

**4. LANSDOWNE PARK PARTNERSHIP: PATH TO SUSTAINABILITY AND  
NEXT STEPS  
PARTENARIAT DU PARC LANSDOWNE: SUR LE CHEMIN DE LA  
DURABILITÉ ET PROCHAINES ÉTAPES**

**COMMITTEE RECOMMENDATIONS**

**That Council:**

- 1. Receive the background information for this report, as follows:**
  - a) The 2019 “TD Place Functional Obsolescence Report” by ROSSETTI (Document 1);**
  - b) The 2018 “Feasibility of Possible Redevelopment” report by Leibe Engineering Associates (Document 2);**
  - c) The “As We Heard It” reports from the Stakeholder Sounding Board (Document 3);**
  - d) The “Lansdowne Park Guiding Principles” approved by City Council in 2010 (Document 4).**
- 2. Approve the framework for improving Lansdowne Park and making the Lansdowne Park Partnership sustainable over the term of the Lansdowne Park Partnership Agreements, as outlined in this report and as follows, with the results of the work to be reported back to Committee and Council in Q1 2022:**
  - a) Direct staff to work with OSEG to bring forward detailed plans and cost estimates for the revitalization of Lansdowne Park and conduct a due diligence review of all financial estimates and proforma projections; a funding strategy for the City’s portion of the construction cost related to City assets; an assessment of revenue neutrality and assessment of the financial implications for the City for the term of the Partnership agreement, as well as undertake the other required due diligence**

exercises outlined in the report.

- b) Delegate the authority to the General Manager of Planning, Infrastructure and Economic Development to negotiate with the Ottawa Sports and Entertainment Group (OSEG), on a commercially confidential basis, on a proposal to revitalize Lansdowne Park, as described in this report, and approve the negotiating principles for a revitalization of Lansdowne Park under the Partnership as follows:**
  - i) The overall package must have a material and/or financial benefit for the City and the taxpayer, as well as adhering to the basic principles of fairness to both parties and ensuring the Partnership is sustainable over its entire term.**
  - ii) The overall package must be affordable for the City, as determined by the City CFO/Treasurer and independently validated and be in keeping with the terms of the LMLP Partnership Agreement, the Long-Range Financial Plan and consistent with the requirements of the *Municipal Act, 2001* and any other relevant legislation.**
  - iii) City funds will not be used to subsidize any of OSEG's operations, including the professional sports teams, retail, or residential, and including any impacts of construction on those operations.**
  - iv) There will continue to be City-owned and managed assets that are distinct from the OSEG partnership.**
  - v) Affordable housing will be a key consideration in whatever is negotiated.**
  - vi) Retail or Commercial (existing and any potential new) remains in the waterfall, to a level deemed satisfactory to the City.**
  - vii) Any new municipal or public facilities will be done through a competitive tendered process administered under the City's procurement methodology with oversight by a construction**

management team involving both parties.

c) Approve the targeted objectives for the next phase of Lansdowne revitalization and renewal site-wide, both inside and outside the Lansdowne Partnership Plan, as described in this report and as follows:

i) That the following be added to the Guiding Principles section B) “The Overall Site”:

“The public access to the site should be studied with a goal that pedestrians, and cyclists feel safer. Any changes should improve the comfort of people who use the outdoor portions of the site and enhance safety for pedestrians and cyclists coming to the site, along with a continued emphasis on travel demand management during major events.”

ii) That the following be added to the Guiding Principles section D. b) “New Development”:

“New mixed-use development using air rights can be considered in the footprint of the existing Civic Centre/North Side Stands to help defray the cost of replacing functionally obsolete sporting facilities, and add to the intensity of development to keep the site active at all times as contemplated in the Council-adopted January 2010 principles D) Site Components b) New Development.”

d) Approve the cost-sharing proposal for the next steps of the potential revitalization proposal from OSEG, as outlined in the report, with the \$675K required for the City’s share to be funded from the City-wide reserves; and delegate the authority to the General Manager of Planning, Infrastructure and Economic Development, with the concurrence of the City Solicitor, to negotiate, finalize and execute a Memorandum of Understanding with the Ottawa Sports and Entertainment Group to confirm these arrangements.

- e) **Direct staff to undertake the planning and other work for the Urban Park/Public Realm in the following areas, as described in this report and as follows:**
  - i) **Significant Capital Improvements in support of site animation;**
  - ii) **Creating a better and more welcoming outdoor Public Realm; and**
  - iii) **Developing policies and programs that support increased public use of the Park.**
- 3. **Approve the Public Engagement Strategy as described in Document 5 and outlined in this report, with the \$200k in funding to come from City-wide reserves.**

### **RECOMMANDATIONS DU COMITÉ**

**Que le Conseil:**

- 1) **prenne connaissance de l'information contextuelle de ce rapport, à savoir :**
  - a) **le document « TD Place Functional Obsolescence Report » 2019 de ROSSETTI (document 1);**
  - b) **le rapport de 2018 intitulé « Feasibility of Possible Redevelopment » de Leibe Engineering Associates (document 2);**
  - c) **les rapports sur « Ce que nous avons entendu » du Groupe de consultation des intervenants (document 3);**
  - d) **le document intitulé « Principes directeurs pour le parc Lansdowne » approuvé par le Conseil municipal en 2010 (document 4).**
- 2) **approuve le cadre pour l'amélioration du parc Lansdowne et pérenniser le Partenariat du parc Lansdowne sur la durée des accords de partenariat du parc Lansdowne selon les modalités**

**exposées dans leurs grandes lignes dans ce rapport et dans le texte ci-après; les résultats des travaux feront l'objet d'un compte rendu qui sera présenté au Comité et au Conseil municipal au premier trimestre de 2022 :**

- a) demande au personnel de travailler en collaboration avec l'OSEG afin de déposer des plans et des estimations des coûts détaillés pour la revitalisation du parc Lansdowne et de mener un examen préalable de l'ensemble des estimations financières et des projections pro forma, une stratégie de financement pour la part de la Ville dans les coûts de construction liés aux infrastructures municipales, une évaluation de la neutralité des recettes et une évaluation des incidences financières de la Ville pendant la durée de l'accord de partenariat, en plus de mener les autres examens préalables nécessaires évoqués dans ce rapport;**
- b) délègue, au directeur général de la Direction générale de la planification, de l'infrastructure et du développement économique, le pouvoir de négocier, avec l'Ottawa Sports and Entertainment Group (OSEG), à titre commercialement confidentiel, une proposition visant à revitaliser le parc Lansdowne selon les modalités exposées dans ce rapport et approuver les principes de négociation pour la revitalisation du parc Lansdowne dans le cadre du partenariat, à savoir :**
  - i) Dans l'ensemble, le dossier doit apporter à la Ville et au contribuable des avantages matériels et financiers, en plus de respecter les principes essentiels de l'équité pour les deux parties et de veiller à ce que le partenariat soit viable pendant toute sa durée.**
  - ii) Dans l'ensemble, le dossier doit être abordable pour la Ville, selon les modalités arrêtées par la cheffe des finances et trésorière de la Ville et doit être validé indépendamment, en plus de respecter les conditions de l'Accord de partenariat avec la Société en commandite simple principale Lansdowne,**

**le Plan financier à long terme et les exigences de la Loi de 2001 sur les municipalités, ainsi que toutes les autres lois pertinentes.**

- iii) Les fonds de la Ville ne serviront pas à subventionner les opérations de l’OSEG, dont les équipes sportives professionnelles, les commerces de détail ou les immeubles résidentiels, en tenant compte des incidences des travaux de construction sur ces opérations.**
  - iv) Il continuera d’y avoir des infrastructures dont la Ville est propriétaire et gestionnaire et qui sont distinctes de celles du partenariat avec l’OSEG.**
  - v) Le logement abordable sera une considération essentielle dans tous les accords négociés.**
  - vi) Les commerces de détail ou les bureaux (existants et nouveaux éventuellement) continueront de faire partie de la structure en cascade, à un niveau jugé satisfaisant pour la Ville.**
  - vii) Toutes les nouvelles infrastructures municipales ou publiques seront réalisées en faisant appel à la concurrence, dans le cadre de contrats administrés selon la méthodologie d’approvisionnement de la Ville, sous la surveillance d’une équipe de gestion de la construction faisant intervenir les deux parties.**
- c) Approuve les objectifs pour la phase suivante de la revitalisation et du renouvellement du parc Lansdowne sur l’ensemble du site, dans le cadre du Plan de partenariat du parc Lansdowne et hors de ce cadre, selon les modalités exposées dans le présent rapport et les conditions suivantes :**
- i) Que le texte suivant soit ajouté dans la section B des Principes directeurs, sous le titre « Ensemble du site » :**
    - « Il faut étudier les conditions d’accès du public au site pour**

que les piétons et les cyclistes se sentent plus en sécurité. Toutes les modifications devraient avoir pour effet d'améliorer le confort de ceux et de celles qui se servent des zones extérieures du site et d'améliorer la sécurité des piétons et des cyclistes qui se rendent sur le site, en continuant de mettre l'accent sur la gestion de la demande en déplacements pendant les grands événements. »

- ii) Que le texte suivant soit ajouté dans la section D (Principes directeurs) sous l'alinéa b) (« Nouveaux travaux d'aménagement ») :

« On pourrait envisager l'aménagement de nouveaux immeubles polyvalents en faisant appel aux droits du volume en hauteur par rapport à la superficie au sol du Centre municipal et des gradins du côté nord existants pour permettre de financer le coût du remplacement des infrastructures sportives fonctionnellement obsolètes, en plus d'augmenter la densité des travaux d'aménagement pour que le site reste actif en permanence selon les modalités envisagées dans les principes adoptés par le Conseil municipal en janvier 2010 sous la rubrique D) (Composants du site) à l'alinéa b) (Nouveaux travaux d'aménagement). »

- d) Approuve la proposition de partage des coûts des étapes suivantes de la proposition potentielle de revitalisation de l'OSEG, selon les modalités exposées dans ce rapport, en finançant la somme de 675 milliers de dollars correspondant à la part de la Ville à même les réserves de l'ensemble de la municipalité; et déléguer au directeur général de la Direction générale de la planification, de l'infrastructure et du développement économique le pouvoir de négocier, de finaliser et de signer, avec l'accord de l'avocat général de la Ville, un protocole d'entente avec l'Ottawa Sports and Entertainment Group afin de confirmer ces modalités.
- e) Demande au personnel de mener la planification et les autres

**travaux du parc urbain et du domaine public dans les secteurs suivants, selon les modalités exposées dans ce rapport et ci-après :**

- i) améliorations importantes à apporter aux immobilisations pour assurer l'animation du site;**
  - ii) création d'un domaine public amélioré et plus accueillant en extérieur;**
  - iii) élaboration de politiques et de programmes qui étayent l'utilisation publique plus importante du parc.**
- 3) approuve la Stratégie de la consultation publique selon les modalités décrites dans le document 5 et exposées dans ce rapport, en puisant dans les réserves de l'ensemble de la municipalité la somme de 200 000 \$ pour le financement.**

#### DIRECTION TO STAFF

1. That as the business plan and physical plans for the site are developed and brought forward for recommendation, staff will ensure through physical design and/or legal agreements that the configuration of any air rights deal will not adversely affect the flexibility of the City to do future modifications to the sporting facilities that may be required over time.
2. That, given the issue of increasing public transit to Lansdowne was raised in both Council Sponsors Groups and at the Sounding Board, staff will review all options to improve public transit to the site on major event days and non-event days in addition to looking at other improvements to active transportation, and include that consideration in the report to Committee and Council.

#### INSTRUCTIONS AU PERSONNEL

1. Que le personnel s'assure, alors que seront conçus et présentés pour recommandation le plan d'affaires et les plans d'aménagement du site, que les



dispositions relatives à la propriété du dessus dans les accords juridiques et de conception physique n'enlèveront pas à la Ville la possibilité d'apporter d'éventuelles modifications aux installations sportives qui pourraient être requises au fil du temps.

2. Étant donné la question de la présence accrue du transport en commun vers Lansdowne, soulevée tant par les groupes de conseillers parrains que le groupe de rétroaction, que le personnel évalue toutes les options pour améliorer le transport en commun desservant le site, lors des événements importants de même qu'en temps normal, en plus d'envisager d'autres améliorations au transport actif, et qu'il inclue cette évaluation à son rapport destiné au Comité et au Conseil.

#### DOCUMENTATION/DOCUMENTATION

1. General Manager's report, Planning, Infrastructure and Economic Development Department, dated June 24, 2021  
(ACS2021-PIE-GEN-0004)

Rapport du Direction générale, S Direction générale de la planification, de l'infrastructure et du développement, daté le 24 juin 2021,  
(ACS2021-PIE-GEN-0004)

2. Extract of draft Minutes, Finance and Economic Development Committee, 6 July 2021.

Extrait de l'ébauche du procès-verbal, Comité des finances et du développement économique, le 6 juillet 2021.

**R eport to  
Rapport au:**

**Finance and Economic Development Committee  
Comité des finances et du développement économique  
6 July 2021 / 6 juillet 2021**

**and Council  
et au Conseil  
21 July 2021 / 21 juillet 2021**

**Submitted on 24 June 2021  
Soumis le 24 juin 2021**

**Submitted by  
Soumis par:  
Stephen Willis,  
General Manager/Direction générale  
Planning, Infrastructure and Economic Development Department / Direction  
générale de la planification, de l'infrastructure et du développement**

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Manager / Gestionnaire  
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Economic Development Department / Direction générale de la planification, de  
l'infrastructure et du développement économique  
613-580-2424, 24075, Charmaine.Forgie@ottawa.ca**

**Ward: CITY WIDE / À L'ÉCHELLE DE  
LA VILLE**

**File Number: ACS2021-PIE-GEN-0004**

**SUBJECT: Lansdowne Park Partnership: Path to Sustainability and Next Steps**

**OBJET: Partenariat du parc Lansdowne : sur le chemin de la durabilité et  
prochaines étapes**

## **REPORT RECOMMENDATIONS**

**That Finance and Economic Development Committee recommend Council:**

- 1. Receive the background information for this report, as follows:**
  - a) The 2019 “TD Place Functional Obsolescence Report” by ROSSETTI (Document 1);**
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  - a) Direct staff to work with OSEG to bring forward detailed plans and cost estimates for the revitalization of Lansdowne Park and conduct a due diligence review of all financial estimates and proforma projections; a funding strategy for the City’s portion of the construction cost related to City assets; an assessment of revenue neutrality and assessment of the financial implications for the City for the term of the Partnership agreement, as well as undertake the other required due diligence exercises outlined in the report.**
  - b) Delegate the authority to the General Manager of Planning, Infrastructure and Economic Development to negotiate with the Ottawa**

**Sports and Entertainment Group (OSEG), on a commercially confidential basis, on a proposal to revitalize Lansdowne Park, as described in this report, and approve the negotiating principles for a revitalization of Lansdowne Park under the Partnership as follows:**

- i) The overall package must have a material and/or financial benefit for the City and the taxpayer, as well as adhering to the basic principles of fairness to both parties and ensuring the Partnership is sustainable over its entire term.**
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  - iii) City funds will not be used to subsidize any of OSEG's operations, including the professional sports teams, retail, or residential, and including any impacts of construction on those operations.**
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  - vii) Any new municipal or public facilities will be done through a competitive tendered process administered under the City's procurement methodology with oversight by a construction management team involving both parties.**
- c) Approve the targeted objectives for the next phase of Lansdowne revitalization and renewal site-wide, both inside and outside the Lansdowne Partnership Plan, as described in this report and as follows:**

- i) That the following be added to the Guiding Principles section B) “The Overall Site”:**

**“The public access to the site should be studied with a goal that pedestrians, and cyclists feel safer. Any changes should improve the comfort of people who use the outdoor portions of the site and enhance safety for pedestrians and cyclists coming to the site, along with a continued emphasis on travel demand management during major events.”**
- ii) That the following be added to the Guiding Principles section D. b) “New Development”:**

**“New mixed-use development using air rights can be considered in the footprint of the existing Civic Centre/North Side Stands to help defray the cost of replacing functionally obsolete sporting facilities, and add to the intensity of development to keep the site active at all times as contemplated in the Council-adopted January 2010 principles D) Site Components b) New Development.”**
- d) Approve the cost-sharing proposal for the next steps of the potential revitalization proposal from OSEG, as outlined in the report, with the \$675K required for the City’s share to be funded from the City-wide reserves; and delegate the authority to the General Manager of Planning, Infrastructure and Economic Development, with the concurrence of the City Solicitor, to negotiate, finalize and execute a Memorandum of Understanding with the Ottawa Sports and Entertainment Group to confirm these arrangements.**
- e) Direct staff to undertake the planning and other work for the Urban Park/Public Realm in the following areas, as described in this report and as follows:**

  - i) Significant Capital Improvements in support of site animation;**
  - ii) Creating a better and more welcoming outdoor Public Realm; and**
  - iii) Developing policies and programs that support increased public use of the Park.**

3. **Approve the Public Engagement Strategy as described in Document 5 and outlined in this report, with the \$200k in funding to come from City-wide reserves.**

## **RECOMMANDATIONS DU RAPPORT**

**Que le Comité des finances et du développement économique recommande que le Conseil:**

- 1) **prenne connaissance de l'information contextuelle de ce rapport, à savoir :**
  - a) **le document « TD Place Functional Obsolescence Report » 2019 de ROSSETTI (document 1);**
  - b) **le rapport de 2018 intitulé « Feasibility of Possible Redevelopment » de Leibe Engineering Associates (document 2);**
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  - d) **le document intitulé « Principes directeurs pour le parc Lansdowne » approuvé par le Conseil municipal en 2010 (document 4).**
- 2) **approuve le cadre pour l'amélioration du parc Lansdowne et pérenniser le Partenariat du parc Lansdowne sur la durée des accords de partenariat du parc Lansdowne selon les modalités exposées dans leurs grandes lignes dans ce rapport et dans le texte ci-après; les résultats des travaux feront l'objet d'un compte rendu qui sera présenté au Comité et au Conseil municipal au premier trimestre de 2022 :**
  - a) **demander au personnel de travailler en collaboration avec l'OSEG afin de déposer des plans et des estimations des coûts détaillés pour la revitalisation du parc Lansdowne et de mener un examen préalable de l'ensemble des estimations financières et des projections pro forma, une stratégie de financement pour la part de la Ville dans les coûts de construction liés aux infrastructures municipales, une évaluation de la neutralité des recettes et une évaluation des incidences financières de la**

**Ville pendant la durée de l'accord de partenariat, en plus de mener les autres examens préalables nécessaires évoqués dans ce rapport;**

- b) déléguer, au directeur général de la Direction générale de la planification, de l'infrastructure et du développement économique, le pouvoir de négocier, avec l'Ottawa Sports and Entertainment Group (OSEG), à titre commercialement confidentiel, une proposition visant à revitaliser le parc Lansdowne selon les modalités exposées dans ce rapport et approuver les principes de négociation pour la revitalisation du parc Lansdowne dans le cadre du partenariat, à savoir :**
- i) Dans l'ensemble, le dossier doit apporter à la Ville et au contribuable des avantages matériels et financiers, en plus de respecter les principes essentiels de l'équité pour les deux parties et de veiller à ce que le partenariat soit viable pendant toute sa durée.**
  - ii) Dans l'ensemble, le dossier doit être abordable pour la Ville, selon les modalités arrêtées par la cheffe des finances et trésorière de la Ville et doit être validé indépendamment, en plus de respecter les conditions de l'Accord de partenariat avec la Société en commandite simple principale Lansdowne, le Plan financier à long terme et les exigences de la Loi de 2001 sur les municipalités, ainsi que toutes les autres lois pertinentes.**
  - iii) Les fonds de la Ville ne serviront pas à subventionner les opérations de l'OSEG, dont les équipes sportives professionnelles, les commerces de détail ou les immeubles résidentiels, en tenant compte des incidences des travaux de construction sur ces opérations.**
  - iv) Il continuera d'y avoir des infrastructures dont la Ville est propriétaire et gestionnaire et qui sont distinctes de celles du partenariat avec l'OSEG.**
  - v) Le logement abordable sera une considération essentielle dans tous les accords négociés.**

- vi) Les commerces de détail ou les bureaux (existants et nouveaux éventuellement) continueront de faire partie de la structure en cascade, à un niveau jugé satisfaisant pour la Ville.**
- vii) Toutes les nouvelles infrastructures municipales ou publiques seront réalisées en faisant appel à la concurrence, dans le cadre de contrats administrés selon la méthodologie d'approvisionnement de la Ville, sous la surveillance d'une équipe de gestion de la construction faisant intervenir les deux parties.**
- c) Approuver les objectifs pour la phase suivante de la revitalisation et du renouvellement du parc Lansdowne sur l'ensemble du site, dans le cadre du Plan de partenariat du parc Lansdowne et hors de ce cadre, selon les modalités exposées dans le présent rapport et les conditions suivantes :**

  - i) Que le texte suivant soit ajouté dans la section B des Principes directeurs, sous le titre « Ensemble du site » :**

**« Il faut étudier les conditions d'accès du public au site pour que les piétons et les cyclistes se sentent plus en sécurité. Toutes les modifications devraient avoir pour effet d'améliorer le confort de ceux et de celles qui se servent des zones extérieures du site et d'améliorer la sécurité des piétons et des cyclistes qui se rendent sur le site, en continuant de mettre l'accent sur la gestion de la demande en déplacements pendant les grands événements. »**
  - ii) Que le texte suivant soit ajouté dans la section D (Principes directeurs) sous l'alinéa b) (« Nouveaux travaux d'aménagement ») :**

**« On pourrait envisager l'aménagement de nouveaux immeubles polyvalents en faisant appel aux droits du volume en hauteur par rapport à la superficie au sol du Centre municipal et des gradins du côté nord existants pour permettre de financer le coût du remplacement des infrastructures sportives fonctionnellement obsolètes, en plus d'augmenter la densité des travaux d'aménagement pour que le site reste actif en permanence selon les modalités envisagées dans les principes adoptés par le Conseil**



municipal en janvier 2010 sous la rubrique D) (Composants du site) à l'alinéa b) (Nouveaux travaux d'aménagement). »

- d) Approuver la proposition de partage des coûts des étapes suivantes de la proposition potentielle de revitalisation de l'OSEG, selon les modalités exposées dans ce rapport, en finançant la somme de 675 milliers de dollars correspondant à la part de la Ville à même les réserves de l'ensemble de la municipalité; et déléguer au directeur général de la Direction générale de la planification, de l'infrastructure et du développement économique le pouvoir de négocier, de finaliser et de signer, avec l'accord de l'avocat général de la Ville, un protocole d'entente avec l'Ottawa Sports and Entertainment Group afin de confirmer ces modalités.
  - e) Demander au personnel de mener la planification et les autres travaux du parc urbain et du domaine public dans les secteurs suivants, selon les modalités exposées dans ce rapport et ci-après :
    - i) améliorations importantes à apporter aux immobilisations pour assurer l'animation du site;
    - ii) création d'un domaine public amélioré et plus accueillant en extérieur;
    - iii) élaboration de politiques et de programmes qui étayent l'utilisation publique plus importante du parc.
- 3) approuve la Stratégie de la consultation publique selon les modalités décrites dans le document 5 et exposées dans ce rapport, en puisant dans les réserves de l'ensemble de la municipalité la somme de 200 000 \$ pour le financement.

## EXECUTIVE SUMMARY

Lansdowne Park is a major Ottawa destination, with more than a century of history as a gathering place for residents and tourists alike. After having become more and more unusable over decades due to long-standing under-investments in infrastructure, the revitalized Lansdowne Park, with its greenspaces, play areas, public art, sports venues, event venues, restored heritage buildings and new facilities, pathways, parking, retail,

restaurant spaces and much more, has been made possible through a 30-year partnership (now a 40-year partnership) between the City of Ottawa and the Ottawa Sports and Entertainment Group (OSEG), approved by City Council in October, 2012, governed by the Lansdowne Partnership Plan (LPP).

