ottawa, several of them in relation to the federal administration: the Canadian Union of Public Employees, the National Union of Public and General Employees, the Public Service Alliance of Canada, the Canadian Federation of Nurses Union, the Communications, Energy and Paperworkers Union of Canada, and the Canadian Postmasters and Assistants Association.

Several national professional associations and institutes have their headquarters in the Capital Region including: the Canadian Association of University Teachers, the Canadian Teachers' Federation, the Royal Canadian Geographical Society, the Canadian Institute of Planners, Engineers Canada, etc. Finally, numerous lobbying organizations have located their headquarters in the Capital to be near places of power and decision-making such as: the Government Relations Institute of Canada which is the Canadian lobbyists association, the Canadian Petroleum Products Institute, the Federation of Canadian Municipalities, and the Canadian Federation of Independent Business.

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36 In Quebec, provincial departments are divided into territorial directorates that are located in each large administrative region.

**3.1.6.  
National Institutions**

**Cultural Institutions**

During the 1950s and 1960s, the government wished to increase the leadership of national cultural institutions and extend the role of national museums. The *National Museums Act* is adopted in 1968 followed by the National Museum Policy (1972), and the *Museums Act* (1990). It is in this context that five national museums were created, all located in the Capital Region:

- The Canadian Museum of Civilization (figure 33)
- The National Gallery of Canada (figure 34)
- The Canadian War Museum (figure 35)
- The Canadian Museum of Nature (figure 36)
- The Canada Science and Technology Museum

In addition to these large national museums, the region is host to Library and Archives Canada, the Canadian Museum of Contemporary Photography (located at the National Gallery), the Canada Agriculture Museum, the Canada Aviation and Space Museum, the Canadian Postal Museum and the Children's Museum (both located at the Canadian Museum of Civilization), and the Currency Museum of the Bank of Canada.

Two national museums are located outside of the Capital Region: the Canadian Museum for Human Rights which is scheduled to open in 2012 in Winnipeg and the Canadian Museum of Immigration at Pier 21 inaugurated in February 2011 in Halifax.



Source: NCC, 2010

**Figure 33 Canadian Museum of Civilization**



Source: NCC, 2010

**Figure 34 National Gallery of Canada**



Source: National Defence, 2010

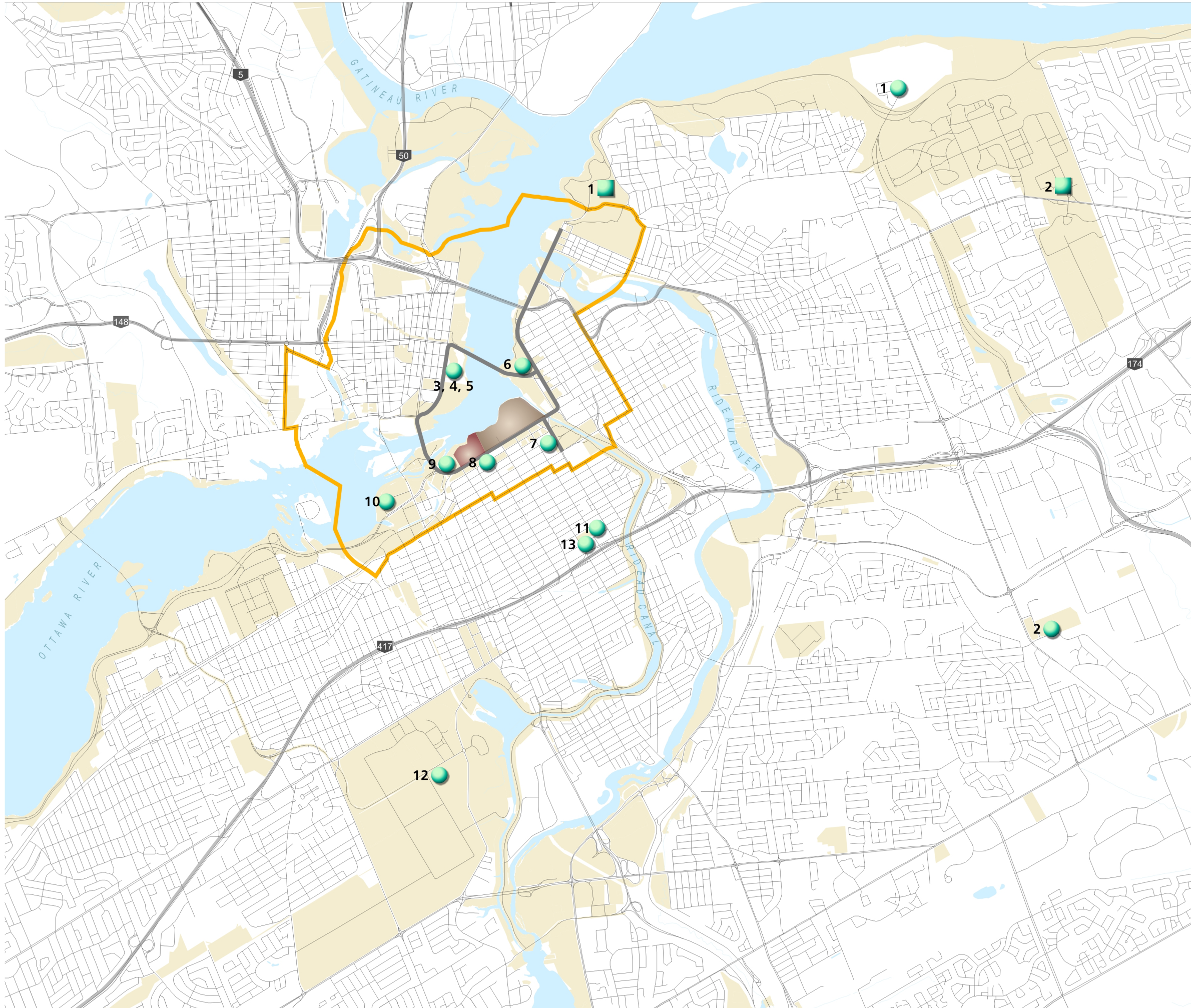
**Figure 35 Canadian War Museum**



Source: Canadian Museum of Nature, 2010

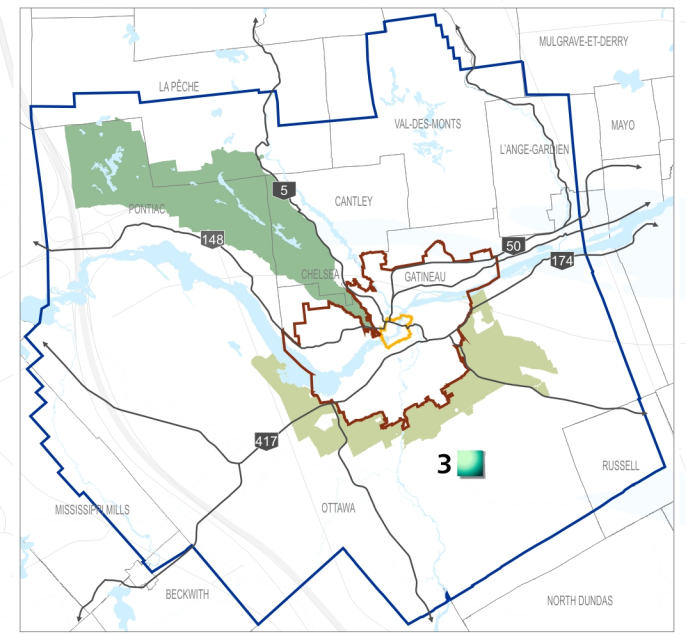
**Figure 36 Canadian Museum of Nature**





- LARGE CULTURAL INSTITUTIONS**
- 1 CANADIAN AVIATION AND SPACE MUSEUM
  - 2 CANADIAN SCIENCE & TECHNOLOGY MUSEUM
  - 3 CANADIAN MUSEUM OF CIVILIZATION
  - 4 CANADIAN POSTAL MUSEUM
  - 5 CANADIAN CHILDREN'S MUSEUM
  - 6 NATIONAL GALLERY OF CANADA
  - 7 CURRENCY MUSEUM BANK OF CANADA
  - 8 NATIONAL ARTS CENTRE
  - 9 LIBRARY & ARCHIVES CANADA
  - 10 CANADIAN WAR MUSEUM
  - 11 CANADIAN MUSEUM OF NATURE
  - 12 CANADIAN AGRICULTURE MUSEUM
  - 13 CANADIAN MUSEUM OF CONTEMPORARY PHOTOGRAPHY
- NATIONAL RESEARCH COUNCIL CANADA**
- 1 SUSSEX DRIVE FACILITIES
  - 2 MONTRÉAL ROAD FACILITIES
  - 3 UPLANDS FACILITIES

- PARLIAMENTARY HILL
- JUDICIAL PRECINCT AREA
- NCC LANDS AND FEDERAL LANDS
- CONFEDERATION BOULEVARD
- NATIONAL CAPITAL REGION
- URBAN LANDS
- CAPITAL CORE
- GREENBELT
- GATINEAU PARK



**3. NATIONAL INSTITUTIONS**







The relocation of the Canada Science and Technology Museum and of the Portrait Gallery of Canada is a major issue for the Capital. In the first case, numerous studies over the last ten years and several site evaluations have been carried out to replace the 1967 facility that was to be temporary. The present site is located in an industrial park far away from the Capital Core and its size allows for only ten percent of the collection to be viewed. As for the Portrait Gallery, since the 2007 relocation project whereby Canadian cities were invited to submit proposals to host the museum was discontinued, the collection is currently under storage while waiting for a decision as to a future location.

The National Arts Centre (NAC) acts as a window on performing arts in Canada. Created by the Parliament of Canada as part of the Centennial commemorations in the 1960s, the NAC features classical music with the NAC Orchestra and Opera Lyra productions, theatre and dance; the NAC also presents Aboriginal music and theatre.

### Research Institutions

The Capital is endowed with a dynamic research and development sector that benefits from the collaboration between the public and private sectors, and the universities. The National Research Council Canada (NRC) is Canada's leading research centre in science and technology. The NRC comprises some 20 institutes and national programs within five major areas: Life Sciences, Physical Sciences, Engineering, Technology and Industry Support, and Corporate Management.

In the Capital, NRC carries out research in many fields from aerospace to biosciences, from information technologies to molecular sciences. NRC has three facilities in the Capital: on Montreal Road (figure 37), at Uplands near the airport (Centre for Surface Transportation Technology and Institute for Aerospace Research), and on Sussex Drive.



