



National Capital
Commission

Commission
de la capitale nationale

Canada

Ottawa River Parkway Corridor Cultural Landscape Assessment

Terms of Reference

19 May 2005



1. Introduction

The NCC wishes to undertake a comprehensive cultural landscape analysis of the Ottawa River Parkway Corridor, in the context of a larger study that also includes a visual character analysis of the parkway, in order to develop a statement of cultural significance and of the desired landscape character for the corridor. This statement will also enunciate the corridor's key Capital and provincial entrance function(s), views, desired landscape treatments, and land requirements.

The results of that larger study will provide a basis for the subsequent development of land use concepts, boundary adjustments, and land use and land management policies as part of the Capital Urban Lands Master Plan (CULMP), Ottawa River Sector.

2. Background

The Capital Urban Lands Master Plan (CULMP) is one of three "Master Plans" in the NCC's land use planning framework. It is in the early stages of preparation. The CULMP complements the Greenbelt Master Plan (1996) and the current update of the Gatineau Park Master Plan, which received NCC approval in early May 2005.

A key area of interest is the Ottawa River Parkway corridor (ORPC), extending from Carling Avenue in the west to LeBreton Blvd. in the east, a distance of approximately 9 kilometers. This high level of planning interest stems from the corridor's role as an entrance to the Capital; its proximity and connections to a heritage river and the province of Quebec; current and expected land use changes alongside the corridor, particularly in the Bayview/LeBreton area; and past NCC proposals to sever small areas from the corridor for development.

The ORP corridor is thus a priority corridor to be addressed in the CULMP. A planning concept and policies to guide the long-term future of the ORP corridor, including the advisability of any land additions or removals, requires an understanding of the corridor's role, visual character, and cultural landscape value.

The larger study will assess the ORPC in terms of the "Capital story" it should communicate to visitors as they travel along it to and from the Core Area, and to and from Quebec, as well as to users of picnic areas and viewpoints along the corridor. It will determine how the ORPC landscape should communicate its cultural landscape values and visual characteristics, including the sequence of views along the corridor.



This background study will define the purpose and function of the parkway corridor within the overall vision for the Capital, and determine how well the cultural landscape and visual character of the ORPC does – and should – contribute to meeting these objectives.

This study is not intended to be a plan. Its prime focus is research and analysis, the results of which will feed into the CULMP. No NCC approvals are required. The study recommendations will, however, be integrated into the CULMP, for which NCC approvals will be required.

3. Goal (larger study)

The following are some important issues that will need to be assessed as part of the larger study.

One of the philosophical guides underpinning the CULMP is proposed to be the promotion of exemplary practices in urban sustainability. What role can the ORP corridor play in this regard?

Two of the key tenets of urban sustainability are urban intensification and public transportation. Both of these concepts have potential to have major impacts on the visual and cultural landscape of the ORP. Increasing pressure for new uses within the corridor such as for public transit purposes and/or new visitor destinations along the water could have a significant impact on the scenic quality of the parkway experience and the cultural landscape value of the corridor. How can such impacts be mitigated, and are there limits to what should be considered appropriate?

As the population of the NCR grows, the visual quality and the landscape character or values of the parkway corridor may diminish due to overuse. An increase in the density and height of buildings along the corridor edges can also be expected with the urban intensification policies of the City of Ottawa. What sort of effects will this land use change have on the corridor? Are “buffer” conditions or zones desirable to mitigate the effects of land use change and character beyond the corridor?

What impacts would the removal of certain parcels, as mooted in the past by the NCC, generate on the corridor, in terms of their specific locales, and on the overall concept of movement through the corridor? Are current proposals acceptable? Should they be modified or abandoned? What mitigation would reduce impacts to an acceptable level? Do other locations suggest themselves?



There is a lack of continuity in the ORP between its western terminus at Carling Avenue and Highway 417, an important access route to the Capital. What can be done to enhance the sense of connectivity and sense of arrival in the Capital?

4. Mandate and Objectives (larger study)

Specific objectives comprise:

- Evaluate the corridor and its relationship to the Ottawa River and adjacent lands from a cultural landscape perspective, including recommendations for its management;
- Identify the landscape treatments as well as the visual and experiential character to be maintained or enhanced in the corridor;
- Devise a related landscape management strategy (including naturalization, view shed management, and screening, as required); and
- Recommend a long-term boundary for planning and NILM purposes, and any associated conditions attached to boundary changes.

The study would be undertaken in such a way as to integrate the following considerations:

- An understanding of how the visual character and use of the corridor changes through the seasons and in daytime and nighttime hours.
- An understanding of the corridor's role in the larger entrance experience to the Core from beyond the corridor's extremities (e.g., from highway's 416 and 417 at the outer limits to the Greenbelt, and from Quebec);
- An understanding of the context (land use, visual character/quality) of adjacent lands along the corridor.
- Past NCC proposals to sever some small areas from the (ORP) corridor for development, and the implications of such removals on the larger corridor character, cultural landscape value, and experience.