The LPP has achieved Council's vision of making what had become an admission-only, gated asphalt and concrete campus in disrepair into a place "where people can go to walk, cycle, shop, enjoy a good meal, be entertained, work, live, and play in an environment respectful of our architectural heritage" (Lansdowne Partnership Plan and Implementation report ([ACS2010-CMR-REP-0034](#))). As noted in the Lansdowne Annual Report and COVID-19 Impacts Update report ([ACS2020-CMR-OCM-0003](#)), in the seven years since it has opened, there have been over 20 million visitors to the Lansdowne Park and TD Place sports and entertainment district. There have been over 1,000 large and small events for people of all ages. The site currently houses over 50 businesses and has created over 4,000 full and part-time jobs. In 2017, the OSEG Foundation was established to lower the financial barriers of entry to enable kids from all socio-economic backgrounds to participate in organized sport. Since its founding, the OSEG Foundation has contributed \$3.7M to our community and REDBLACKS and 67's players spend 7,000 hours annually off the field volunteering their time with community groups and organizations.

However, the COVID-19 pandemic resulted in the closure of almost all of Lansdowne Park's operations. On December 9, 2020, City Council considered the Lansdowne Annual Report and COVID-19 Impacts Update report ([ACS2020-CMR-OCM-0003](#)) which identified the significant and unforeseeable impacts from the COVID-19 global pandemic experienced by all of Lansdowne Park's operations and activities caused by the mandated provincial public health closures and other measures in place since March 2020, as well as the threats to the longer-term sustainability of the Partnership.

The realities of the dynamic challenges of the pandemic and the fact that there was no clear indication of when 'business as usual' operations might return for the sports teams, special events, concerts, weddings, retail operations or any of the other activities a destination park and facility like Lansdowne depends on in order to survive and thrive, and the fact that OSEG was not in a position to weather the impact of the pandemic in part because some of the existing conditions in the LPP Agreements, City Council approved three reasonable, fair and prudent amendments to the Partnership Agreements to allow the LPP to address the short-term COVID-related disruptions.

First, they allowed the Partnership to temporarily access the Lifecycle Fund reserves of \$4.7M for operating cashflow purposes in 2021, with the reserve funds used to be replenished over the remaining term of the Partnership based on amounts determined by an independent third-party engineering study; secondly, they extended the existing Lansdowne Partnership for 10 years, to December 31, 2054, under the current terms and conditions; and finally, they removed the application of participation rent (which is the “50/50 split” between OSEG and the City of Ottawa of net cashflow from retail operations) from the Retail Lease, agreeing not to increase the base rent in the event of a permitted transfer of the Retail Component during the term of the Retail Lease, and removing the early termination provision in the retail lease.

In addition, the Lansdowne Annual Report and COVID-19 Impacts Update report recommended an approach to begin the conversation to address the challenges to the Partnership’s long-term sustainability. The report identified that, prior to the pandemic, OSEG already had to contribute significantly more equity to date than it would be able to recoup in the waterfall, and there were serious operating and financial challenges with the operations of the 50+-year-old north stands and arena. Work was also underway to try to bring more reliable foot traffic on non-event days, with an overall goal of attracting five million visitors to the site each year.

To position the Partnership to thrive over the now 40-year term of the Partnership, at that December 9th meeting, City Council also directed that a working group comprised of City staff and OSEG representatives further explore options to enhance the sustainability and long-term financial viability of Lansdowne’s operations and the Partnership, including both operating and capital requirements. The review was to include ways to increase foot traffic on the site, including the options to enhance animation, improve public amenities, assess aging infrastructure and to increase the density in keeping with Council’s urban intensification principles, including affordable housing. The working group was to report on the options it has reviewed no later than the end of Q2 2021. The report was to include a robust public engagement plan to ensure that the community is involved in the future success of Lansdowne Park. Two Working Groups are undertaking this review. The first is City staff only, and the second includes City staff and OSEG representatives.

As Lansdowne Park is a city-wide facility, two Council Sponsors Groups were struck to support the Working Groups, to act as a sounding board and to review and facilitate the proposed public engagement plan. Confirmed by City Council on February 10, 2021, the

two Sponsors Groups for the next phase of Lansdowne were to divide their work into two broad categories of review for the long-term sustainability options, namely (1) Planning, infrastructure and affordable housing (Planning Sponsors Group); and (2) Economic development, tourism, increased animation of the site, and the ability of the partnership to foster city-wide and ward-specific support for small businesses (Economic Development Sponsors Group).

City Council also established a Stakeholder Sounding Board that included, but was not limited to, representatives from the Old Ottawa South, Old Ottawa East and Glebe Community Associations, a representative of Holmwood Avenue Residents, the Glebe Business Improvement Area (BIA), the Lansdowne Market, Ottawa Tourism, Invest Ottawa, the Ottawa Council of BIAs, le Regroupement des gens d'affaires de la capitale nationale (RGA), the Ottawa music industry coalition, the Ottawa Festival Network, and the International Alliance of Theatrical Stage Employees (IATSE), representatives from the Vibe and South Holmwood condominium associations, Centretown Citizens of Ottawa Corporation, Ottawa Community Housing, uOttawa, Carleton University, Canada Live Music Association, Ottawa Blackjacks and Ottawa Bluesfest.

In seven years, Lansdowne has become a thriving destination sports and event site, welcoming four million visitors in 2019. But the site remains relatively quiet on non-event days. Both the City and OSEG agree that, for the Partnership to be sustainable over the life of the Agreement, Lansdowne Park needs to attract at least 5 million visitors a year. To reach that threshold, Lansdowne needs to enhance the site's advantages to become the City's meeting place where anyone, resident or visitor, of any age, ability or income, will be find something they enjoy doing every day of the year. Lansdowne Park should be a cornerstone in a true live, work and play 15- minute neighbourhood and to be successful, the site needs sustained activity in all seasons.

This report provides an overview of the work to date by the Lansdowne Park Working Groups, informed by feedback from the Councillor Sponsors Groups and the Stakeholder Sounding Board. As directed by Council, the information in this report focuses on a high-level assessment of the aging infrastructure at Lansdowne, and some of the challenges that the City and the Partnership will need to address to be able to increase foot traffic on the site to the degree necessary to make the Partnership sustainable over the life of the Agreement. These challenges include the state of the critical infrastructure needed to attract and host events that are foundational to the

Partnership, the mix of retail, recreational programming, animation and the density on the site.

The infrastructure review centered on the North Side stands/Civic Centre, the Aberdeen Pavilion and the Horticulture Building.

The North Side stands/Civic Centre were the subject of extensive building and structural condition assessments from 2007-2009, during the initial period of the Lansdowne Park redevelopment discussions. The City commissioned Adjelian, Allen, Rubeli Limited (AARL) to complete a structural adequacy report for the North Side stands/Civic Centre complex in 2007. This report recommended additional investigation for specific structural elements. Fourteen engineering reviews were completed by AARL on behalf of the City from 2007 to 2010. The summary of condition showed the Civic Centre complex and North Stadium Structure to be in generally good condition. The Arena complex was deemed to be structurally adequate and capable of supporting anticipated loads. Reports prepared for OSEG by Morrison Hershfield at the time of the Agreement reached similar conclusions.

The report developed a 30-year capital repair and replacement plan for the facility. The Agreement identifies a workplan from 2010 to the year 2031 with a cumulative value of \$32.181 million dollars in renewal events to maintain the facility in safe, operating condition, and include \$7 million in projects planned during the next five years.

The City and OSEG conduct an annual review of the planned renewal forecast projects and refine the workplan to reflect current needs. Considerations include operation and maintenance experience, review of condition and coordination of projects. This collaborative effort between OSEG and the City prioritizes work each year, advancing some projects and deferring others with an aim of preserving the financial plans and the facility operation.

However, the North Side stands/Arena (Civic Centre) were built in 1967 and, although the facility is structurally sound, the first seven years of operation have shown that this already old facility is approaching functional obsolescence and that, even if it was maintained at its current state, would in actual fact continue to fall further behind what guest expectations are in a competitive marketplace.

Some of the challenges of the Civic Centre/North Side stands include washrooms that are so antiquated that 50 port-a-potties are brought into the north stadium stands on

REDBLACKS game days, a leaky arena ceiling, risking event cancellations, game delays and unsafe ice conditions, as well as persistent mold outbreaks. The arena concourse and roof are not insulated, resulting in excessive heat loss in the winter and a “cold” arena with high operating costs.

In addition to such day-to-day problems with the facility, its age and outdated functional spaces are making it uncompetitive when attracting events. For example, the arena was not compliant with current standards to attract recent tourism-friendly events such as the Canadian Hockey League Memorial Cup as the arena no longer meets specification requirements. OSEG advises that TD Place will continue to decline as a destination for the competitive sports and marquee tourism events (such as The Brier, Davis Cup, Skate Canada) and other “routine” touring events and concerts as a result of its reduced ability to meet expanding event technical and specification requirements. Load restrictions make it impossible to host multiple events in the stadium and arena, small and inadequate dressing room space, suites in the arena that are inaccessible due to building code violations and an elevator that cannot be used for guest access. In addition, there is no press box, forcing media to occupy make-shift working spaces within the arena stands. Concessions are small, below requirements of a modern facility and lack proper ventilation, creating inefficiencies in food services and offerings.

Accessible seating is below current requirements and there are restrictions on the dispersion of the accessible seating locations. There is also non-existent (north stadium) or inadequate (arena) elevator access and capacity.

Finally, while all the new buildings, pathways, plazas and green spaces were designed and built to a LEED Stage 3 silver certification, the Civic Centre/North Side stands were built to 1967 standards. The structure is energy inefficient, resulting in increased operating costs and a building that does not meet Council’s overall environmental goals for the rest of the site.

As Council is aware, the Lansdowne Park Partnership depends on attracting events, large and small, for the long-term sustainability of both the Partnership and the site. To start the process of resolving the issues experienced with this facility, OSEG commissioned two reports related to the functionality of the Civic Centre/North Side stands. The “TD Place Functional Obsolescence Report”, prepared in late 2019 by ROSSETTI, a firm with international expertise in stadium design, sustainable design and urban planning, and attached to this report as Document 1, and the “Feasibility of

Possible Redevelopment” report by Leibe Engineering Associates, attached as Document 2.

The ROSSETTI report overall concludes that the Civic Centre functions well-below contemporary standards and will continue to decline. It concludes that TD Place is incurably obsolete, stating, “Many of the conditions assessed in this report have an aggregated direct negative impact on fan/performer morale and culture beyond rising maintenance costs and constantly increasing capital re-investment. The current conditions also have a direct impact on lost revenue, the receding ability in performance and output, general safety, accessibility and trends towards decreasing attendance.” (p. 16).

The Leibe Engineering Associates report found, among other things, that “the existing condition and under-capacity of the structure of Ottawa Civic Centre and North Stands has resulted in restrictions on use and occupancy”, and that the recent refurbishment of the Ottawa Civic Centre and North Stands did not address the structural overload issues highlighted in previous reports by Adjeleian Allen Rubeli. The report also notes that the current Ontario Building Code requirements for Wind Loadings and Snow Loading and accumulations cannot be applied to this structure.

OSEG believes, and staff agree, that the functional obsolescence of the Civic Centre/North Side stands will continue to become harder to retain and attract guests and events to TD Place. This will likely make the continued improvements that the Partnership has seen, and that OSEG is forecasting over the remaining 33 years of the Partnership, unlikely, or impossible, to attain.

The Aberdeen Pavilion was constructed for the Central Canada Exhibition Association circa 1898 and is a designated National Historic Site as it is the oldest surviving Canadian example of a large-scale exhibition building. The heritage elements of primary interest include the innovative use of structural steel with lightweight pressed metal exterior, large uninterrupted indoor volume of space that is well lit by windows, elaborate pressed metal ornamentation, and a sweeping arched roof.

Extensive renovations were completed to the building in 1994, following Council’s commitment in 1992 to preserve it. The building is one-storey providing 43,900 sq. ft. The cumulative consideration of all building elements in the 2015 Building Condition Audit prepared by Morrison Hershfield, the report concluded that Aberdeen Pavilion is in

fair condition. The report recommendations highlighted the need for regular repair and maintenance, particularly of the key heritage elements, namely the roof and the metal siding. The approach to heritage buildings is to repair or conserve heritage aspects, instead of replacing.

Through dialogue with community stakeholders, partners, rental client and park visitors, staff have identified that the priority improvements that would have the largest impact on programming would be to repair the Aberdeen Pavilion structural elements, roof and shell (as well as the addition of air conditioning to the Horticulture Building described in the section below).

The Horticulture Building is Lansdowne's other very popular indoor event venue. It was originally constructed in 1914 and was relocated to the current site in 2012. The building is an exhibition hall with approximately 20,330 sq. ft. located primarily on the ground floor. The space includes the exhibition hall, one retail space, a meeting room, kitchen and washrooms and a partial second floor with an office area. A Building Condition Audit prepared in 2018 by Morrison Hershfield assessed the building elements and systems to conclude the building is in good condition.

The Horticulture Building's beautifully restored heritage character, large windows onto gardens and open space make it an ideal facility to host year-round community activities. The building's most serious shortcoming, and the most requested enhancement, is the absence of (and need for) air conditioning. Air conditioning is limited to only the administrative offices that has recently been upgraded on a limited basis to include the large assembly hall, but this will only meet the immediate needs for the mass COVID-19 vaccination clinic on site. Specifically, a new 50-ton rooftop cooling unit that does not detract from the heritage characteristics of the building has been installed, resulting in a 25-degree Celsius interior temperature with a clinic occupancy level of up to 200 people. While this solution will allow the space to remain operational in its current capacity throughout the summer, these temperature and occupancy thresholds fall short of addressing community program resumption and the several more hundred people that will attend large events in this building in the future. In order to achieve climate control suitable for hosting large public events during the summer months, it is estimated that an additional 40-ton cooling unit will be required, along with finding a solution to increase the thermal resistance (R) value of the windows that would reduce heat infiltration by as much as 30%.



In keeping with Council's direction to look at options to increase foot traffic to Lansdowne Park, the Working Groups reviewed the major elements that bring people to the site on non-event days to identify the opportunities that exist for the urban park/public realm, and the on-site residential units, mixed-use retail and office spaces.

Within the Lansdowne partnership agreement, OSEG undertook the operation of the stadium, arena and parking garage, as well as public realm oversight throughout the commercial, retail and residential developments. The City of Ottawa assumed responsibility for managing and programming the Urban Park including the Horticulture Building, Casino Lac Leamy Plaza, Aberdeen Pavilion, the Great Porch and East Court, the Great Lawn, skating rink, skateboard ramp, the children's play structure, community garden, the Uplift water feature and the Moving Surfaces public art.

The Park's public spaces includes several distinct elements acknowledging that Ottawa is located on unceded territory of the Algonquin Anishinabe Host Nation. The City worked with the Algonquin of Ontario (AOO) to develop and include distinct host nation features into the park's construction, including a teaching circle of seven trees surrounded by a steel rail engraved with text selected by the Algonquin; as well the pattern of paving stones represented in both the South Court and Casino Lac Leamy Plaza and seven raised planters in the ethno-botanical garden dedicated to plants with important ceremonial, medicinal and practical uses for the Algonquin.

With seven years of operating experience at the park, there is now a better understanding of current and emerging community needs and preferences. Despite the success of the early years of park animation, there are indications that more can be done to improve physical spaces, animation, increase foot traffic and present the park as a desirable and vibrant city-wide destination. As part of the reimagining of programming in the Park, it is timely to realign operating budgets to reflect a greater emphasis on supporting third party led animation, City-offered drop-in activities and free presentations, and the required level of maintenance for each season. As well, operating budget support needs to be considered for any new or modified park elements introduced as part of this process.

The popularity of the Urban Park spaces to host events has more than tripled in the last few years and, before the pandemic, the City had anticipated that the trend would continue in 2020, surpassing the 2019 numbers for of activities and event days. There is a need to refocus the park's programming strategy to support expanded offerings

beyond prime times and encourage consistent and repeated visits. There is also a need to initiate site capital improvements that enhance each of the programming areas in the Park, making them more inviting and adaptable by providing additional seating, shade, public art, features of interest and greenery.

The Great Lawn provides the Park with a large expanse of natural turf to support a variety of active and passive outdoor activities. Though this part of the park contributes significantly to the greening of the site, its present design and use as a festival venue has significantly limited its creative use for ongoing animation. The lawn requires significant ongoing maintenance to keep the turf healthy, and prolonged periods of restrictions on its use to regenerate the turf between large events. The absence of supporting amenities, including adequate electrical supply, event equipment and storage is detrimental to its full use.

Casino Lac Leamy Plaza stands out as one of the park's premiere outdoor programming and animation locations, and one of the best locations to encourage passive use of the public spaces and the enjoyment of pop-up animation. Though the initial design of the Plaza provided some of the basic elements for a successful and vibrant square, most agree that further enhancements are needed to make the area more inviting and comfortable, better equipped to support both passive daily use and active programming, and more creatively scheduled and segmented to allow for multiple complementary activities to take place at one time.

The site improvements recommended in this report would greatly improve usability of the Park, but these measures alone are not enough to address the long-term use and functionality of the Park. Increased collaboration between OSEG and the City is also necessary to address concerns with respect to traffic management, public transportation, noise, and future infrastructure considerations. To maintain the incremental growth, attendance projections and financial performance expected of the Park, a renewed vision of Lansdowne Park needs to be conceptualized to ensure its future viability.

In July 2019, the City and OSEG conducted a resident survey to identify the types of activities and park features they wished to see prioritized for Casino Lac Leamy Plaza. The survey identified several key improvements for the Plaza and the public realm in general, with the number one priority being more tables, benches, shade canopies and other furniture for the public spaces. Other high priorities identified included retention

and expansion of the Lansdowne Market and additional market-type events, more greenery, including trees, shrubs, and gardens, prohibiting vehicles from more areas of the site, capacity for small-scale performances by musicians, theater groups and dancers, and the addition of a fountain.

In terms of animation, popular suggestions included open mic performances, culinary workshops with connections to the Lansdowne Market, food-themed festivals and events, fitness workshops, movies in the park, as well as night markets. Further public engagement was undertaken with a virtual town hall in October 2020 to solicit feedback on a package of proposed upgrades the Plaza. Results echoed the need for a refreshed vision for the park.

This comprehensive review of facilities and programming at Lansdowne Park provides a unique opportunity to apply a refreshed direction and vision for the public realm that reflects visitor and staff feedback collected since the beginning of operations. Enhancing physical amenities and incorporating residents' suggestions for animation will increase the appeal of the park, making it a world class destination in our City for many years to come.

The on-site residential units, mixed-use retail and office space and public realm space also play a vital role in both the vibrancy and financial health of Lansdowne, particularly on "non-event" days, which are the majority. The current 350,000 ft<sup>2</sup> of mixed-use retail were designed back in 2014 to include a majority of innovative and first-to-market concepts.

For Lansdowne to be a popular 365-day-a-year destination, the site and its amenities must to continue to evolve to allow for increased vibrancy for residents, neighbourhood and visitors.

OSEG is continuing to look for opportunities to add to that vibrancy to the site, and it is expected that innovative, first-to-market and experiential uses of space that fit with a destination site will likely be the most successful. Lansdowne is a member of the Glebe BIA, contributing over \$270K in 2021, and there remain opportunities for enhanced retail programming.

OSEG and staff believe that continued improvements in this area, in conjunction with more densification on the site, would help Lansdowne reach its goal of evolving into Ottawa's pre-eminent meeting hub and entertainment destination and provide for a

steady state of visitors during non-event days, which will also be able to make efficient use of current mixed-mode transportation and parking capacities.

In order to continue to the work of revitalizing Lansdowne Park, the Working Groups agree that one option would be to replace these facilities with new north stadium stands and a multi-use event centre, which would serve a broader community need and include sports, arts, cultural and community social needs. It is likely that this event centre should be materially smaller than the current 10,000-seat Civic Centre.

As noted previously, Ottawa Sports and Entertainment Group currently has a lease with the City of Ottawa for an 8-acre parcel of land which is only a portion of the overall 40-acre Lansdowne Park site. The lease is stratified so that the underground parking is shared between the City and OSEG, and OSEG controls the surface elements: the Civic Centre/North Side stands of the stadium building complex, the field and end zone areas, south side stands, and 360,000 square feet of commercial development.

To defray the capital cost of reconstructing and provide more residents living at Lansdowne, housing units could be included as a component of the replacement option. That would generate revenue from air rights to the City and property-tax uplift. An additional residential program would include an affordable housing component (with the affordability being based on the new Official Plan parameters for affordability).

Potential demolition of the Civic Centre and North Side stands facility would also include the J Block (current retail space that houses Goodlife Fitness and other small commercial storefronts). The role of the new commercial or retail space in the asset renewal program would be considered and studied.

The proposed demolition and replacement would not affect the South Side stands and there is no proposal for residential development adjacent to the South Side stands near Queen Elizabeth Driveway.

The Working Groups believe that improvements in all of these areas are needed in some form and have the potential to ensure the long-term sustainability of the Partnership and, if affordable and developed in keeping with the Council-approved objectives for Lansdowne Park, address the current challenges on the site. This could bring new opportunities and vitality to the area, with new retail and affordable housing. The potential for a new, purpose-built, mid-sized event centre in particular could meet one of the needs identified in the 2018-2020 Ottawa Music Strategy, which is a joint

document prepared by the City of Ottawa and Ottawa Music Industry Coalition (OMIC). The Strategy stated that it is essential for the City of Ottawa to pursue high-quality music venues in order to become a truly global music city. The Strategy noted that the lack of high-quality, mid-sized venues in the downtown core is a major obstacle for Ottawa's growth as a music city.

After the review of the state of the Civic Centre/North Side stands, including the site tour and the engineering reports, as well as the feedback received about the need to continue to improve visitor experience at Lansdowne Park, the Working Groups have concluded that there are three basic options for Council to consider related to the Civic Centre/North Side stands, and these are outlined below. The first is to keep the status quo, meaning that there will only be basic maintenance for the functionally obsolete arena and north side stands until 2054. The second is to invest in refurbishing and modernizing the current structure but, based on engineering reports, staff does not believe this is feasible. The third, recommended option is to look at building new, modern structures to replace the Civic Centre and North Side stands.

For Option 1, keeping the Status Quo, Council could choose to maintain the Civic Centre/North Side stands at their current level of functionality until the end of the Partnership in 2054. Repairs would continue to be made to address internal climate control issues, water infiltration issues, and improving antiquated mechanical and electrical systems in accordance with the Stadium Lifecycle Plan that was a foundation of the Partnership Agreement.

As noted earlier, the Lifecycle plan identifies \$32 million in renewal work during the term of the agreement; approximately \$1.4 million per year. Investment to date has met those targets. Identification of the annual workplan is a collaborative effort between the City and OSEG and the current five-year workplan includes \$7 million in renewal work at the arena and North Stands. Recent investments were made to replace the artificial turf at the stadium, and planned work includes replacement of the boards in the arena.

If the status quo is maintained, the structure will continue to serve, but maintenance alone will never address the underlying functional deficiencies of the 54-year old building that will continue to decline in commercial usability, making it harder for the Partnership to successfully compete for events and visitors to the stadium and arena. The impact of this will be that it will become impossible for the Partnership to meet both its commercial, operational and financial sustainability requirements. This is expected to

worsen as the facility ages. At the end of the Agreement in 2054, the Civic Centre/North Side stands will be 87 years old.

The ROSSETTI report (Document 1) thoroughly describes the issues, concluding that “It is demonstrated within this report that the existing North Side Stands and the arena at TD Place currently function at levels well below contemporary standards and will continue to decline in performance.” If (or, rather, when) it declines in performance, it is unlikely that the Partnership will be able to meet its financial goals and taking this approach will likely leave the Council in 2054 with the same challenge that faced the 2006-2010 Council – what to do with a large concrete structure in its destination park that is unusable.

Staff explored a second option involving whether there can be a new plan that goes beyond the existing Lifecycle Plan to do substantial upgrades to the facility to deal with the underlying options.

Although staff do not have a detailed cost estimate of the works that would be required to upgrade the existing facility, the ROSSETTI and Leibe reports identify many issues that give doubt that the facility could even be upgraded. The ROSSETTI report concludes, “The two key types of physical and functional obsolescence found within this facility are deemed incurable as they would require the introduction of new fundamental spatial characteristics in each venue which are not currently adaptable due to the completely inflexible existing structural system and the complex interconnected relationship of the two current venues.”

The Leibe Engineering Associates report (Document 2) concluded that a seismic upgrade of the building would be required in any major redevelopment and that “the existing structure and foundations of Ottawa Civic Centre and North Stands are not structurally adequate to allow for a redevelopment into a mixed-use residential, retail and sports complex, with a life expectancy of 50 years. The seismic upgrading, structural reinforcements and other Building Code upgrades, required for a redevelopment, would require the demolition of the existing Ottawa Civic Centre and North Stands.”

