

 Canada	No.: 2016-P06.1
For: DECISION	To: Board of Directors
	Date: 2016/06/28-29

1. TITLE

Process to conduct a Federal Review of The Ottawa Hospital Site Selection Process

2. PURPOSE OF THE SUBMISSION

To inform the Board of Directors of the proposed process the National Capital Commission will undertake in order to review and develop recommendations for the Minister regarding the site selection for a new Civic Campus site for The Ottawa Hospital; and seek the Board's endorsement of the proposed approach.

3. AUTHORITY

Section 11 of the *National Capital Act*: Coordinate the development of federal lands in the National Capital Region in accordance with federal plans, and as requested by the Minister.

4. RECOMMENDATION

That the Board of Directors endorses the approach presented by staff for the review of the site selection process for the Ottawa Hospital.

5. BACKGROUND

The Ottawa Hospital is a vitally important institution in the National Capital Region that provides health care services that are essential to a healthy and economically vibrant capital region in both Eastern Ontario and West Quebec. The Hospital also undertakes medical education and research which is nationally important. Furthermore, the Hospital is a hub that provides medical services to Nunavut. The Hospital is the third largest employer in the National Capital Region.

Chronology

Following a restructuring of Ontario hospitals between 1996 and 2000, The Ottawa Hospital began the preparation of a master plan for its facilities beyond 2020. In 2008, the Hospital concluded that the existing Civic Hospital on Carling Avenue was too old and it would be too costly to rebuild. A new master plan was endorsed that same year by the Champlain Local Health Integration Network (LHIN), the provincial oversight body. Between 2008 and 2013, the Hospital, in consultation with local, provincial and federal agencies reviewed 12 potential hospital sites and concluded that a site across from the existing Civic campus would be the optimal location for a new Hospital.

In November 2014, Treasury Board provided its authority to Agriculture and Agri-food Canada (AAFC) to enter into a transfer agreement with the NCC to transfer administration of up to sixty (60) acres of land on the northwest quadrant of the Central Experimental Farm for the purpose of enabling a new campus of The

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Ottawa Hospital Civic Campus at that location. That authority was to have been implemented through a series of legal agreements between the parties, which was based upon the intent expressed in a Memorandum of Understanding, signed November 7, 2014. The MOU established the issues to be addressed, the process now being delivered upon and the specific undertakings between the parties with regard to their various responsibilities in the matter:

The following table outlined the responsibilities contemplated in that Memorandum of Understanding:

Party	Key Commitments in the MOU
Central Experimental Farm	Provided operational guidance to the NCC, with regard to what elements of the adjacent farm lands should be preserved (and how)
NCC	Identified design conditions to be developed to deliver upon key Capital interests in this project
The Ottawa Hospital	<ul style="list-style-type: none"> • Committed to a 12-month notice period for taking possession of the lands from the NCC • Committed to cover all land assembly costs (appraisal, surveying)

The intent behind the original transaction was that the NCC would act as an intermediary for the federal government to make land available at a nominal value for a new Hospital. The NCC, as intermediary, would provide the land under a long-term lease, so that the land stayed in the federal land portfolio, and allow the NCC to apply its design review process to the project.

In late 2015, the Federal Government requested that The Ottawa Hospital conduct additional public consultations on their plans as well as provide the government with more background information on the rationale for the site that was selected, including an evaluation of alternative sites. In March 2016, The Ottawa Hospital hosted a public information session.

In April 2016, the government received a report from The Ottawa Hospital and HDR Inc. outlining the rationale for the selection of their preferred site, in terms of the need for a future Hospital, the likely size and configuration of the Hospital and the merits of the preferred site, among other sites the Hospital had considered over the last decade.

The report assessed four separate sites:

- The northwest corner of the Central Experimental Farm south of Carling, and east of Fisher Avenue;
- A site south of Carling Avenue, east of the first site, over the area that currently has Central Experimental Farm buildings 20, 21 and 22;
- The site of the former Sir John Carling Building at the northeast corner of the Central Experimental Farm; and
- A site on the western half of the Tunney's Pasture complex.

The Ottawa Hospital's report concluded that the site at the northwest corner of the Central Experimental Farm is the optimal site.

The decision to locate a hospital on federal lands does not currently fully comply with Capital plans. Background information on the federal sites assessed by the Hospital is in Appendix 1.