Source: NRC, 2010

**Figure 37** NRC, Montreal Road Campus in Ottawa

Other research and development centres in the National Capital include: the Communications Research Centre Canada located in the Greenbelt, Agriculture and Agri-Food Canada at the Central Experimental Farm, the National Sciences and Engineering Research Council of Canada, the Ottawa Life Sciences Council, and the Canada Institute for Scientific and Technical Information. Carleton University and the University of Ottawa, in Ontario, and the *Université du Québec en Outaouais*,

are also involved in research activities. Two research centres at Saint Paul University are linked to the capital functions: the Ethics Centre including public ethics and the Centre for Research on Conflict to advance the fields of conflict studies and applied peace research and peace building, within Canada and internationally. *Le Centre de recherche en technologies langagières* is a collaborative effort of the National Research Council Canada, the Translation Bureau of PWGSC, and the *Université du Québec en Outaouais*.

The 1999 Plan for Canada's Capital recognized the special needs of federal research facilities. The Plan favoured a harmonious and respectful integration of these facilities both in residential and natural areas and hoped for a greater visibility of the activities carried out in these facilities. The Plan made note that peripheral locations of research facilities were an impediment to providing public transit services.

This section presents the conclusions that emerge from the analysis of trends and facts for the essential functions of the Capital.

### **3.1.7. Analyses and Trends**

#### **Parliament Hill and the Surrounding Area**

All of the Capital planning documents to date have favoured the consolidation of Parliament Hill and the surrounding area as the seat for parliamentary activities. The area is a strong symbol of Canada with the significant presence of national institutions, the unique architectural quality of the ensemble and the magnificent backdrop provided by the Ottawa River landscape. The balance between security and public access continues to be an important concern. Significant resources will continue to be required to carry out the extensive renovation works over a long term and for new developments.

#### **Official Residences**

The official residences enhance the status of the Capital. The extensive renovation and upgrading that some of these residences require continues to be a concern and will call upon significant resources over the coming years.

#### **Federal Administration**

The federal administration has been growing since 1996 though, at the time the 1999 Plan for Canada's Capital was adopted, a decrease of federal jobs was forecasted. The concerns voiced in the Plan regarding the aging real estate portfolio and non-compliance to present standards were highlighted by the need to accommodate the federal administration evolution and to respond to the needs of the population.

Several projects announced recently provide for the construction or the relocation of federal jobs in locations outside federal employment nodes though there is a potential to consolidate existing ones. Current projects on the Quebec side are in

line with the distribution rule for federal jobs and will contribute to consolidate the Capital Core.

The 1999 Plan issues raised regarding the limited mixed-use and car dependency of certain nodes and federal employment areas are a going concern. Finally, increased security concerns impose a significant limitation for federal buildings to better contribute to the urban life and environment.

### **Diplomatic Representations**

The privileged location for diplomatic representations continues to be the Capital Core, mainly along Sussex Drive. The idea of creating an international district, as expressed in the 1999 Plan, raises the question if it is actually possible to get diplomatic representations to agree on such a location in view of their special status. Despite their large number in the Capital, the presence of diplomatic representations has a limited impact on the urban fabric. As a consequence of the September 11 events, diplomatic representations have tended to turn inward, shying away from contact with the street.

Finally, in the past ten years four international summits were held in Canada outside of the Capital: this raises the question of the Capital's standing as the privileged meeting place for national and international exchanges.

### **International Associations and Organizations**

As the centre of federal administration and endowed with several well-known universities and research centres, there is a potential for the Capital to become the privileged location in Canada for international associations and organizations dedicated to research and knowledge. However, the Capital no longer appears to be a privileged location and the competition from large metropolitan centres is a concern.

### **National Cultural Institutions**

The location of national museums outside the Capital raises serious concerns. The relocation of the Canada Science and Technology Museum and the search for a new site for the Portrait Gallery of Canada are examples that raise concerns at the regional level but also in terms of the Capital's standing as the privileged location for museum institutions linked to the national identity.

### **Research Centres**

Government of Canada research facilities in the Capital have a limited contribution to urban life. In campus-like facilities the visitor and resident cannot grasp the importance of these institutions that are often anonymous and turned inward though these institutions reach around the world through their national and international networks. The 1999 policies in this regard remain relevant.

**3.2.**  
**THE CAPITAL:**  
**A PLACE TO LIVE**

The Capital region covers 4,715 square kilometres where over 1.2 million people live, work, study and play. The present section looks into the major characteristics of the region as a place to live: natural setting, population and economy, urban and built form, quality of life, planning and managing land-use in the region.

**3.2.1.**  
**The Natural Setting**

Canada’s Capital Region is part of the Eastern Great Lakes lowland forest ecoregion, consisting of Temperate Broadleaf and Mixed Forests.<sup>37</sup> The climate is humid continental, with hot and humid summers and cold, snowy winters. It is home to a great number of species that are supported by a variety of natural habitats (figure 38).

The region has a very diverse geography. It boasts beautiful vistas – rugged hills to the north, fertile agricultural plains – and countless “blue” assets – lakes, wetlands and rivers including the Gatineau, de la Lièvre, Ottawa and Rideau rivers, and the Rideau Canal, a World Heritage Site designated by UNESCO.

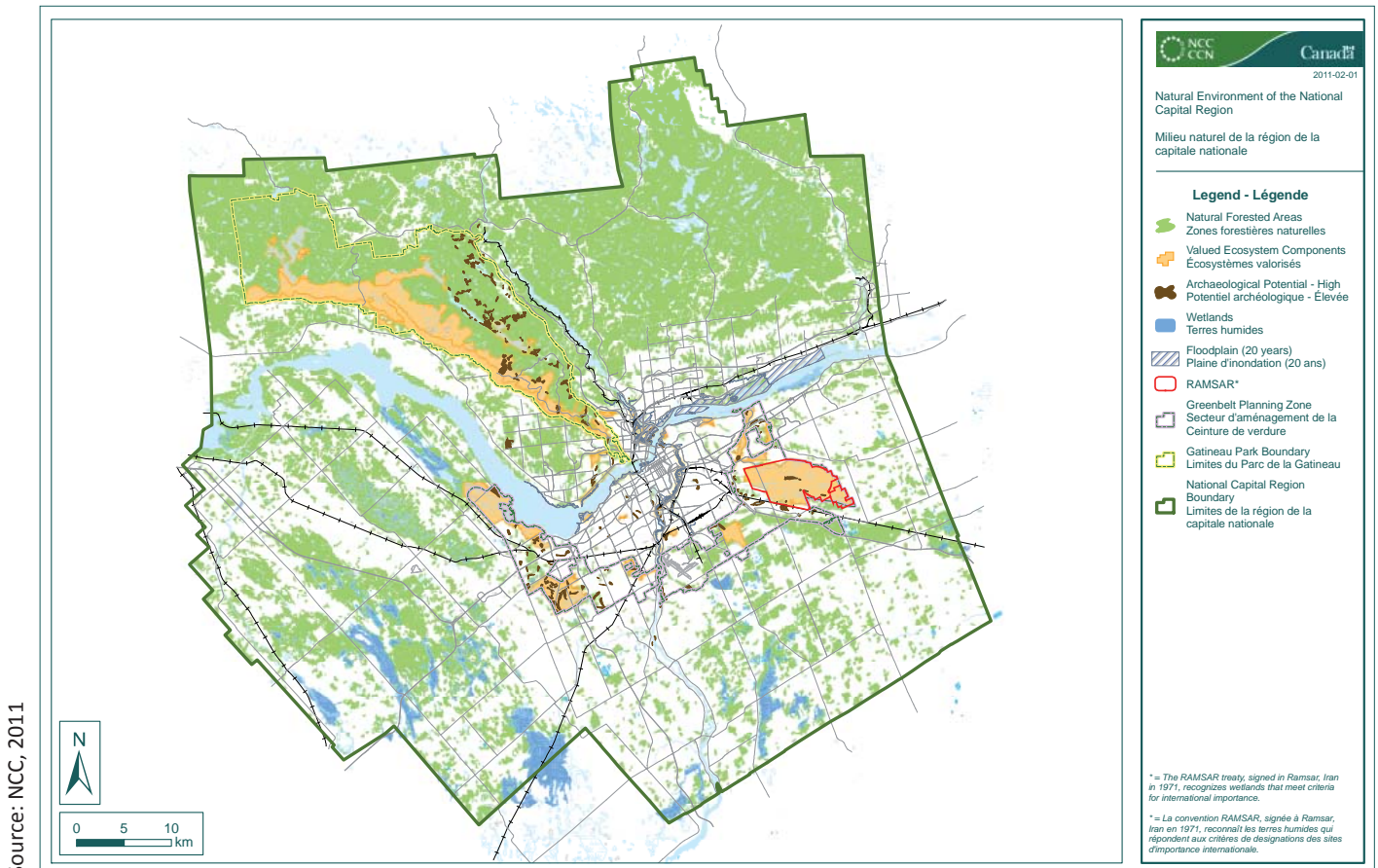


Figure 38 Natural environment of the Capital Region

37 World Wildlife Organization (2010). Information on the region at [www.worldwildlife.org/wildworld/profiles/terrestrial/na/na0407\\_full.html](http://www.worldwildlife.org/wildworld/profiles/terrestrial/na/na0407_full.html)

The Region is also endowed with significant “green” assets – large parks and protected areas such as the Greenbelt, the Gatineau Park and the parks along the Ottawa River. The NCC has identified 28 high-value ecosystems located on federal lands in the Capital Region. Canada’s Capital Region is also blessed with abundant natural forest areas even in some urban areas (table 6).

**Table 6 Major Green and Blue Assets in Canada’s Capital Region**

Green Space Network (Green Assets)	Waterways (Blue Assets)
Greenbelt	Ottawa River
Gatineau Park	Rideau River and Canal
Capital Parks network	Gatineau River
Capital Parkways and Pathways networks	De la Lièvre River
Municipal and conservation authorities green assets complement the federal network, including the Gatineau agricultural zone	Major swamp and wetland areas located in the Greenbelt
	Several smaller rivers, streams and environmentally sensitive areas

For lands owned or managed by the NCC, green and blue assets are protected and managed through a series of means such as the land-use designation in master and sector plans (Gatineau Park Master Plan, Greenbelt Master Plan and Canada’s Capital Core Area Sector Plan). NCC also works with other agencies to develop species at risk recovery plans, conduct research and manage invasive species such as the Emerald Ash Borer, and develop common strategies in regards to the management of the Ottawa River.

The cities of Ottawa and Gatineau ensure the protection of the natural environment, sensitive areas, rivers and shores, and species at risk or vulnerable by exercising their planning powers.<sup>38</sup> Gatineau includes a permanent agricultural zone as determined under the *Loi sur la protection du territoire et des activités agricoles du Québec* (LPTAAQ), an act that protects agricultural areas and activities: 38% of the total land mass in Gatineau is protected for agriculture which represents 6.7% of the Capital Region area.