Staff do not recommend this option. They are not sure it is even feasible and, if it was, have significant reservations about the ability to control the scope of the project once the building was opened. Attempting to remedy the issues described above brings

considerable risk without necessarily improving the long-term sustainability of the Partnership.

Staff does recommend pursuing a replacement option, which would mean that OSEG would prepare a formal proposal, and the City would undertake its due diligence and seek community input, with both parties commencing preliminary negotiations. It is the only option that is likely to provide the Partnership with the increased foot traffic needed to financially sustain the Agreement as intended until 2054.

Staff recommend exploring an option that would involve demolishing the existing arena and North Side stands and replacing that part of the complex with an entirely new structure. The arena would be replaced with a 5,000 seat multi-purpose event centre that is a more appropriate size for OHL sized game attendance and for mid-sized music and cultural events. In order to make the project financially affordable, the air rights above the existing structures that remain would be used to build new housing units on the site, with a portion of those being affordable housing units (to be determined in consultation with Community and Social Services and with advice from providers such as Ottawa Community Housing, CAHDCO, etc). Air right revenues would be a source of revenue for the City to help fund the cost of construction for the stadium and arena.

The recommended demolition of the structure would mean removal of what is referred to as Block J in the partnership agreement. The existing retail would be replaced by the new commercial or retail space in a new structure in the reconstruction project. The additional retail could have the advantage of creating new spaces for business opportunities at grade and it could provide a financial improvement to the Partnership and therefore improves the waterfall.

One of the advantages of having an additional population living on the site is that it creates additional foot traffic on the site to support local retailers. Larger retailers depend on a broader target population to be successful, generating some spin-off businesses for their smaller neighbours during peak hours. Smaller retailers and services tend to be supported by the population within walking distance during off-peak hours. The principles for the original Lansdowne project included creating opportunities for smaller, locally based businesses on the site, and this could assist in achieving that original objective.

A totally new facility will allow modern, more comfortable seating, as seen in the South Side stands. The commissary (kitchen) facilities could be better situated physically on the site for simpler servicing of events in either the stadium or the event centre. Both sports facilities can be designed with modern equity-designed washrooms and amenities. The entire complex would be built to be accessible for persons with disabilities, compliant with AODA standards including proper seating areas and proper aisle widths. The facility will have a completely new building envelope and modern mechanical and electrical systems which will be considerably more energy efficient and result in cheaper operating costs. The facility would have purpose-built concession and merchandising spaces, proper loading areas and storage designed for the events that would use the space, equitably-designed locker rooms/green rooms, contemporary media areas, and proper back of house space for staff.

Because proceeding from concept to proposal means that OSEG will need to spend money to submit a formal proposal, and the City will need to spend money to undertake its due diligence and consult with the public, staff is seeking Council's approval of the recommendation to proceed, the funds to undertake their due diligence and public consultation and to begin commercially confidential negotiations to allow Council to proceed with any proposal that results from this work in a timely manner.

Should Council decide to proceed to start the process for renewing the aging infrastructure and revitalizing the elements of Lansdowne Park that are currently underperforming, staff will begin the process of working with OSEG to bring forward a formal proposal as described above, begin negotiations on what both Partners could bring to the revitalization, undertake due diligence exercises, begin work on the Public Realm/Urban Park, and start a broad public engagement exercise to receive community and stakeholder input on what Park improvements and new amenities would bring them to Lansdowne Park as their destination of choice.

Staff will be looking at the entire site. The proposed framework for the next steps is outlined below.

The City and OSEG are in a 40-year Partnership that has shared benefits, shared goals and shared challenges. It is also understood that both parties also have separate needs and priorities. Securing long-term sustainability for the Partnership is a clear shared objective. Both parties want to address the shared challenges described in this report in



a way that meets the Partnership's shared goals and benefits through a negotiation process based on fairness to both parties and informed by community input.

Given the fact that the comprehensive objectives, the Guiding Principles, (Document 4) for the Lansdowne Partnership Plan for the original transformation are already embedded in the Partnership Agreements and approach to the management of the site, staff believes that there are only two additional objectives that need to be considered for the potential next phase of the revitalization of the Park, as follows:

- That the public access to the site should be fine-tuned so that pedestrians, and cyclists feel safer. Any changes should improve the comfort of people who use the outdoor portions of the site and enhance safety for pedestrians and cyclists coming to the site, along with a continued emphasis on travel demand management during major events; and
- That new mixed-use development can be considered in the footprint of the existing Civic Centre/North Side Stands to help defray the cost of replacing functionally obsolete sporting facilities, and add to the intensity of development to keep the site active at all times as contemplated in the Council-adopted January 2010 principles.

Staff is recommending that City Council approve the following negotiating principles for the forthcoming proposal from OSEG on how to revitalize Lansdowne Park and renew the Park's aging and obsolete Civic Centre and North side stands, as follows:

1. The overall package must have a material and/or financial benefit for the City and the taxpayer, as well as adhering to the basic principles of fairness to both parties and ensuring the Partnership is sustainable over its entire term.
2. The overall package must be affordable for the City, as determined by the City CFO/Treasurer and independently validated and be in keeping with the terms of the LMLP Partnership Agreement, the Long-Range Financial Plan and consistent with the requirements of the Municipal Act, 2001 and any other relevant legislation.
3. City funds will not be used to subsidize any of OSEG's operations, including the professional sports teams, retail, or residential, and including any impacts of construction on those operations.

4. There will continue to be City-owned and managed assets that are distinct from the OSEG Partnership.
5. Affordable housing will be a key consideration in whatever is negotiated.
6. Retail and commercial (existing and potential new) remains in the waterfall, to a level deemed satisfactory to the City.
7. Any new municipal or public facilities will be done through a competitive tendered process administered under the City's procurement methodology with oversight by a construction management team involving both parties.

Given the complexities and thoroughness of the current LPP Agreements and its enshrined guiding principles for Lansdowne Park, as well as the need to consider the entire site as a whole and input received from the recommended public engagement exercise, staff believes that a broad mandate for negotiations using these principles and the results of the recommended due diligence outlined below will deliver the best possible outcome for City residents and taxpayers.

Staff will be guided by comprehensive work undertaken for the 2012 Council-approved Lansdowne Partnership Plan and the accompanying Financial Plan: PricewaterhouseCoopers Lansdowne Partnership Financial Update.

The preliminary analysis indicates that a rebuild option is potentially feasible from a financial and affordability perspective. A full analysis of the revenues (sources) and expenditures (uses) of funds will need to be completed to confirm this assumption once a formal proposal is received. OSEG will need to provide detailed construction cost estimates and the City will conduct a due diligence review of those estimates to ensure they are complete and reasonable. A financing strategy will then be developed that leverages a variety of financial tools available to the City and the LMLP Partnership and at no additional cost to taxpayers. City funds will not be used to subsidize any of OSEG's operations, including the professional sports teams, retail, office or residential.

OSEG and the City of Ottawa have a Partnership Agreement in place that covers any future redevelopment and provides the legal structure for the closed financial system and distribution of net cashflows from operations to each of the partners. The financing strategy for the revitalization of Lansdowne would build on the mechanisms already in place as part of the LMLP Partnership Agreement; continue to leverage the financial

tools that were successfully used in the first phase, and explore any additional financing options available to the City while maintaining overall revenue neutrality; (i.e. no additional cost to the City).

Staff is also mindful of the uncertainty surrounding the business and operating models the leagues governing the sports teams that use Lansdowne Park are experiencing due to the ongoing impact of the pandemic. The Canadian Football League has announced that it will begin operating this coming August, meaning that the REDBLACKS training camp will begin on July 10, 2021, with the first home game taking place on August 28, 2021. It is unknown at this time how many fans will be able to be in the stadium for that game. While there is every indication that other operations will return to normal in the near future, should there be any significant changes in any of the sports leagues that would have an impact on the Partnership Plan or the local teams, staff will bring that information to Council and seek further direction.

If Council approves staff's recommendation OSEG would provide the City with a replacement proposal, and then staff will need to undertake several due diligence and risk mitigation activities in response to OSEG's formal proposal, once it is received. Staff and OSEG will also be looking at improving accessibility and transportation demand management with any revitalization.

In addition, there will be extensive public consultation as recommended in the Public Engagement Strategy section below and staff are recommending separate, but related, studies for the Urban Park/Public Realm as described in a separate section as well.

The City will require a dedicated Project Office to undertake this work, staffed largely through existing resources.

The City of Ottawa and OSEG have identified the immediate costs associated with further reviewing the Lansdowne Partnership Plan to allow for a revitalization. As described, OSEG will be responsible for creating a detailed proposal and preliminary plans; the City will thoroughly review and perform its due diligence accordingly. Cost sharing of the items listed in the report ensures joint responsibility for the completion of work and transparency throughout the process.

Staff are seeking delegated authority to negotiate, finalize and execute a Memorandum of Understanding with OSEG to confirm these cost-sharing arrangements, as was done for the original proposal. City staff are estimating that the City's share of this work will

cost \$675K, including a Project Manager for the Project Office but not including public consultation costs, which are described below.

Because of the potential for synergies and cost savings for undertaking major capital construction works at the same time, this report recommends that City Council direct staff to undertake a number of specific preparatory activities to enhance the long-term sustainability of Lansdowne Park through public realm amenity and programming improvements at the same time as staff and OSEG explore the revitalization potential of the Partnership areas of the site in the areas of undertaking significant capital improvements in support of site animation, creating a better and more welcoming Outdoor Public Realm, and developing policies and programs that support increased public use of the Park.

If approved, staff will be undertaking this work in lock-step, as much as possible, with the due diligence that will be undertaken for the Partnership areas of the site, to ensure that the site continues to be an integrated whole and that any opportunities that might be created through the work being contemplated are explored.

Public input was critical to the original successful transformation of Lansdowne Park, and City Council so, as part of their direction to staff to work with OSEG to look at all options to make Lansdowne Park sustainable over the term of the LPP, the proposed Public Engagement Strategy (attached as Document 5) is the result of the collaborative work from staff and OSEG, with the input of both Council Sponsors Groups and the Stakeholder Sounding Board and the assistance of an external consultant.

Given that Lansdowne Park is designed to be a destination event park, creating a sustainable site will require the input of a broad and diverse group of voices and perspectives from across the city and beyond. The recommended Public Engagement Strategy is robust and based on City-best practices for major, city-wide initiatives, such as the Official Plan. The Strategy identifies clear objectives and identifies reaching broad and diverse target audiences and identified stakeholders, locally, within the National Capital Region and tourists.

As Lansdowne Park is a city-wide destination, it is understood there may be several competing interests. There could also be differing and competing priorities and viewpoints on the overall success and sustainability of Lansdowne Park due to the number and types of stakeholders. This strategy aims to encourage all voices, opinions

and perspectives to be heard and so that the resulting proposals will make best efforts to balance competing interests in an equitable and transparent way.

Given the importance of public input to any final proposal and the diversity of the target audiences, staff is recommending a budget of \$200K.

Staff believes all the work for this next phase can be completed and reported back to Committee and Council by the end of Q1 2022. Should Council agree to move forward with the recommended Framework, staff and OSEG will begin work immediately on those initiatives described in this report. The results of that work are expected to be brought to City Council in Q1 2022, and that report, if the work undertaken is successful, would recommend a proposal to revitalize Lansdowne Park that will make Lansdowne a 365-days a year attraction and ensure the sustainability of the Partnership over its term. Should Council approve that proposal, a recommended Project Agreement would be brought forward for consideration early in the next term of Council.

## **SYNTHÈSE**

Le parc Lansdowne est l'une des principales destinations d'Ottawa; riche de plus d'un siècle d'histoire, il s'agit d'un lieu de rassemblement pour les résidents comme pour les touristes. Après être devenu de plus en plus inutilisable, depuis des dizaines d'années, en raison de sous-investissements chroniques dans les infrastructures, il est possible de revitaliser le parc Lansdowne en prévoyant des espaces verts, des aires de jeux, des œuvres d'art public, des établissements sportifs et événementiels, en restaurant les bâtiments patrimoniaux et en aménageant de nouvelles infrastructures, sentiers et parcs de stationnement, de même qu'en aménageant des commerces de détail et des restaurants, ainsi que d'autres établissements, dans le cadre d'un partenariat de 30 ans (qui s'étend désormais sur 40 ans) conclu entre la Ville d'Ottawa et l'Ottawa Sports and Entertainment Group (OSEG), approuvé par le Conseil municipal en octobre 2012 et régi par le Plan de partenariat du parc Lansdowne (PPPL).

Le PPPL a permis de concrétiser la vision du Conseil municipal, qui était de transformer ce qui était devenu un site en béton et en asphalte en mauvais état avec guichets à l'entrée en un lieu « où les citoyens peuvent se rendre à pied ou à vélo, faire des emplettes, savourer un bon repas, se divertir, travailler, habiter et jouer dans un environnement qui respecte notre patrimoine architectural » (Plan de partenariat du parc Lansdowne et rapport sur la mise en œuvre [[ACS2010-CMR-REP-0034](#)]). Comme

l'indique le Rapport annuel sur le parc Lansdowne et le rapport sur le compte rendu des répercussions de la COVID-19 ([ACS2020-CMR-OCM-0003](#)), au cours des sept années qui se sont écoulées depuis la réouverture du parc, plus de 20 millions de personnes ont visité le district des sports et du divertissement du parc Lansdowne et de la Place TD. Plus de 1 000 événements, grands et petits, y ont été tenus pour des personnes de tous âges. Le site héberge aujourd'hui plus de 50 entreprises et a permis la création de plus de 4 000 emplois à temps plein et à temps partiel. En 2017, la Fondation de l'OSEG a été créée pour atténuer les contraintes financières liées aux coûts d'entrée afin de permettre aux enfants de tous les milieux socio-économiques de participer à des sports organisés. Depuis sa création, la Fondation de l'OSEG a versé 3,7 millions de dollars à notre collectivité, et les joueurs du ROUGE et NOIR et des 67 d'Ottawa consacrent 7 000 heures par année à faire du bénévolat auprès de groupes et d'organismes communautaires à l'extérieur du terrain.

Toutefois, la pandémie de COVID-19 a eu pour effet d'interrompre la quasi-totalité des opérations du parc Lansdowne. Le 9 décembre 2020, le Conseil municipal s'est penché sur le Rapport annuel sur le parc Lansdowne et sur le rapport du compte rendu des répercussions de la COVID-19 ([ACS2020-CMR-OCM-0003](#)), qui font état des répercussions considérables et imprévisibles de la pandémie mondiale de COVID-19 sur l'ensemble des opérations et des activités du parc Lansdowne en raison de la cessation des activités décrétée par l'Agence provinciale de la santé publique et des autres mesures en vigueur depuis mars 2020, ainsi que des menaces qui pèsent sur la viabilité à plus long terme du partenariat.

Les réalités du défi dynamiques de la pandémie et l'absence d'indications claires sur l'éventuelle reprise des opérations « normales » des équipes sportives les événements spéciaux, les concerts, les mariages, les opérations de vente au détail ou toutes les autres activités dont dépendent un parc de destination et une infrastructure comme le parc Lansdowne pour survivre et prospérer, et le fait que l'OSEG n'était pas en mesure de se prémunir contre le choc de la pandémie, notamment en raison de certaines conditions existantes dans les accords du PPPL, le Conseil municipal a approuvé trois modifications raisonnables, équitables et prudentes à apporter aux accords de partenariat afin de permettre au PPPL de corriger les effets des interruptions à court terme liés à la COVID : premièrement, la Société en commandite a été autorisée à avoir accès temporairement aux réserves de 4,7 millions de dollars du Fonds du cycle de la durée utile pour les besoins de la trésorerie opérationnelle en 2021, en reconstituant le

fonds de réserve dans les années qui restent à écouler dans l'accord de partenariat d'après des sommes déterminées par une étude technique indépendante et objective; secondement, on a prorogé le Partenariat existant du parc Lansdowne pour une durée de 10 ans jusqu'au 31 décembre 2054 en vertu des clauses et des conditions actuelles; enfin, on a éliminé la demande de loyer participatif (qui consiste à répartir en parts égales, entre l'OSEG et la Ville d'Ottawa, la trésorerie nette apportée par les opérations de détail) par rapport au bail de la vente au détail, en s'entendant pour ne pas augmenter les loyers de base dans l'éventualité de la cession autorisée du volet des établissements de détail pendant la durée du bail de la vente au détail, et en éliminant la clause de résiliation anticipée dans le bail de la vente au détail.

En outre, on a recommandé, dans le Rapport annuel du parc Lansdowne et dans le rapport sur le compte rendu des répercussions de la COVID-19, une approche pour entamer le dialogue afin de corriger les difficultés de la viabilité à long terme de la Société en commandite. Le rapport précise qu'avant la pandémie, l'OSEG avait déjà dû apporter beaucoup plus de fonds propres jusqu'alors que ce qu'elle aurait pu récupérer dans la structure en cascade et qu'il y avait de sérieuses difficultés opérationnelles et financières dans l'exploitation des gradins du côté nord et de l'aréna, qui dataient de plus de 50 ans. On a aussi mené des travaux pour tâcher d'attirer sur le site, les jours où il n'y avait pas d'événement, un achalandage piétonnier plus constant, en visant à attirer sur le site 5 millions de visiteurs par an.

Pour que le Partenariat soit en mesure d'être florissant sur la nouvelle durée de 40 ans du Partenariat, le Conseil municipal a aussi demandé, à cette réunion du 9 décembre 2020, qu'un groupe de travail constitué de membres du personnel et de représentants de l'OSEG se penche plus en détail sur les options permettant d'améliorer la pérennité et la viabilité financière à long terme des opérations du parc Lansdowne et de la Société en commandite, en tenant compte des impératifs de l'exploitation et des infrastructures. Cet examen devait porter sur les moyens d'accroître l'achalandage piétonnier sur le site, de même que sur les options permettant de rehausser l'animation, d'améliorer les commodités publiques, d'évaluer les infrastructures vieillissantes et d'accroître la densité conformément aux principes de la densification urbaine du Conseil municipal, en tenant compte du logement abordable. Ce groupe de travail devait déposer, au plus tard à la fin du deuxième trimestre de 2021, un rapport sur les options étudiées. Ce rapport devait comprendre un plan rigoureux de consultation publique pour veiller à ce que la collectivité participe éventuellement au succès du parc Lansdowne. Deux

groupes de travail mènent cet examen. Le premier est constitué de membres du personnel de la Ville exclusivement, et le deuxième comprend des employés de la Ville et des représentants de l'OSEG.

Puisque le parc Lansdowne est une infrastructure de la Ville, on a mis sur pied deux groupes de conseillers parrains pour épauler les groupes de travail, pour jouer le rôle de groupe de consultation et pour examiner et permettre d'appliquer le plan proposé pour la consultation publique. Confirmés le 10 février 2021 par le Conseil municipal, les deux groupes de conseillers parrains pour la prochaine phase de la revitalisation du parc Lansdowne devaient répartir leurs travaux entre deux grandes catégories d'examen des options de viabilisation à long terme, soit : 1) la planification, les infrastructures et le logement abordable (Groupe des conseillers parrains sur la planification); et 2) le développement économique, le tourisme, l'amélioration de l'animation du site et la capacité de la Société en commandite de promouvoir, dans l'ensemble de la Ville et dans les différents quartiers, l'aide à apporter aux petites entreprises (Groupe des conseillers parrains sur le développement économique).

Le Conseil municipal a aussi mis sur pied le Groupe de consultation des intervenants, qui comprenait, sans toutefois s'y limiter, des représentants des associations communautaires du Vieil Ottawa-Sud, du Vieil Ottawa-Est et du Glebe, un représentant des résidents de l'avenue Holmwood, ainsi que des représentants de la zone d'amélioration commerciale (ZAC) du Glebe, du Lansdowne Market, de Tourisme Ottawa, d'Investir Ottawa, de la Coalition des zones d'amélioration commerciale d'Ottawa, du Regroupement des gens d'affaires de la capitale nationale (RGA), de la Coalition de l'industrie de la musique d'Ottawa, du Réseau des festivals d'Ottawa, ainsi que des employés de l'Alliance internationale des employés de la scène (AIEST) de représentants des associations de copropriétaires Vibe-Lansdowne et South Holmwood, de la Centretown Citizens of Ottawa Corporation, de Logement communautaire d'Ottawa, de l'Université d'Ottawa, de l'Université Carleton, de l'Association canadienne de musique sur scène, des BlackJacks d'Ottawa et du RBC Bluesfest d'Ottawa.

En l'espace de sept ans, le parc Lansdowne est devenu une destination sportive et événementielle florissante, qui a accueilli en 2019 4 millions de visiteurs. Or, le site reste relativement calme les jours où il n'y a pas d'événements. La Ville et l'OSEG s'entendent pour dire que pour que le Partenariat soit viable pendant la durée de l'Accord, le parc Lansdowne doit attirer au moins 5 millions de visiteurs par an. Pour



atteindre ce seuil, le parc Lansdowne doit améliorer les avantages du site afin de devenir le parc de la Ville où tous les résidents et visiteurs, de tous les groupes d'âge, de tous les niveaux d'aptitudes ou quels que soient les revenus, pourront se consacrer à des activités qui leur plaisent chaque jour de l'année. Le parc Lansdowne devrait agir comme une pierre angulaire dans un véritable quartier du quart d'heure où il fait bon vivre, travailler et se divertir; et pour réussir, il faudra pérenniser l'activité du site pendant les quatre saisons.

Ce rapport donne un aperçu des travaux menés jusqu'à maintenant par les groupes de travail du parc Lansdowne, éclairés par les commentaires des groupes de conseillers parrains et du Groupe de consultation des intervenants. À la demande du Conseil, l'information présentée dans ce rapport porte essentiellement sur une évaluation globale des infrastructures vieillissantes du parc Lansdowne et sur certaines difficultés que devront résoudre la Ville et la Société en commandite pour pouvoir accroître l'achalandage piétonnier du site dans la mesure nécessaire pour que la Société en commandite soit viable jusqu'à la fin de l'Accord. Ces difficultés portent entre autres sur l'état des infrastructures essentielles nécessaires pour attirer et organiser les événements fondationnels de la Société en commandite, sur les types d'établissements de détail et sur la programmation récréative et l'animation assurés, de même que sur la composition actuelle des commerces de détail et sur la densité du site.

L'examen des infrastructures a essentiellement porté sur les gradins du côté nord et sur le Centre municipal, sur le pavillon Aberdeen et sur l'Édifice de l'horticulture.

Les gradins du côté nord et le Centre municipal ont fait l'objet de vastes évaluations de l'état des bâtiments et des structures dans la période comprise entre 2007 et 2009, pendant la durée initiale des discussions sur le réaménagement du parc Lansdowne. En 2007, la Ville a fait appel à Adjelian, Allen, Rubeli Limited (AARL) pour établir le rapport sur l'adéquation structurelle du complexe des gradins du côté nord et du Centre municipal. Dans ce rapport, on recommandait de procéder à une analyse complémentaire de certains éléments structurels. AARL a procédé pour la Ville, de 2007 à 2010, à 14 examens de l'ingénierie. La synthèse de l'état des lieux a permis de constater que le complexe du Centre municipal et la structure nord du stade étaient généralement en bon état. On a jugé que le complexe de l'aréna était structurellement adéquat et à même d'étayer les charges prévues. Les rapports préparés pour l'OSEG par Morrison Hershfield à l'époque où l'Accord a été conclu ont permis de tirer des conclusions comparables.

Dans ce rapport, on a mis au point, pour l'installation, un plan de réparation et de remplacement des infrastructures sur 30 ans. L'Accord fait état d'un plan de travail qui porte sur la période comprise entre 2010 et 2031 et qui prévoit une valeur cumulative de 32,181 millions de dollars en activités de renouvellement pour veiller à ce que l'installation reste opérationnellement sécuritaire, en tenant compte de la valeur de 7 millions de dollars des projets planifiés dans les cinq prochaines années.

La Ville et l'OSEG mènent l'examen annuel des projets planifiés et prévus de renouvellement et mettent au point le plan de travail pour tenir compte des besoins actuels. Ils se penchent entre autres sur les résultats techniques de l'exploitation et de l'entretien, sur l'examen de l'état des lieux et sur la coordination des projets. Cet effort de collaboration entre l'OSEG et la Ville priorise chaque année les travaux à effectuer, en avançant certains projets et en en décalant d'autres afin de préserver les plans financiers et l'exploitation de l'installation.

