Capital Illumination Workshop

Public Consultation Report, March 31, 2015

Capital Illumination Workshop

1. Project Description

1.1   Background

The National Capital Commission (NCC) has begun developing an illumination plan for the core of Canada's Capital that enhances its night-time identity and provides better (not more) illumination. To do so we will take a collaborative approach with our partners.

One important step in developing the plan was to solicit stakeholder participation in order to ensure their involvement in implementing the future plan.

1.2   Plan Development Phases

Spring 2015: Project launch and first public consultation

Fall 2015: Draft design and second public consultation

Summer 2016: Completion of final plan

2.   Consultation Process

Date and location:
Tuesday, March 31, 2015

Capital Urbanism Lab
Room 501, 40 Elgin Street, Ottawa

Time: 6:00 p.m. to 20:30 p.m.

Format: Workshop

2.1   Objective

The consultation's primary objective was to gather the opinions of participants on ways to better illuminate the heart of the capital in order to give visitors a pleasing and safe night-time experience while limiting light pollution.

2.2   Format

Workshop: The consultation consisted of a workshop including presentations, a visual preference survey, a discussion and a geographical location exercise.

Online: In addition to the workshop, we enlisted public participation through social media (@CCN_LaboUrb) asking people to send in their best night-time photos. We received over 200 photos, some of which were included in a continuous presentation at the workshop. https://storify.com/NCC_CCN/illumination-pictures-received-photos-recues

2.3   Organization

- **Presentations** (30 minutes):
    - Introductory remarks: Dr. Kristmanson, Ph. D., Chief Executive Officer of the NCC
    - International Year of Light: Christina Cameron, Ph. D., President of the Canadian Commission for UNESCO
    - Overview of Capital Illumination Plan: Stephen Willis, Executive Director, Capital Planning Branch NCC

- **Workshop** (90 minutes):
    - Visual preference survey
    - Discussion questions
    - Geographical location activity

- **Plenary** (30 minutes):
    - Group discussion presentations

2.4   Invitations and promotion

- An email invitation was sent to the following stakeholders:
    - Public affairs distribution list (2,500 subscribers)
    - Elected municipal officials
    - Municipal and federal partners
- Media were invited to attend.

- The workshop was advertised in local newspapers.
- Facebook and Twitter messages promoted the workshop.

2.5   Participants

Community

Sixty-eight participants attended the workshop. The following groups and organizations were represented:

- Agence de la santé et des services sociaux de l'Outaouais
- Barry Padolsky Associates Inc.
- Beat Ottawa
- Canadian Heritage
- Canadian Museum of Nature Corporation
- Canadian Tribute to Human Rights
- City of Ottawa
- Fairmont Château Laurier
- FLAP Canada
- Fotenn Planning & Urban Design
- Gabriel Mackinnon Lighting Design
- Heritage Ottawa
- Hydro Ottawa Ltd.
- Imara
- Lowertown Community Association
- Martin Conboy Lighting Design (MCLD)
- National Arts Centre
- Ottawa Rowing Centre
- PWGSC
- Société d'histoire de l'Outaouais
- Stantec
- Westboro Beach Community Association

Medias

Ottawa Citizen
Metro Ottawa
Carleton University – Charlatan Newspaper
Centretown News

3.   Consultation Highlights

The main ideas discussed during the plenary are outlined below:

- Participants underscored the importance of working in partnership to create a consistent approach across the National Capital Region and the importance of a comprehensive plan.
- This initiative is an opportunity to showcase the Capital's art and architecture at night as well as shoreline views, and to encourage people to visit these sites. Participants supported the project as a means to make the Capital interesting during the day and at night.
- The outcome of this illumination plan should be subtle and strike a balance between tranquillity and safety. Illumination should harmonize with nature and take a slightly different approach in winter than in the warmer months. Lighting levels should not remain constant over the course of the evening or night. They should bear some relation to street activities.
- It is important to consider the impact on wildlife and human health.
- Support was given for the use of new technologies and energy reduction.
- Support was provided to hire a highly experience consultant to perform this work
  .

4.   Workshop Results

4.1 Visual Preference Survey

The NCC gave a presentation containing thirty images, each portraying a type of illumination from around the world. Participants took a few seconds to assess the image and then take note of the first word or two that came to mind immediately. Participants rated the lighting proposals on a scale of -3, completely unattractive to 3, very attractive, with 0 indicating a neutral opinion. The purpose of the activity was to record the respondents' initial impressions of various examples of illumination by giving them only a short time to think about it.

Results

The results show a preference among participants for subtle, tranquil, modern and sophisticated lighting (see photos 1, 20, 22, 29 and 30). The photos with the lowest scores were commercial in nature, used several colours and were identified as "over-the-top" (too much lighting) – (see. photos 14, 25and 26).