In 2009, NCC adopted an Environmental Strategy to protect the environment through all of the corporation’s functions. This Strategy identifies five key areas of action: enhancing biodiversity, reducing waste, combating climate change, preventing pollution and leading in environmental practices.

The 1999 Plan assigned to the network of natural heritage areas the role of protecting valued ecosystems. As for rural lands under NCC jurisdiction, the Plan’s goal was for these to provide opportunities to learn about Canada’s rural and renewable resource heritage.

38 These documents include: Ottawa (2009). *Official Plan of the City of Ottawa*; Gatineau (2000). *Schéma d’aménagement et de développement de la Ville de Gatineau*; Gatineau (2005). *Plan d’urbanisme de la Ville de Gatineau*.



Source: NCC, 2011

**Figure 39 Greenbelt and Gatineau Park**

### The Greenbelt

The Greenbelt (figures 40, 41, 42 and 43) is almost entirely publicly owned. The Greenbelt covers an area of 20,350 hectares<sup>39</sup> representing 4.3% of the Capital Region area and is host to over 3.5 million visits per year. The Greenbelt forms an arc of circle in the southern central part of the region on the Ontario side of the Ottawa River, extending from Shirleys Bay in the west to the Green River in the east. It includes natural areas such the Mer Bleue area (a wetland conservation area recognized by the Ramsar Convention), working farms and forests. Various institutions are also located in the Greenbelt such as the Macdonald-Cartier Airport, Agriculture Canada research facilities, two Natural Resources Canada research complexes, and several National Defence facilities.<sup>40</sup> A little over 6% of the Greenbelt area is designated as a corridor for infrastructure.<sup>41</sup>

39 NCC (2009). *History and Culture - Greenbelt*.

40 NCC (1996). *Greenbelt Master Plan*.

41 NCC (2009). *Review of the Greenbelt Master Plan*.

The 1999 Plan for Canada's Capital proposed that the Greenbelt be a testimony to the Capital's cultural heritage and natural environment. The Plan recommended to "designate the conservation areas of the Greenbelt as protected areas managed first for ecosystem protection and then for recreation".<sup>42</sup> As for the remaining lands in the Greenbelt, the Plan recommended that best management practices be implemented to support the maintenance of habitats. The Greenbelt Master Plan is currently under review.



Source: NCC, 2008

**Figure 40 Greenbelt**



Source: NCC, 2008

**Figure 41 Greenbelt, Agriculture Canada**



Source: NCC, 2008

**Figure 42 Greenbelt, Mer Bleue**



Source: NCC, 2010

**Figure 43 Greenbelt pathway**

### **The Gatineau Park**

The Gatineau Park (figures 44, 45 and 46) is a large 36,131 hectares natural area which represents 7.7% of the Capital Region area. The Park consists of three primary zones: the Gatineau Hills; the Eardley Escarpment; and the Eardley Plateau. The Park includes 50 lakes and several hundred ponds.<sup>43</sup> Located at the junction of the Canadian Shield and the St. Lawrence Lowlands, it includes a range of ecosystems that support more than 50 mammal species and nearly 230 species of birds. The Park attracts more than 1.7 million visitors each year, who make use of the public beaches, 200 km of hiking trails (90 km of which are also used by cyclists), 20 km of paved recreational pathways, and a network of approximately 40 km of Parkways providing vehicle access to the Park. In addition, the Park also offers canoeing facilities, interpretation trails, and picnic areas. The Park is used in all seasons, drawing people in during the winter with its 200 km of cross-country ski trails, 25 km of snowshoe trails, 10 km of winter hiking trails, a downhill ski centre and a biathlon training centre.<sup>44</sup>

<sup>42</sup> NCC (1999). *Plan for Canada's Capital*. P. 33

<sup>43</sup> NCC (2005). *Gatineau Park Master Plan*.

<sup>44</sup> *Ibid.*

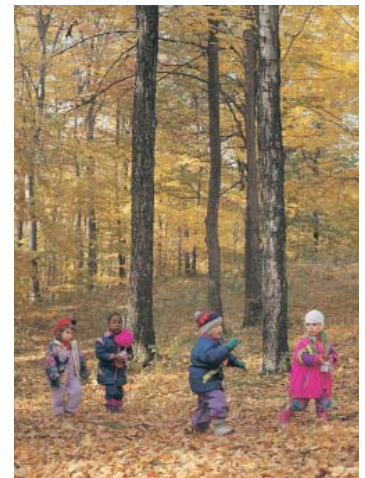
The Mackenzie-King Estate bequeathed by the former Prime Minister of Canada is an important attraction in the Park. The Estate has four restored buildings including the Kingsmere Farm, the official residence of the Speaker of the House of Commons.

The 1999 Plan for Canada's Capital designated Gatineau Park as a protected area managed first for ecosystem protection and then for recreation, a designation that was reflected in the Gatineau Park Master Plan review of 2005.



Source: NCC, 2007

**Figure 44** Gatineau Park,  
View from the Pink Lake lookout



Source: NCC, 2010

**Figure 45** Gatineau Park  
in the autumn



Source: NCC, 2008

**Figure 46** Cross-country skiing  
in Gatineau Park



Source: NCC, 2008

**Figure 47** Winter camping  
in Gatineau Park

### **Ottawa River**

The Ottawa River (figures 48, 49 and 50) stretches over 800 kilometres and is one of the longest rivers in the world. In the Capital Region, the river is the dividing line between Ontario and Quebec along 50 kilometres. Well-known green spaces are found along its shores including the Greenbelt, the Gatineau Park, Jacques-Cartier Park and Lake Leamy Park. Riverside habitats support hundreds of species of wildlife (some of which are at-risk). The Ottawa River provides numerous recreational opportunities such as canoeing and kayaking, fishing, motor boating, sailing, and nautical tourism.



Water quality of the Ottawa River has greatly improved over the last few decades, in part thanks to the implementation of specific measures such as restrictions on wastewater disposal.<sup>45</sup>

In 2003, the NCC and its partners developed the Ottawa River Integrated Development Plan<sup>46</sup> followed in 2009 by a Planning and Management Guide.<sup>47</sup> In August 2010, the NCC convened First Nations, elected officials and civil servants from the Ontario and Quebec municipalities to attend the Ottawa River Summit to examine opportunities for collaboration in research and environmental monitoring. The 1999 Plan recognized the important contribution of waterways to the Capital Region and favoured public access while protecting the environment. Collaboration of all regional partners was a key component of the Plan.



Figure 48 Ottawa River, Deschenes Lake

Source: NCC, 2008



Figure 49 Ottawa River, View from Kitchissippi

Source: NCC, 2008



Figure 50 Ottawa River, View of the rapids

Source: NCC, 2008

### The Rideau Canal

The Rideau Canal covers over 200 km of the Rideau and Cataraqui rivers, stretching from Ottawa south to Kingston harbour on Lake Ontario. The Canal was opened in 1832, and was built primarily for strategic military purposes to defend against an eventual invasion by the Americans. In recognition of its exceptional heritage value, the Canal is protected under the *Historic Sites and Monuments Act* as a national historic site. In 2007, UNESCO recognized the Rideau Canal as a World Heritage Site.

45 Delcan, Roche Deluc (2003). *Ottawa River Integrated Development Plan*

46 Delcan, Roche Deluc (2003). *Op. cit.*

47 Delcan Tecsalt Aecom (2009). *Ottawa River Integrated Development Plan - Planning and Management Guide.*

Today, in addition to its role as a navigation route (figure 51) during the summer, the Canal transforms in winter into a 7.8 km long skating rink linking Parliament Buildings to Lake Dow and the focal point of Winterlude.<sup>48</sup> A green pathway is implemented along the Rideau Canal.

The 1999 Plan recognized the unique contribution of the Rideau Canal: nautical route of significant heritage value but also one of the best known recreation areas of the Capital, both summer and winter.



Source: NCC, 2008

**Figure 51 Rideau Canal -  
First locks**



Source: NCC, 2010

**Figure 52 Rideau Canal  
skating rink**

### **The Capital Parkway Network**

In the early 20th Century, the Ottawa Improvement Commission began to develop wide scenic roads bordered by vegetation in the city. There are now over 90 km of these parkways in the Capital Region. The parkways link historic sites – museums, institutions and other significant cultural locations such as Parliament Hill. While the parkways were initially built to allow the public to experience the landscape by vehicle, many parkways now close on Sundays to allow for non-motorized recreation such as cycling (figure 53), walking and running.

In 1984, the NCC adopted the *Policy for Parkway and Driveways* that defined the Parkway Network as part of an open space system to provide access to major scenic areas, cultural institutions and recreational areas of major public interest. This Policy emphasized the scenic value and pleasurable user experience of the parkways, prohibiting their use as regional or municipal roads.

However as recognized in the 1999 Plan, the parkways are increasingly used by motorists during the week as commuter roads to get to work particularly during the peak period, and some have expressed the need for a greater use of these parkways for commuting. The 1984 Policy is currently under review as part of the process of developing the Urban Lands Master Plan.

The 1999 Plan aimed for the Parkway Network to continue to contribute to the Capital's green image and to the quality of the visitor experience. The Plan recommended whenever possible to integrate pathways to the Parkway Network.

<sup>48</sup> NCC (2011). *Rideau Canal Skating Rink*. NCC Web site.



Source: NCC, 2010

**Figure 53 Cyclists on the Parkway Network**

### **The Capital Pathway Network**

The first pathways were developed in the 1970s by the NCC to improve the recreation offering of the region. Today, the Capital Region has an extensive network (220 km) of recreational pathways that provide routes for pedestrians, runners, cyclists (figure 54), and in-line skaters. The Pathway Network provides a link to all areas of the region, as well as to the Trans Canada Trail and is one of the largest of its kind in Canada; 60% of the region's residents had used the network in 2008.<sup>49</sup> Although use of the Pathway Network is primarily for recreation, it is also used for commuting by some residents. The pathways are maintained by the NCC and municipal partners. A strategic plan to guide the system's development in the years to come was adopted in 2006.

The 1999 Plan recognized the significant environmental, recreational and touristic value of the Pathway Network. The Plan recommended that the Pathway Network form a continuous link between the main sites of interest in the Capital and be connected to municipal pathway networks. The Plan also recommended continued cooperation with partners to preserve and develop corridors for the implementation of future recreational pathways.



Source: NCC

**Figure 54 Cyclists on the Capital Pathway Network**

<sup>49</sup> Environics Research Group (2008). *Capital Pathway Research Project*.

### 3.2.2. Population and the Economy

The cities of Ottawa and Gatineau and the adjacent rural municipalities form Canada's fourth largest metropolitan region. In this region, Canada's two languages are strongly represented: 60% of the population speaks English most often at home and 30% speaks French. A little over 20,000 people are Aboriginal peoples according to the 2006 Census.