Toutefois, les gradins du côté nord et l'aréna (Centre municipal) ont été construits en 1967, et bien que l'installation est structurellement solide, les sept premières années d'exploitation ont permis de constater que cette installation déjà ancienne est sur le point d'être fonctionnellement obsolète et que même si on en maintient l'état actuel, elle continuerait en fait d'accuser du retard par rapport aux attentes des spectateurs dans un marché concurrentiel.

Les difficultés du Centre municipal et des gradins du côté nord incluent: en raison de la vétusté des toilettes, il faut installer, dans les gradins du côté nord du stade, 50 toilettes chimiques les jours des matchs du ROUGE et NOIR; en outre, les fuites du plafond et de l'aréna donnent lieu à des risques d'annulation d'événements; il y a des retards dans les matchs et les conditions de la glace sont contraires à la sécurité; il y a aussi des risques chroniques d'éclosion de moisissures. Le toit du hall de l'aréna et de l'aréna même n'est pas isolé, ce qui donne lieu à des pertes de chaleur excessives en hiver et ce qui explique que l'ambiance de l'aréna soit « froide » et que les frais d'exploitation soient élevés.

Outre ces problèmes journaliers de l'installation, en raison de sa vétusté et de ses locaux fonctionnels démodés, l'établissement n'est pas concurrentiel quand il s'agit d'attirer des événements. Par exemple, l'aréna ne respectait pas les normes actuelles pour pouvoir attirer des événements conviviaux pour les touristes comme la Coupe Memorial de la Ligue canadienne de hockey, puisqu'il n'est plus conforme aux

exigences du cahier des charges. L'OSEG a fait savoir que la Place TD continuera de régresser comme destination pour les sports compétitifs et les événements touristiques de prestige (comme le Brier, la Coupe Davis et Patinage Canada), ainsi que pour les événements touristiques et concerts « courants », parce qu'elle permet de moins en moins de répondre aux exigences techniques. Les restrictions relatives aux charges ne permettent pas d'organiser différents événements dans le stade et dans l'aréna, les vestiaires exigus et mal aménagés ne permettent pas d'organiser de grands événements ou ce qui ne répond pas aux attentes pour les tournées de spectacles, les loges de l'aréna sont inaccessibles en raison des entorses au Code du bâtiment et un ascenseur dont les spectateurs ne peuvent pas se servir. En outre, il n'y a pas de tribune de presse, ce qui oblige les médias à occuper des zones de travail improvisées dans les gradins de l'aréna. Les concessions sont petites et ne répondent pas aux exigences d'une installation moderne, l'aération est insuffisante et les concessions sont exiguës, ce qui ne permet pas de servir efficacement les produits alimentaires et ce qu'on peut normalement offrir dans chaque concession.

Les sièges accessibles ne répondent pas aux exigences actuelles et il y a des restrictions dans la dispersion des sièges accessibles. De plus, on n'a pas accès à l'ascenseur (du côté nord du stade) ou les conditions d'accès et la capacité de l'ascenseur sont inadaptées (aréna).

Enfin, si tous les nouveaux bâtiments, sentiers, esplanades et espaces verts ont été conçus et construits pour la certification LEED argent de la phase 3, le Centre municipal et les gradins du côté nord ont été aménagés selon les normes de 1967; autrement dit, ils ne sont pas économes d'énergie, ce qui a pour effet d'accroître les frais d'exploitation et ce qui donne un bâtiment qui ne permet pas d'atteindre l'ensemble des objectifs environnementaux du Conseil municipal partout ailleurs sur le site.

Le Conseil municipal sait que le partenariat du parc Lansdowne dépend des événements plus ou moins importants que l'on attire pour la viabilité à long terme du Partenariat et du site. Pour lancer le processus qui permettra de résoudre les problèmes relevés dans cette installation, l'OSEG a commandé deux rapports liés à la fonctionnalité des gradins du côté nord et du Centre municipal. Le rapport intitulé « TD Place Functional Obsolescence Report », qui a été préparé à la fin de 2019 par ROSSETTI, cabinet d'envergure internationale spécialisé dans la conception des stades, la conception durable et l'urbanisme, est reproduit dans le document 1, et le

rapport publié sous le titre « Feasibility of Possible Redevelopment » de Leibe Engineering Associates est reproduit dans le document 2.

Le rapport de ROSSETTI conclut globalement que le Centre municipal est exploité nettement en deçà des normes modernes et qu'il continuera de régresser. Ce cabinet conclut que la Place TD est incorrigiblement désuète, en précisant que « de nombreux problèmes évalués dans ce rapport ont une incidence négative directe globale sur l'ambiance qui règne parmi les spectateurs et les artistes ou les joueurs et sur leur culture, en plus de hausser les frais d'entretien et d'accroître constamment le réinvestissement dans les infrastructures. Les problèmes actuels ont aussi une incidence directe sur le manque à gagner, sur la capacité en baisse dans le rendement et la productivité, sur la sécurité générale, sur l'accessibilité et sur les tendances dans la diminution de la fréquentation ». (Page 16 du rapport)

Le rapport de Leibe Engineering Associates a permis entre autres de constater que « l'état existant et la sous-capacité de la structure du Centre municipal d'Ottawa et des gradins du côté nord ont donné lieu à des restrictions dans l'utilisation et dans l'occupation » et que le récent réaménagement du Centre municipal d'Ottawa et les gradins du côté nord n'ont pas permis de corriger les problèmes de surcharge structurelle mis en lumière dans les précédents rapports d'Adjeleian Allen Rubeli, que les exigences actuelles du Code du bâtiment de l'Ontario pour les charges éoliennes et les charges et les accumulations de neige ne peuvent pas s'appliquer à cette structure.

L'OSEG croit et le personnel est d'accord pour dire qu'avec l'obsolescence fonctionnelle des gradins du côté nord et de l'aréna, il continuera d'être plus difficile de fidéliser et d'attirer les spectateurs et d'organiser des événements à la Place TD, de sorte qu'il sera probablement impossible de continuer d'apporter les améliorations constatées dans le cadre du Partenariat et que l'OSEG prévoit sur les 33 dernières années du Partenariat.

Le pavillon Aberdeen a été construit vers 1898 pour l'Association de l'Exposition du Canada central et est un lieu historique national désigné, puisqu'il s'agit du plus vieil exemple au Canada d'un palais d'expositions à grande échelle. L'utilisation innovante de l'acier de structure, dont le recouvrement extérieur en métal pressé léger, le grand volume intérieur sans interruption, bien éclairé par les fenêtres, l'ornementation de métal pressé ouvragée et le vaste toit en voûte font partie des éléments patrimoniaux essentiellement intéressants.

En 1994, on a procédé à de vastes travaux de rénovation du pavillon dans la foulée de la volonté exprimée en 1992 par le Conseil municipal pour le préserver. Ce bâtiment d'un étage s'étend sur une superficie de 4 078,44 mètres carrés. En tenant cumulativement compte de tous les éléments du pavillon dans la vérification de l'état du bâtiment préparée en 2015 par Morrison Hershfield, le rapport conclut que le pavillon Aberdeen est en bon état. Les recommandations du rapport mettent en lumière la nécessité d'apporter des travaux de réparation et d'entretien à intervalles réguliers, surtout les principaux éléments patrimoniaux, dont la toiture et le parement de métal. L'approche adoptée pour les édifices patrimoniaux consiste à réparer ou à préserver les caractéristiques patrimoniales, au lieu de les remplacer.

Dans le cadre d'un dialogue avec les intervenants communautaires, les partenaires, les clients locataires et les visiteurs du parc, le personnel de la Ville a constaté que les améliorations prioritaires qui auraient le plus d'impact sur la programmation consisteraient à réparer les éléments structurels, la toiture et le gros œuvre du pavillon Aberdeen, en plus d'installer la climatisation dans l'Édifice de l'horticulture, dont il est question dans la section ci-après).

L'Édifice de l'horticulture est l'autre établissement très populaire pour les événements en intérieur du parc Lansdowne. Construit à l'origine en 1914, l'Édifice de l'horticulture a été réinstallé sur le site actuel en 2012. Il s'agit d'un hall d'exposition qui s'étend sur une superficie d'environ 1 888,72 mètres carrés, essentiellement aménagée au rez-de-chaussée. L'espace comprend le hall d'exposition, un établissement de vente au détail, une salle de réunion, une cuisine et des toilettes. Le deuxième étage partiel comprend une zone de bureaux. Dans le rapport préparé en 2018 sur la vérification de l'état du bâtiment, Morrison Hershfield évalue les éléments et les systèmes de l'édifice, pour conclure qu'il est en bon état.

Le caractère patrimonial majestueusement restauré de l'Édifice de l'horticulture, ses grandes fenêtres donnant sur les jardins et son aménagement ouvert, en font un établissement idéal pour organiser des activités communautaires toute l'année. Sa lacune la plus grave est l'absence de climatisation (indispensable), ce qui correspond à l'amélioration la plus demandée. La climatisation est limitée aux bureaux administratifs qui ont été récemment réaménagés en se limitant à la grande salle d'assemblée; or, ces travaux ne répondront qu'aux besoins immédiats de la clinique de vaccination massive contre la COVID-19 sur les lieux. En particulier, on a installé sur le toit un nouvel appareil de réfrigération de 50 tonnes qui ne déroge pas aux caractéristiques

patrimoniales de l'édifice, ce qui donnera une ambiance intérieure de 25 degrés Celsius, lorsque la clinique sera occupée par un maximum de 200 personnes. Si cette solution permet de faire en sorte que l'espace reste opérationnel à sa capacité actuelle durant l'été, ces seuils de température et d'occupation ne permettent pas de mener à bien la reprise des programmes communautaires et d'accueillir la centaine de spectateurs et plus qui assisteront aux grands événements dans ce bâtiment. Pour assurer la régulation d'ambiance adaptée à l'organisation de grands événements publics durant les mois de l'été, on estime qu'il faudra un autre appareil de réfrigération de 40 tonnes, en plus d'apporter une solution pour accroître la valeur de résistance thermique (R) des fenêtres, ce qui permettrait de réduire de 30 % l'infiltration de la chaleur.

Conformément à la directive du Conseil municipal, qui demandait de se pencher sur les options permettant d'accroître l'achalandage piétonnier du parc Lansdowne, les groupes de travail ont passé en revue les principaux éléments qui attirent les gens sur les lieux les jours où il n'y a pas d'événement, afin de recenser les possibilités qui existent pour le parc urbain et le domaine public et pour les habitations sur le site, ainsi que pour les locaux polyvalents des commerces de détail et des bureaux.

Dans l'Accord de partenariat du parc Lansdowne, l'OSEG a pris en charge l'exploitation du stade, de l'aréna et du garage de stationnement, ainsi que l'encadrement du domaine public dans l'ensemble des aménagements commerciaux, de vente au détail et résidentiels. La Ville d'Ottawa a pour sa part pris la responsabilité de la gestion et de la programmation du parc urbain, dont l'Édifice de l'horticulture, la Plaza du Casino du Lac-Leamy, le pavillon Aberdeen, le grand porche et la Cour est, la grande pelouse, la patinoire, la rampe de planche à roulettes, la structure de jeux des enfants, le jardin communautaire, le plan d'eau Uplift et l'œuvre d'art public des Surfaces en mouvement.

Les espaces publics du parc comprennent plusieurs éléments distincts qui confirment qu'Ottawa est édifiée sur le territoire non cédé de la nation algonquine Anishinabeg. La Ville a travaillé de concert avec les Algonquins de l'Ontario (AO) pour aménager et intégrer les caractéristiques distinctes de la Nation hôte dans la construction du parc, dont le Cercle d'apprentissage constitué de sept arbres cernés par un garde-corps en acier sur lequel est gravé un texte sélectionné par les Algonquins, ainsi que le motif de pavés en pierre représenté dans la Cour Sud et sur la Plaza du Casino du Lac-Leamy et les sept Jardinières et jardins surélevés dans le jardin ethnobotanique consacré aux

plantes qui ont des vocations cérémonielles, médicinales et pratiques importantes pour les Algonquins.

Après sept années d'expérience opérationnelle dans le parc, on connaît désormais mieux les besoins et les préférences actuels et émergents de la collectivité. Malgré le succès des premières années de l'animation du parc, tout indique qu'on peut faire davantage pour améliorer les espaces physiques, l'animation, accroître l'achalandage piétonnier et faire du parc une destination souhaitable et vigoureuse sur tout le territoire de la Ville. Dans le cadre de la refonte de la programmation des activités dans le parc, il est opportun de remanier les budgets de fonctionnement pour tenir compte des efforts plus considérables consacrés au soutien de l'animation menée par les tiers, la Ville a offert des activités sans réservation et des présentations gratuites, en plus d'assurer le niveau d'entretien obligatoire dans chaque saison. En outre, le budget de fonctionnement répond aux besoins à satisfaire pour tous les éléments nouveaux ou modifiés du parc adoptés dans le cadre de ce processus.

La popularité des espaces du parc urbain dans l'organisation des événements a plus que triplé dans les dernières années, et avant la pandémie, la Ville avait prévu que les résultats de 2020 suivraient cette tendance en surpassant les chiffres de 2019 pour les activités comme pour les jours d'événements. Il faut recentrer la stratégie de programmation du parc pour soutenir et étendre les activités offertes au-delà des périodes de pointe et d'encourager une fréquentation plus constante et répétée. Il faut aussi commencer à améliorer les infrastructures du site afin de rehausser chacun des secteurs de la programmation du parc, pour les rendre plus invitants et mieux les adapter afin d'aménager des sièges supplémentaires, des zones d'ombrage, des œuvres d'art public, des caractéristiques d'intérêt et des espaces verts.

La grande pelouse du parc constitue une vaste superficie de gazon naturel, qui permet d'organiser toutes sortes d'activités en plein air auxquelles on peut participer et assister. Même si cette zone du parc apporte un énorme concours au verdissement du site, sa conception et son utilisation comme lieu de festival à l'heure actuelle en ont limité considérablement l'usage créatif qu'on en fait pour l'animation permanente. Il faut consacrer en permanence d'importants travaux d'entretien à la pelouse pour que le gazon reste sain et pour respecter les restrictions imposées dans son utilisation pendant des durées prolongées afin de lui permettre de se régénérer entre deux grands événements. L'absence de commodités auxiliaires, dont l'alimentation électrique

adéquate, l'équipement événementiel et son entreposage, nuit à son utilisation à grande échelle.

La Plaza du Casino du Lac-Leamy s'illustre comme l'un des lieux de programmation et d'animation en plein les plus importants du parc et l'un des meilleurs endroits pour encourager l'utilisation passive des espaces publics et pour profiter de l'animation éphémère. Même si la conception initiale de la Plaza a permis de réunir certains éléments essentiels au succès et à la vitalité de cette place, la plupart sont d'accord pour dire qu'il faut apporter d'autres améliorations afin de rendre le secteur plus invitant et confortable, de mieux l'équiper pour assurer l'utilisation journalière passive et la programmation active, de même que pour programmer et segmenter plus ingénieusement les activités et permettre que différentes activités complémentaires se déroulent en même temps.

Les améliorations que l'on recommande d'apporter au site dans ce rapport viendraient améliorer considérablement l'utilisabilité du parc; or, à elles seules, ces mesures ne suffisent pas à assurer l'utilisation et la fonctionnalité à long terme du parc. Il faut aussi accroître la collaboration entre l'OSEG et la Ville pour répondre aux motifs d'inquiétude portant sur la gestion de l'achalandage, les transports en commun, le bruit et les considérations infrastructurelles projetées. Pour préserver la croissance incrémentielle, de même que pour actualiser les projections de la fréquentation et du rendement financier escompté pour le parc, il faut conceptualiser, afin d'en assurer la viabilité, une vision renouvelée du parc Lansdowne.

En juillet 2019, la Ville et l'OSEG ont mené auprès des résidents un sondage afin de connaître les types d'activités et les caractéristiques du parc qu'ils souhaitaient prioriser pour la Plaza du Casino du Lac-Leamy. Le sondage fait état de plusieurs améliorations essentielles à apporter à la Plaza et au domaine public en général; la priorité absolue consistait à prévoir un plus grand nombre de tables, de bancs publics, d'auvents et d'autres éléments du mobilier urbain dans les espaces publics. Les autres grandes priorités définies portaient entre autres sur la fidélisation de l'achalandage et l'expansion du Marché des producteurs agricoles, de même que sur d'autres événements apparentés à ce marché, sur le verdissement généralisé, notamment les arbres, les arbustes et les jardins, sur l'interdiction des véhicules provenant des autres secteurs du site, sur la capacité d'organiser les spectacles de moindre envergure des musiciens, des groupes de théâtre et des danseurs et sur l'aménagement d'une fontaine.



Du point de vue de l'animation, on a souvent suggéré des spectacles sur la scène libre, des ateliers culinaires apparentés au Marché des producteurs agricoles, des festivals et des événements sur des thèmes gastronomiques, des ateliers de remise en forme, des films dans le parc, ainsi que les marchés nocturnes. On a continué de consulter le public dans le cadre d'une assemblée générale virtuelle en octobre 2020 afin de réunir les commentaires sur l'ensemble des améliorations proposées pour la Plaza. Les résultats ont confirmé qu'il fallait adopter une vision réactualisée du parc.

Cet examen exhaustif des installations et de la programmation du parc Lansdowne offre une occasion exceptionnelle d'adopter pour le domaine public une orientation et une vision réactualisées, qui tiennent compte des commentaires réunis auprès des visiteurs et du personnel depuis le début des opérations. En rehaussant les commodités physiques et en tenant compte des suggestions des résidents sur l'animation, on améliorera l'attrait du parc pour en faire dans notre ville une destination digne des plus grandes capitales pendant bien des années.

Les habitations sur le site, ainsi que les établissements de détail et les locaux à usages de bureaux polyvalents et l'espace du domaine public jouent aussi un rôle prépondérant dans la vitalité et la vigueur financière du parc Lansdowne, surtout les jours où il n'y a pas d'événement, ce qui représente la plus grande partie de l'année. La conception de la superficie actuelle de 32 516 mètres carrés de locaux à vocation polyvalente remonte à 2014 et reprend en majorité les concepts de l'innovation et du premier arrivé sur le marché.

Pour que le parc Lansdowne soit une destination populaire 365 jours par an, il faut continuer de transformer les établissements de détail, les bureaux et les commodités du domaine public afin d'en améliorer la vitalité pour les résidents, le quartier et les visiteurs.

L'OSEG continue de se pencher sur les occasions de rehausser la vitalité du site, et l'on s'attend à ce que l'utilisation innovante et expérientielle, selon le principe du premier arrivé sur le marché, que l'on fera des locaux cadrera avec la notion de destination et sera probablement la plus fructueuse. Le parc Lansdowne fait partie de la ZAC du Glebe, qui apporte une contribution de plus de 270 000 \$ à la ZAC en 2021, et il y a toujours des occasions d'améliorer la programmation des commerces de détail.

L'OSEG et le personnel croient qu'en continuant d'apporter des améliorations dans ce secteur, de concert avec l'accroissement de la densification du site, le parc Lansdowne atteindra son objectif, qui consiste à devenir une destination prépondérante pour les rassemblements et les spectacles à Ottawa, ce qui attirera un courant constant de visiteurs les jours où il n'y a pas d'événement et ce qui permettra d'utiliser économiquement les capacités actuelles en mode mixte dans le transport et le stationnement.

Afin de poursuivre les travaux de revitalisation du parc Lansdowne et de s'assurer que le Partenariat est viable pendant toute la durée de l'Accord, l'OSEG a soumis à la Ville l'idée de démolir le Centre municipal et les gradins du côté nord et de les remplacer par deux bâtiments et ouvrages, soit un bâtiment pour les gradins et un bâtiment distinct pour l'aréna. Les gradins existants du côté nord seraient remplacés par des gradins d'assise moins nombreux, en aménageant un espace de club ou social supplémentaire comparable à celui qu'il y a à l'heure actuelle dans les gradins plus récents du côté sud. L'aréna existant de 10 000 spectateurs serait remplacé par un centre d'événements polyvalent de 5 000 places et de l'envergure voulue. Il faut noter que le bail existant prévoit le droit de réaménager une installation apparentée à un stade, dont un aréna, sur les terrains loués à bail, à la condition que la Ville donne son accord. Il se pourrait qu'on ait l'occasion d'aménager une salle de spectacles de musique modeste et spécialisée dans le cadre de ce projet.

Comme nous l'avons fait observer, l'Ottawa Sports and Entertainment Group a actuellement un bail avec la Ville d'Ottawa pour une parcelle de terrain de 3,24 hectares qui ne constitue qu'une partie de la superficie globale de 16,19 hectares du site du parc Lansdowne. Le bail est stratifié pour permettre à la Ville et à l'OSEG de se partager le parc de stationnement souterrain, et l'OSEG contrôle les éléments en surface : l'aréna du Centre municipal et les gradins du côté nord du complexe du bâtiment du stade, les secteurs des terrains de sports et des zones d'extrémité, les gradins du côté sud et la superficie de 33 445 mètres carrés de locaux à usage de commerces.

Pour financer les dépenses en immobilisations à engager dans la reconstruction et fournir plus de résidents vivant à Lansdowne, des unités de logement pourraient être incluses dans l'option de remplacement. Les droits relatifs à la propriété en surplomb rapporteraient des recettes à la Ville et lui permettraient de hausser son assiette foncière. Une partie de ces habitations seraient des logements abordables

(l'abordabilité étant basée sur les nouveaux paramètres du Plan officiel pour l'abordabilité).

La démolition potentielle du Centre municipal et des gradins du côté nord inclurait également l'îlot J (ces locaux sont occupés par Goodlife Fitness et d'autres petits établissements commerciaux de façade). Le rôle du nouvel espace commercial ou de vente au détail dans le programme de renouvellement des actifs serait considéré et étudié.

Les travaux proposés de démolition et de remplacement n'auraient pas d'incidence sur les gradins du côté sud, et on ne propose pas d'aménager des résidences attenantes aux gradins du côté sud non loin de la promenade Reine-Élisabeth.

Les groupes de travail croit qu'il faudrait apporter, sous une forme ou une autre, des améliorations dans tous ces secteurs qui permettraient d'assurer la viabilité à long terme du Partenariat et, à la condition que les coûts soient abordables et que les solutions soient élaborées conformément aux objectifs approuvés par le Conseil municipal pour le parc Lansdowne, permettraient de corriger les difficultés actuelles du site. Ceci pourrait ouvrir de nouvelles perspectives et en rehaussant la vitalité du secteur, grâce à de nouveaux établissements de détail et à des logements abordables. La possibilité d'aménager un nouveau centre de taille moyenne, construit expressément pour les événements en particulier, pourrait répondre à l'un des besoins définis dans la Stratégie musicale d'Ottawa 2018-2020, qui est un document conjoint préparé par la Ville d'Ottawa et la Coalition de l'industrie de la musique d'Ottawa (OMIC). La Stratégie a déclaré qu'il est essentiel pour la Ville d'Ottawa de rechercher des salles de concert de haute qualité afin de devenir une ville de la musique véritablement mondiale. Dans cette stratégie, on fait observer que l'absence, dans le cœur du centre-ville, d'établissements de taille moyenne et de grande qualité constitue un obstacle de taille pour la croissance d'Ottawa comme destination musicale.

Après avoir examiné l'état du Centre municipal et des gradins du côté nord, de même que dans la foulée de la visite guidée du site et des rapports sur l'ingénierie, et après s'être penchés sur les commentaires exprimés à propos de la nécessité de continuer d'améliorer l'expérience offerte aux visiteurs du parc Lansdowne, les groupes de travail ont conclu qu'il fallait soumettre au Conseil municipal trois options de base à étudier relativement au Centre municipal et aux gradins du côté nord; nous exposons ci-après ces trois options. La première consiste à garder le statu quo : autrement dit, on se

contentera d'assurer l'entretien de base de l'aréna et des gradins du côté nord fonctionnellement obsolètes jusqu'en 2054. La deuxième option consiste à investir dans le réaménagement et la modernisation de la structure actuelle; or, d'après les rapports sur l'ingénierie, le personnel de la Ville ne croit pas qu'il s'agisse d'une option viable. La troisième option, qui est celle que recommandent les groupes de travail, consiste à envisager de construire des structures nouvelles et modernes pour remplacer le Centre municipal et les gradins du côté nord.