4.2 Discussion Questions

During the workshop, participants were asked to discuss the illumination plan by answering a series of questions. Here are the questions and the public's answers.

Question 1. Do you support the idea of a Capital illumination plan?

a) Why does this initiative appeal to you?

- Reduction in energy consumption and use of renewable, clean energy
- Reduction in light pollution: protection of the night skies
- Emphasis on art, history and regional scenery: making it more joyful and vibrant while stimulating creativity
- Balanced approach: use of light/dark contrast, harmony with nature and city and esthetic consistency
- Illumination of the city in winter and in evenings
- Process open to different groups
- City's uniqueness: presence of different elements to be discovered, tourist attractions, varied neighbourhoods and unique features.
- Gatineau included in the illumination route.

b) Why does this initiative not appeal to you?

- Lack of expertise and partnerships since the City of Ottawa is not involved in the project
- Insufficient budget: impossible to see the initiative through to completion
- Energy-intensive project with potential effects on nocturnal wildlife and human health if plans do not include transitional zones between highly illuminated and very dark areas.
- Scope of the project is unclear

Question 2. What examples should we consider at other locations across the world? What cities have you visited in the evening or at night that left you with a positive impression?

- Paris (illuminated and romantic) – mentioned 5 times
- Old Quebec for its winter lighting: creates atmosphere, gives character – mentioned 4 times
- Italy: illuminated near canals – mentioned 2 times
- Rome (dark) – mentioned 2 times

Mentioned once:

- Florence
- Dubrovnik (Croatia)
- Ljubljana (Slovenia)
- Vienna
- Shanghai (high but illuminated, safe at ground level)
- Istanbul, where lighting focal points include monuments and mosques
- Gastown (National Historic Site in Vancouver, Canada)
- Madrid (lights turn on only when motion sensors detect movement)
- Montréal: entertainment district, where red lights lead visitors to landmarks
- Notre-Dame-de-Bon-Secours Chapel: day = sunlight illumination, evening = illumination highlighting building's atmosphere
- Athens, Barcelona, Lyon, Stockholm, Mont-Tremblant, Parliament Hill, for winter lighting: creates atmosphere, gives character.
- London, for its illuminated pedestrian connections
- Budapest: where lights connect the city's water channels
- Berlin
- Dubai
- Melbourne/Sydney

Question 3. Should the plan be theme-based to communicate messages, create a state of mind or underscore special activities? (For example: pink lighting during breast cancer awareness month, special effects for special activities, etc.)?

Two opinions were expressed:

- Most participants agreed, but considered some restrictions necessary to prevent lighting in poor taste. Special colours should only be used to feature the different seasons or highlight key buildings. Otherwise, colours should remain neutral.
- The remainder of participants said that light projections should remain an art form, not a political or advertising tool.

Question 4. Where should lighting be focussed on buildings? On the roof top or at street level?

- It all depends on the buildings in question, their height and architecture
- If lighting is installed on the roofs of certain carefully selected buildings, it must point downward to lower the risk of light pollution.

Question 5. Should the City (municipality) and Crown (Capital be illuminated differently (i.e., the Byward Market, Old Hull and Sparks Street? If so, why and where?

- Harmony must be maintained across the City, avoiding different approaches but with an emphasis on different areas
- The Capital and the City must be differentiated: hierarchy is important, but with an emphasis on key areas to maintain cohesiveness
- Municipal roadways are important, along with partnerships and consultations with stakeholders.

4.3   Geographic Siting Activity

Process

During the third part of the workshop, we asked participants to gather around a map handed out to each table and answer four questions.

Results

Question 1. Identification of areas that should be illuminated (shown in order of the number of times mentioned):

- Rideau Canal: 5
- Byward Market: 4
- Islands and Falls: 4
- Canadian Museum of Nature and Metcalfe St: 4
- LeBreton Flats: 3
- Bridges: 3
- Rideau Falls: 3
- Wellington St: 2
- Confederation Blvd: 2
- Parkways (SJAM): 1
- Ruisseau de la brasserie: 1
- Shoreline, Rideau Canal to Rideau Falls: 1
- Rideau/Arts Court: 1
- Confederation Square: 1
- All Natural Cultural Institutions: 1
- Shoreline between Portage Bridge and Alexandra Bridge: 1
- Prince of Wales Bridge: 1
- Sparks Street: 1
- Ottawa City Hall: 1
- Laurier St. to Strathcona Park: 1
- NCC Study Area: 1

Question 2. a) Identification of buildings that should be illuminated (yellow dots on maps) (see Appendix 2) ●

- National Cultural Institutions: 7
- Rideau Falls and Chaudières Fall: 4
- Confederation Blvd: 2
- Government Conference Centre: 2
- National Research Council (Sussex Drive): 2
- U of O Campus Waller/Laurier: 2
- Metcalfe at Sparks Street: 2
- Chateau Laurier: 2
- Parliamentary Precinct: 2