In contrast to many large Canadian cities, the National Capital Region has a large number of young people – 45% of the population is under 35 years of age.

Population growth in the Capital region occurs mainly through immigration. Over the past 30 years, an average of 3,600 people per year have migrated to the Capital from other regions in Canada, mostly young adults<sup>50</sup>, 22-years of age on average.<sup>51</sup> The concentration of post secondary educational institutions and the labour market are key factors that explain this trend.<sup>52</sup>

International migration is even greater: 5,600 people per year come to the National Capital Region from other countries; this average has been lower (4,168 people per year on average) over the past five years.<sup>53</sup> Non-permanent residents are one category of immigrants from other countries – diplomats, students and academics, workers on temporary and short term work visas and permits.<sup>54</sup> The largest group that has immigrated to the Capital Region are people from Asia, followed by the Middle East, Europe and Africa.<sup>55</sup>

With a growth of 5.9%, over the previous five-year period, Canada's Capital Region is growing more quickly than many other regions within Canada.<sup>56</sup> Population projections predict that the population of the region will grow to 1.58 million by 2038, 1.81 million by 2068 and could reach 2.0 million by the end of the century.

The region's economy like most Canadian metropolitan areas is largely dominated by the Service Industries: in 2009, over 86% of the workers were employed by the Service Sector including nearly 134,000 employees of the federal government<sup>57</sup> which remains the most important employer in the Capital Region. During the 1970s, the Capital Region emerged as a high-tech centre, partly as result of the significant research carried out by the federal government in the region. Today, four sectors dominate the makeup of the region's economy, namely: Federal Public Administration; Health Care and Social Assistance; Professional, Scientific & Technical Services; and Retail and Tourism. As noted earlier, in the past decade a significant number of federal employees have been located outside of the Capital Core, in peripheral areas particularly on the Ontario shore. As the region has grown, private services have also developed in new suburban locations.

50 *Ibid.*

51 *Ibid.*

52 *Ibid.*

53 Urban Futures (2009). "A Context for Change Management in the National Capital Region - Demographic Projections for the National Capital Region in the 21st Century".

54 *Ibid.*

55 *Ibid.*

56 Sheltair Group (2008). Demographic Change  
[http://www.choosingourfuture.ca/resources/forces\\_papers/demographic\\_change\\_en.html](http://www.choosingourfuture.ca/resources/forces_papers/demographic_change_en.html)

57 Statistics Canada (2011). *Federal Government Employment, Wages and Salaries, September 2010*, 133 994 employees

**3.2.3. Urban Form and Land Use**

**Urban Sprawl**

The urban area of the Capital region has expanded over the past 150 years. An Ecological Footprint Analysis for the Ottawa region was completed in 2005, and it found that 8.59 hectares of land and sea are needed to support each Ottawa resident to sustain their current life needs and wants.<sup>58</sup> The Canadian average is 7.25 hectares per person, 15% less. As the planet has 1.9 hectares of resources per person available, Ottawa's ecological footprint is more than 4.5 times the Earth's natural capacity.

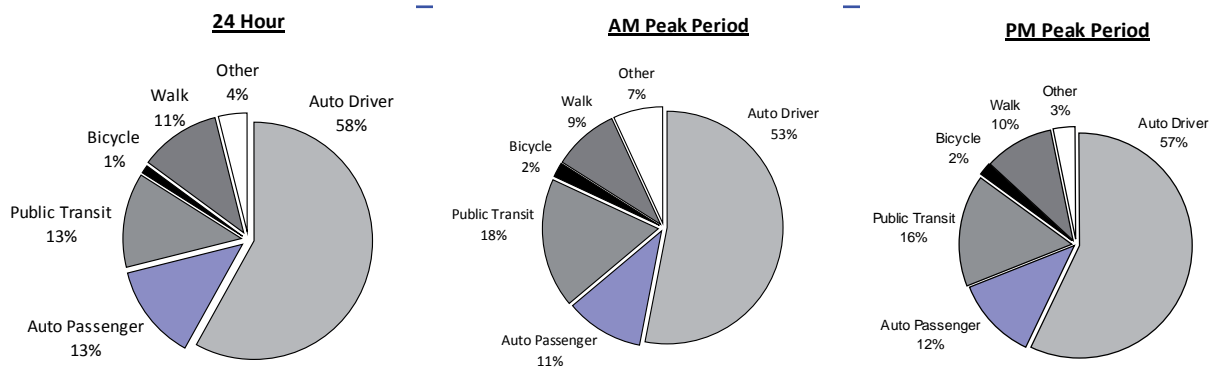
The current urban form of Canada's Capital Region is strongly associated with single-family dwellings and car trips: 61% of all dwellings are single-family detached or row-housing. In addition, about 10% of new residential units in the region locate outside the core urban area, in villages and rural lots in Ottawa, or in the RCM of Des Collines-de-l'Outaouais surrounding the city of Gatineau.

Ottawa's Official Plan aims to limit growth beyond the Greenbelt by increasing density. In Gatineau's *Schéma d'aménagement et de développement*, an urban boundary and the permanent agricultural zone limit urban sprawl.

**Transportation**

Urban sprawl and the development of new employment areas outside of the Capital Core have an impact on how people and goods move in the region.

While transit ridership at 13% of all trips is good compared to many other urban regions, car trips continue to dominate with about 71% of all trips in the region over a 24-hour period.<sup>59</sup>



**Figure 55** Modal Shares by time of day in Canada's Capital Region, 2005

Source: TRANS, 2006

In 2005, the NCC identified strategies and measures to promote sustainable urban transportation in the Capital Region.<sup>60</sup>

<sup>58</sup> Anielski. 2005. "Ecological Footprints of Canadian Municipalities and Regions," prepared for the Canadian Federation of Municipalities.

<sup>59</sup> TRANS (2006). 2005 Origin-Destination Survey.

<sup>60</sup> NCC (2005). A Strategic Transportation Initiative for Canada's Capital Region - Defining the National Capital Commission Strategies for Sustainable Urban Transportation.

Major transit initiatives are underway. The Rapibus in Gatineau consists of a 15 km route built along the Quebec-Gatineau railway right-of-way and dedicated for exclusive use for a high-frequency bus service. The project includes 12 stations and a bicycle path will also be built alongside the route;<sup>61</sup> the Rapibus is currently planned to be in service by the summer of 2013. In Ottawa, the Light Rail Train east-west line expansion will run a 12.5 km line from Tunney's pasture to Blair Station with a tunnel through the downtown.<sup>62</sup> The project is currently planned to be completed by 2018.

New services have also been offered: Communauto in Gatineau and Vrtucar in Ottawa offer car-sharing services with some 1,200 self-service vehicles.<sup>63</sup> The expansion of a 2009 pilot bike-sharing program (figure 56) could lead to a permanent service of up to 500 bicycles at 50 stations.

The cities of Ottawa and Gatineau also aim at a better integration of transportation and land-use planning and favour transit oriented developments.

In the Capital Region, trips from one shore to another on the Ottawa River in particular commuter trips are a key feature.

The 1999 Plan raised the issue of traffic congestion on the interprovincial bridges during peak hours and identified the need for a new bridge to be built. The NCC, the Ontario Ministry of Transportation and the ministère des Transports du Québec are jointly financing environmental assessments for the interprovincial crossings.



Source: NCC, 2011

**Figure 56** Bike-sharing station

### Archaeology

The presence of Aboriginal peoples in the Capital Region goes back to more than 8,000 years. Archaeological digs have identified sites along the Ottawa River shores (at Jacques-Cartier Park and Lake Leamy Park), at Victoria Island, Chaudières Falls, and Kettle Island. Victoria Island is of great significant value to the Algonquin.

61 Société de transport de l'Outaouais (2010). [www.rapibus.sto.ca](http://www.rapibus.sto.ca)

62 City of Ottawa, 2010. [www.ottawalightrail.ca](http://www.ottawalightrail.ca)

63 CNW (2010). *Crossing the bridge with Vrtucar - Communauto traverse le pont.*

On its lands, the NCC documents and protects archaeological resources, carries out environmental assessments and archaeological digs. For instance from 2001 to 2008, the NCC carried out archaeological digs at the LeBreton Flats, prior to the redevelopment of the area for residential and institutional purposes. NCC also pursued archeological digs at Jacques Cartier Park in 2003.

The 1999 Plan aimed to preserve and interpret archaeological resources, in cooperation with NCC's partners, as a way to tell the story of Canada.

### Heritage Buildings, Cultural Landscapes and Urban Design

The Capital Region is host to an important number of heritage buildings of national significance. The NCC owns 13 designated buildings that are "classified"<sup>64</sup> (which includes 24 Sussex Drive), 50 "recognized" buildings, and 5 of the 26 national historic sites located in the Region. Rideau Hall (figure 59), the official residence of the Governor General, is one of these historic sites: the NCC has recently completed the rehabilitation of the Tent Room.



Source: Governor General of Canada

**Figure 57 Rideau Hall – Official Residence of the Governor General**

Cultural landscapes are also an important part of the region's heritage. According to a UNESCO definition:

*"Cultural landscapes represent the combined works of nature and of man. They are illustrative of the evolution of human society and settlement over time, under the influence of physical constraints and/or opportunities presented by the natural environment and of successive social, economic and cultural forces, both external and internal."* (UNESCO, 1992)

In its report on cultural landscapes (December 2004), NCC describes them as «a set of ideas and practices, embedded in a place». The Ottawa River Parkway Corridor was the first cultural landscape in the Capital Region to undergo a formal assessment: other assessments followed, i.e. Lake Leamy Park, Rideau Canal, Rockcliffe Parkway, and the Greenbelt.

64 Highest level of designation for heritage buildings.

The NCC has an influence and controls the protection, redevelopment and design for heritage properties through the *Federal Land Use, Transaction and Design Approval* process. Policies in Canada's Capital Core Area Sector Plan (NCC, 2005) require that the siting and height of all public buildings and those located on federal lands protect and enhance the view of national symbols from Confederation Boulevard and key points on both sides of the Ottawa River.

The 1999 Plan focused on the protection and development of NCC and federal properties. The Plan aimed to protect the views of the Parliament Buildings and other national symbols and to identify and develop principles for the enhancement of cultural landscapes in the Capital. Urban design – architecture, street and public space landscaping, built environment and natural spaces – was called upon to confer a distinctive character to the Capital, to contribute to the *Genius loci*.

### 3.2.4. Quality of life

An international company, Mercer, and a Canadian publication, Money Sense, both recognized Ottawa-Gatineau as one of the best cities for the quality of life in 2010.