On May 20, 2016, the NCC received a mandate letter from the Hon. Melanie Joly, Minister of Canadian Heritage, which is attached as Appendix 2. In the letter, the Minister has asked the NCC to “..review the

Submission

prospective sites selected by the Ottawa Hospital for the new Civic campus and provide me with a recommendation and justification of the NCC's preferred site. As part of this review, I would expect the NCC to prioritize the necessity of a site in the urban core".

The Minister's mandate letter requests the NCC to provide a timeline and schedule of activities to implement this review in June 2016, and that the entire process be completed by the end of November 2016.

Methodology for the Review

The NCC will provide advice to the Minister on sites but will not reconsider the need for new Hospital program requirements, as this is not within its mandate. The role of the NCC in this exercise rests under Section 11 of the *National Capital Act*. The question the NCC is to address is which federal lands are most suitable for use by a hospital. Provincial and local bodies are responsible for broader health care planning, funding and implementation. Once the final site choice is confirmed by the government, the NCC will need to amend federal plans, and give further land use and design approval under Section 12 of the *National Capital Act*.

At a teleconference of the Board of Directors on June 9, 2016, the Board discussed Minister Joly's mandate letter and accepted to undertake the review. The Board also decided to appoint a joint sub-committee comprised of members of the Board and members of the Advisory Committee on Planning, Design and Realty (ACPDR) to provide oversight to the review process.

The following methodology is proposed:

- Step 1: Screening of Sites for Review and Drafting Evaluation Criteria including assistance from the City of Ottawa for other alternative sites and consultation with Ontario Ministry of Health and stakeholder groups (June and July 2016)
- Step 2: Evaluation of Screened Sites (August to September 2016)
- Step 3: Public Consultation on Draft Evaluation (September to October 2016)
- Step 4: Finalize Report – Board Consideration (November 2016)

To support the review process, a broad series of consultations will be conducted with partners, stakeholders and the public. This will include a series of pre-consultations on the evaluation criteria for the review with federal partners (Agriculture and Agri-food Canada and Public Services and Procurement Canada), the Ontario Government, the City of Ottawa, the Ottawa Hospital, the Central Experimental Farm, the Champlain Local Health Integration Network, and other select groups. The NCC will also conduct on-line public consultations to allow local residents and Canadians the opportunity to provide input on the various sites. In addition, the NCC will have targeted engagements with stakeholder groups including First Nations, the Friends of the Farm, Heritage Ottawa and local resident associations.

Staff will meet with the joint sub-committee at least twice: during steps 2 and 3, to report on progress to date and go over draft analysis and/or conclusions, and the committee will participate in the ranking of the sites for the final report.

The end result will be a report that clearly describes the advantages and disadvantages of each site, and ranks the sites in order of preference. The NCC intends to make that analysis of advantages and disadvantages public prior to a final decision of the Board of Directors.

A special multi-disciplinary staff team will be assigned to do this assessment and provide information to the joint sub-committee.

6. ANALYSIS OF OPTIONS AND RISK

- The methodology used in this submission has been designed to achieve the response time requested in the mandate letter. The NCC plans to primarily use internal resources to complete the exercise, although external support for the on-line consultation will be engaged. There is currently no budget for this work, so the consequence is that other policy initiatives by the NCC will be delayed in order to advance this request. We currently estimate that our staff cost plus the cost of external support will be between \$350,000 and \$400,000.
- Providing a hospital site for regional needs is in the public's interest, but it is not normally the core mandate of the NCC. As such it is likely that an amendment to NCC and other federal plans be required to satisfy this request if the preferred site is designated as National Interest Land Mass. The review process will help assess impacts on the long-term effect for Capital building and future federal facility requirements.

Financial

- Once a site is selected, the NCC assumes that there will be no capital value to this transaction, based on the precedent of the Treasury Board authority granted in November 2014 to waive requirements for fair market value consideration and to circulate the availability of surplus real property, as provided for in the TB Policy on the Management of Real Property and the TB Directive on the Sale or Transfer of Surplus Real Property. We anticipate that consideration for the Ground Lease will be on a nominal basis, regardless of which site is ultimately selected.

7. STRATEGIC LINKS

This exercise is consistent with a mandate given by the government, and furthermore, it is consistent with the NCC's strategic priority of being a Value-added Partner in Canada's Capital Region.

8. CONSULTATIONS AND COMMUNICATIONS

Our approach to consultations and communications was discussed in Section 6 of this submission.