- Boulevard des Allumetières: 2
- Library and Archives: 2
- Rideau Hall: 2
- Laurier House: 1
- Pedestrian Bridge on Rideau River (Rideau St. Bridge): 1
- Confederation Square: 1
- Ottawa Convention Centre: 1
- Royal Canadian Mint: 1
- Sussex Drive: 1
- Canada School of Public Service (Sussex Drive): 1
- Aga Khan: 1
- École secondaire St. Joseph (Laurier Street – Gatineau): 1
- Maison Charron (Jacques Cartier Park): 1
- Confederation Park: 1
- Ottawa River: 1
- Chateau Laurier: 1
- Rideau Canal locks at the Ottawa River: 1
- Digester Tower at Canadian Museum of History: 1
- Minto Bridges: 1
- Confederation Park: 1
- Knox Presbyterian Church (Elgin Street): 1
- Ottawa City Hall: 2
- Kruger - Gatineau waterfront: 1
- Laurier House: 1
- Canada and the World Pavilion: 1
- Old City of Ottawa City Hall: 1
- Prince of Wales bridge: 1
- Ruisseau de la Brasserie: 1
- Parc des Portageurs: 1
- Blocks 1, 2, 3 (Wellington Street): 1
- Lemieux Island: 1
- 40 Elgin: 1

Question 2. b) Identification of buildings that <u>should not</u> be illuminated (red dots on maps) (see Appendix 2) ●

- Claridge Development at LeBreton: 7
- Place du Portage: 4
- DND Headquarters (Colonel By): 3
- Kruger – Gatineau Waterfront: 3
- Ottawa River Shorelines: 3
- Department of Foreign Affairs and Trade (Sussex Drive): 2
- York St/King Edward: 1
- Fed Building Laurier/O'Connor: 1

- 240 Sparks Street: 1
- 45 Sacré Coeur: 1
- Servants de Jesus: 1
- Western portion of LeBreton Flats: 1
- Sparks at Lyon: 1
- Ottawa Convention Centre: 1
- National Research Council (Sussex Street): 1
- Parliament Hill at Bank St. terminus: 1
- Major's Hill Park: 1
- Royal Canadian Mint: 1
- 24 Sussex: 1
- Rockcliffe Park Pavilion: 1
- Old City Hall: 1
- Tunney's Pasture: 1
- Les Terraces de la Chaudière: 1
- Canadian War Museum (north side): 1
- Parc Fontaine (Gatineau –Hull sector): 1

Question 3. Identify 10 cultural landscapes that should be illuminated:

- **Streets and Boulevards:** mentioned 10 times
    - Confederation Boulevard, Wellington Street, Sparks Street, Sussex Drive, Laurier Street
- **Bridges:** mentioned 9 times
    - Laurier, Chaudière (+ vaults) and Alexandra
- **Public buildings:** mentioned 9 times
    - Museum of Nature, National Arts Centre, Museum of History, important churches and the former City Hall
- **Major's Hill Park and Rideau Canal:** mentioned 8 times
    - Locks
- **Shores:** mentioned 8 times
    - Chaudière Dam
- **Monuments:** mentioned 7 times
    - Cenotaph, Hommage aux draveurs (Gatineau), Aboriginal sculpture in Confederation Park
- **Parks:** mentioned 7 times
    - Brébeuf Park, Dows Lake, Confederation Park
- **Château Laurier:** mentioned 4 times
- **Falls, Chaudière and Rideau:** mentioned 4 times
- **Parliament Hill and Escarpment:** mentioned 4 times
- **Nepean Point:** mentioned 3 times

- **Byward Market:** mentioned 3 times
- **Historical heritage buildings:** mentioned 3 times
  - Old Hull, Lansdowne Park
- **Rideau Hall:** mentioned 2 times
- **Supreme Court:** mentioned 1 time
- **Bicycle Paths:** mentioned 1 time
- **Underground public transit stations:** 1 mention

Question 4. Identify locations that provide the best views of the identified cultural landscapes.

Participants identified over 40 scenic views (see Appendix 3).