In 2010, the Ottawa-Gatineau region ranked 14th out of 50 cities for the quality of life: other Canadian cities also made the list with Vancouver coming in 4th place, while Toronto, Montreal, and Calgary ranked 16th, 21st, and 28th.

Ottawa-Gatineau Region made 3rd place in the Eco-City ranking according to Mercer's 2010 *Quality of Living Survey Highlights*. The Eco-City ranking includes criteria relating to water availability, water potability, waste removal, sewage, air pollution and traffic congestion. Calgary came in first place, while Montreal and Vancouver were ex aequo in 13th place and Toronto ranked 39th.

Finally, the Canadian magazine Money Sense assessed 179 cities in the world in 2010 for its *Best Places to Live* survey and Ottawa-Gatineau ranked first overall.

As the baby boomers age into empty nesters and retirement stages of the life cycle, lower labour force participation and greater use of social services and other public services are expected. As the population ages, the region will be challenged to maintain a productive, experienced labour supply. The natural and cultural assets and the quality of life and the built environment of the Capital are a key part of attracting new companies and new residents.<sup>65</sup>

As the population in the Capital becomes increasingly cosmopolitan, this is an opportunity to enhance the cultural life and animation, and to further the Capital's identity at the crossroads of world cultures.

### 3.2.5. Planning and Land Use Management

The NCC and the federal government own and manage close to 11% of the National Capital Region's land mass. The NCC plays an important role in the development of the region by way of its mandate and the size of its properties, in partnership with municipal administrations and provincial governments.

65 City of Ottawa (2010). *Ottawa's Talent Challenge – White Paper, Ottawa's Economic Strategy Update*.



**Table 7 Examples of Partnerships**

The NCC is working with the City of Ottawa and the City of Gatineau to develop a long-term plan for a sustainable, resilient and liveable region through a partnership initiative known as Choosing our Future.
Three partners (NCC, Ontario Ministry of Transportation and the ministère des Transports du Québec) are funding Interprovincial Crossings Environmental Assessment Studies of a proposed bridge across the Ottawa River.
The Joint Transportation Planning Committee (TRANS) co-ordinates efforts between the region transportation planning agencies including the Ontario Ministry of Transportation, the ministère des Transports du Québec, the City of Ottawa, the City of Gatineau, OC Transpo, the Société de transport de l'Outaouais (the transit agency for the Outaouais in Quebec), and the NCC. TRANS plays an important role in the production, sharing and modeling of transportation data.
The NCC signed an agreement with the Province of Quebec whereby Quebec granted Gatineau Park the status of a wildlife refuge where hunting is prohibited.
The NCC also signed another agreement transferring management responsibility to the Quebec government to allow for the construction of educational institutions in Gatineau, in exchange for the transfer to the NCC of the responsibility for the management of other lands located in the La Pêche Lake Sector in Gatineau Park.
The NCC, the City of Ottawa and the City of Gatineau have developed an Integrated Development Plan for the Ottawa River and a Planning and Management Guide.
NCC cooperates with the RCMP and Fisheries and Oceans Canada to control land use of NCC-owned properties and protect natural resources.

The NCC provides comments and observations on the plans and bylaws of municipal governments in the region.<sup>66</sup> In turn, local municipalities have regard or integrate relevant NCC planning policies such as Views Protection, as well as specific policies related to the Greenbelt, Gatineau Park and to the networks of parkways and pathways.

In 2006, a Tripartite Committee composed of representatives of the City of Ottawa, the City of Gatineau and the NCC was established, recognizing that cooperation in planning and development are key to sustainable development of the National Capital Region. Finally, the NCC also cooperates with federal partners such as Public Works and Government Services Canada, Parks Canada and national museums.

In transportation, the federal government also plays a role in transportation decisions within Canada's Capital Region, providing transit funding in addition to decisions about federal highways and the four vehicular interprovincial bridges that cross the Ottawa River.

For its part, the NCC owns infrastructures such as bridges, parkways and corridors and plays an important role in transportation planning. The NCC participates in large-scale studies relating to the transportation of goods and persons in the Capital Region. Furthermore, between 1970 and 1990 the NCC also participated in funding for the construction of highways in the region, mostly on the Quebec shore.

<sup>66</sup> Capitals Alliance (2008). *Capitals Alliance Governance Snapshot*.

The 1999 Plan included common planning principles for the region that all regional partners at the time, i.e. the Ottawa-Carleton Regional Municipality and the Outaouais Urban Community, agreed to. These principles recognized that the economic, environmental and social impacts of planning decisions would be considered in all regional planning decisions.

### **3.2.6. Analyses and Trends**

The facts and analyses presented in the preceding section regarding the Capital as a place to live lead to the following conclusions.

#### **The Natural Setting**

Canada's Capital Region is distinguished by a very diverse geography and the importance of the green and blue assets such as parks, protected areas and rivers. These assets are recognized as factors that make the Capital attractive and testify to the importance Canadians grant to the conservation and enhancement of the environment.

Forces of change such as climate change, resource overconsumption, loss of biodiversity, technological change, and natural disasters have risen to the forefront of concern around the world and must be addressed in the Capital Region.

The NCC plays an important role in view of the large amount of lands it owns or manages, such as the Greenbelt, Gatineau Park, the parks and corridors along the Ottawa River and the Rideau Canal as well as large urban parks. NCC land-use and management policies give priority to the conservation of the ecosystems, then to the recreational uses. In a fast-growing urban area, recreational uses are exerting pressures on these lands and the challenge will be to balance environmental conservation and recreational use.

The Ottawa River, which acts both as a link between the two parts of the region and a border, continues to be a focal point for the environment, recreation and tourism as stated in the 1999 Plan.

The environment knows no boundaries: preservation of the environment at the regional scale requires a close cooperation between all parties that have jurisdiction in this matter to ensure that strategies and actions put in place are coherent, a principle recognized by the 1999 Plan.

#### **The Parkway and Pathway Networks**

The Parkway and Pathway Networks are part of the Capital's green image and contribute to the quality of the visitor experience and the quality of life for the residents of the Capital Region.

First and foremost, these networks were planned and developed to provide scenic and pleasurable links to the main sites of interest in the Capital – Parliament Hill, historical sites, museums, major institutions, and cultural sites – however, the use of these networks has evolved.

Parkways are increasingly used by motorists for commuting to work during peak periods. These parkways are also used for non-motorized movements for recreation when they are closed to cars, and by workers and students on bikes.

Pathways which are a significant contribution to recreation in the Capital Region are also increasingly used not only for recreation and tourism but to go to work or school.

The 1999 Plan made note of the pressures on the networks linked to their use as commuting networks.

In a context of strong urban growth and in view of sustainability principles which favour alternative transportation modes such as biking, walking as well as public transit, the challenge will be to conciliate the pleasure, recreational and environmental conservation purposes with the supporting role these networks could play in transportation in the Capital Region.

#### **Urban Growth, Transportation and Quality of Life**

Despite the undeniable qualities of the living environment enjoyed by local residents, the metropolitan agglomeration remains an archetype of the urban structure of major North American cities: sprawling, sparse and mainly reliant on automobile transportation. This pattern of urban development is not viable in the long term because it wastes energy and contributes to the disappearance and erosion of ecosystems. The Millennium Report by the World Resources Institute issued a dire warning; it found that *“human activity places so much pressure on the Earth’s natural functions that the capacity of the planet’s ecosystems to support future generations can no longer be guaranteed”*.

As already noted, low density residential development and urban sprawl beyond the Greenbelt in Ottawa and in the areas surrounding Gatineau, added to the trends regarding the distribution of federal employees outside of the Capital Core and of the employment nodes identified in the 1999 Plan for Canada’s Capital, are matters for concern. On the one hand, the location of federal government employees has an impact on other economic sectors because of the size of the federal government: new employment areas outside of the Capital Core are also developing in response to residential development. On the other hand, some new employment locations do not link well or are difficult to serve by public transit.

All of these factors are likely to increase car dependency in the Capital Region which will lead to increased traffic congestion and time spent in cars, air pollution, environmental deterioration, among possible impacts.

The policies in place at the cities of Ottawa and Gatineau aim at limiting urban sprawl but in a context of continued growth, pressures to develop beyond the Greenbelt in Ottawa and the urban boundary in Gatineau will increase. In this regards, NCC properties play an important role in the conservation of natural spaces in the region but they are also at risk of being subject to urban development pressures.

The region's form also has direct consequences on the viability and efficiency of transportation systems. New projects to improve transit in Ottawa and Gatineau will increase the offer of transit services. However, interprovincial links remain a major issue in view of the large number of river crossings for work and the impact on circulation in the Capital Core. This challenge identified in the 1999 Plan is still relevant today.

The NCC plays a role in regards to the properties it owns or manages, and to federal properties. Preservation and renovation of these properties, protection of cultural landscapes and urban design all contribute to the quality of the built environment and to the distinct character of the Capital.

As for the environment cooperation between all partners is key for land use management as noted in the 1999 Plan. The challenge once again is to seek a balance between the region as Capital of Canada and the region as a place to live.

### **3.3.** **THE CAPITAL:** **A PLACE OF MEANING**

Canadians experience the Capital when they visit but also through what they read and hear in the news, on the Internet, and through word-of-mouth. The present section is about the Capital as a place of meaning, a mirror of the country and Canadian society, and an expression of the values cherished by Canadians. The section looks first at the message that the Capital setting and activities delivers and then, at how Canada and the National Capital are perceived through different surveys.

#### **3.3.1.** **The Symbolism of** **the National Capital**

Planning documents and programs for the Capital over time have always aimed at representing Canadian values. Following in these steps, the 1999 Plan for Canada's Capital assigned roles to the Capital that were in essence symbolic:

- Representation, discussion and reconciliation of national interests.
- Representation of Canada to the world.
- Formal representation of the international community in Canada.
- Representation of achievements, cultural identities, customs and beliefs of Canadian society.
- Presentation of the country's human and natural resources.
- Displaying Canadian history, creativity and knowledge, as well as cultural values, aspirations and traditions.

To address these, three planning principles were defined:

- The Beautiful Capital and Capital Stewardship directly linked to federal lands and capital facilities.
- Communicating Canada both through federal lands and buildings, commemorations, displays and physical design, and through events and activities (outreach, animation, interpretation) (figures 58, 59 and 60).
- The expression of values is also supported by the Marketing, Communications, Commemoration and Interpretation Plans and Programs.

Canada's Capital Commemoration Strategic Plan is dedicated to representing Canadians and Canadian history through monuments of national symbolic importance that express Canadian values, connect to the past and to the aspirations for the future.<sup>67</sup> Many interpretation activities developed by the NCC complement this plan and are viewed as a means of increasing understanding of the role of the capital and appreciation of its sites, symbols, and cultural and natural landscapes. The Plan identifies seven values: peace, order and good government; equality; democracy; cultural diversity; linguistic duality; cultural excellence; environmentalism.