5. Description of Mandate (cultural landscape analysis)

As part of the larger study, and more closely related to the cultural landscape research and analysis, the NCC wishes to retain the services of a consultant to complete the identification, delineation and assessment of what we believe to be the cultural landscape of the Ottawa River Parkway Corridor. To do so, the methodology developed in the document titled “Definition and Assessment of Cultural Landscapes of Heritage Value on NCC Lands”, NCC December 2004, should be used. The first three steps mentioned in the document (Identification, Research, and Delineation and Assessment) are in fact the focus of this mandate.

The consultant will possess and demonstrate professional competence in the field of historical research, analysis of archival documents and writing of research reports and papers, but also in the field of cultural landscape assessment.

5.1 Description of Duties (cultural landscape analysis)

The first step, is the **Identification and Categorization** of the lands within the boundaries of the ORP Corridor indicated above. Which type of cultural landscape(s) is (are) found within these boundaries, and at which scale?

The second step, **Research**, should examine at the intellectual history, the physical history, and the current conditions of the lands, through documentation of the evolution of the ORP Corridor, including its past and present uses, development, treatment, composition of open and natural space, changes beyond the corridor or adjacent to it, etc

The third step, **Evaluation and Assessment** is where values are assigned to the cultural landscape(s). These relate to values intrinsic to the lands, but also touch on the ideas and physical elements that should be preserved to maintain these values in place.

Again the document titled “Definition and Assessment of Cultural Landscapes of Heritage Value on NCC Lands”, NCC December 2004, should be used as guidance for more information on what these steps involve more specifically.



5.2 Work Plan

The consultant will perform the **Steps 1 and 2 between the delivery of contract and the third week of July 2005**. This will include the following tasks:

- Meet at the beginning of the contract with NCC representatives involved in the larger study;
- Review of all relevant available documentation, here at the NCC or at public archives, including planning documents, photos, maps, artistic representations of the lands, etc;
- Write a synthesis report that clearly indicates, at a minimum: the type of cultural landscape(s) found in the corridor, justification for such a typology, boundaries, level of integrity, and condition of its resources.

The consultant will perform the **Step 3 between the third week of July and the end of August 2005** in close consultation with NCC representatives. This will in fact need to be coordinated with the results of the visual assessment conducted in-house, as it will serve to prepare a statement of future philosophy and approach towards the use, disposal, level of development, priority zones for preservation related to the corridor.

That Step 3 will include the following tasks:

- The evaluation of the design significance, the historical significance and the social significance of the ORP Corridor as a cultural landscape. This should address the dynamic nature of the cultural landscape and acknowledge its tangible and intangible resources;
- The preparation of a synthesis report describing the different layers of the cultural landscape(s), the elements that define its character and the level of importance to give to particular elements in order to preserve the integrity of the most important layers of the cultural landscape, clarification of the buffer zones important to maintain or to plan adequately to preserve the cultural landscape of the ORP Corridor, and ideally a Statement of Significance summarizing the results of all the previous steps.



5.3 Final Product

The consultant will produce the following documents:

1. Eight (8) copies of the draft documents for Steps 2 and 3 for revision;
Eight (8) copies of the final document after Step 3 responding to comments; one (1) unbound and seven (7) bound;
2. One (1) copy of the final document on CD-ROM;
3. The final document should integrate the following elements:
 - The report should be written in French or English; and
 - Any illustration should be in a format acceptable to NCC personnel.

4. Project Management and Meetings

- Project management for this part of the larger study will be under the responsibility of Johanne Fortier, Manager, Heritage Programme: phone: (613) 239-5225; fax: (613) 239-5393, email: jfortier@ncc-ccn.ca. Please note that she will be away from the office between May 24th and June 3rd, 2005.

The other members of the team are:

- **Richard Scott (RS)**, Principal Regional Planner, Planning Division, CPRAM – Project Leader/ Project Manager of the Capital Urban Lands Master Plan (CULMP) into which the ORP study will feed. As such, he is the client for the study. Phone: (613) 239-5512, email: rscott@ncc-ccn.ca.
- **Julie Mulligan (JM)**, Project Landscape Architect, Design & Construction, CPRAM – Project Manager (Visual Landscape Component/ General), responsible for undertaking the visual landscape character and quality assessment aspects of the project, and for integrating the work of the cultural landscape component into a final project. Phone: (613) 239-5166, email: jmulliga@ncc-ccn.ca.
- **Michael Muir (MM)**, Land Manager (Canal, East, South, and West corridors), Urban Lands and Transportation, ECLP – Advisor, providing input concerning current land management conditions and issues, and will review material and



contribute to recommendations. Phone: (613) 239-5172, email: mmuir@ncc-ccn.ca.

- **Heather Martin (HM)**, Student, Landscape Architectural Section, Design & Construction, CPRAM - summer student who will be largely dedicated to this project. Primary tasks include fieldwork and graphics preparation. Phone: (613) 239-5362, email: hmartin@ncc-ccn.ca.

The consultant will:

- Maintain a regular contact with the Project Manager;
- Meet NCC personnel at their office on 40 Elgin, Ottawa, between four times during the length of the contract; and
- Assume all costs of document production.