4.4   Other Comments /Suggestions

- Develop an illumination hierarchy across the City: lower the intensity of illumination as it moves to the suburbs

- Lower energy consumption by using motion-activated lighting

- Use less appealing buildings as a screen for projecting surrounding natural landscapes

- Check the cost of maintaining and studying the project's potential impact

- Explore a diversity of views

- Make the City safer

- Illuminate the Rideau Canal from Dows Lake to urban core areas

- The Hydro Ottawa conservation and demand management group can participate in funding the initiative and provide energy-efficiency incentives for the program

- Place more emphasis on Ottawa's waterways in illumination plans

- Understand the illumination-related difference between the interests of residents and tourists

- Illuminate the Byward Market, a major tourist attraction

- Do not light more than necessary for safety in natural areas

- Create subtle transitions between cultural, residential and commercial areas and do not include commercial lighting in designs

4.5 Plenary

During the plenary, participants mentioned the important points emerging from their discussions:

- Discover the National Capital Region
- Present natural environments and the River as art, celebrate and feature them using illumination devices
- Harmony and cohesiveness of city-wide illumination, and dynamic illumination devices displayed during the four seasons
- Need to work in partnership with different organizations
- Illuminate over a smaller surface, but in unique ways, and only at specifically selected locations in the Capital
- Ensure minimal light pollution and study the impact on nocturnal wildlife, plants and human vision
- Honour the multiculturalism characteristic of the region

5.   NCC Response

The NCC will use the ideas and comments gathered during the public consultation to develop a draft concept for the National Capital illumination plan.

6.   Next Steps

In the fall of 2015, the NCC will release an analysis of the study area and possible options for the preliminary concept for the Capital illumination plan. This concept will become the focus of a second public consultation.

The Capital illumination plan will be completed by the late summer of 2016.

Appendix 1

SURVEY ON VISUAL PREFERENCES

A series of photos was projected for 30 seconds each on screens in the room. The images portrayed different examples of illumination from around the world. We asked participants to complete the survey by scoring the image according to their preferences based on the rating scale shown below.

The image rating scale ranged from a low of -3 to a high of +3. Negative numbers indicate the degree to which the number reflects an image that seems **<u>unattractive</u>**. Positive numbers indicate the degree to which the number reflects an image that seems **<u>attractive</u>**. A score of "0" means the respondent had no opinion or a **<u>neutral</u>** reaction to the image.

-3	-2	-1	0	+1	+2	+3
Completely unattractive	Unattractive	Not very attractive	Neutral	Fairly attractive	Attractive	Very attractive

For each image, we asked participants to enter an "X" under the score that best reflects the attractiveness of each image. We then asked them to write the word or words that entered their minds when they looked at each image.
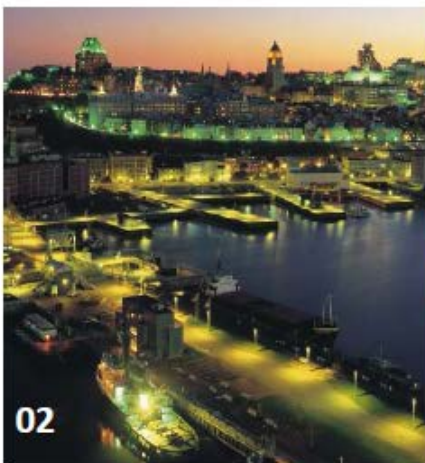
Image	-3	-2	-1	0	+1	+2	+3
No. 1							
Word (s)							

The following 30 images were shown during the visual survey:

Simple · Proper · Elegant · Classique · Enchanting
Too illuminated
Average score: 1.57
Most recurring score: 2

Pleasant · Gentle · Too Green · Soft
Ordinaire · Désagréable · Froid · Sickly
Average score: -0.3
Most recurring score: -2

Romantic · Nice · Lovely · Elegant · Warm
Trop simple · Too dark · Sombre
Average score: 0.61
Most recurring score: 2

Future	Overdone
Unique	Uninspiring
Brilliant	Too harsh
Majestic	
Clair	

Average score: 0.92

Most recurring score: 1

Dramatique	Utilitarian
Moody	Industrial
Interesting	Bleak
	Pollution
	Sombre

Average score: -0.9

Most recurring score: -1

Godly	Too bright
Majestic	Artificial
Point focal	
Historique	
Doré	

Average score: 1.21

Most recurring score: 1
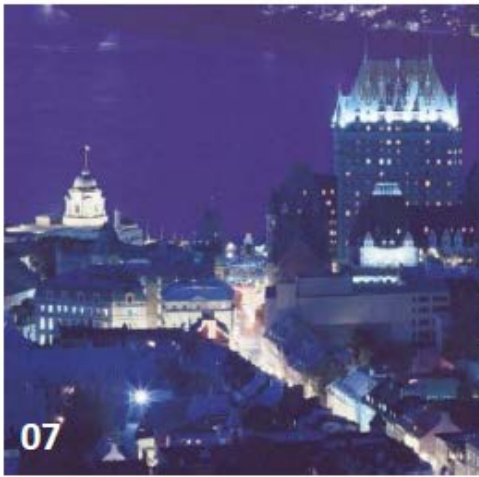
Gifted
Magical

Too much contrast
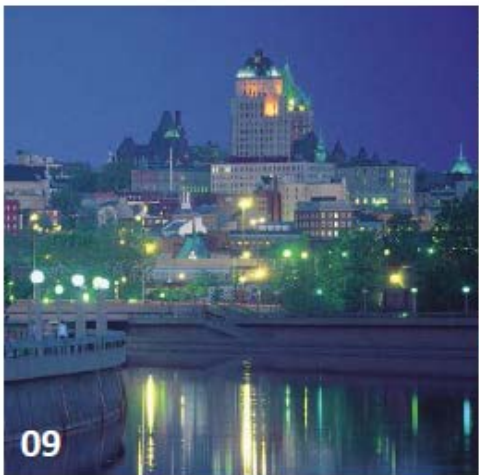Too dark
Too blue
Too cold
Boring