**Figure 58 Reconciliation - The Peacekeeping Monument**  
**Figure 59 Canadian Tribute to Human Rights**  
**Figure 60 Reflection - Monument to Canadian Aid Workers**

Sources: NCC, 2010

Events that play out in Canada's Capital have an important role in how Canadians perceive and are attached to the Capital. The Capital is host to unique wide-reaching events:

- **Canada Day celebrations** are the largest event celebrated in the Capital: over 460,000 participants joined in the celebrations held in multiple sites on both sides of the Ottawa River; not only is this a day to celebrate in the Capital, but the Canada Day celebrations on Parliament Hill are broadcast across Canada where they reach three out of four Canadians.
- **Winterlude**, which celebrates winter in the Capital: the Rideau Canal transformed into the world's largest skating rink is the showcase for this event with activities and shows; Jacques Cartier Park across the Ottawa River is also host to family activities; over 430,000 visitors enjoy this three-weekend event.<sup>68</sup>
- **Tulips in the Capital**, the world's largest tulip festival with close to one million tulips, is a powerful symbol of the contribution of Canadian troops in the liberation of the Netherlands and a testimony to the changing seasons of the Canadian climate.

<sup>67</sup> NCC (2006). *Canada's Capital Commemoration Strategic Plan*.

<sup>68</sup> NCC (2008). Survey

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- **Mosaïka**, a new Sound and Light Show on Parliament Hill launched in the summer of 2010 welcomed over 210,000 people from July to September; it is an innovative way of telling Canada’s story incorporating video provided by Canadians telling “their” story.
- **National Remembrance Day Ceremony** is a symbol of the valour and courage of Canadians at war but also of the heavy price paid not only by those who died but also by those who lost dear ones; some 30,000 people attend this ceremony broadcast across the country.
- **Christmas Lights across Canada** is another celebration that reaches across the country: since 1985, not only is the core of the Capital alight with Christmas lights but so are the downtown cores of the 13 provincial and territorial capitals.



Sources: NCC, 2010 and NCC, 2009 (figure 66)

Figure 61 Canada Day  
Figure 62 Winterlude  
Figure 63 Winterlude  
Figure 64 Tulips in the Capital

Figure 65 Mosaïka  
Figure 66 National Remembrance Day Ceremony  
Figure 67 Christmas Lights

Engaging Canadians in the Capital is a key component of the NCC's mandate. In 2010, NCC launched a new initiative to foster a conversation with Canadians about the Capital: "Let's Talk! Canada's Capital!" a traveling exhibit at the Canada Pavilion where people could share and record on video their comments and views about the Capital. Selected videos could be included in Mosaïka. The exhibit was held in six cities from June 2010 to March 2011: Winnipeg, Calgary, Regina, Quebec City, Toronto and Saint John.

Through classroom resources and youth events, NCC enhances knowledge of the Capital and of Canada. In 2010, to launch the United Nations (UN) International Year of Youth, the NCC teamed up with the Governor General of Canada and her "Can We Talk" Youth Dialogues series to offer a unique opportunity for young people across Canada to shape the future of Canada's Capital Region. The Capital Think Tank workshops (figure 69) invited young people to express their ideas and suggestions to make the Capital more inspiring to them. Other activities in the past have included a Capital Youth Summit in 2007 including a Capital Assignment where youth aged 14 to 17 were coached to develop thought-provoking multimedia pieces on the environment, living together and youth culture.



Source: NCC, 2010

**Figure 68 Capital Think Tank Workshop**

### **3.3.2. Perceptions of Canada**

#### **Canadian Values**

In 2010, a survey carried out for the Historica Dominion Institute revealed the defining features and values as identified by people in 24 countries.<sup>69</sup>

It is not surprising that the most enduring image that is associated with Canada is its geographic size as the second largest country in the world and its wealth of natural resources. Other perceptions about Canada are summed up in the following:

- Canada has some of the most beautiful natural landscapes in the world and is a place most would like to visit;
- Canada is perceived as a country where rights and freedoms are respected, and is seen as welcoming to immigrants;
- Canada is seen as environmentally responsible;
- Canada is recognized for working for peace and human rights around the world.

<sup>69</sup> IPSOS, May 12 to 22, 2010. Survey of 18,624 adults in 24 countries accounting for 75% of the world Gross Domestic Product (GDP), including Canada

The survey also revealed what makes Canadians proud about Canada, such as:

- the natural landscapes of the country;
- that Canada is welcoming to immigrants and tolerant of people from different racial and cultural backgrounds;
- that Canada is a generous country when it comes to aid and is working for peace and human rights;
- that Canada is a country where rights and freedoms are respected and that offers one of the best qualities of life in the world.

In 2003, another survey revealed that the top five most important values of Canadians were: family, respect, peace, freedom, and helping others.<sup>70</sup> Again, Canadians said they were proud that Canada is a multicultural country, of the Charter of Rights and Freedoms and the Canadian Constitution, of Canada's democratic system of government. Here also they affirmed their tolerance of religious and cultural differences. They valued freedom, openness and tolerance, friendliness and politeness.

Another research report reviewed databases and surveys from 1980 to 1995.<sup>71</sup> This research concluded in regards to the Canadian government system that:

*“Canadians share a high level of distrust of elected officials and bureaucracy, with little distinction made between politicians and government employees or among political parties. People blame the size, internal hierarchy and monolithic structure of government for its ills. A large majority believe that “the real problem with the federal government is the waste and inefficiency of the bureaucracy”.*<sup>72</sup>

Though democracy is not disputed, the percentage of individuals that have confidence in Parliament has not risen above 50% for all age groups, and the opinion of 18-29 year olds has not really changed much in this regard.<sup>73</sup>

Since 1980, research has shown that the values of the different age groups have become more similar to the point where the values of today's youth are very close to those of older age groups.<sup>74</sup>

Youth appear to value ethnocultural diversity in all of its forms and integrate into their identity the contribution of cultures and languages other than the ones that they learn.<sup>75</sup> A 2007 study indicates that young Canadians (18-24) are much more likely than their seniors (65+) to value official language equality, accommodation of ethnic and religious minorities, bilingualism and multiculturalism.<sup>76</sup> Furthermore, youth value less traditional forms of political participation such as those offered by the Internet (online petitions, discussion groups, information campaigns, etc.).<sup>77</sup>

70 Communication Canada, *The Role of Social Values in Communicating Programs and Policies to Canadians*, PowerPoint Presentation, undated, 26 slides.

71 Canadian Policy Research Networks, Peters, Suzanne (1995). *Exploring Canadian Values, A Synthesis Report*

72 Canadian Policy Research Networks, op. cit., p.12

73 Canada, Policy Research Initiative, op. cit., p. 39

74 Canada, Policy Research Initiative, Molgat, Marc, University of Ottawa, in collaboration with Katharine-Larose Hébert (2010). *The Values of Youth in Canada*.

75 Canada, Policy Research Initiative, op. cit., p. 39

76 Canada, Policy Research Initiative, op. cit., p. 34

77 Canada, Policy Research Initiative, op. cit., p. 39



**Symbols and National Events**

In 2008, Ipsos Reid conducted a survey<sup>78</sup> that identified the six most important events that define Canada: Canada Day, Confederation, World War I and II, the Calgary Stampede, the Battle of Vimy Ridge, and the Plains of Abraham.

Canadian accomplishments most frequently named included: the Canadarm, Peacekeeping, Universal Health Care, the discovery of insulin, the discovery of the telephone, diversity and multiculturalism, the Canadian Constitution, the Charter of Rights and Freedoms, and the Canadian national railway. Symbols that came to mind most often included: the Maple Leaf, hockey, the Canadian flag, the beaver, the RCMP, and the Stanley Cup. Finally, two of the seven places most often cited included Parliament Hill and Ottawa.<sup>79</sup>



Source: Heritage Canada



Source: NCC, 2009



Source: Heritage Canada



Source: Heritage Canada



Source: RCMP, 2010

**Figure 69 The Maple Leaf**

**Figure 70 Never Give Up!  
 Maurice Richard**

**Figure 71 The Canadian Flag**

**Figure 72 The beaver**

**Figure 73 RCMP -  
 The Canadian Sunset  
 Ceremonies**

78 Ipsos Reid, Dominion Institute (2008). *Canadians Choose the People, Places, Events, Accomplishments and Symbols that Define Canada.*

79 Ipsos Reid, Dominion Institute, op.cit., p. 1

### Canadian Values and the National Capital

The National Capital is the heart of the country where all these values and feelings are represented and showcased. In order for the Capital to be a reflection of Canadian aspirations, it must faithfully mirror values Canadians share: pride in natural landscapes and respect for the environment; pride in a multicultural society, welcoming to immigrants, open, and tolerant of religious, racial and cultural differences; respectful of rights and freedoms, not only in Canada, but in the world.

### 3.3.3. Perceptions of the National Capital

#### Tourism

In 2008, the National Capital Region was host to 7.0 million visitors: some 90% of these visitors were Canadians who came to the Capital primarily to visit friends or relatives or for pleasure. Six out of ten Canadian visitors were from Ontario and three out of ten, from Quebec. Canadians from other provinces or territories are underrepresented in terms of their weight in the country. Of the 10% of foreign visitors, 3 out of 5 came from Europe and nearly 17% from Asia.<sup>80</sup> With the recognition of the Rideau Canal as a UNESCO World Heritage Site, foreign visitors to the Capital are very likely to increase.

As a tourist destination, compared with other Canadian destinations, Ottawa does not appear to be as attractive. The Euromonitor International's Top City Destination ranked Toronto, Vancouver and Montreal among the list of the 100 top cities, but Ottawa did not make the list in 2010. Condé Nast Traveler, an upscale Tourism Magazine, has a Readers' Choice Award that included Vancouver, Quebec City, Victoria, Montreal, and Toronto in the North American category, and again Ottawa did not make this list.

In the course of the Economic Strategy Update of the City of Ottawa, a White Paper addressed Ottawa's tourism challenge.<sup>81</sup> This White Paper recognized that as the Capital of Canada, Ottawa is a natural draw for Canadians as well as international tourists.

In the region, two main organizations have responsibility for promoting tourism development, Ottawa Tourism on the Ontario side, and Tourisme Outaouais on the Quebec side. Though these organizations collaborate on a regular basis, the image they project in their respective marketing campaigns are quite different. While Ottawa Tourism does mention "Canada's Capital Region" in its welcoming message, it is not a strong theme of the tourism campaign. Tourisme Outaouais makes reference to the national capital mostly in relation to NCC parks or services, and often refers to the Ottawa Region.

<sup>80</sup> Data reported in National Capital Commission, Horizon Scan 2010-2011.