Pour l'option 1 (maintien du statu quo), le Conseil pourrait décider de continuer d'assurer l'entretien du Centre municipal et des gradins du côté nord au niveau actuel de leur fonctionnalité jusqu'à la fin du Partenariat, en 2054. On continuerait d'effectuer les travaux de réparation pour corriger les problèmes de régulation de l'ambiance interne et les problèmes d'infiltration d'eau et pour améliorer les systèmes mécaniques et électriques vétustes conformément au Plan du cycle de la durée utile du stade, qui constituait une pierre d'assise de l'Accord de partenariat.

Comme nous l'avons déjà indiqué, le Plan du cycle de la durée utile prévoit 32 millions de dollars de travaux de réfection pendant la durée de l'Accord, soit environ 1,4 million de dollars par an. Les investissements consacrés jusqu'à maintenant ont permis d'atteindre ces cibles. L'établissement du plan de travail annuel est le fruit d'un effort de collaboration entre la Ville et l'OSEG, et le plan quinquennal actuel prévoit 7 millions de dollars pour les travaux de réfection de l'aréna et des gradins du côté nord. On a récemment consacré les investissements au remplacement du gazon artificiel du stade, et les travaux planifiés consistent entre autres à remplacer les bandes de l'aréna.

Si le statu quo est maintenu, la structure continuera d'être exploitée; or, à lui seul, l'entretien ne viendra jamais corriger les lacunes fonctionnelles sous-jacentes du vieux bâtiment de 54 ans qui permet déjà difficilement d'offrir aux visiteurs une expérience agréable et qui cause à l'OSEG des difficultés dans la promotion du site auprès des organisateurs d'événements sportifs et culturels. La situation devrait se détériorer à mesure que l'installation vieillit. À la fin de l'Accord, en 2054, le Centre municipal et les gradins du côté nord auront 87 ans.

Dans son rapport (document 1), ROSSETTI décrit rigoureusement ces problèmes, en concluant qu'« il est démontré dans ce rapport que les gradins du côté nord et l'aréna de la Place TD fonctionnent actuellement à des niveaux nettement inférieurs aux normes modernes et que le rendement continuera de baisser ». Si (ou plutôt quand) le

rendement régresse, il est improbable que le Partenariat puisse atteindre ses objectifs financiers et en adoptant cette approche, le Conseil municipal devra probablement résoudre en 2054 la même difficulté qu'en 2006-2010 : il se demandera quoi faire d'une importante structure en béton inutilisable dans un parc destination.

Le personnel de la Ville s'est penché sur une deuxième option qui aurait compris d'importants travaux d'amélioration allant au-delà du cadre du Plan du cycle de vie utile de l'installation.

Bien que le personnel n'ait pas d'estimation des coûts détaillée des travaux à réaliser pour moderniser l'installation existante, ROSSETTI et Leibe font état, dans leur rapport, de nombreux problèmes qui permettent de douter que l'on puisse même moderniser l'installation. Dans son rapport, ROSSETTI conclut que « Les deux principaux types d'obsolescence physique et fonctionnelle relevés dans cette installation sont jugés incorrigibles, puisqu'ils obligeraient à doter l'établissement de nouvelles caractéristiques spatiales fondamentales dans chacune des salles, qui ne sont pas adaptables à l'heure actuelle en raison du système structurel existant complètement inflexible et de la relation complexe des deux salles actuelles, intimement liées ».

Dans son rapport (document 2), Leibe Engineering Associates a conclu que la mise en conformité sismique du bâtiment serait nécessaire dans le cadre de travaux de réaménagements majeurs et que « la structure et les fondations existantes du Centre municipal d'Ottawa et des gradins du côté nord ne sont pas structurellement adéquats pour permettre de réaménager l'installation afin d'en faire un complexe résidentiel, de commerces de détail et de sports polyvalent, dont l'espérance de vie serait de 50 ans. La mise en conformité sismique, le renforcement structurel et les autres mises en conformité avec le Code du bâtiment, nécessaires pour des travaux de réaménagement, obligeraient à démolir le Centre municipal d'Ottawa et les gradins du côté nord ».

Le personnel ne recommande pas d'adopter cette option. Il ne sait pas vraiment si cette option est même viable, et même si elle l'était, il a d'importantes réserves sur la capacité de maîtriser la portée du projet lorsque l'enveloppe du bâtiment serait ouverte. Tâcher de corriger les problèmes évoqués ci-dessus représente un risque considérable, sans nécessairement améliorer la viabilité à long terme du Partenariat.

Le personnel recommande effectivement de se pencher sur une option de remplacement, ce qui amènerait l'OSEG à préparer une proposition formelle et la Ville à procéder à un examen préalable et à consulter la collectivité; les deux parties entameraient alors des négociations préliminaires. Il s'agit de la seule option qui permettra probablement à la Société en commandite d'accroître l'achalandage piétonnier nécessaire pour pérenniser les accords selon les modalités prévues jusqu'en 2054.

Cette option obligerait à démolir l'aréna et les gradins du côté nord existants et à remplacer cette partie du complexe par une toute nouvelle structure. L'aréna serait remplacé par un centre d'événements polyvalent de 5 000 places, ce qui représente une taille mieux adaptée à la fréquentation des matchs de la LHO et aux événements musicaux et culturels de taille moyenne. Pour que le projet soit financièrement abordable, les droits sur le volume aménagé au-dessus des structures existantes et qui serait conservé serviront à construire de nouvelles habitations sur le site, dont une partie seraient des logements abordables (à déterminer en consultation avec les Services sociaux et communautaires et avec les conseils de fournisseurs tels que Logement communautaire d'Ottawa, CAHDCO, etc.). Toutes les recettes au titre des droits sur le volume en hauteur constitueraient pour la Ville une source de recettes, ce qui lui permettrait de financer le coût de la construction du stade et de l'aréna.

Le démolition de la structure tel que recommandé pourrait signifier qu'il faudrait enlever, dans l'Accord de partenariat, ce qui est désigné comme l'îlot J. La zone des commerces de détail existante serait remplacée par la nouvelle structure dans le cadre du projet de reconstruction. La zone des commerces de détail supplémentaire pourrait avoir l'avantage de créer de nouveaux espaces pour les établissements commerciaux au niveau du sol et permettrait d'améliorer financièrement le Partenariat et, par le fait même, la structure en cascade.

L'un des avantages de prévoir sur le site des logements supplémentaires est de créer un meilleur achalandage piétonnier sur les lieux, pour promouvoir le commerce de détail local. Pour réussir, les grands détaillants dépendent d'une population cible beaucoup plus nombreuse et peuvent essaimer en créant des commerces pour leurs voisins plus modestes pendant les heures de pointe. Généralement, hors des heures de pointe, la population qui habite non loin à pied encourage les petits détaillants et les services de moindre envergure. Les principes du projet du parc Lansdowne à l'origine

consistaient à offrir des perspectives à de petites entreprises locales sur le site, ce qui permettrait d'atteindre l'objectif originel.

Une installation entièrement nouvelle serait dotée de sièges modernes plus confortables, comme ceux que l'on voit dans les gradins du côté sud. Les installations correspondant à des restaurants (cuisines) pourraient être mieux situées physiquement sur le site afin de servir plus simplement les événements organisés dans le stade ou dans le centre d'événements. Les installations sportives pourraient toutes deux être conçues et dotées de toilettes et de commodités modernes et pensées pour l'équité. On construirait tout le complexe afin de le rendre accessible pour les personnes en situation de handicap, conformément aux normes de la LAPHO, notamment en aménageant les zones d'assise voulues et des couloirs dont la largeur serait adaptée. L'installation sera dotée d'une enveloppe de bâtiment entièrement nouvelle et de systèmes mécaniques et électriques modernes, qui seront beaucoup plus économes d'énergie et qui donneront lieu à des frais d'exploitation moindres. L'installation serait dotée d'espaces de concession et de merchandising construits sur mesure, de zones de chargement appropriées et d'infrastructures d'entreposage conçues pour les événements qui se serviraient de l'espace, de vestiaires et de loges conçus équitablement, de zones modernes pour les médias et de locaux administratifs pour le personnel.

Parce qu'en passant du concept à la proposition, l'OSEG devra engager des fonds pour soumettre une proposition formelle et que la Ville devra elle aussi engager des fonds pour mener son examen préalable et atteindre son objectif de consultation du public, le personnel de la Ville demande au Conseil d'approuver la recommandation de procéder aux travaux, d'engager des fonds pour mener l'examen préalable et la consultation du public et d'entamer des négociations commercialement confidentielles pour permettre au Conseil municipal d'enchaîner dans les délais avec toute proposition qui découle de ces travaux.

Si le Conseil municipal décide de lancer le processus de renouvellement de l'infrastructure vétuste et de revitaliser les éléments du parc Lansdowne qui sont actuellement peu performants, le personnel de la Ville commencera à travailler en collaboration avec l'OSEG pour mettre au point une proposition en bonne et due forme selon les modalités exposées ci-dessus, amorcera les négociations sur le concours à apporter par les deux associés commanditaires à la revitalisation, mènera les travaux d'examen préalable, commencera à se pencher sur le domaine public et le parc urbain

et lancera une vaste consultation publique afin de réunir les commentaires de la collectivité et des intervenants sur les améliorations à apporter au parc et les nouvelles commodités qui permettraient de faire du parc Lansdowne leur destination de prédilection.

Le personnel se penchera sur l'ensemble du site. Nous décrivons ci-après dans ses grandes lignes le cadre proposé pour les prochaines étapes.

La Ville et l'OSEG font partie d'un Partenariat de 40 ans qui apporte aux deux parties des avantages, leur impose des objectifs et donne lieu à des difficultés de part et d'autre. Il est aussi entendu que les deux parties ont des besoins, des difficultés et des priorités distincts. La viabilité à long terme du Partenariat est un objectif commun évident. Les deux parties souhaitent se pencher sur les difficultés communes exposées dans ce rapport afin d'atteindre les objectifs communs du Partenariat et d'en réaliser les avantages de part et d'autre grâce à un processus de négociation fondé sur l'équité pour les deux parties et éclairé par la consultation de la collectivité.

Puisque l'ensemble des objectifs et des principes directeurs (document 4) du Plan de partenariat du parc Lansdowne pour la transformation originelle sont déjà intégrés dans les accords de partenariat et dans l'approche adoptée pour la gestion du site, le personnel de la Ville est d'avis qu'il ne reste que deux autres objectifs à considérer pour la prochaine phase potentielle de la revitalisation du parc, à savoir :

- Il faut étudier les conditions d'accès du public au site pour que les piétons et les cyclistes se sentent plus en sécurité. Toutes les modifications devraient avoir pour effet d'améliorer le confort de ceux et de celles qui se servent des zones extérieures du site et d'améliorer la sécurité des piétons et des cyclistes qui se rendent sur le site, en continuant de mettre l'accent sur la gestion de la demande en déplacements pendant les grands événements.
- On pourrait éventuellement envisager l'aménagement de nouveaux immeubles polyvalents dans la superficie au sol du Centre municipal et des gradins du côté nord existants pour permettre de financer le coût du remplacement des infrastructures sportives fonctionnellement obsolètes, en plus d'augmenter la densité des travaux d'aménagement pour que le site reste actif en permanence selon les modalités envisagées dans les principes adoptés par le Conseil municipal en janvier 2010.



Le personnel recommande au Conseil municipal d'approuver les principes suivants pour la négociation de la prochaine proposition de l'OSEG sur le mode de revitalisation du parc Lansdowne et de renouvellement du Centre municipal et des gradins du côté nord vétustes et obsolètes du parc, à savoir :

1. Dans l'ensemble, le dossier doit apporter à la Ville et au contribuable des avantages matériels et financiers, en plus de respecter les principes essentiels de l'équité pour les deux parties et de veiller à ce que le Partenariat soit viable pendant toute sa durée.
2. L'ensemble du dossier doit être abordable pour la Ville, selon les modalités arrêtées par la cheffe des finances et trésorière municipale et validé indépendamment, en plus de respecter les conditions de l'Accord de partenariat de la SCSP, le Plan financier à long terme et les exigences de la *Loi de 2001 sur les municipalités*, ainsi que toutes les autres lois pertinentes.
3. Les fonds de la Ville ne serviront pas à subventionner les opérations de l'OSEG, dont les équipes sportives professionnelles, la vente au détail ou les logements, ou quelconques répercussions de la construction sur ces opérations.
4. Il continuera d'y avoir des infrastructures qui appartiennent à la Ville et qu'elle gère, en plus d'être distinctes de celle du partenariat avec l'OSEG.
5. Le logement abordable sera une considération essentielle dans tous les accords négociés.
6. Ventes au détail et les établissements commerciaux (existants et nouveaux éventuellement) continuent de faire partie de la structure en cascade, à un niveau jugé satisfaisant pour la Ville.
7. Toutes les infrastructures municipales ou publiques nouvelles seront réalisées en faisant appel à la concurrence, dans le cadre d'un processus d'appel d'offres qui sera administré selon la méthodologie d'approvisionnement de la Ville, en confiant à une équipe de gestion de la construction faisant intervenir les deux parties le soin d'exercer la surveillance.

Compte tenu de la complexité et de la rigueur des accords actuels du PPPL et des principes directeurs enchâssés dans ces accords pour le parc Lansdowne, et parce qu'il

faut tenir compte de l'ensemble du site et des commentaires recueillis dans le cadre de la consultation publique recommandée, le personnel de la Ville croit qu'un mandat général de négociation en faisant appel à ces principes et au résultat de l'examen préalable recommandé et décrit ci-dessus donnera lieu au meilleur dénouement possible pour les résidents et les contribuables de la Ville.

Le personnel s'en remettra aux travaux complets réalisés pour le Plan de partenariat du parc Lansdowne approuvé par le Conseil municipal en 2012 et au Plan financier qui l'accompagne (compte rendu financier de PricewaterhouseCoopers sur le Partenariat du parc Lansdowne).

L'analyse préliminaire indique que l'option de la reconstruction est potentiellement viable du point de vue des finances et de l'abordabilité. Il faudra procéder à une analyse complète des recettes (sources) et des dépenses (affectations) des fonds pour confirmer cette hypothèse lorsqu'on aura déposé une proposition formelle. L'OSEG devra fournir des estimations détaillées des coûts de construction et la Ville devra procéder à l'examen préalable de ces estimations afin de s'assurer qu'elles sont complètes et vraisemblables. On mettra ensuite au point une stratégie de financement qui misera sur les différents outils financiers dont disposent la Ville et le Partenariat de la SCSP, sans supplément de coût pour les contribuables. On ne devra pas se servir des fonds de la Ville pour subventionner les opérations de l'OSEG, dont les équipes sportives professionnelles, la vente au détail, les bureaux ou les résidences.

L'OSEG et la Ville d'Ottawa ont conclu un Accord de partenariat qui porte sur les travaux de réaménagement projetés et qui définit la structure juridique du système financier fermé et de la distribution des rentrées de fonds nettes apportée par les opérations à chacun des commanditaires. La stratégie de financement à adopter pour la revitalisation du parc Lansdowne se fonderait sur les mécanismes qui existent déjà dans le cadre de l'Accord de partenariat de la SCSP, en continuant de miser sur les outils financiers utilisés avec succès dans la première phase et en se penchant sur les options de financement supplémentaires qui s'offrent à la Ville tout en restant neutre du point de vue de l'ensemble des recettes (sans supplément de coût pour la Ville).

Le personnel est également conscient de l'incertitude qui règne sur les modèles économiques et opérationnels des ligues qui régissent les équipes sportives qui font appel au parc Lansdowne en raison du choc chronique de la pandémie. La Ligue canadienne de football a annoncé qu'elle lancerait ses opérations en août 2021;

autrement dit, la période d'entraînement du ROUGE et NOIR sera lancée le 10 juillet 2021, et le premier match à domicile aura lieu le 28 août 2021. Au moment d'écrire ces lignes, on ne sait pas combien de spectateurs seront autorisés dans le stade pour ce match. Même si tout indique que les autres opérations reprendront leur cours normal dans un proche avenir, s'il y a des changements importants qui pourraient avoir, dans l'une quelconque des ligues sportives, une incidence sur le Plan du partenariat ou sur les équipes locales, le personnel de la Ville portera cette information à l'attention du Conseil municipal et lui demandera de nouvelles directives.

Si le Conseil municipal approuve la recommandation du personnel, l'OSEG fournirait une proposition formelle de remplacement, et ensuite le personnel devra mener un certain nombre d'activités d'examen préalable et de maîtrise des risques pour donner suite à la proposition formelle de l'OSEG lorsqu'elle aura été déposée. Le personnel et l'OSEG se pencheront aussi sur l'amélioration de l'accessibilité et sur la gestion de la demande en transport dans le cadre des travaux de revitalisation.

En outre, on mènera la vaste consultation publique recommandée dans la section ci-après sur la version provisoire de la Stratégie de la consultation publique, et le personnel recommande d'effectuer des études distinctes, mais liées pour le parc urbain et le domaine public selon les modalités exposées également dans une section distincte.

La Ville demandera de mettre sur pied un bureau de projet consacré exclusivement à ces travaux et doté essentiellement du personnel puisé dans les ressources existantes.

La Ville d'Ottawa et l'OSEG ont comptabilisé les coûts immédiats liés à l'examen complémentaire du Plan de partenariat du parc Lansdowne pour permettre d'effectuer des travaux de revitalisation selon l'ordre de grandeur proposé par l'OSEG. Selon les modalités exposées, l'OSEG sera chargé de créer une proposition détaillée et des plans préliminaires; la Ville procédera à un examen attentif et mènera un examen préalable en conséquence. Le partage des coûts des articles énumérés dans le rapport permet d'assurer la responsabilité conjointe de l'exécution des travaux et la transparence dans l'ensemble du processus.

Le personnel demande qu'on lui délègue le pouvoir de négocier, de finaliser et de signer le protocole d'entente avec l'OSEG afin de confirmer ces conventions de partage des coûts, comme on l'a fait pour la proposition d'origine.

Le personnel de la Ville estime que la part de la municipalité dans ces travaux coûtera 675 000 \$, en tenant compte du gestionnaire du Bureau du projet, mais sans tenir compte des coûts de la consultation publique, que nous décrivons ci-après.

En raison du potentiel de synergies et des économies de coût dans la réalisation de travaux majeurs de construction d'infrastructures dans le même temps, le personnel recommande, dans ce rapport, que le Conseil municipal lui demande de mener un certain nombre d'activités préparatoires précises afin de rehausser la viabilité à long terme du parc Lansdowne grâce aux infrastructures du domaine public, en programmant des améliorations au moment même où le personnel et l'OSEG se penchent sur le potentiel de revitalisation des secteurs du site dans le cadre du Partenariat dans les cas où il s'agira d'apporter de vastes améliorations aux infrastructures pour promouvoir l'animation du site, aménager un domaine public extérieur à la fois meilleur et plus invitant, en plus de mettre au point des politiques et des programmes qui permettent au public de faire de plus en plus appel au parc.

Si on lui en donne l'approbation, le personnel de la Ville mènera ces travaux de concert, dans toute la mesure du possible avec l'examen préalable qui sera réalisé pour les secteurs du Partenariat sur le site, pour s'assurer que ce site continuera d'être un ensemble intégré et que l'on se penchera sur toutes les occasions voulues que l'on pourrait offrir grâce aux travaux envisagés.

L'avis du public était essentiel au succès de la transformation originelle du parc Lansdowne. Par conséquent, en demandant au personnel de travailler de concert avec l'OSEG pour examiner toutes les options afin d'assurer la viabilité du parc Lansdowne sur la durée du PPPL, la Stratégie proposée sur la consultation publique (reproduite dans le document 5) est le fruit de la collaboration du personnel et de l'OSEG et du concours des deux groupes de conseillers parrains et du Groupe de consultation des intervenants, ainsi que de l'aide d'un expert-conseil externe.

Puisque le parc Lansdowne se veut un parc événementiel de destination, l'aménagement du parc Lansdowne pour qu'il soit viable obligera à consulter un groupe vaste et divers de représentants et de points de vue sur tout le territoire de la Ville et au-delà. La Stratégie recommandée pour la consultation publique est rigoureuse et s'inspire des règles de l'art de la Ville pour les vastes initiatives municipales comme le Plan officiel. La Stratégie fait état d'objectifs clairs et précise qu'il faut consulter des

publics cibles à la fois vastes et divers et les intervenants recensés, localement, dans la région de la capitale nationale, ainsi que les touristes.

Puisque le parc Lansdowne est une destination sur l'ensemble du territoire de la Ville, il est entendu qu'il se peut qu'il y ait plusieurs intérêts divergents. Il pourrait aussi y avoir des priorités et des points de vue divergents et contradictoires sur le succès global et la viabilité du parc Lansdowne en raison du nombre et des types d'intervenants. Cette stratégie vise à permettre d'entendre toutes les voix et opinions et tous les points de vue pour que les propositions qui seront établies permettent le mieux possible d'harmoniser les intérêts divergents dans un souci d'équité et de transparence.

Compte tenu de l'importance de l'avis du public sur la proposition finale et de la diversité des publics cibles, le personnel de la Ville recommande de consacrer à cette consultation un budget de 200 000 \$.

Le personnel croit que tous les travaux de cette prochaine phase peuvent être exécutés et faire l'objet d'un compte rendu au Comité et au Conseil municipal d'ici la fin du premier trimestre de 2022. Si le Conseil donne son accord pour enchaîner avec le Cadre recommandé, le personnel et l'OSEG commenceront à travailler immédiatement aux initiatives exposées dans ce rapport. Les résultats de ces travaux devraient être soumis au Conseil municipal au premier trimestre de 2022, et dans ce rapport, si les travaux effectués sont fructueux, on recommanderait d'adopter une proposition pour revitaliser le parc Lansdowne afin d'en faire une attraction 365 jours par an et d'assurer la viabilité du Partenariat pendant toute sa durée. Si le Conseil municipal approuve cette proposition, on soumettra pour étude, au début du prochain mandat du Conseil municipal, l'Accord recommandé pour ce projet.

## **BACKGROUND**

Lansdowne Park is the City of Ottawa's major downtown destination urban park, with more than a century of history as a gathering place for residents and tourists alike. After having become more and more unusable over decades due to long-standing under-investments in infrastructure, the revitalized Lansdowne Park, with its greenspaces, play areas, public art, sports venues, event venues, restored heritage buildings and new facilities, pathways and parking, retail and restaurant spaces and much more, has been made possible through a 30-year partnership (now a 40-year partnership) between the

City of Ottawa and the Ottawa Sports and Entertainment Group (OSEG), approved by City Council in October, 2012, governed by the Lansdowne Partnership Plan (LPP).

The Lansdowne Partnership Plan has achieved Council's vision of making what had become an admission-only, gated asphalt and concrete campus in disrepair into a place "where people can go to walk, cycle, shop, enjoy a good meal, be entertained, work, live, and play in an environment respectful of our architectural heritage" (Lansdowne Partnership Plan and Implementation report ([ACS2010-CMR-REP-0034](#))). As noted in the Lansdowne Annual Report and COVID-19 Impacts Update report ([ACS2020-CMR-OCM-0003](#)), in the seven years since it has opened, there have been over 20 million visitors to the Lansdowne Park and TD Place sports and entertainment district. There have been over 1,000 large and small events for people of all ages. The site currently houses over 50 businesses and has created over 4,000 full and part-time jobs. In 2017, the OSEG Foundation was established to lower the financial barriers of entry to enable kids from all socio-economic backgrounds to participate in organized sport. Since its founding, the OSEG Foundation has contributed \$3.7M to our community and REDBLACKS and 67's players spend 7,000 hours annually off the field volunteering their time with community groups and organizations.

In spite of the fact that Lansdowne Park itself, through the Partnership, has been successful in being the vibrant destination and positive economic development influence Council intended, neither the City nor OSEG could have anticipated the catastrophic impact of the now 15-month and ongoing COVID-19 pandemic, which resulted in the closure of almost all of Lansdowne Park's operations. This, in turn, exacerbated the challenges to the longer-term sustainability of the Partnership that had already begun to reveal themselves through the first seven years of operations.