Average score: -0.1
Most recurring score: 0

Très beau
Calme
Practical
Gorgeous

Dull
Too bright
Road the only focus
No visual interest
Boring

Average score: 0.22
Most recurring score: -1

Éblouissant
Prospective
Interesting
Soft

Washed out
Glaring
Spotty
Too even
Too green

Average score: -0.4
Most recurring score: -1

Wonder	Gambling
Subtle	Distracting
Balanced	Not special
Tasteful	
Good contrast	

Average score: 1.4
Most recurring score: 2

10

Énergie	Trop de couleur
Magique	Too bold
Flamboyant	Too much purple
Vibrant	Tacky
	Does not reflect landscape

Average score: 0
Most recurring score: -1

11

Elegant	Trop évident
Modern	Distracting
Accents architecture	Out of context
Dynamic	
Creative	

Average score: 1.04
Most recurring score: 2

12

Énergique	Too intense
Animé	Busy
Dynamique	Unfocussed
	Energy use
	Not for a capital

Average score: -1.2
Most recurring score: -3
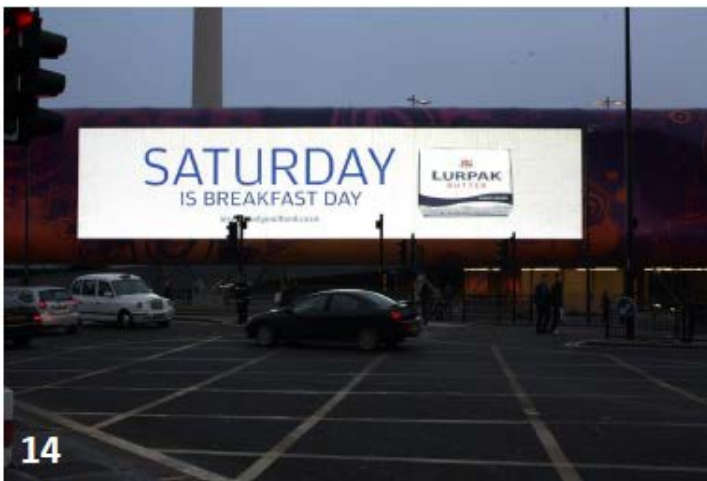
Invasive	Suburbia
Too commercial	Inappropriate
Forgettable	Unbalanced
Wasted	Ugly
Terrible	

Average score: -2.3
Most recurring score: -3

Mets en valeur la rivière	Trop coloré
Rainbow	Unbalanced
	Too much, loud
	No focus
	Commercial

Average score: -0.2
Most recurring score: -1

Glare	Materialistic
Commercial	Busy
Trop d'affiche	Too bright
No concept	Unappealing
Not welcoming	

Average score: -0.9

Most recurring score: -1

Warm	Too yellow
Love	C'est trop
Festivities	Artificial
Great for winter	Too bright
Cozy	

Average score: 0.65

Most recurring score: 1

Inviting	Fake
Lively	Too bright
Interessant	Not enough difference
Harmonieux	Commercial
Welcoming	

Average score: 1.19

Most recurring score: 2

Majestic	Cool
Enchanted	Artificial
Fun	Unnatural
Fantasy	
Artistic	

Average score: 1.16
Most recurring score: 2

Academic	Peaceful
Modern	Interesting
Natural	Well lit
Beau moderne	Effective
Worth the effort	Inviting

Average score: 1.58
Most recurring score: 2

Artistic	Cold, ice
Wonderland	Artificial
Awesome	Over the top
Futuristic	Gaudy
Chaleureux	Too bright

Average score: 0.57
Most recurring score: 2

Majestic   Classy
Powerful   Elegant
Architecture   Sombre
Subtle   Iconic
Sophisticated

Average score: 1.65
Most recurring score: 2

Modern meets historic   Too flat
Interesting   Plain
Lovely   Mismatch
Clarity   Bird trap
Attractive

Average score: 1.04
Most recurring score: 1

Pride   Distrayant
Great accents   Devilish
Balancé   Uninspired
Charming   Under lit
Joyful   Dark