<sup>81</sup> Ottawa (2010). *Ottawa's Tourism Challenge, White Paper no. 6.*

### Symbols and Events that Stand for the Capital

In February 2003, a survey carried out for the NCC presented a somewhat surprising result: 57% of national respondents who did not live in the region could not name one feature of national significance in thinking about the Capital Region, other than the seat of the federal government.<sup>82</sup> In another NCC commissioned survey in 2009, only 12% of respondents could not name anything.<sup>83</sup>

In response to the 2009 survey, the top five most commonly identified items that came to mind when thinking about Canada's Capital were: Parliament/House of Commons, the Rideau Canal, government, politics, and museums. Activities and events such as the Tulip Festival, Winterlude, and Canada Day also came to mind. In the overall rating the Byward Market (figure 75), a lively urban area, which includes many restaurants and bars, was among the most often identified places.



Source: NCC, 2010

**Figure 74** Byward Market in Ottawa

Youth and new immigrants have a distinct perception from the general public. Youth identify five specific things that relate to the life of the place: exciting/vibrant/interesting/fun, nice/good/great city, hectic/busy, boring/uninteresting, and crowded/lots of people. New immigrants on the other hand identify features such as old buildings, the Peace Tower, and the University of Ottawa. Contrary to youth, they perceive the Capital as calm/quiet/peaceful, but share the same perception of a nice/good/great city, and believe the people there are nice/friendly.

<sup>82</sup> Decima, NCC (2003). *Capital Agenda 21, Ottawa Market Pulse*.

<sup>83</sup> IPSOS Reid Public Affairs (2010). Op. cit.

### What Canadians Appreciate about their Capital

A 2009 survey addressed both perceptions and expectations and found that overall perceptions of the Capital were positive in particular for those who had visited the Capital in the past. Positive views were all linked to the place: its beauty, attractions, interest, etc. Negative views were linked to people: negative political mentions, self-serving, rude, unfriendly, unilingual, and boring.

On this basis, the report proposed three conclusions:

- The Core Strengths were: welcoming, beautiful, a source of pride, interesting, historic, and culturally rich.
- The Areas of Focus or Opportunity were: how the Capital reflects the entire country, how environmentally friendly it is, and how inspiring it is to Canadians.
- Areas where Canadians do not believe the Capital fits the description and do not expect the Capital to: youth friendly, dynamic, fun, innovative, leading edge, modern, relevant to me, and cosmopolitan.

It is not surprising that Parliament Hill and Buildings are at the top of the list of sites visited followed by the Canadian Museum of Civilization. The sites visited are very similar to the sites that came to mind when thinking of the Capital. Only two of the sites visited are in Quebec, the Canadian Museum of Civilization and Gatineau Park.

Visitors to the Capital declare that they have a better sense of the country's heritage, an increased sense of pride in Canada, and that they felt more Canadian because of their visit to the Capital. A large majority agree that the Capital is an important symbol of Canada.

However, some visitors to the Capital feel that Canada's Capital is disconnected from the rest of Canada. As in previous surveys and research, respondents to the 2009 survey believe it is important that activities that reflect all of Canada's regions be held in the Capital in order to make the Capital a greater source of pride. The Capital would be a greater source of pride if it was more environmentally friendly and reached out to get Canadians input for the future.

### What Pictures Can Tell Us

Pictorial recognition is a way to measure a city's brand, its identity in people's minds whether they live there or are just visiting.<sup>84</sup> People and organizations take pictures of what is important to them and in today's world, they make these pictures available on the Web: the captions they choose are in fact the message that they are sending.

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84 Thierstein, Alain, Försters, Agnes, Müller, Lars Publishers (2008). *The Image and the Region - Making Mega-City Regions Visible!*

On December 15, 2010, a Google search of pictures posted on the Web produced very similar results to those of the different surveys. The top five buildings and site pictures found on the Web were: Parliament Hill, the Rideau Canal, the National Gallery of Canada, Winterlude, and the Canadian Museum of Civilization followed closely by Gatineau Park. There are more pictures linked to Winterlude or Byward Market than to traditional national capital symbols such as the National Arts Centre, Rideau Hall, or even 24 Sussex Drive.

#### **What Is in a Name**

The 1999 Plan for Canada's Capital assigns a symbolic role to a number of assets and features in the Capital. But what do these features actually tell of Canada, of its history, its people? What do they evoke? Over 220 names of sites and buildings identified in the 1999 Plan were examined to identify what these referred to, what activity or event did they remind us of. The most frequent themes associated with the names of the sites or buildings referred to: Military and Defence; Government and Political Institutions; Extraction and Production (agriculture, forestry, and the like); Scientific Discoveries; and Communications and Transportation and Trade.

In the Capital Core Area, three out of four names given to the streets on the Ottawa side are associated with persons linked to the constitutional monarchy such as former Governor Generals, and three are linked to politicians. In Gatineau, the street names reflect the former importance of the Catholic Church, political life and settlement, with names linked to the French Monarchy, prior to 1763. In this sense, the Capital Core Area is a true representation of the distinct cultural characteristics of two of the founding people of Canada, the English and the French.

#### **3.3.4. Analyses and Trends**

The analyses and trends outlined in the preceding section in regards to the Capital as a place of meaning are summarized below.

#### **Symbolic Expression**

The Capital generates pride as a place of quality and as a place representative of the values and achievements of Canadians. The Capital celebrates important events in the history of Canada: Confederation, the parliamentary system and constitutional monarchy, and Canada's contribution to the world in times of war, as in times of peace.

It offers a rich cultural experience through world-renowned national museums and its National Arts Centre, but it is not at the forefront of contemporary performing arts or music. Major events that take place in the Capital reach those in attendance, as well as the entire country through the media.

In contrast, the Capital does not yet fully recognize the multicultural nature of the country, the contribution of Aboriginal peoples and Canadians' strong desire to protect the natural environment. The Capital does not yet reflect the role that industry, research, trade and communications have played and continue to play

in the development of Canada. In addition, the Capital does not much reflect individual provinces and territories, the people who live there, and their own contributions to Canada.

It is worth noting also that though the Ottawa River is seen as an important symbol of the region in many NCC plans, it does not stand out as a symbol of the Capital in the studies and surveys.

It appears that, contrary to the Capital itself, the Capital Region is not very well known to Canadians or for that matter, to its residents. The Region's size, multiple jurisdictions and various names may contribute to this somewhat unclear identity.<sup>85</sup>

### Perceptions of the Capital

In general, Canadians have a positive opinion of the Capital, particularly those who have recently visited. People who live near the Capital tend to have a favourable opinion, and identify with it more easily. Canadians appreciate their Capital and consider it welcoming, a source of pride, full of history, beautiful, interesting and brimming with cultural wealth. They are more attached to traditional national symbols, and less likely to want a cosmopolitan, modern and dynamic Capital.

However, the younger generation thinks less highly of the National Capital. More educated younger Canadians are likely to focus on the environment as a priority and may show interest in the Capital if it supports their values, such as environmental responsibility.

That said, Canadian society is changing and becoming increasingly urban, educated, older, multicultural, and interconnected. Even though Canada is the second largest country in the world, the Internet has bridged the distance barrier between its communities.

Moreover, society is becoming more fragmented, and individuals tend to form well-defined groups associated with a cause rather than with society. Therefore, to raise awareness among the Canadian public and generate excitement about the National Capital, it will be necessary to capture the attention of various groups already engrossed in their own causes.

Lastly, the provincial and territorial governments play an increasingly important role in Canadian society. Some of these governments also choose to promote their capitals in order to stand out and position themselves, and in this sense they are competing with the Canadian Capital.<sup>86</sup>

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85 Thierstein, Alain, Förster, Agnes, Müller, Lars (2008). Op. cit.

86 Provincial Capital Commission, Victoria, British Columbia; Office of the Provincial Capital Commission, Regina, Saskatchewan; Commission de la capitale nationale, Quebec City, Quebec; New Brunswick Provincial Capital Commission.

### 3.4. THE KEY ISSUES

From the information presented in this chapter on today's Capital, the key issues to focus on looking forward are:

- **The increasing competition from large Canadian cities.** As large cities and the 13 other capitals in the country mature and grow, the National Capital feels the competition both in regards its symbolic role and as an economic development centre as illustrated by the location choices of international associations and organizations.
- **The symbolic dominance of the Capital Core.** The essential functions of the Capital are mostly located in Core: parliamentary functions, official residences, national cultural institutions and international organizations convey to the Capital Core its identity within the region.
- **The significant presence of the federal administration.** Federal administration facilities are located downtown, in several employment nodes, and elsewhere across the region. Aging buildings and facilities need to be renovated and will eventually have to adapt to new needs, offering an opportunity to address the gaps identified in the 1999 Plan for Canada's Capital: car-oriented locations, limited participation to the urban life, and lack of mixed-uses.
- **The limited contribution of the Capital functions to cultural life.** The international presence, Canada research centres and major cultural institutions could infuse more life in the Capital, and in so doing, the presence of the Canadian State in the Capital would be more tangible, and the Capital identity more clearly affirmed.
- **The range and scope of environmental challenges faced by the Capital.** Urban growth is increasingly occurring further away from the centre, with low-density residential development and induced car trips still dominant. The region's ecological footprint is higher than the national average which is too high in relation to the Earth's natural capacity.
- **The population growth and diversification.** Demographic projections indicate that the region's population could reach 1.8 million in 2067, a 50% increase. Increased international immigration is expected to lead to increased ethnic diversity. According to the 2006 Census, one in six people in the region was a member of a visible minority.
- **The diversification of the regional economy.** The region's economy is dominated by the service industries: one out of every four employees works for a public administration. The economy has diversified and the National Capital Region has become an important player in the high-tech sector and as a tourist destination.

- **An ambiguous perception of the Capital across the country.** The Capital brings to mind places and events of diverse nature so that it may be said that the Capital is but a disparate set of symbols.
- **Mixed feelings of pride.** A sense of pride is felt by those who live or visit the Capital. However, Canadians would be more likely to be proud of the Capital if it recognized the multicultural character of the country, the contribution of Aboriginal peoples and Canadians' strong desire to protect the natural environment.
- **The strategic importance of closer regional cooperation.** In the context of a complex governance framework in the Capital, the federal government, the provinces and municipalities must clearly seek to coordinate their planning activities in order to attain common objectives for the future of the Capital.



## 4. THE ISSUES AND CHALLENGES

Central to the planning process is the identification of what is at stake for the future of the Capital, what is to be gained or lost based on the review of the trends. The key long-term issues and challenges for the future of the Capital are presented in this chapter.