9. NEXT STEPS

NCC staff will commence the evaluation process in accordance with the process described above, and provide the results of the evaluation to the Minister of Canadian Heritage.

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|-----------------|---|
| Summer 2016: | Project initiation and pre-consultations with other government and key stakeholders |
| September 2016: | Public consultation |
| | Project update at the Board |
| October 2016: | Completion of evaluation and further specific consultations |
| November 2016: | Submission of report to the Board of Directors for approval |
| | Report to the Minister |

10. LIST OF APPENDICES

- Appendix 1 – Background information on the federal sites by the Hospital
- Appendix 2 – Mandate Letter and response to Minister Joly
- Appendix 3 – Members of the Joint Sub-Committee for the Ottawa Hospital

11. SUBMISSION AUTHORS

Stephen Willis, Executive Director, Capital Planning Branch
Lucie Bureau, Acting Director, Federal Approvals, Capital Planning Branch
Sandra Candow, Principal Municipal Planner, Capital Planning Branch

Appendix 1 – Background information on the federal sites by the Hospital

The Central Experimental Farm (CEF)

The CEF is identified as a National Historic Site. The designation is managed by the Historic Sites and Monuments Board, which reports to Parliament through the Parks Canada Agency (PCA).

The Central Experimental Farm is 427 hectares (1,055 acres) of open space in the centre of Ottawa, the Capital of Canada, and borders the historic Rideau Canal. It is the largest open space within the City's urban area (using the NCC's Greenbelt as urban boundary).

The Central Experimental Farm dates from 1886. Its original mandate was to be the central or focal point for a Canada-wide system of experimental farms to help resolve farm production questions. According to information published by the Farm, it has played an essential part in many research and development successes. These include new cereal grains such as wheat varieties which have proven to be highly adapted to Canadian soils and weather. These varieties have demonstrated their value as they helped open up the Canadian prairies to agricultural production during the 20th century.

Over the decades, the Central Experimental Farm has housed many diverse research programs including:

- soils and Canadian land inventory;
- food and dairy products processing technology;
- horticulture and ornamental plant breeding;
- agriculture engineering and farm mechanical systems;
- animal and poultry breeding and production;
- agricultural and forest insect identification and control methods;
- agricultural chemistry analysis methodology;
- plant and animal pathology;
- bacteriology and plant health;
- cereal and forage crop production utilization;
- tobacco;
- bee research.

The Central Experimental Farm National Historic Site Management Plan provides the Farm's long-term management framework to balance the Farm's dual role as National Historic Site and an active research centre through the Ottawa Research and Development Centre. The Central Experimental Farm Advisory Council was established in 1999 to ensure public participation in the Farm's management and to help ensure the continuing historic site designation.

Tunney's Pasture

Tunney's Pasture is another site considered in The Ottawa Hospital's site selection review. **Tunney's Pasture** is a 49-hectare (121-acre) federally-owned site just south of the Sir John A Macdonald Parkway, between Northwestern Avenue and Parkdale Avenue, north of the Transitway. The complex of federal office buildings currently accommodates approximately 10,000 employees. A Master Plan for the future development of the site was approved by the NCC Board in 2015. It contemplates providing some private sector development.

RECEIVED
MAY 25 2016

Ministre
du Patrimoine canadien



Minister
of Canadian Heritage

Ottawa, Canada K1A 0M5

Mr. Russell Mills
Chairperson
National Capital Commission
202 – 40 Elgin Street
Ottawa, Ontario
K1P 1C7

MAY 20 2016

Dear Mr. Mills:

As you know, The Ottawa Hospital announced at its public information session on March 7, 2016, that it would re-evaluate the proposal to build a new Civic campus on federal land at the Central Experimental Farm, as selected in 2014, and that it would consider additional prospective sites.

As the minister responsible for the National Capital Commission (NCC), I am committed to the NCC's role in overseeing the use of federal lands in the National Capital Region as part of the Commission's planning mandate.

Given this mandate, I am asking the NCC to review the prospective sites selected by The Ottawa Hospital for the new Civic campus and provide me with a recommendation and justification of the NCC's preferred site. As part of this review, I would expect the NCC to prioritize the necessity of a site in the urban core.

I respectfully ask the NCC to provide me with a timeline and schedule of activities to implement this review in June, 2016. I also ask that the entire process be completed by the end of November 2016.

I look forward to seeing the NCC's proposal to undertake this work. Please accept my best wishes.