Average score: 1.16
Most recurring score: 2

History	Tacky
Interessant	Pas pour la capital
Elegant	Trop
Wow!	Kitsch
Gorgeous	Overdone
Average score: 0.44	
Most recurring score: 2	

New	Videogame
Artistic	Distracting
Unique	Silly
Creative	Looks like a bar
Good outline	Hides architecture
Average score: -0.1	
Most recurring score: 1	

Gentle	Too much
Nostalgia	Dull
Subtle	
Wonderful	
Romantic	
Average score: 1.25	
Most recurring score: 2	

History	Tacky
Interessant	Pas pour la capital
Elegant	Trop
Wow!	Kitsch
Gorgeous	Overdone

Average score: 0.44
Most recurring score: 2

New	Videogame
Artistic	Distracting
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Unique	Silly
Creative	Looks like a bar
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Average score: -0.1	
Most recurring score: 1	

Gentle	Too much
Nostalgia	Dull
Subtle	
Wonderful	
Romantic	
Average score: 1.25	
Most recurring score: 2	

Mise en valeur le parc	Overdone
Nice	Too bright
Artistic	Trop appuyé
	Busy
	Unfocussed

Average score: -0.4

Most recurring score: -1

Safe path	Sombre, froid
Inviting	Just okay
Peaceful	
Genial	
Bel équilibre	

Average score: 1.62

Most recurring score: 2

Sobriété	Uncoordinated
Peaceful	Lack of focus
Majestueux	Glare
Mise en valeur	
Great detail	

Average score: 1.61

Most recurring score: 2

Legend and Maps

SCOPE AREA
ÉTENDUE DE L'ÉTUDE

AREAS OF SECONDARY IMPORTANCE
AIRES D'IMPORTANCES SECONDAIRE

CONFEDERATION BOULEVARD
BOULEVARD DE LA CONFÉDÉRATION

Canada Lands Company CLC Limited
Société immobilière du Canada CLC limitée

Canadian Museum of Civilization
Musée canadien des civilisations

Canadian Museum of Nature
Musée canadien de la nature

National Arts Centre
Centre national des Arts

National Defence
Défense nationale

National Gallery of Canada
Musée des beaux-arts du Canada

National Research Council Canada
Conseil national de recherches Canada

Natural Resources Canada
Ressources naturelles Canada

Parcs Canada Agency
Agence Parcs Canada

Public Works and Government Services Canada
Travaux publics et Services gouvernementaux Canada

Royal Canadian Mint
Monnaie royale canadienne

National Capital Commission
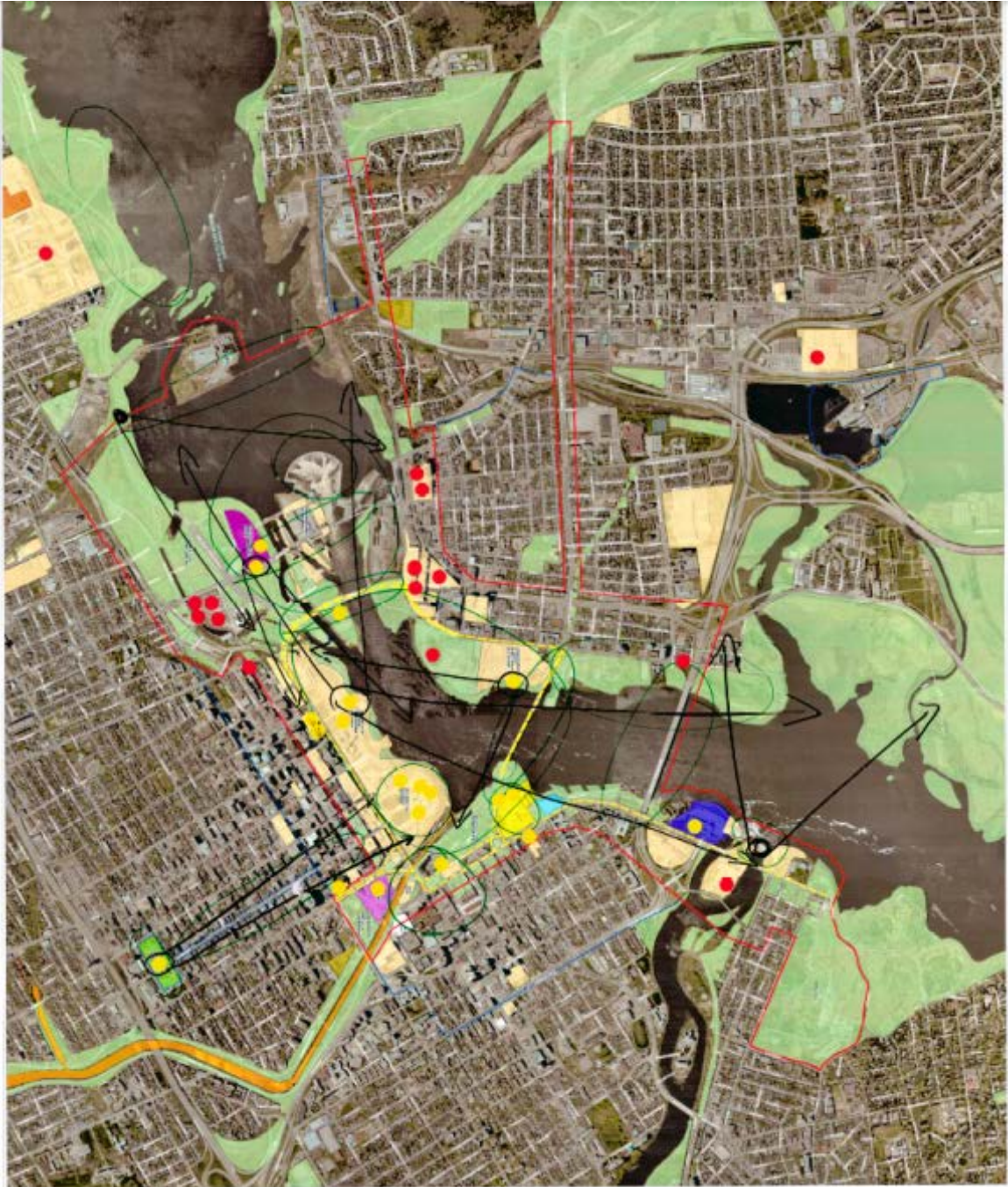Commission de la capitale nationale