The NCC plays an important role in the future of the Capital but is not alone. The capital of the future will be the product of a close cooperation between numerous committed public and private partners to reflect the wishes expressed by Canadians. The issues and challenges presented in this chapter are an invitation to all those who care about the future of the Capital to participate in the dialogue and discussions.

- **The Capital's place in Canada and in the world.** In the Capital, economic development has mostly gravitated around the activities of the federal departments and organizations, and the Canadian Parliament and this remains true today even though there has been a significant development in the high-tech sector and tourism. In addition to the political and administrative functions, a large number of national and international representations, renowned universities and an important network of national museums have developed in the Capital. While recognizing that the Capital does exert some influence across the country and in the world, the Capital's attraction is facing competition from other provincial and territorial capitals as well as from major economic and urban areas from across the country. **In this context, the Capital must determine the means to stand apart as the major symbol for and of Canada and the preferred location for international activities.**
- **The contribution of the international presence to urban life.** Major urban planning projects have made the Capital known in the country and in the world. Parliament Hill, the Parkway Network, Confederation Boulevard, the network of major national museums and the exceptional natural settings set the stage for Ottawa and the region as the true National Capital of Canada. However these and the international and diplomatic functions have a not yet fully exploited potential to contribute to enrich the community and better the urban life. International representations could make their presence felt more in the Capital and on the culture scene; cultural institutions could increase their participation in urban and neighbourhood life, which would lead to improved quality of life, better definition of the capital identity and extension of its influence. **In this context, the Capital must determine the means so that all essential functions contribute to a more vibrant urban life and to a clear expression of the close links the Capital entertains with cultures from Canada and the rest of the world.**

- **The federal administration's role in urban life.** The capital region is mainly structured by the federal administrative activities: many of these are carried out in employment nodes and areas outside of the Capital Core. These location choices offered many advantages and still do in this era of sustainable development. For example, decentralization allows for the capital identity to be spread across the region while at the same time contributing to reduced congestion in the Core; it also favours the synergy between federal agents and an optimum use of public infrastructure. That being said, federal facilities are often anonymous, planned for the car, and with little interface with the public space: thus, they do not contribute to a dynamic Capital nor to the Capital's identity in the neighbourhoods. There is an opportunity to revisit the relationship between the administrative functions of the capital and the host areas. **In this context, the Capital must determine how federal facilities can better participate to the Capital identity and to urban life while considering the security requirements.**
- **Sustainability.** By 2067, our community is likely to feel the impact of long-term trends such as climate change and the scarcity of fossil fuels. At the world scale, these trends are imposing new ways to plan our cities and to use energy, including: urban land densification, increased urban mixed-use, development of public transit and active transportation, increased use of renewable energies, etc. **In this context, the Capital must determine and implement today integrated transportation and land-use solutions that will reduce the impact of climate warming and fossil fuel scarcity.**
- **The commitment of the Capital towards sustainable development.** Society's innovation and production capacity has increased ten-fold with the industrial era, and so has the wealth of the population. This era has also transformed the relationship between the human being and his environment and led to the deterioration of habitats, resources and natural ecosystems. Today, the loss of biodiversity, contamination of resources and impoverished food supplies are threatening human health. As we have entered the 21st century, there is a general will to reverse these trends as expressed by the sustainable development paradigm which combines social, economic and environmental dimensions in proposing strategies that are designed to respond to today's needs while preserving the capacity of future generations to address their own. One can predict that in the long term, the most desirable and creative cities will be those that have implemented comprehensive sustainable development strategies. **In this context, the Capital must resolutely continue to commit to the implementation of a sustainable development model that will inspire the citizens of the country.**

- **Efficient action.** The sustainable development paradigm has imposed itself to all long-term planning processes and this requires that a great number of parties must pursue common objectives and conciliate their day-to-day activities. World experience in this matter has shown that communities must face new challenges in order to reconcile the actions of many in a sustainable perspective: innovative tools that call upon common principles and objectives (for example: environmental charter of rights, triple-bottom line reporting, zero-carbon emission targets, etc.); adopt development frameworks and incentive strategies to encourage development densification and the demand for sustainable mobility infrastructure, and invest in these; implement good environmental practices in all fields of activities, etc. **In this context, the Capital must develop a wide-range of tools that will lead to a concerted implementation of sustainable development.**
- **The Capital as a metaphor for Canada.** Canada is viewed internationally as a vast country committed to peace, human rights and democracy. Idealized as a welcoming destination on the worldwide scene, Canada enjoys a high power of attraction. That said, available data indicates that the Canadians have an ambiguous perception of the Capital and that the message it sends is somewhat distant from their fundamental values. The Capital would be a greater source of pride if it recognized the multicultural character of the country, the contribution of Aboriginal peoples and Canadians' strong desire to protect the natural environment. In this context, the Capital must determine the best means to be a symbol of Canada in the 21<sup>st</sup> century and to represent Canadian values.
- **The Capital as a gathering place and a place of belonging.** The young generations must be fully engaged in order for the Capital to be a gathering place and a place of belonging in 2067. New communication, information and creation technologies present an opportunity to engage in an open and continuous dialogue with communities and people of all ages in order for the Capital to reflect their aspirations and ultimately, be a shared source of pride across the country. **In this context, the Capital must engage in a long-term open and continuous conversation with citizens from communities across the country.**

**Table 8 Summary of Issues and Challenges**

Issue	Context	Challenge
<b>The Capital's place in Canada and in the world</b>	<ul style="list-style-type: none"> <li>The Capital is faced with competition from the 13 other capitals in Canada and large cities as a symbol of Canadian identity.</li> <li>As an economic centre, the Capital mainly gravitates around functions linked to the State.</li> </ul>	<ul style="list-style-type: none"> <li>Determine the means to stand apart as the major symbol for and of Canada and the preferred location for international activities.</li> </ul>
<b>The international presence and urban life</b>	<ul style="list-style-type: none"> <li>The capital's status within the city has been affirmed by the major beautification projects carried out since the 1950s.</li> <li>However, international delegations, cultural communities and major cultural institutions have a limited impact on urban life in the Capital.</li> </ul>	<ul style="list-style-type: none"> <li>Determine the means so that the close links between the Capital and cultures from Canada and the world contribute to the daily life experience.</li> </ul>
<b>The federal administration and urban life</b>	<ul style="list-style-type: none"> <li>The federal administration is present in the Capital Core, employment nodes and areas, and across the region in different facilities and complexes.</li> <li>The facilities and the federal areas are often anonymous and do not contribute to a vibrant neighbourhood life.</li> </ul>	<ul style="list-style-type: none"> <li>Determine how federal facilities can better participate to the Capital identity and to urban life while considering the security requirements.</li> </ul>
<b>Sustainability</b>	<ul style="list-style-type: none"> <li>By 2067, climate warming and the scarcity of fossil fuels will be facts of life.</li> <li>To prevent the impacts of these trends, urban neighbourhoods should be more dense, mixed-uses should be encouraged, public transit and active transportation should be developed, and renewable energies chosen, etc.</li> </ul>	<ul style="list-style-type: none"> <li>Implement today integrated transportation and land-use solutions that will reduce the impact of climate warming and fossil fuel scarcity.</li> </ul>

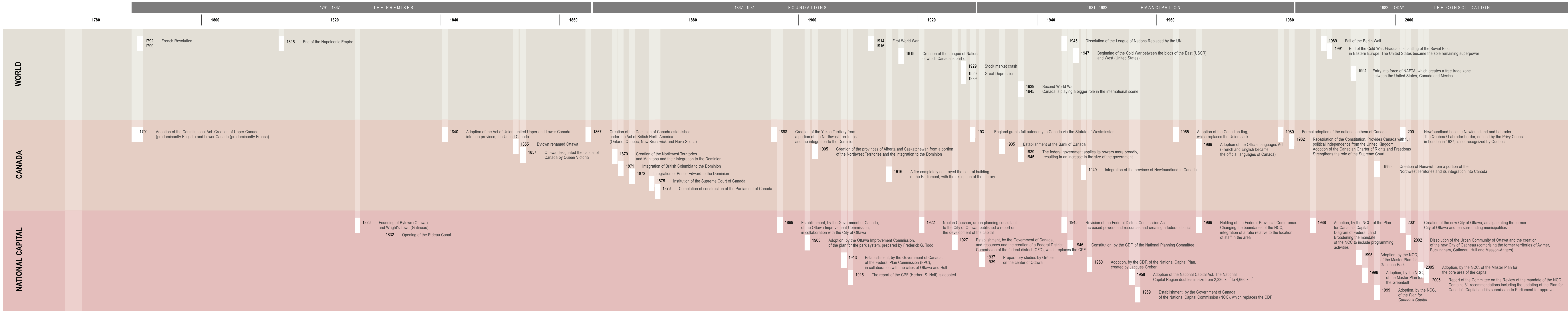
Issue	Context	Challenge
<p><b>The Capital's continued commitment to sustainable development</b></p>	<ul style="list-style-type: none"> <li>• The industrial era has led to the deterioration of habitats, resources and natural ecosystems.</li> <li>• The sustainable development paradigm aims to reverse this trend.</li> <li>• In the long term, the most dynamic cities will be those that have implemented comprehensive sustainable development strategies.</li> </ul>	<ul style="list-style-type: none"> <li>• Implement a sustainable development model that will inspire the citizens of the country.</li> </ul>
<p><b>Efficient action</b></p>	<ul style="list-style-type: none"> <li>• The sustainable development paradigm has imposed itself to all long-term planning processes.</li> <li>• Implementation of sustainable development requires that all public and private parties agree on common principles and call upon innovative new tools.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a wide-range of tools that will lead to a concerted implementation of sustainable development.</li> </ul>
<p><b>The Capital as a metaphor for Canada</b></p>	<ul style="list-style-type: none"> <li>• Available data indicates that Canadians have an ambiguous perception of the Capital and that the message it sends is somewhat distant from their fundamental values.</li> <li>• The Capital would be a greater source of pride if it recognized the multicultural character of the country, the contribution of Aboriginal peoples and Canadians' strong desire to protect the natural environment.</li> </ul>	<ul style="list-style-type: none"> <li>• Determine the best means to be a symbol of Canada in the 21st century and to represent Canadian values.</li> </ul>
<p><b>The Capital as a gathering place and a place of belonging</b></p>	<ul style="list-style-type: none"> <li>• For the Capital to be a gathering place and a place of belonging in 2067, the young generations must be fully engaged.</li> <li>• New communication, information and creation technologies present an opportunity to engage in an open and continuous dialogue with communities and people of all ages.</li> </ul>	<ul style="list-style-type: none"> <li>• Engage in a long-term open and continuous conversation with citizens from communities across the country.</li> </ul>



**APPENDIX 1**  
**CHRONOLOGY OF THE CAPITAL**  
**FROM 1780 TO TODAY**













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