Sincerely,

A handwritten signature in blue ink, appearing to read "Mélanie Joly".

The Honourable Mélanie Joly, P.C., M.P.

Canada The logo for the Government of Canada, featuring the word "Canada" in a serif font with a red maple leaf icon above the letter "a".

**Office of the Chair Cabinet du président
of the Board of Directors du conseil d'administration**

June 17, 2016

The Honourable Mélanie Joly, P.C., M.P.
Minister of Canadian Heritage
15 Eddy Street
Gatineau QC K1A 0M5

Dear Minister:

I am writing to you in response to the mandate letter that you provided to the National Capital Commission (NCC) on May 20, 2016.

In your correspondence, you asked the NCC to undertake a review of the prospective sites selected by The Ottawa Hospital for a new Civic campus, and to provide you with a recommendation and justification of the NCC's preferred site. You further requested that the NCC provide a timeline and schedule of activities to complete this review by the end of November 2016.

Consistent with the corporation's mandate, under Section 11 of the *National Capital Act*, to coordinate the development of federal lands in the National Capital Region in accordance with federal plans, I am pleased to provide you with the NCC's proposed methodology and schedule of activities to implement the federal site review for the new Civic campus of The Ottawa Hospital.

The federal site review by the NCC will examine the suitability of the four sites announced by The Ottawa Hospital in April 2016, as well as other federal lands within the National Capital Region. The scope of the review will also include the re-validation of a core area site by the NCC. A set of evaluation criteria will be developed by the NCC to assess the sites.

To assist with the review, the NCC will establish a Joint Sub-committee of the NCC Board of Directors and the Advisory Committee on Planning, Design and Realty (ACPDR). This Joint Sub-committee will work with staff to analyze and rank the sites, as well as provide recommendations to be included in the final report to you.

To support the review, consultations with key stakeholders and experts will be used to define the evaluation criteria, including a validation of the area of land that is required. As well, an online public consultation will be held to invite local residents and all Canadians to provide input on the various sites.

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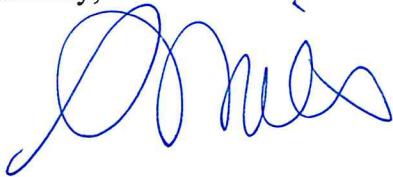
Following the review process, a final report will be drafted and presented to the NCC's Board of Directors. This report will describe the advantages and disadvantages of each evaluated site and will rank the sites in order of preference. Once endorsed by the Board of Directors, the final report will be provided to your office.

To complete the federal site review for the new Civic campus of The Ottawa Hospital by the end of November 2016, the NCC has developed the following schedule of activities:

NCC Board of Directors' Approval of Joint Sub-committee Terms of Reference	June 28, 2016
Project Initiation and Consultations on Evaluation Criteria	July – August 2016
Site Evaluation / Meetings with Stakeholders	August – September 2016
Update to the NCC Board of Directors	September 12, 2016
Online Public Consultations	September – October 2016
Completion of Site Evaluation by the Joint Sub-committee	October 2016
NCC Board of Directors' Approval of Final Report and Site Recommendation	November 21, 2016
Report to Minister	End November 2016

Dr. Kristmanson and I would be pleased to meet with you at your convenience to discuss in further detail the NCC's review process should it be required.

Sincerely,



Russell Mills
Chair of the Board of Directors
National Capital Commission

Members of the Joint Sub-Committee for the Ottawa Hospital

Vivian Manasc



Vivian Manasc is an architect, and leads Manasc Isaac Architects, one of Alberta's leading architectural practices. She leads the design of outstanding sustainable buildings, as well as reimaged existing buildings, for public and corporate clients. Her work focuses on the facilitation of sustainable IDP (integrated design process) projects. Manasc Isaac is an innovator in cold-climate sustainable design, and has been recognized with many significant architectural awards, including the Governor General's Medal for Excellence in Architecture. Vivian Manasc is a fellow and past president of the Royal Architectural Institute of Canada, past vice-president of the Canada Green Building Council, past vice-chair of the Board of Economic Development Edmonton, founding member of the Sustainable Building Symposium, and adjunct professor of architecture at the University of Calgary. She is also active in a number of community organizations. She received her architectural

degree from McGill University and her Master of Business Administration from the University of Alberta. She is a LEED® accredited professional, and is co-author of the book *Agora Borealis: Engaging in Sustainable Architecture*.