ROADS_25000

Carte 1

Carte 2
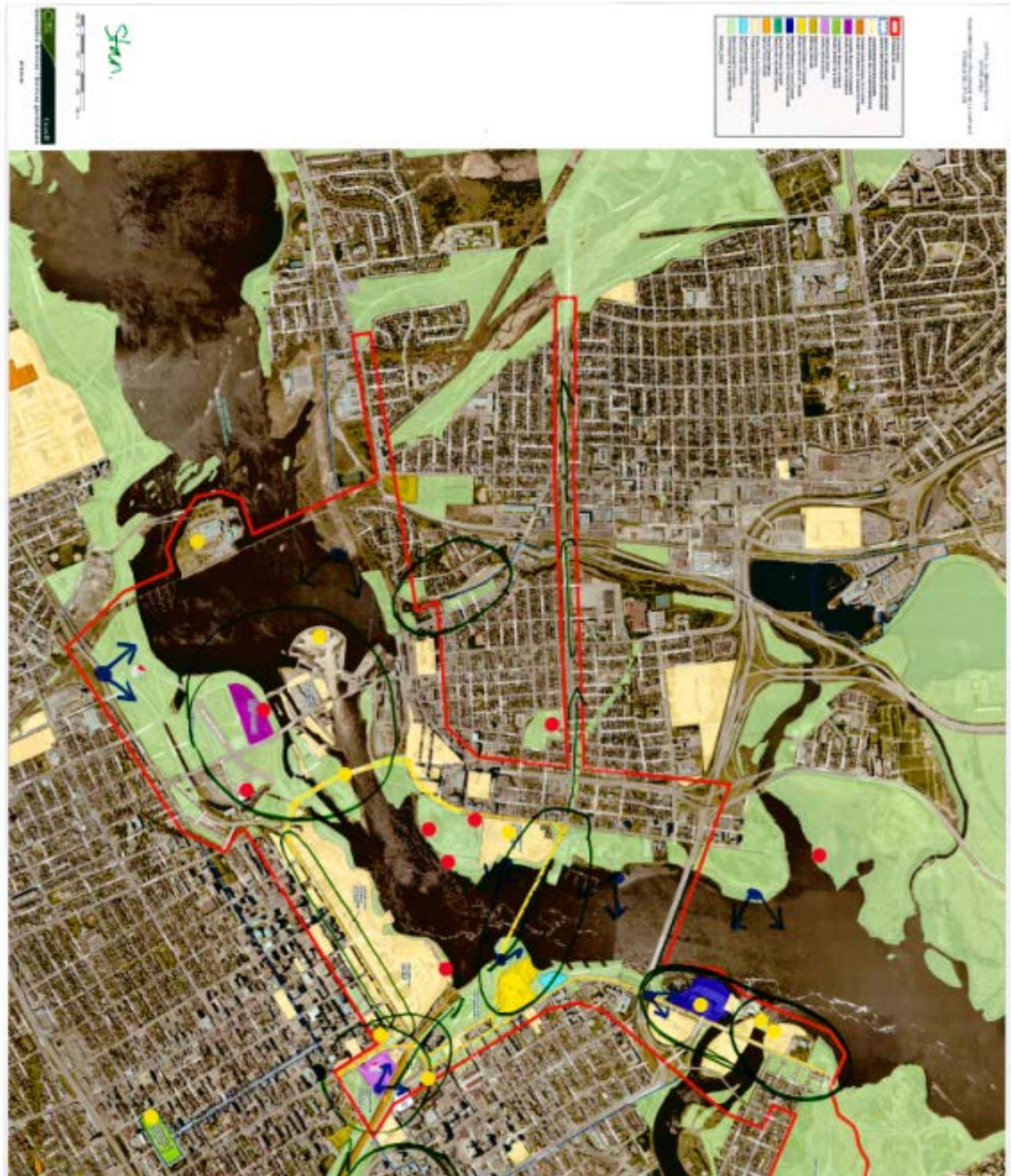
Carte 3

Carte 4

Carte 6

Carte 7