On December 9, 2020, City Council considered the Lansdowne Annual Report and COVID-19 Impacts Update report ([ACS2020-CMR-OCM-0003](#)) which, as the title suggests, identified the significant and unforeseeable impacts from the COVID-19 global pandemic experienced by all of Lansdowne Park's operations and activities caused by the mandated provincial public health closures and other measures in place since March 2020, as well as the threats to the longer-term sustainability of the Partnership. As noted in the report, the public health closures have had a significant, unforeseeable and ongoing impact on all of the revenue streams the City and OSEG depend on for the success of Lansdowne Park and the Partnership both throughout the pandemic and over the longer term.

The realities of the dynamic challenge the pandemic and the fact that there was no clear indication of when 'business as usual' operations might return for the sports teams (the Ottawa REDBLACKS, Ottawa 67s, Ottawa BlackJacks and Atletico Ottawa, and the Ottawa Aces), special events, concerts, weddings, retail operations (particularly the larger retail operations such as Cineplex theatres and Goodlife Fitness) or any of the other activities a destination park and facility like Lansdowne depends on in order to survive and thrive, and the fact that OSEG was not in a position to weather the impact of the pandemic in part because of some of the existing conditions in the LPP Agreements, City Council approved three reasonable, fair and prudent amendments to the Partnership Agreements to allow the LPP to address the short-term COVID-related disruptions as follows:

- The Partnership was allowed to temporarily access the Lifecycle Fund reserves of \$4.7M for operating cashflow purposes in 2021, with the reserve funds used to be replenished over the remaining term of the Partnership based on amounts determined by an independent third-party engineering study;
- The existing Lansdowne Partnership was extended for 10 years, to December 31, 2054, under the current terms and conditions; and
- The application of participation rent (which is the "50/50 split" between OSEG and the City of Ottawa of net cashflow from retail operations) was extended from the Retail Lease, the base rent would not be increased in the event of a permitted transfer of the Retail Component during the term of the Retail Lease, and the early termination provision in the retail lease was removed.

These Council-approved changes, which were finalized and executed on March 2, 2021, both assisted the Partnership in addressing the impact of the pandemic and improved the City's financial situation by \$4M to \$21M in NPV2020\$ over the life of the Agreement. As well, they helped to restore the clear balance and alignment of risk and potential reward/potential loss that a good partnership should have, which had become out of balance due to the extraordinary circumstances of the pandemic and, although they did not make OSEG whole from the significant additional equity they have already invested, they helped to restore some balance.

At the same time, as noted in the Lansdowne Annual Report and COVID-19 Impacts Update report, staff also used the opportunity to resolve the outstanding

issues identified in the “Follow-up to the 2017 Audit of the Management of the Lansdowne Contract” included in the “Office of the Auditor General – Report on Audit Follow-ups and detailed audit follow-up reports ([ACS2020-OAG-BVG-0001](#))” and respond to the Audit of the Lansdowne Accounting/Waterfall in the “Office of the Auditor General (OAG) – Annual Report and detailed audit reports” ([ACS2020-OAG-BVG-0006](#)), also considered by City Council on December 9, 2020. Specifically, there was a need to establish an alternative approach to a Trust Account structure for the capital replacement funds OSEG is required to provide for the stadium and the parking structure, as well as reinforcing the City’s monitoring and validation processes, in keeping with recommendations from the Auditor General. The Partnership Agreement has been modified to establish joint bank accounts for the Lifecycle Reserve funds for Stadium and Parking and Lansdowne Park has been included in the City’s overall Corporate Risk Framework. OSEG has provided detailed notes on changes to the proforma for 2021-2022 and supporting spreadsheets. Additional issues will be addressed after OSEG’s financial statements are received and over the next five years, but a monthly breakdown of monthly net cashflows was provided by OSEG for the 2020-2021 fiscal period and reconciled to the Statement of Cashflows, and the City has discussed and received agreement from OSEG that they will provide more detailed analysis of financial results at the end of the fiscal year. As well, most of the issues flagged in previous audits have been addressed and levels of service have been maintained through COVID closures.

Over and above addressing the immediate challenges to the Lansdowne Park Partnership created by the pandemic and the business-as-usual improvements resulting from the audits, the Lansdowne Annual Report and COVID-19 Impacts Update report recommended an approach to begin the conversation to address the challenges to the Partnership’s long-term sustainability. The report identified that, prior to the pandemic and as outlined in both the 2017 Annual Report ([ACS2019-CMR-OCM-0001](#)), considered by City Council on April 10, 2019, and the 2018 Annual report ([ACS2019-CMR-OCM-0002](#)) considered by City Council on November 27, 2019, OSEG had already had to contribute significantly more equity to date than it would be able to recoup in the waterfall (term defined at the bottom of p.85), and there were serious operating and financial challenges with the operations of the 50+-year-old north stands and arena. Work was also underway to try to bring more reliable foot traffic to the site on non-event days, with an overall goal of attracting five million visitors to the site each year.



To ensure that the LPP is positioned to thrive post-pandemic over the now 40-year term of the Partnership, City Council, on December 9, 2020 also directed that a working group comprised of City staff and OSEG representatives further explore options to enhance the sustainability and long-term financial viability of Lansdowne's operations and the Partnership, including both operating and capital requirement. The review was to include ways to increase foot traffic on the site, including the options to enhance animation, improve public amenities, assess aging infrastructure and to increase the density in keeping with Council's urban intensification principles, including affordable housing. The working group was to report on the options it has reviewed no later than the end of Q2 2021. The report was to include a robust public engagement plan to ensure that the community is able to be involved in the future success of Lansdowne Park. There are actually two Working Groups undertaking this review. The first is City staff only, and the second includes City staff and OSEG representatives, as indicated in the report.

As Lansdowne Park is a city-wide facility, two Council Sponsors Groups were struck to support the Working Groups, to act as a sounding board and to review and facilitate the proposed public engagement plan. Confirmed by City Council on February 10, 2021, the two Sponsors Groups for the next phase of Lansdowne were to divide their work into two broad categories of review for the long-term sustainability options, namely (1) Planning, infrastructure and affordable housing (Planning Sponsors Group); and (2) Economic development, tourism, increased animation of the site, and the ability of the partnership to foster city-wide and ward-specific support for small businesses (Economic Development Sponsors Group).

The Council representatives for the Planning Sponsors Group are Councillor Harder (Chair), Councillor Tierney, Councillor El-Chantiry, Councillor Sudds, Councillor Gower and Councillor Menard (Ward Councillor). The Council representatives for the Economic Development Sponsors Group are Councillor Hubley (Chair), Councillor Kitts, Councillor Fleury, Councillor Moffatt, Councillor Brockington and Councillor Menard (Ward Councillor). The staff representatives on both Sponsors Groups include the Chief Financial Officer, the Deputy City Treasurer, the City Solicitor, the Director of the City Manager's Office, the General Managers of Recreation, Cultural and Facility Services and Planning Infrastructure and Economic Development, a representative from the Mayor's office (ex officio), as well as other City staff as needed.

City Council also believed that the staff working group would benefit from input from key stakeholders during the development phase and established a Stakeholder Sounding Board that included, but was not limited to, representatives from the Old Ottawa South, Old Ottawa East and Glebe Community Associations, a representative of Holmwood Avenue Residents, the Glebe Business Improvement Area (BIA), the Lansdowne Market, Ottawa Tourism, Invest Ottawa, the Ottawa Council of BIAs, le Regroupement des gens d'affaires de la capitale nationale (RGA), the Ottawa music industry coalition, the Ottawa Festival Network, and the International Alliance of Theatrical Stage Employees (IATSE), representatives from the Vibe and South Holmwood condominium associations, Centretown Citizens of Ottawa Corporation, Ottawa Community Housing, uOttawa, Carleton University, Canada Live Music Association, Ottawa Blackjacks and Ottawa Bluesfest.

This report provides an overview of the work to date by the Lansdowne Park Working Groups, informed by feedback from the Councillor Sponsors Groups and the Stakeholder Sounding Board. As directed by Council, the information in this report focuses on a high-level assessment of the aging infrastructure at Lansdowne, and some of the challenges that the City and the Partnership will need to address to be able to increase foot traffic on the site to the degree necessary to make the Partnership sustainable over the life of the Agreement. These challenges include the state of the critical infrastructure needed to attract and host the events that are foundational to the Partnership, the types of retail and recreational programming and animation being provided and the current mix of retail and density on the site.

There was general agreement from the Working Groups that the functional obsolescence of the Civic Centre/North Side stands, detailed later in this report, needs to be addressed and that repairs are needed for the Aberdeen Pavilion and the Horticulture Building to continue to attract smaller scale events to the Park.

Councillor Sponsors Groups meetings were held between the months of March to June. Both the Planning and Economic Development Sponsors Groups received a briefing and virtual site tour of Lansdowne Park, including its current facilities and a condition assessment of the Civic Centre/North Side stands as well as the Horticulture Building and Aberdeen Pavilion. During the site tour, City staff and OSEG explained the current challenges, issues and opportunities of each identified area. Councillors asked questions to staff and OSEG and provided input on the potential future opportunities.

Based on input from the Working Group, Councillor Sponsors Groups and the Stakeholder Sounding Board, the Economic Development Sponsors Group was presented with potential opportunities to improve the public realm spaces at Lansdowne Park. Councillors provided their priorities to City staff, which was used as input in this report.

There were also high-level discussions of what more the site could be over the near and longer term. Ideas such as access to Lansdowne via the Rideau Canal (docks), a portable stage, a larger skating rink/additional rink, an expanded play structure, local farmers/agrifood dinner series, community garage sales, continuous animation (lights, sound, historical) of Casino Lac Leamy Plaza when not being used as a rental space, increased use of green space for local sports teams, more international/national touring shows and exhibits (e.g. *Beyond Van Gough: The Immersive Experience*) increased seasonal activities and infrastructure to support Nordic skiing and snow boarding were raised, along with many others. Both Sponsors Groups and the Stakeholder Sounding Board expect to hear about many more ideas as an outcome of the draft Public Engagement Strategy (Document 5).

Two Stakeholder Sounding Board meetings were held on May 5, 2021 and June 16, 2021 respectively. At the first meeting, staff and OSEG presented an overview of the current site and its conditions, the existing infrastructure challenges and gaps in the public realm spaces. A facilitated discussion took place to brainstorm options and opportunities to increase foot traffic and visitors to Lansdowne Park. The Sounding Board also provided input on infrastructure improvements and ideas to inform the draft Public Engagement Strategy.

At the June 16th meeting, staff updated the Stakeholder Sounding Board members on options to sustain Lansdowne Park for the duration of the partnership, the proposed report recommendations and opportunities to improve the site's public realm and animation amenities. The Sounding Board was also presented the draft Public Engagement Strategy and their input was incorporated into the draft included in this Report.

The "As We Heard It" from these Stakeholder meetings is listed as Document 3 of this report.

The consensus from both Councillor Sponsors Groups and the Stakeholder Sounding Board that these groups want Lansdowne Park to succeed. While there are diverse opinions about what success looks like, as can be expected when speaking at this stage of discussions and with a variety of stakeholders, there was a near unanimous desire for the Park to continue to improve and be to current and future residents and visitors what it had been once and has become again for many – a place to bring the family for a day of fun, a place to see their first or most memorable concert, a place where they or their child works their first job, a place where they meet their friends for a memorable game or meal or yoga or a movie. There was also a general recognition that the North Side Stands and the Civic Centre, built in 1967, were not what they once were and that a revitalization of all the aging infrastructure on the site, including the Aberdeen Pavilion and the Horticulture Building, would be a good thing if affordability questions could be addressed. More and better programming was a common desire and expectation.

It was made clear to the two Sponsor Groups and the Stakeholder Sounding Board that Sylvia Holden Park, a much-loved and well-used community park located next to Lansdowne Park but separated by physical barriers, as approved by motion by City Council at the request of the community, will continue to remain separate from Lansdowne Park. Sylvia Holden itself is in the process of expanding. The City's Recreation Planners are currently working with local residents and the Ward Councillor on redeveloping the greenspace to the west of the Fifth Avenue Fire Station into a public park. This annex to Sylvia Holden park will be transformed into a neighbourhood park by installing new pathways, benches including bench fitness instructional signage, picnic tables, screen fencing with flowering vines, garbage receptacles, new trees and a possible shade pergola. Preliminary budgets show an investment of between \$80K and \$120K, depending decisions on final park design.

There was also a view from several of the Sponsors Groups and Stakeholder Sounding Board that there should be no large increase in public parking on the site and that staff should continue to focus on increasing multi-modal transportation options, especially looking at how to bring more transit to the site.

At this stage of the process, the discussions were focused on the challenges and concepts related to how to address those challenges. Staff was unable to go beyond preliminary discussions of what options exist to renew the aging infrastructure, enhance animation, improve public amenities, and to increase the density in keeping with

Council's urban intensification principles, including affordable housing. The concept brought forward by OSEG, and the visions and ideas discussed in the Working Groups, and referenced in the Sponsor Groups and the Stakeholder Sounding Board need to be supported by due diligence, business cases, and legal work and informed by public engagement to become real, and these necessary efforts will involve both the City and OSEG spending significant sums of money.

As the report outlines, the Working Groups have concluded that there are three basic options for Council to consider related to the Civic Centre/North Side stands. The first is to essentially do nothing, meaning that there will only be basic maintenance for the functionally obsolete arena and north side stands for the remaining life of the Partnership (leaving that future Council, at the end of the Partnership, with a building it will not be able to use even if it is in good repair). The second is to invest in refurbishing and modernizing the current structure but, based on engineering reports, staff does not believe this is feasible and is not recommending that option. The third, recommended option is to explore building new, modern structures to replace the Civic Centre and North Side stands. That option, as indicated, will require a considerable amount of due diligence by both the City and OSEG before a formal proposal could be brought to Committee and Council. Before money is spent on this due diligence, staff is seeking Council's direction on whether to proceed.

Both Councillor Sponsors Groups agreed that the preferred go-forward to sustain the current Lansdowne Park Partnership was to invest in new infrastructure with accessible, environmentally-friendly and modern amenities, improve public realm spaces and explore new opportunities to increase the variety of animation options, year-round. As one Councillor stated, renewing this infrastructure and continuing to revitalize the site should be approached with an open mind and a critical eye, informed by extensive public consultation.

Staff believe that, in order for Lansdowne Park to continue to thrive over the term of the Partnership Agreements and to enable the site to become all that it can be, the City and OSEG should undertake the formal proposal, business case, due diligence and planning exercises recommended in this Framework document, and begin the conversation with the public on what a 'Lansdowne 2.0' could be to the diverse communities that use Lansdowne and what it needs for those who don't use it to feel welcome, understanding that this is only the beginning of this process, and there are several steps to come.

Should Council agree to move forward with the recommended Framework, staff and OSEG will begin work immediately on those initiatives described in this report. The results of that work are expected to be brought to City Council in Q1 2022, and that report, if the work undertaken is successful, would recommend a proposal to revitalize Lansdowne Park that will make Lansdowne a 365-days a year attraction and ensure the sustainability of the Partnership over its term. Should Council approve that proposal in Q1 2022, a recommended Project Agreement would be brought forward for consideration early in the next term of Council.

## **DISCUSSION**

### Lansdowne Then and Now

On October 10, 2012, City Council approved the legal close of the Lansdowne Partnership Plan ([ACS2012-PAI-INF-0010](#) and [ACS2012-CMR-LEG-0002](#)). This was the final step in a three-year process to define a 30-year partnership between the City of Ottawa and the Ottawa Sports and Entertainment Group (OSEG) to transform Lansdowne Park from what was described as a, “once proud landmark [that had] fallen into disrepair, [with] aged facilities no longer able to satisfy community needs and the expectations of residents”<sup>1</sup> into a “world class park accessible to all and hosting a variety of activities that attract residents and visitors alike, [with programming] that is complementary to and supportive of development and activities in the stadium, Civic Centre and commercial sections of the site.”<sup>2</sup>

The Lansdowne Park Partnership Plan (LPP) sets out that the City of Ottawa is a “Limited Partner” in the Master Limited Partnership established to manage construction of the Lansdowne project, oversee its ongoing operations, and share in the subsequent revenues that will be distributed through a closed financial system, also called the “waterfall” (term defined at the bottom of p.85). The LPP is made up of several components, including the stadium/arena, retail, residential, Urban Park, parking, the CFL sports franchise, and the OHL sports franchise. The City retains ownership of the land and is leasing the stadium and the land it sits on as well as the land for the retail. Underground parking has also been constructed for the use of all components, with the

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<sup>1</sup> “Proposed Lansdowne Partnership Plan” report ([ACS2009-CMR-OCM-006](#)), tabled at City Council on Sept. 2, 2009.

<sup>2</sup> Lansdowne Partnership Plan Implementation Status Update ([ACS2012-CMR-REP-004](#)), considered at City Council on Feb. 22, 2012.

cost of the parking shared by each partner and the residential condominium corporations. The Urban Park (including the Horticulture and Aberdeen Pavilion buildings) is not included in the Partnership Agreement, and those costs are borne solely by the City.

As described in the Lansdowne Annual Report and COVID-19 Impacts Update report, in the seven years since the Lansdowne Park project was completed, there have been over 20 million visitors to the Lansdowne Park and TD Place sports and entertainment district. The campus now houses over 50 businesses and has created over 4,000 full and part-time jobs. In 2017, the OSEG Foundation was established to lower the financial barriers of entry to enable kids from all socio-economic backgrounds to participate in organized sport, and it has contributed \$3.7M to our community, with REDBLACKS and 67's players spend 7,000 hours annually off the field volunteering their time with community groups and organizations.

In addition, since July of 2014, Lansdowne has hosted well over 1,000 large and small events for people of all ages. Memorable large-scale events included FIFA Women's World Cup Soccer, the Canadian Figure Skating Championships, a UFC Fight Night, 67's hockey, Fury FC soccer, stadium concerts featuring AC/DC and Guns N' Roses and music festivals in the Urban Park, including FolkFest and Escapade. Lansdowne hosted the 2017 Grey Cup and Grey Cup Festival, which generated over \$76M in economic activity, including \$33 million in locally spent tourist dollars and the NHL 100 Classic outdoor hockey game between the Ottawa Senators and Montreal Canadiens. Smaller events have included high school football and soccer, free public skates on school holidays, the Lansdowne Market, 613 Flea, Ottawa Christmas Market, Yoga in the Park, the Om Yoga Festival, DessertFest and many others.

Lansdowne Park plays a key role in Ottawa Tourism's Major Events strategy, also known as Bid More, Win More, Host More, which is a targeted approach to aggressive event attraction by identifying a portfolio of high-quality events that have the potential to be hosted in Ottawa. These events have a significant impact on the local economy and enhance Ottawa's visibility on the world stage. Ottawa's key infrastructure—including access to existing amenities such as TD Place at Lansdowne, the Canadian Tire Centre, university and college athletic facilities, and an extensive network of hotels—is central to successful event hosting.

Ottawa Tourism considers Lansdowne Park to be an iconic asset that provides an excellent fan and visitor experience, ideal for major event hosting. On top of the outdoor stadium and hockey arena, the urban district blends modern amenities, heritage buildings and green space situated along the iconic Rideau Canal, right in the heart of the city, providing convenient access to the Ottawa International Airport and nearby hotels, connected by public transit. Home to several professional sports teams and an experienced operating team, Ottawa Tourism works alongside the Ottawa Sports and Entertainment Group (OSEG) to attract and host a growing portfolio of major events. Recent collaborations include the successful hosting of the 2020 U SPORTS Men's and Women's Final 8 Basketball Championships; the 105th Grey Cup described above; the NHL 100 Classic; the 2017 Davis Cup, Canada vs. Great Britain (which established the Canadian record for total attendance), the 2016 Tim Hortons Brier (with a total attendance of 115,000 exceeding Curling Canada's projections); and multiple FIVB Volleyball Nations Leagues, to name a few. For future years, Ottawa Tourism has partnered with OSEG to host a World Men's Curling Championship, the 2026 World Wheelchair Basketball Championships, and the 2022 Canadian Tire National Skating Championships.

In seven years, Lansdowne has become a thriving destination sports and event site, receiving four million visitors in 2019. But the site remains quiet on non-event days. Both the City and OSEG agree that, for the Partnership to be sustainable over the life of the Agreement, Lansdowne Park needs to attract at least 5 million visitors a year. To get to that threshold, Lansdowne needs to be able to take full advantage of the site's benefits to become the one park in the City where anyone, resident or visitor, of any age, ability or income, will be sure that they can come to and find something they enjoy doing every day of the year, and that it should be a cornerstone in a true live, work and play 15-minute neighbourhood.

While Council has already been told about some of the challenges to the long-term sustainability of the Partnership in successive annual reports, the two Lansdowne Working Groups, at Council's direction, have undertaken an analysis of the barriers as well as the opportunities for Lansdowne to do and be more with what has been learned in the seven years of operations. At a high level, and described in more detail below, staff and OSEG have identified the major issues to be aging and obsolete infrastructure, as well as the need for improved retail, recreational and event programming that will



bring more people to the site every day. These conclusions were supported by both Council Sponsor Groups and the Stakeholder Sounding Board.

As described in more detail later in this report, although some of the Lansdowne Park is managed by the Partnership, which is the City and OSEG, some by OSEG alone and some by the City alone, it is one site. The difference in the management and control of the different elements at Lansdowne should be invisible to those that come to enjoy any combination of its event and amenities. So, all elements must inevitably be considered together when looking at what is needed to make the Partnership sustainable over the long term.

Staff is therefore providing for information their preliminary analysis of the challenges and opportunities related to the major elements of Lansdowne Park site-wide and not only those directly managed through the Partnership.

## **Infrastructure Review**

### ***The Civic Centre/North Side Stands***

During the initial period of the Lansdowne Park redevelopment discussions, from 2007 to 2009, extensive building and structural condition assessments related to the South Side stands and the North Side stands/Arena (Civic Centre) were prepared for the City.

The 2007 structural reviews and condition assessments undertaken by the City identified the need to demolish the south stands, which was completed in 2008.

The City commissioned Adjelian, Allen, Rubeli Limited (AARL) to complete a structural adequacy report for the North Stands Civic Centre complex in 2007. This report recommended additional investigation for specific structural elements. Fourteen engineering reviews were completed by AARL on behalf of the City from 2007 to 2010. The summary of condition showed the Civic Centre complex and North Stadium Structure to be in generally good condition. The Arena complex was deemed to be structurally adequate and capable of supporting anticipated loads.

Reports prepared for OSEG by Morrison Hershfield at the time of the Agreement reached similar conclusions. The report developed a 30-year capital repair and replacement plan for the facility. This review included the site, architectural, structural, mechanical and electrical components of Lansdowne Park. One foundation of the

Agreement between the City and OSEG was joint responsibility for implementation of the renewal needs. The Agreement identifies a workplan from 2010 to the year 2031 with a cumulative value of \$32.181 million dollars in renewal events to maintain the facility in safe, operating condition, and include \$7 million in projects planned during the next five years.

The City and OSEG conduct an annual review of the planned renewal forecast projects and refine the workplan to reflect current needs. Considerations include operation and maintenance experience, review of condition and coordination of projects. This collaborative effort between OSEG and the City prioritizes work each year, advancing some projects and deferring others with an aim of preserving the financial plans and the facility operation.

However, the North Side stands/Arena (Civic Centre) were built in 1967 and, even though the facility is structurally sound, the first seven years of operation have shown that this already old facility is approaching functional obsolescence and that, even if it was maintained at its current state, would in actual fact continue to fall further behind what guest expectations are in a competitive marketplace.

OSEG led Members of the Councillor Sponsor Groups and the Stakeholder Sounding Board through a virtual site tour that illustrated some of the challenges of the Civic Centre/North Side stands – challenges that not only impact the visitor experience but are making it more and more difficult to attract and book guests and events. Some of what the tour showed included:

- Washrooms are antiquated and seating is below code requirement (north stadium 20% below for women and 10% for men; arena 25% below for women). There are no universal washrooms. On REDBLACKS game days, 50 port-a-potties are brought into the north stadium stands and, in the arena, in the winter, the unheated lower north stadium concourse washrooms are used as overflow capacity.
- The arena ceiling has leaked since its inception. This leads to event cancellation risks (including when leaks appeared over the ice for the Tim Horton's Brier/Canadian Championship). A number of Ottawa 67's games have experienced game delays and unsafe ice conditions due to the leaks. There is

the perpetual destruction of leasehold improvements in the arena (ceilings, offices) and, because of the lack of dehumidification, persistent mold outbreaks.