Anne McIlroy



Anne McIlroy is a principal of Brook McIlroy, an award-winning architecture, urban design, landscape architecture and planning firm. Anne has over 25 years' experience as an urban designer and project manager for numerous master plans and urban design projects in Canada and the United States. She is a recognized expert in the facilitation of design workshops and public consultation forums, and the development of design standards and guidelines for a variety of community, waterfront, university and other institutional projects. Anne McIlroy is an inaugural member of the Toronto Waterfront

Revitalization Corporation's Design Review Panel; chair of the Mississauga Urban Design Advisory Panel; and member of the Toronto Community Housing Design Review Panel. Anne is a member of the Ontario Professional Planners Institute (OPPI), the Royal Architectural Institute of Canada and the Canadian Institute of Planners (CIP), and has won awards for excellence in planning from OPPI, CIP and the City of Toronto. Anne writes and speaks regularly on sustainable community design. She holds a Bachelor of Fine Arts and a Bachelor of Architecture (1987) from the University of Toronto.

Michael Pankiw



Michael Pankiw is currently director of planning, urban design and landscape architecture in the Edmonton office of IBI Group — a Canadian-based, internationally operating, multidisciplinary company with over 2,500 staff. Mr. Pankiw specializes in land use planning, facilities planning, public consultation and project management for public- and private-sector clients. He has worked with IBI Group for more than 35 years, at offices based in Calgary, Regina and Edmonton, and on projects for clients such as the Edmonton International Airport, University of Alberta, City of Edmonton, Environment Canada and the National Energy Board. He has been a member of the Canadian Institute of Planners since 1980 and a member of the Alberta Professional Planners Institute since 1981. Mr. Pankiw has a BA in Urban Studies from Cornell

University and a Master of City and Regional Planning from Rutgers University.

Julian Smith, MArch, OAA



Julian Smith is an architect, conservator, scholar and educator, who is internationally recognized for his contributions to heritage conservation, and particularly to cultural landscape theory and practice. Julian has been executive director of Willowbank since 2008, responsible for design and development work involving significant cultural sites in Canada, the United States, France, Italy, India, Sri Lanka and Japan. His projects include the restoration of the Vimy Monument in France and Aberdeen Pavilion in Ottawa, and master plans for Toronto's Parliament Buildings, Ottawa's Central Experimental Farm and a new campus for a historic college in south India. He has also developed policy documents for federal and provincial agencies in Canada, and has been Canadian delegate to UNESCO for the drafting of the new Recommendation on the Historic Urban Landscape. For six years, Julian served as chief restoration architect for the National Historic Sites program, later establishing his own architectural and planning practice, and founding and directing Carleton University's graduate program in Heritage Conservation. Julian has been architectural advisor to the trustees of Queen's University, a past member of the Advisory Committee to the Minister of Canadian Heritage and a frequent contributor to international forums. He is a recipient of Heritage Canada's Gabrielle Léger Award and the Architectural Conservancy of Ontario's Eric Arthur Award, both for lifetime achievement. In 2012, Julian Smith was invested as an honorary member of the Canadian Society of Landscape Architects, in part in recognition of his work on cultural landscape theory and practice. Julian holds a Master of Architecture from MIT, as well as a certificate in preservation planning from Cornell University.

Kay Stanley



Kay Stanley is a retired professional with extensive experience in educational and government environments, and expertise in the areas of domestic and international affairs, federal–provincial relations, and citizen engagement. She retired from the federal public service in 2002, after a distinguished career in senior management positions at Treasury Board of Canada Secretariat, Health Canada, Solicitor General Canada and Status of Women Canada. Much of this work focused on employment equity, health promotion and programs, and gender equality issues. Ms. Stanley began her career in the educational field, where she worked for 25 years. She also served several terms as president of teachers' federations, two of which she was instrumental in founding. Ms. Stanley is past president (1996–1999) and member of the alumni

of the Association of Professional Executives of the Public Service of Canada. She has also been active in volunteer work, including serving in leadership positions with the Government of Canada Workplace Charitable Campaign, on the Board of Governors of The Ottawa Hospital (2002–2011), and in an advisory capacity with the University of Ottawa and Carleton University. Currently, she is involved with the Hospice at May Court, Eldercare Foundation (formerly Prosperity Fund) and the Ottawa Hospital Foundation. Kay Stanley holds a BA in political science from Carleton University, as well as a Teacher's Certificate.