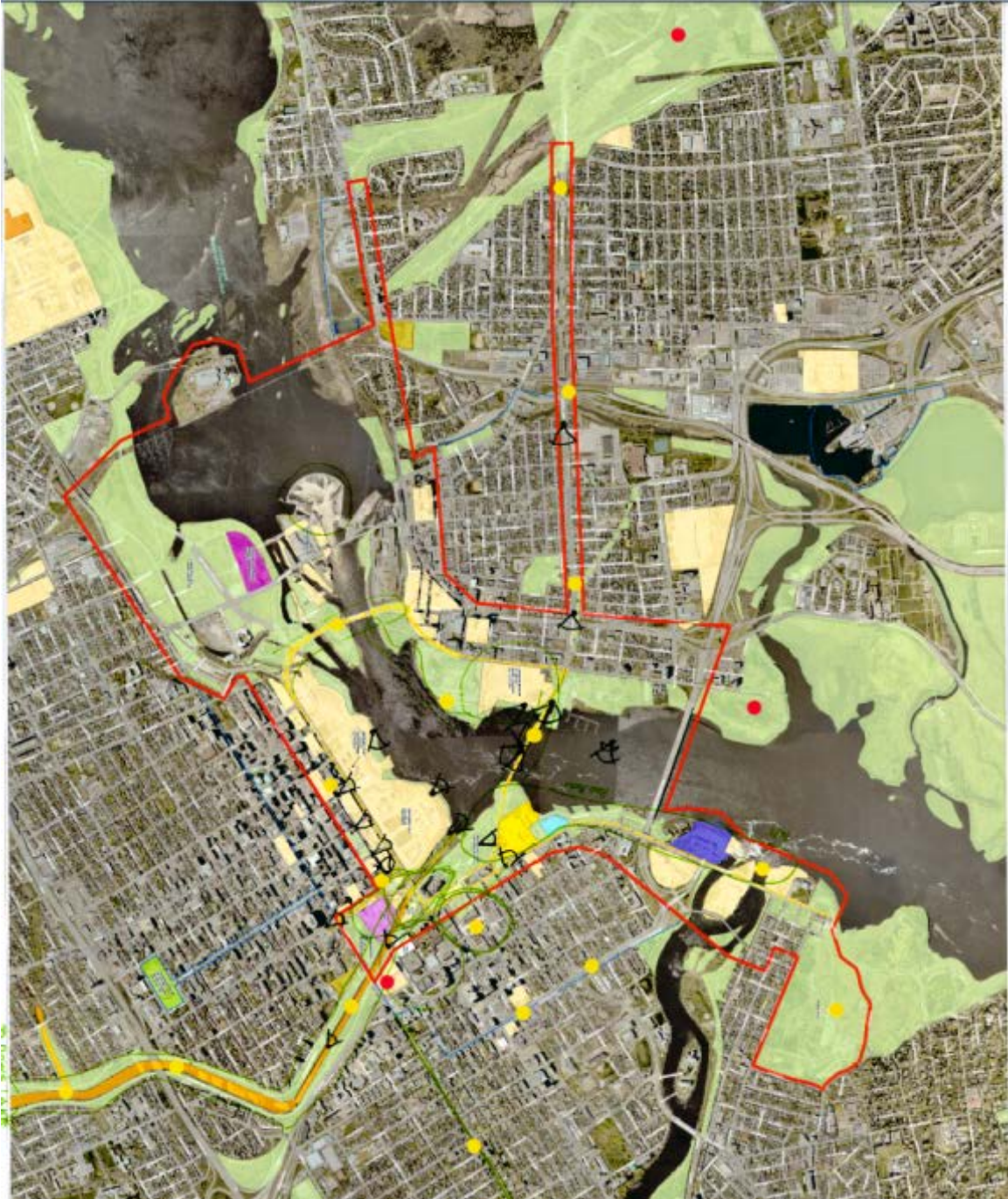**Carte 9**

Carte 12

Appendix 3

Map of cultural landscapes that warrant illumination