- The arena concourse perimeter consists of single pane, non-insulated windows and the arena roof (which is formed in part by the coverage of the stadium north side stands) is not insulated. This results in excessive heat loss in the winter and which doesn't meet current energy code requirements. This results in a "cold" arena with high operating costs (particularly from the use of inefficient ceiling-hung radiant heaters).
- The arena concourse space is 20-30% below current modern facility design and aisles do not meet current code and are 10% narrower than current standards and do not have railings.
- Concessions, due to space limitations, are also approximately 30% below what would be required of a modern building resulting in excessive crowding and wait times.

In addition to such day-to-day problems with the facility, its age and outdated functional spaces are making it uncompetitive when attracting events. For example, the arena wasn't compliant with current standards to be able to attract some tourism-friendly events such as the Canadian Hockey League Memorial Cup because the arena no longer meets specification requirements. OSEG advises that TD Place will continue to decline as a destination for the competitive sports and marquee tourism events (such as The Brier, Davis Cup, Skate Canada) and other "routine" touring events and concerts as a result of its reduced ability to meet expanding event technical and specification requirements, such as the following:

- Load restrictions make it impossible to host multiple events in the stadium and arena and result in the inability to attract certain shows that require rigging (ceiling mounted equipment) in excess of the arena's antiquated capabilities.
- Small and poor dressing room space is inadequate for hosting major events or what is expected for touring concert acts.
- Both the north stadium and arena lack premium seating options (suites, club seating). The suites in the arena are inaccessible due to building code violations and the elevator cannot be used for guest access. In addition, there is no press

box in the arena, forcing working media to occupy make-shift working spaces within the arena stands.

- Accessible seating is below current requirements (north stadium 31% of requirements and arena is 51% of requirements). In addition, there are restrictions on the dispersion of these accessible seating locations and they provide for poor circulation of patrons behind these sections. There is also non-existent (north stadium) or inadequate (arena) elevator access and capacity.
- Concessions are below what would be required of a modern facility (60% below in the north stadium, 30% below in the arena), lack proper ventilation and are small which creates inefficiencies in food service and what can be offered at each concession location.

Finally, while all of the new buildings, pathways, plazas and green spaces were designed and built to a LEED Stage 3 silver certification, the Civic Centre/North Side stands were built to 1967 standards, meaning that it is energy inefficient in addition to its other challenges, resulting in increased operating costs and a building that does not meet Council's overall environmental goals for the rest of the site. For example, the current arena size is in excess of requirements (which are between 5,000 and 6,000 seats), resulting in energy and cost inefficiencies in operations (mechanical infrastructure is bigger and more expensive to operate than it needs to be, smaller size events, which are majority of events at the arena, are difficult to host cost effectively. As previously noted, the arena window envelope and roof are not insulated, and the stadium/arena leaks and lack of dehumidification and insufficient exhaust of carbon monoxide and carbon dioxide create persistent mold outbreaks.

The Lansdowne Park Partnership Plan depends on attracting events for large and small for the long-term sustainability of both the Partnership and the site. To start the process of resolving the issues experienced with this facility, OSEG commissioned two reports related to the functionality of the North Side stands/Arena and what might be done with this building going forward. The most recent (and most relevant to this Framework report) is the "TD Place Functional Obsolescence Report", prepared in late 2019 by ROSSETTI, a firm with international expertise in stadium design, sustainable design and urban planning, and attached to this report as Document 1.

While a number of the specific findings outlined in the ROSSETTI report are highlighted later in this report as part of the Discussion of Option 1, ROSSETTI overall concludes that the Civic Centre functions well below contemporary standards and will continue to decline. It notes that curable obsolescence can be controlled by building management, enhanced maintenance standards, and refurbishment, while incurable obsolescence is due to physical constructions limitations, such as Building Code requirements, construction assembly deterioration, and poor levels of functionality. It concludes that TD place is incurably obsolete, stating, “Many of the conditions assessed in this report have an aggregated direct negative impact on fan/performer morale and culture beyond rising maintenance costs and constantly increasing capital re-investment. The current conditions also have a direct impact on lost revenue, the receding ability in performance and output, general safety, accessibility and trends towards decreasing attendance.” (p. 16).

The other report, which relates more to what might be done with this building going forward, was produced in 2018 by Leibe Engineering Associates. The “Feasibility of Possible Redevelopment” report (Document 2) found, among other things, that “the existing condition and under-capacity of the structure of Ottawa Civic Centre and North Stands has resulted in restrictions on use and occupancy”, and that:

- The recent refurbishment of the Ottawa Civic Centre and North Stands did not address the structural overload issues highlighted in previous reports by Adjeleian Allen Rubeli.
- The current Ontario Building Code requirements for Wind Loadings and Snow Loading and accumulations cannot be applied to this structure.
- The existing stadium roof structure is designed for wind swept conditions resulting in a reduced design snow load.
- A seismic upgrade required to the box-girder frames, secondary elements and foundations would result in the demolition, replacement and reinforcement of substantially all of Ottawa Civic Centre and North Stands, along with additional structural elements such as bracing and foundations.

OSEG believes, and staff agree, that the likely result of the functional obsolescence of the North Side stands/Arena is that it will continue to become harder to retain and attract guests and harder to attract events to TD Place which will likely make the continued improvements that the Partnership has seen, and that OSEG is forecasting over the remaining 33 years of the Partnership, unlikely, or impossible, to attain.

### ***Aberdeen Pavilion***

The building was constructed for the Central Canada Exhibition Association circa 1898. Aberdeen Pavilion is a designated National Historic Site as it is the oldest surviving Canadian example of a large-scale exhibition building. The heritage elements of primary interest include the innovative use of structural steel with lightweight pressed metal exterior, large uninterrupted indoor volume of space that is well lit by windows, elaborate pressed metal ornamentation, and a sweeping arched roof.

Extensive renovations were completed to the building in 1994 following Council's commitment in 1992 to preserve it. The building is one-storey providing 43,900 sq. ft. The cumulative consideration of all building elements in the 2015 Building Condition Audit prepared by Morrison Hershfield, the report concludes Aberdeen Pavilion is in fair condition. The report recommendations highlighted the need for regular repair and maintenance, particularly of the key heritage elements, namely the roof and the metal siding. The approach to heritage buildings is to repair or conserve heritage aspects, instead of replacing.

Through dialogue with community stakeholders, partners, rental client and park visitors, staff have identified that the priority improvements that would have the largest impact on programming would be to repair the Aberdeen Pavilion structural elements, roof and shell (as well as the addition of air conditioning to the Horticulture Building described in the section below).

Due to the age, heritage designation and structural complexity of the Aberdeen Pavilion, carefully planned maintenance and repairs are required to preserve and enhance the anchor role it plays in park animation. Localized repairs to the roof framing were completed in the winter of 2021 and additional repairs are planned to address deficiencies observed in steel framing members for the east and west walls. In addition to these repairs, additional comprehensive lifecycle repair work is required. The scope of this renewal includes the full replacement of the main roof and entrance pavilion

roofs, localized metal repairs to the central dome roof, structural upgrades and strengthening to the roof framing and truss system, including abatement of lead-containing coatings, localized repairs to the building envelope (including decorative metals, walls, windows, and doors) and replacement of the concrete floor.

### ***Horticulture Building***

The Horticulture Building was originally constructed in 1914 and was relocated to the current site in 2012. The building is an exhibition hall with approximately 20,330 sq. ft. located primarily on the ground floor. The space includes the exhibition hall, one retail space, meeting room, kitchen and washrooms. The partial second floor provides office area. A Building Condition Audit prepared in 2018 by Morrison Hershfield assessed the building elements and systems to conclude the building is in good condition.

The Horticulture Building is Lansdowne's other very popular indoor event venue. Its beautifully restored heritage character, large windows onto gardens and open space make it an ideal facility to host year-round community activities. Its most serious shortcoming, and the most requested enhancement, is the absence of (and need for) air conditioning. Air conditioning is limited to only the administrative offices that has recently been upgraded on a limited basis to include the large assembly hall, but this will only meet the immediate needs for the mass COVID-19 vaccination clinic on site. Specifically, a new 50-ton rooftop cooling unit that does not detract from the heritage characteristics of the building has been installed, resulting in a 25-degree Celsius interior temperature with a clinic occupancy level of up to 200 people. While this solution will allow the space to remain operational in its current capacity throughout the summer, these temperature and occupancy thresholds fall short of addressing community program resumption and the several more hundred people that will attend large events in this building in the future. In order to achieve climate control suitable for hosting large public events during the summer months, it is estimated that an additional 40-ton cooling unit will be required, along with finding a solution to increase the thermal resistance (R) value of the windows that would reduce heat infiltration by as much as 30%.

### **Making Lansdowne a 365-Day-a-Year Destination**

Lansdowne Park is a 40-acre historical sport, recreation, and entertainment area located alongside the Rideau Canal, a UNESCO world heritage site, in Central Ottawa.

Within the Lansdowne partnership agreement, OSEG undertook the operation of the stadium, arena and parking garage, as well as public realm oversight throughout the commercial, retail and residential developments. The City of Ottawa assumed responsibility for managing and programming the Urban Park including the Horticulture Building, Casino Lac Leamy Plaza, Aberdeen Pavilion, the Great Porch and East Court, the Great Lawn, skating rink, skateboard ramp, the children's play structure, community garden, the Uplift water feature and the Moving Surfaces public art.

The Park's public spaces includes several distinct elements acknowledging that Ottawa is located on unceded territory of the Algonquin Anishinabe Host Nation. The City worked with the Algonquin of Ontario (AOO) to develop and include distinct host nation features into the park's construction including a teaching circle of seven trees surrounded by a steel rail engraved with text selected by the Algonquin; as well the pattern of paving stones represented in both the South Court and Casino Lac Leamy Plaza and seven raised planters in the ethno-botanical garden dedicated to plants with important ceremonial, medicinal and practical uses for the Algonquin.

In keeping with Council's direction to look at options to increase foot traffic to Lansdowne Park, the Working Groups reviewed the major elements that bring people to the site on non-event days to identify the opportunities that exist for the urban park/public realm, and the on-site residential units, mixed-use retail and office spaces.

### ***Urban Park/Public Realm***

The re-developed Lansdowne Urban Park opened in August 2014 after extensive capital improvements that transformed the site into an attractive and accessible world-class meeting place. The new operating model for the Urban Park saw the City take the lead role in terms of programming, animation and scheduling of community use. Park programming, in collaboration with OSEG, was developed to be complementary and supportive of community needs and representative of the vision for the site developed through extensive public consultation during development phase of the renewal.

Because there are few parallel venues comparable to the Urban Park, the initial programming and financial plans were largely based on more traditional municipal recreation spaces, amenities and capacities. With successive years of operating the Park, it has become evident that the actual programming and financial profile need to be



reviewed and renewed to better reflect community needs and uses as part of a larger, integrated, destination site.

From 2014 to 2020, Lansdowne Park became an increasingly popular venue to host both large and small-scale events by external partners. Although direct City programming and animation saw some success, the original intent to deliver direct municipal recreation services became secondary to the popularity of events and activities organized by public and private third parties. This shift gradually provided a clearer picture of the types of activities and events that work best at Lansdowne and helped inform recommendations on how best to maximize use of the site as a destination of choice for event organizers, residents and the surrounding community. This report provides recommendations on directions required to properly address these emerging needs to assure the long-term sustainability of Lansdowne park through site amenity and programming improvements.

The programming for the public realm facilities at Lansdowne was developed to support an array of interests and activities during all seasons; both indoors and outdoors, for a wide range of individuals, community groups and private groups. However, the public realm park elements were developed before staff and community could benefit from actual operational and programming experiences with the redeveloped site. Although extensive public consultation was carried out on programming potential by the design consultant, and examples of programming ideas were attached to each redeveloped area, this process did not fully capture what is required to make the Park a busy destination throughout the week and for all seasons.

The operating budget for the City portion of the park for programming, maintenance and administration was developed based on a preliminary pre-construction understanding of how the site would operate, projections of which programming streams would be successful, and an estimation of ongoing maintenance, utility and other overhead requirements. Programming to date has included a blend of community recreation and cultural experiences, free drop-in events, as well as registered programs offering a variety of fun activities for families, including full moon yoga, martial arts in the park, summer camp, and instructional programs. As part of the reimaging of programming in the Park, it is timely to realign operating budgets to reflect a greater emphasis on supporting third party led animation, City offered drop-in activities and free presentations, and the required level of maintenance for each season. As well,

operating budget support needs to be considered for any new or modified park elements introduced as part of this process.

With seven years of operating experience at the park, there is now a better understanding of current and emerging community needs and preferences, what works well in the park and opportunities to consider site enhancements that better align with programming needs. Despite the success of the early years of park animation, there are indications that more can be done to improve physical spaces, modify animation approaches, increase foot traffic and present the park as a desirable and vibrant citywide destination.

Park facility event rentals by community and private sponsor groups have proven to be very successful since the Lansdowne reopening, with a high demand for space during prime times. Prime time is generally defined as weekends, Friday nights, and days when large events such as a football games or concerts are held. Events have continued to be a mix of private and public use of space including small-scale like weddings celebrations, corporate meetings and training, or charity fundraisers, and large gatherings such as the Grey Cup, NHL 100 Classic, City Folk Festival, Escapade and City of OM. The Lansdowne Market has experienced a consistent increase in vendor numbers, attendance and number of market days, using Casino Lac Leamy Plaza in the summer and the Aberdeen Pavilion during the off-season.

The popularity of the Urban Park spaces to host events has more than tripled in the last few years and, before the pandemic, the City had anticipated that 2020 results would have continued this trend by surpassing the 2019 numbers for of activities and event days. For 2020, several national and provincial events had chosen Lansdowne as their venue of choice including the Jump Start Championships, Ontario Indigenous Summer Games and the Masters Indigenous Games; each event showcasing the versatility of the location and its appeal as host site for events with an impact on Ottawa's economy and tourism sector. While the pandemic altered the plans to host these events in 2020, work continues to reschedule them as part of recovery efforts.

The scope of events hosted in the Urban Park has also evolved from the initial years of operation to present day, highlighting the increased demand and the robust level of community access to the facilities. This success has accentuated the need to refocus the park's programming strategy to better position it to expand these offerings beyond prime times and encourage more consistent and repeated visits. Additionally, there is

an immediate need to initiate site capital improvements that enhance each of the programming areas in the Park, making them more inviting and adaptable by providing additional seating, shade, public art, features of interest and greenery.

The Great Lawn provides the Park with a large expanse of natural turf to support a variety of active and passive outdoor activities. Though this part of the park contributes significantly to the greening of the site, its present design and use as a festival venue has significantly limited its creative use for ongoing animation. The lawn requires significant ongoing maintenance to keep the turf healthy, and prolonged periods of restrictions on its use to regenerate the turf between large events. The absence of supporting amenities, including adequate electrical supply, event equipment and storage is detrimental to its full use.

Casino Lac Leamy Plaza stands out as one of the park's premiere outdoor programming and animation locations, and one of the best locations to encourage passive use of the public spaces and the enjoyment of pop-up animation. It has also been cited as the ideal location for an iconic structure of piece of public art to act as a point of interest and gathering location.

Because of its location and size, the Plaza stands out as the gateway into the Urban Park, and an ideal transition between the commercial component of the site and the public realm. Since the opening of the park in 2014, the Plaza space has shown how adaptable it can be to at once support planned public outdoor events, joint animation between the commercial component and the City or community, as well as a visible focal point for more casual gatherings. Though the initial design of the Plaza provided some of the basic elements for a successful and vibrant square, most agree that further enhancements are needed to make the area more inviting and comfortable, better equipped to support both passive daily use and active programming, and more creatively scheduled and segmented to allow for multiple complimentary activities to take place at one time.

The site improvements recommended in this report would greatly improve usability of the Park, but these measures alone are not sufficient to address the long-term use and functionality of the Park. Increased collaboration between OSEG and the City is also necessary to address concerns with respect to traffic management, public transportation, noise, and future infrastructure considerations. To maintain the incremental growth, attendance projections and financial performance expected of the

Park, a renewed vision of Lansdowne Park needs to be conceptualized to ensure its future viability.

In July 2019, the City and OSEG conducted a resident survey to identify the types of activities and park features they wished to see prioritized for Casino Lac Leamy Plaza. 1,477 residents responded to the survey and identified several key improvements for the Plaza and the public realm in general. The number one priority identified by 68% of respondents was to provide more tables, benches, shade canopies and other furniture for the public spaces. Other high priorities identified included retention and expansion of the Lansdowne Market and additional market-type events, more greenery including trees, shrubs, and gardens, prohibiting vehicles from more areas of the site, capacity for small-scale performances by musicians, theater groups and dancers, and the addition of a fountain.

In terms of animation, popular suggestions included open mic performances, culinary workshops with connections to the Lansdowne Market, food themed festivals and events, fitness workshops, movies in the park, as well as night markets. Further public engagement was undertaken with a virtual town hall in October 2020 to solicit feedback on a package of proposed upgrades the Plaza. Results echoed the need for a refreshed vision for the park.

This comprehensive review of facilities and programming at Lansdowne Park provides a unique opportunity to apply a refreshed direction and vision for the public realm that reflects visitor and staff feedback collected since the beginning of operations. Enhancing physical amenities and incorporating residents' suggestions for animation will increase the appeal of the park make it a world class destination in our City for many years to come.

Staff believe that undertaking the repairs of the Aberdeen Pavilion is a high priority. As described earlier, the current roof is at end of life and has more than 50 leaks that significantly limit use of interior space and has reduced programming opportunities. With water issues resolved, there are facility and equipment enhancements that can be made to extend the range of activities hosted in the Pavilion.

The Horticulture Building is a popular venue for community and private events but, as noted in the previous section, does not have air conditioning to support summer

activities. The range of activities and positive client experience can be enhanced by providing climate control for the entire event space.

### ***Mixed-use Retail and Office Space and On-site Residential Units***

The on-site residential units, mixed-use retail and office space and public realm space play a vital role in both the vibrancy and financial health of Lansdowne, particularly on “non-event” days, which are the majority of the year. The current 350,000 ft<sup>2</sup> of mixed-use retail, including restaurants, entertainment, shops and personal services were designed back in 2014 to include a majority of innovative and first-to-market concepts.

In order for Lansdowne to be 365-day-a-year destination, the retail, office, and public realm amenities need to continue to evolve to allow for increased vibrancy for residents, neighbourhood and visitors.

OSEG is continuing to look for opportunities to add to that vibrancy to the site, and it is expected that innovative, first-to-market and experiential uses of space that fit with a destination site will likely be the most successful. Lansdowne is a member of the Glebe BIA, contributing over \$270k to the BIA in 2021, and there remain opportunities for enhanced retail programming.

OSEG believes that continued improvements in this area, in conjunction with more densification on the site, would help Lansdowne reach its goal of evolving into Ottawa’s pre-eminent meeting hub and entertainment destination and provide for a steady state of visitors during non-event days, which will also able to make efficient use of current mixed-mode transportation and parking capacities.

### **Continuing to Revitalize Lansdowne Park – Building a Sustainable Future**

As noted previously, Ottawa Sports and Entertainment Group currently has a lease with the City of Ottawa for an 8-acre parcel of land which is only a portion of the overall 40-acre Lansdowne Park site. The lease is stratified so that the underground parking is shared between the City and OSEG, and OSEG controls the surface elements: the Civic Centre arena/north side stands of the stadium building complex, the field and end zone areas, south side stands, and 360,000 square feet of commercial development.

OSEG has communicated its concerns with the functional obsolescence and rapidly declining commercial usability of the Civic Centre and North Side stands and concerns that it had with regard to the ability of these functionally obsolete facilities to allow the

Partnership to meet both the role that they need to play at Lansdowne, operationally and financially, over the remaining 33-year term of the Partnership. The Working Groups agree that one option would be to replace these facilities with new north stadium stands and a multi-use event centre, which would serve a broader community need and include sports, arts, cultural and community social needs. It is likely that this event centre should be materially smaller than the current 10,000-seat Civic Centre.

To defray the capital cost of reconstructing the facilities and provide more residents living at Lansdowne, housing units could be included as a component of the replacement. That would generate revenue from air rights to the City and property-tax uplift. That additional residential program would include an affordable housing component (to be determined in consultation with Community and Social Services and with advice from providers such as Ottawa Community Housing, CAHDCO, etc.).

Potential demolition of the Civic Centre and North Side stands facility would also include the J Block (current retail space that houses Goodlife Fitness and other small commercial storefronts). The role of the new commercial or retail space in the asset renewal program would be considered and studied.

The proposed demolition and replacement would not affect the South Side stands and there is no proposal for residential development adjacent to the South Side stands near Queen Elizabeth Driveway.

The Working Groups believe that improvements in all of these areas are needed in some form, and have the potential to ensure the long-term sustainability of the Partnership and, if affordable and developed in keeping with the Council-approved objectives for Lansdowne Park, address the current challenges on the site, and bring new opportunities and vitality to the area, with new retail and affordable housing. The potential for a new, purpose-built, mid-sized event centre in particular could meet one of the needs identified in the 2018-2020 Ottawa Music Strategy, which is a joint document prepared by the City of Ottawa and Ottawa Music Industry Coalition (OMIC). The Strategy stated that it is essential for the City of Ottawa to pursue high-quality music venues in order to become a truly global music city. The Strategy noted that the lack of high-quality, mid-sized venues in the downtown core is a major obstacle for Ottawa's growth as a music city.

On June 28, 2010, City Council approved a comprehensive set of objectives for the transformation of Lansdowne Park in partnership with OSEG. While the full list of objectives, attached to this report as Document 4, is embedded in the LPP, some highlights are listed below:

- Design the site to be an authentic, integrated and unique element of the fabric of the city and capital that reflects and embraces the site's history as a significant gathering and meeting place. Lansdowne will accommodate a variety of ongoing activities and events on a year-round basis related to both capital and city events having a cultural, lifestyle and sport focus.
- Design to create a place that will be part of the local and larger community and provide a unique urban experience for all users and a wide variety of visitors.
- Design the site to capitalize on its unique location along the Rideau Canal UNESCO World Heritage Site (capital experience) with opportunities for the public to freely access and experience the site and capitalize on its unique location along the Bank Street corridor (civic experience) as the gateway to the Glebe and Old Ottawa South.
- Respect the 30-metre buffer zone as an area where great care and attention is to be given for any changes to ensure the universal values of the World Heritage site are not adversely impacted or diminished.
- Design Lansdowne to become a landmark feature along the canal and Queen Elizabeth Driveway corridor (like Dow's lake and Confederation Park). Design the site to exhibit porosity and connectivity with its urban context (the canal, Holmwood and Bank) recognizing existing land-use patterns and circulation routes (pedestrians, cyclists and vehicular).
- Design to showcase and increase public understanding of the significant places associated with this site, namely the Rideau Canal National Historic Site of Canada, a UNESCO World Heritage Site, and the Aberdeen Pavilion National Historic Site of Canada.
- Design to reflect the site as a public urban park with various elements including the stadium, new mixed-use buildings and other elements (sculptures,

bandshells, fountains, etc.) that create unique experiences and lasting memories of the place.

- Design to reflect the site's agrarian and festival roots.
- Design to be responsive to how users approaching the site (car, boat, walk, cycle) will perceive and be welcomed into the site.
- Design for winter city considerations and celebration of the winter city
- Ensure that a significant area in the urban park allows for events and festivals and provides and integrates enough hard surface for marshaling and staging areas (trucks, vans, cars) for these events.
- Define the boundaries clearly but anticipate and allow for overlap between the urban park and OSEG in both landscape language and potential mix of program (i.e. similar landscape elements, bench lighting, as well as use "restaurant in the park" or fountains in the retail) Allow for variance between the below grade boundary and the above to account for below-grade connections and infrastructure.
- Seek a high level of sustainable design.
- Design a sustainable urban park with spaces for programming year-round activities and events and for impromptu community activities.
- Design to provide a porous entrance from the canal, extend the park experience to the canal edge, provide docking facilities within the canal and boat access to Lansdowne, and provide a pause point – a lobby to the canal from Lansdowne and from the canal to Lansdowne.
- Reconsider the relationship of the Queen Elizabeth Driveway to Lansdowne to better integrate the pedestrian realm with the canal environment and improve pedestrian links directly from the canal edge into Lansdowne, broadening opportunities for experiences along the canal.
- Provide for an interpretation element for the canal and for the Algonquin First Nation to reflect the history of the canal and the Algonquin culture and relationship with the Rideau waterway.



- Define a program of infrastructure which will enable Lansdowne to be the logical focal point for Ottawa's many festivals.
- Design the site to showcase the Lansdowne Market as a key element and identifying feature of the revitalization program with various uses (craft fairs, specialty foods to support the fresh produce market) to have it as a year-round element.
- Focus the farmers' market around the heritage buildings and consider accommodating elements related to the market into some of the heritage buildings to provide a year-round presence for the market at Lansdowne.
- Design to provide for integration of the farmers' market with the new mixed-use area and the urban park area where they interface to provide for an overall seamless urban experience for users.
- Design so the Aberdeen Pavilion is the centrepiece and focus for Lansdowne both in its physical expression and uses.
- Design to provide for full year-round animation of the Aberdeen Pavilion with unique uses that provide for ongoing public access and activity. The focus for the Aberdeen is to ensure that it is the focal element of the park as a publicly accessible and highly animated feature for the revitalized Lansdowne and that any use to be introduced into the building will respect its unique construction.
- Locate new development along Bank and in the NW sector to create a unique and authentic urban mixed-use area that will support 18-hour activity and animation and that will integrate the site with its urban context to the west and north, with special attention to the Bank Street edge and Holmwood edge and to support the uses and activities in the front yard.
- New development to be largely mixed use but not exclusively.
- Ensure uses to be accommodated in the new development support the creation of a unique and special place for local residents, the larger community and visitors and that they will support and complement business in the area.

- Ensure sufficient intensity of development and mix of uses that will allow the site to be active at all times and to help incorporate the stadium as an urban element of the overall development program.
- Ensure new development contributes to creating an image for Lansdowne from Bank.
- Do not treat Holmwood as a buffer – allow Holmwood to be integrated with Lansdowne.
- Design the Bank edge to embrace and celebrate the Bank Street Bridge.
- Cluster new retail opportunities to ensure critical mass with any retail outside the critical mass being limited to small-scale uses such as a skate rental, bike-rental outlet, café or bandshell within the front lawn.
- Design to provide for well-defined physical and functional integration between the new development/stadium and open space area that is focused on the site's heritage buildings and farmers' market.
- Allow for the integration of functional circulation around all sides of the stadium
- Provide for flexibility in the design of the new development to provide for adaption to new uses to support economic sustainability.
- Design for extensive and intensive mixed use with a significant residential element.
- Design to accommodate multiple programming opportunities within the open space area and within the stadium complex for large and small programmed activities and events, impromptu activities and for the many festivals in the city.
- Provide both indoor and outdoor spectator and participatory sporting opportunities.
- Integrate lifestyle fitness and wellness as part of the business plan for the stadium revitalization and new development.
- Provide for uses in the new development that are focused on providing for connections with the community and families. Work with the sports and farmers'

market to ensure that the area is authentic. Also work to provide unique specialty uses that serve other user groups (culinary schools, chef's market, museum related to 100-mile food, etc.).

- Define uses based on key directions from user groups – city residents, tourists, sports fans, festival goers etc.
- Develop a commercial program that will increase the unique destination and tourism attributes of the site, participate in the rejuvenation of Bank Street as a traditional main street. Provide services, shops and opportunities for arts, culture and environmental awareness, and provide venues and retailing opportunities not found in the common marketplace in Ottawa.

Both Working Groups were mindful of Council's objectives for the site when considering the demolition and replacement option and deciding whether to recommend that Council authorize staff to continue to explore the risks and benefits of that concept over the other options, which are essentially the status quo, or renewing the Civic Centre.

### **Overview of Options**

After the review of the state of the Civic Centre/North Side stands, including the site tour and the engineering reports, as well as the feedback received about the need to continue to improve visitor experience at Lansdowne Park, the Working Groups have concluded that there are three basic options for Council to consider related to the Civic Centre/North Side stands, and these are outlined below. The first is to keep the status quo, meaning that there will only be basic maintenance for the functionally obsolete arena and north side stands until 2054. The second is to invest in refurbishing and modernizing the current structure but, based on engineering reports, staff does not believe this is feasible. The third, recommended option is to look at building new, modern structures to replace the Civic Centre and North Side stands.

#### **Option 1: Status Quo: Continue to Operate and Maintain the Existing Stadium and Arena to the End of the Partnership**

Council could choose to maintain the Civic Centre/North Side stands at their current level of functionality until the end of the Partnership in 2054. Repairs would continue to be made to address internal climate control issues, water infiltration issues, and

improving antiquated mechanical and electrical systems in accordance with the Stadium Lifecycle Plan that was a foundation of the Partnership Agreement.

As noted earlier, the Lifecycle plan identifies \$32 million in renewal work during the term of the agreement; approximately \$1.4 million per year. Investment to date has met those targets. Identification of the annual workplan is a collaborative effort between the City and OSEG and the current five-year workplan includes \$7 million in renewal work at the arena and North Stands. Recent investments were made to replace the artificial turf at the stadium, and planned work includes replacement of the boards in the arena.

If the status quo is maintained, the structure will continue to serve, but maintenance alone will never address the underlying functional deficiencies of the 54-year old building that will continue to decline in commercial usability, making it harder for the Partnership to successfully compete for events and visitors to the stadium and arena. The impact of this will be that it will become impossible for the Partnership to meet both its commercial, operational and financial sustainability requirements. This is expected to worsen as the facility ages. At the end of the Agreement in 2054, the Civic Centre/North Side stands will be 87 years old.

The ROSSETTI report (Document 1) thoroughly describes the issues, concluding that “It is demonstrated within this report that the existing North Side Stands and the arena at TD Place currently function at levels well below contemporary standards and will continue to decline in performance.” In addition to what was described in the infrastructure section of this report, a ‘status quo’ facility means that the following conditions remain:

- The building envelope is extremely inefficient in terms of keeping water out of the structure, and there is considerable heat and cooling loss from the building which creates high energy costs and resulting GHG emissions
- Structural conditions in the building create limits on its occupancy which limits full use of the site at any given time
- Building systems do not create comfort for users
- The site has significant accessibility issues and the accommodations for persons with physical limitations could not give them an equal user experience

- The washroom and locker room facilities do not provide equity to users
- The size of the arena is too large for OHL games and it is not right-sized for many concerts and cultural events that need a mid-sized facility as noted in the City's Music Strategy
- The concessions are extremely antiquated and don't have features that would offer a diversity of food and beverage choices
- There is no proper space for merchandising targeted at event attendees
- The media areas in the facility built in the 1960s are barely usable for contemporary broadcasting requirements, and the quality of that space
- Operating spaces for the staff of the site are substandard, crowded and uncomfortable
- The loading dock is not configured for efficient deliveries and the space for receiving conflicts with other operational uses
- The building has inadequate storage

Continuing the status quo for the Civic Centre/North Stands will not help the Partnership increase foot traffic on the site to 5 million visitors a year. More, staff observe that taking this approach will likely leave the Council in 2054 with the same challenge that faced the 2006-2010 Council – what to do with a large concrete structure that is unusable.

### **Option 2: Renewal - Make Significant new Investments to Upgrade the Existing Facilities**

Staff explored a second option that would have involved substantial upgrades to the facility that are outside the scope of the existing Lifecycle Plan.

Although staff do not have a detailed cost estimate of the works that would be required to upgrade the existing facility, the ROSSETTI (Document 1) and Leibe (Document 2) reports identify many issues that give doubt that the facility could even be upgraded.

In addition to the issues listed above, any major opening of the building would trigger a need to bring the building up to the contemporary Building Code. Renovations to

buildings exceeding five years old, or parts thereof, are regulated by Part 11 of the Ontario Building Code (OBC).

Part 11 provides some “grandfathering” of existing conditions, provided these existing conditions aren’t unsafe, with the overarching philosophy being that, where an existing building system is materially altered or repaired, the performance level of the building after the alteration or repair shall be at least equal to the performance level of the building prior to the alteration or repair.

Within Part 11, there is consideration given to the scope of repairs when evaluating what needs to be brought up to the current OBC and what is permitted to remain, as found. Part 11 speaks to “Basic” and “Extensive” renovations. “Basic” renovations typically allow more “grandfathering” of existing conditions, whereas “Extensive” renovations require more upgrading to current OBC standards.

In addition to major construction to address building envelope deficiencies already described, a major retrofit would be a trigger to bring the building up to seismic, accessibility, electrical and plumbing standards.

The ROSSETTI report concludes, “The two key types of physical and functional obsolescence found within this facility are deemed incurable as they would require the introduction of new fundamental spatial characteristics in each venue which are not currently adaptable due to the completely inflexible existing structural system and the complex interconnected relationship of the two current venues.”

The Leibe Engineering Associates report (Document 2), as noted earlier, looked at the feasibility of redeveloping the current facility by major upgrades. This report reviewed the previous City condition assessment and engineering reports in depth, including a full review of the 2012-2015 refurbishment. The study focused exclusively on the structural aspects of the building, as opposed to the ROSSETTI report which looked at the functional elements. The Leibe report looked at what would be required to bring the Civic Centre/North Side stands up to the current Building Code. It looked at the restrictions and cost impacts created by the physical arrangement of the existing structure. It also looked at the implications of the dead load of the existing structure on how the facility could be used. Dead load is the weight of the structure itself: a structure must support its own weight as well as other loads that arise related to its purpose (i.e. people added to stands (live load), or snow added to the roof).

It concluded that a seismic upgrade of the building would be required in any major redevelopment. “New braced frames and foundations would be required throughout the entire structure to resist the seismic forces in two orthogonal directions.” Existing structural elements (i.e. floor and roof deck, diaphragms, collector beam, chords, struts and connections) would all need major physical changes, and if they could not be modified, they would have to be removed in their entirety and replaced.

The concluding paragraph of the Leibe report states that “it was concluded that the existing structure and foundations of Ottawa Civic Centre and North Stands are not structurally adequate to allow for a redevelopment into a mixed-use residential, retail and sports complex, with a life expectancy of 50 years. The seismic upgrading, structural reinforcements and other Building Code upgrades, required for a redevelopment, would require the demolition of the existing Ottawa Civic Centre and North Stands.”

In addition to the question of whether a major refurbishment/redevelopment is even feasible, which staff doubt, staff have significant reservations about the ability to control the scope of the project once the building was opened up. That concern extends to controlling the costs and the schedule of the project. Attempting to remedy the issues described above brings considerable risk without necessarily improving the long-term sustainability of the Partnership.

Staff do not recommend this option.

### **Recommended Option 3: Replace the Facilities with New, Contemporary Facilities**

Staff recommends pursuing a replacement option, which would mean that OSEG would prepare a formal proposal and the City would undertake its due diligence and seek community input, with both parties entering into preliminary negotiations. It is the only option that is likely to provide the Partnership with the increased foot traffic needed to financially sustain the Agreements as intended until 2054.

This option would involve demolishing the existing arena and north side stands and replacing that part of the complex with an entirely new structure. The arena would be replaced with a 5,000 seat multi-purpose event centre that is a more appropriate size for OHL sized game attendance and for mid-sized music and cultural events.

In order to make the project financially affordable, the air rights above the existing structures that remain would be used to build new housing units on the site, with a portion of those being affordable housing units, as discussed earlier in this report. Air right revenues would be a source of revenue for the City to help fund the cost of construction for the stadium and arena.

The recommended demolition of the structure would mean removal of what is referred to as Block J in the partnership agreement. That is the block of retail occupying the former salon space as part of the same physical structure currently occupied by Goodlife Fitness and smaller retailers on the south side of Exhibition Way. The existing retail would be replaced by new commercial or retail space in a new structure in the reconstruction project. The additional retail could have the advantage of creating new spaces for business opportunities at grade and it could provide a financial improvement to the Partnership and therefore improves the waterfall (term defined at the bottom of p. 85).

One of the advantages of having an additional population living on the site is that it creates additional foot traffic on the site to support local retailers. Larger retailers depend on a much larger target population to be successful and they can generate some spin-off businesses for their smaller neighbours during peak hours. Smaller retailers and services tend to be supported by the population within walking distance during off-peak hours. The principles for the original Lansdowne project included creating opportunities for smaller, locally based businesses on the site, and this could assist in achieving that original objective.

A totally new facility will allow modern, more comfortable seating, as seen in the South Side stands. The commissary (kitchen) facilities could be better situated physically on the site for simpler servicing of events in either the stadium or the event centre. Both sports facilities can be designed with modern equity-designed washrooms and amenities. The entire complex would be built to be accessible for persons with disabilities, compliant with Accessibility for Ontarians with Disabilities Act (AODA) standards including proper seating areas and proper aisle widths. The facility will have a completely new building envelope and modern mechanical and electrical systems which will be considerably more energy efficient and result in cheaper operating costs. The facility would have purpose-built concession and merchandising spaces, proper loading areas and storage designed for the events that would use the space, equitably-



designed locker rooms/green rooms, contemporary media areas, and proper back of house space for staff.

There are no formal cost estimates for the replacement facilities, demolition, environmental management, re-landscaping Exhibition Way, construction staging, overall project management and contingencies included in this report. The information provided to the City by OSEG to support this report is a concept with some high-level order of magnitude financial analysis. The goal of the concept is to explore whether there is agreement between the members of the Partnership to invest the time and effort and expense to work through a formal proposal.

A formal proposal would include much more detailed information. It would include such things as:

- Detailed description of the project's key deliverables and benefits
- Functional-design level architectural concepts
- Cost estimates based on architectural concepts, ideally to a Class D level estimate
- Business Case
  - Description of the Financial structure & terms
  - The proponent's expectations of the City's participation in the project
  - Relationships between the City and the Partnership
  - Description of the allocation of risks
  - Revised proforma projections of the partnership net cashflows
- Background studies needed to support any planning and urban design review, including:
  - Planning rationale
  - Urban design brief
  - Cultural Heritage Impact Statement

- Transportation Impact Assessment
- Environmental and geotechnical reports
- Servicing options

The City's expectation is that, with Council's approval of this report, OSEG will proceed to develop a written proposal based on these elements.

More precise numbers and the City's due diligence on costing would happen in the next phase, based on designs and cost estimates that are correlated to those designs, along with new information that needs to be gathered on geotechnical conditions. If Council approves the recommendations in this report, staff expect that there will need to be an iterative process of design and value-engineering to make the project fit within what is determined to be an affordable project funding envelope.

### **Recommended Framework for a Sustainable Lansdowne Park (Lansdowne 2.0)**

Should Council decide to proceed to start the process for renewing the aging infrastructure and revitalizing the elements of Lansdowne Park that are currently underperforming, staff will begin the process of working with OSEG to bring forward a formal proposal as described above, begin negotiations on what both Partners could bring to the revitalization, undertake due diligence exercises, begin work on the Public Realm/Urban Park, and start a broad public engagement exercise to receive community and stakeholder input on what Park improvements and new amenities would bring them to Lansdowne Park as their destination of choice.

Staff will be looking at the site as a whole. The proposed framework for the next steps is outlined below.

### ***Current Agreements***

The Lansdowne Park Partnership consists of the City and OSEG. The Lansdowne Park Partnership Plan (LPP) Agreements establish how the City and OSEG work together. The LPP sets out that the City of Ottawa is a "Limited Partner" in the Master Limited Partnership established to manage construction of the Lansdowne project, oversee its ongoing operations, and share in the subsequent revenues that will be distributed through a closed financial system, also called the "waterfall" (described later). The LPP is made up of several components, including the stadium/arena, retail, office,

residential, Urban Park, parking, the CFL sports franchise, and the OHL sports franchise. The City retains ownership of the land and is leasing the stadium and the land it sits on as well as the land for the retail space. Underground parking has also been constructed for the use of all components, with the cost of the parking shared by each partner and the residential condominium corporations. The Urban Park (including the Horticulture and Aberdeen Pavilion buildings) is not included in the Partnership Agreement, and those costs are borne solely by the City.

As described in the the Lansdowne Annual Report and COVID-19 Impacts Update report, the current terms and conditions of the Partnership were established in 2012, and were based on balancing the risks between the parties, and establishing a fair relationship where the City and OSEG aligned their respective investments and risks so that the City received a direct benefit by revitalizing its assets, and transferring thirty years of lifecycle renewal expenses and operating deficits for those assets to OSEG, and that OSEG would be able to generate a reasonable return on their investment, based on what they invested and not from the investment of the City's funds.

Council will recall from the Lansdowne Annual Report and COVID-19 Impacts Update report that the financial arrangement for the LPP, also known as the waterfall, is based on a closed system that defines equity contributions from the City and OSEG to be used solely for the purposes of the total project. OSEG must contribute minimum equity and additional equity to cover any excess stadium/parking construction costs or to cover any negative operational cash flows. Annual net positive cash flows from the stadium, sports franchises and retail operations are distributed to each partner (the City and OSEG).

The distribution is based on a “waterfall” of priorities; first, to the Stadium and Parking Lifecycle Replacement reserve; second, return on equity to OSEG and the City (which is zero for the City as it did not contribute any equity); third, return of OSEG additional equity; fourth, return of OSEG minimum equity; fifth return of City's deemed equity; and finally, any remaining balance is shared equally by the City and OSEG.

Under this closed system, OSEG is responsible for any deficits that may occur from operations. The primary benefit of this P3 agreement for the City is that the City is protected from having to contribute any money for asset lifecycle maintenance or operating deficits for the Stadium, Parking, Retail or sports teams throughout the now 40-year agreement.

The overall investment into the original transformation of Lansdowne Park is estimated to be \$425M. The costs of the redevelopment of Lansdowne have been shared between the City of Ottawa and OSEG, as well as other partners. The City's total capital cost to complete the stadium, arena, the City's portion of the parking garage, the Urban Park (which includes the Horticulture Building relocation and retrofit), site servicing costs, site management and all associated soft costs is approximately \$210M. The City paid for the construction of the stadium renovation and expansion up to a maximum of \$135.8M, while OSEG guaranteed the completion of the stadium and parking structure and was responsible for any cost overruns. As of March 31, 2020, OSEG has contributed \$152M, which is \$97M more than projected in 2012.

City Council has been able to review how the financial assumptions in the model have been realized year-over-year through annual reports to Council. Each report provides Council with an assessment of how the Partnership elements are performing against expected benchmarks, as well as identifying influences on current and future operations that were not anticipated at the time the LPP agreements were originally established. They identify any major changes or events. The financial pro forma (the projected financial results based on the current year's assumptions going forward) for the closed financial system's net cashflows and the waterfall distribution is updated annually to reflect changes based on that year's performance, and actions are taken under delegated authority or recommended to Council as needed and identified to ensure the goals of the Partnership, as envisioned by Council, are achieved.

The LPP Agreements, the waterfall, and the pro forma were all based on conservative financial projections. However, each successive annual report has revealed, over time, some fundamental challenges with the assumptions behind the waterfall, that there are some increased risks overall, and with the OSEG bearing most of that risk.

When the original Lansdowne Partnership Plan 'waterfall' was developed, it was based on a fair assignment of risk and reward to both the City and OSEG. As characterized in the Risk/Reward Balance section (5.1) of the 2010 Audit of the Lansdowne Park Proposal Financial Model report ([ACS2010-OAG-BVG-1](#)) (emphasis added):

"When considering any real estate partnership, such as that being proposed here, **there should be a clear balance and alignment of risk and potential reward/potential loss. One party should not put more investment at risk than another party.** In this case, one would expect the City and OSEG to

balance and align their investments and risks so that the public not only has a strong chance of repayment of invested capital, but a reasonable chance of a positive return on that investment. One would expect that OSEG would be able to generate a reasonable return on investment, but on its own investment, and not from the investment of public sector funds.

We have reviewed the flow of funds in the proposed model and believe that there is an appropriate amount of risk for each party. We examined all of the assumptions for the various structures and believe these to be reasonable and fair to both parties. In a scenario where the project succeeds, the public is protected and rewarded, and the private sector is rewarded as well.”

From the City’s perspective, the public part of the partnership has received both benefit from the site and protection from significant risk. At the same time, as noted above, OSEG has contributed a significant amount of equity that it will not recoup through the waterfall.

The current Agreement also includes the three amendments put in place to help the Partnership survive the impact of the COVID-19 pandemic, as described in the Background section of this report. As noted, these amendments also improved the City’s financial situation by \$4M to \$21M in NPV2020\$ over the life of the Agreement and helped to restore the clear balance and alignment of risk and potential reward/potential loss that a good partnership should have, which had become out of balance due to the extraordinary circumstances of the pandemic.

### ***Negotiating Principles and Targeted Objectives***

The City and OSEG are in a 40-year Partnership that is committed to the continued and increased success of Lansdowne Park as a signature destination event site in downtown Ottawa. That Partnership has shared benefits, shared goals and shared challenges. It is also understood that both parties also have separate needs, challenges and priorities. Securing long-term financial sustainability for the Partnership is a clear shared objective. Both parties want to address the shared challenges described in this report in a way that meets the Partnership’s shared goals and achieves shared benefits through a negotiation process based on fairness to both parties and informed by community input.

Given the fact that the comprehensive objectives, the Guiding Principles, (Document 4) for the Lansdowne Partnership Plan for the original transformation are already embedded in the Partnership Agreements and approach to the management of the site, staff believes that there are only two additional objectives that need to be considered for the potential next phase of the revitalization of the Park, as follows:

- That the following be added to the Guiding Principles section B) “The Overall Site”:
  - The public access to the site should be studied with a goal that pedestrians, and cyclists feel safer. Any changes should improve the comfort of people who use the outdoor portions of the site and enhance safety for pedestrians and cyclists coming to the site, along with a continued emphasis on travel demand management during major events.
- That the following be added to the Guiding Principles section D. b) “New Development”:
  - New mixed-use development can be considered in the footprint of the existing Civic Centre/North Side Stands to help defray the cost of replacing functionally obsolete sporting facilities, and add to the intensity of development to keep the site active at all times as contemplated in the Council-adopted January 2010 principles D) Site Components b) New Development

Staff is recommending that City Council approve the following negotiating principles for the forthcoming proposal from OSEG on how to revitalize Lansdowne Park and renew the Park’s aging and obsolete Civic Centre and North side stands, as follows:

1. The overall package must have a material and/or financial benefit for the City and the taxpayer, as well as adhering to the basic principles of fairness to both parties and ensuring the Partnership is sustainable over its entire term.
2. The overall package must be affordable for the City, as determined by the City CFO/Treasurer and independently validated and be in keeping with the terms of the LMLP Partnership Agreement, the Long-Range Financial Plan and consistent with the requirements of the *Municipal Act, 2001* and any other relevant legislation.

3. City funds will not be used to subsidize any of OSEG's operations, including the professional sports teams, retail, or residential, and including any impacts of construction on those operations.
4. There will continue to be City-owned and managed assets that are distinct from the OSEG Partnership.
5. Affordable housing will be a key consideration in whatever is negotiated.
6. Retail and commercial (existing and potential new) remains in the waterfall, to a level deemed satisfactory to the City.
7. Any new municipal or public facilities will be done through a competitive tendered process administered under the City's procurement methodology with oversight by a construction management team involving both parties.

Given the complexities and thoroughness of the current LPP Agreements and its enshrined guiding principles for Lansdowne Park, as well as the need to consider the entire site as a whole and input received from the recommended public engagement exercise, staff believes that a broad mandate for negotiations using these principles and the results of the recommended due diligence outlined below will deliver the best possible outcome for City residents and taxpayers.

Staff will be guided by comprehensive work undertaken for the 2012 Council-approved Lansdowne Partnership Plan and the accompanying Financial Plan:

PricewaterhouseCoopers Lansdowne Partnership Financial Update.

This document confirmed the structure of the agreement between OSEG and the City included in the closed financial system, an updated pro forma, including a review of important changes in financial assumptions and their impact on the expected returns to the City and OSEG, and a summary of the extent to which the City's contribution is revenue neutral.

The original business case supported the revenue neutral solution whereby costs of construction for City assets funded by debt would be fully funded by cost avoidance, waterfall payments and property tax uplift. Per the 2020 Lansdowne Annual Report, the most recent proforma projections indicate that the waterfall payments to the City over the term of the agreement are expected to be nil. However, the combined cost savings and actual property tax uplift have been sufficient to fund the annual debt

servicing costs. The annual cost of debt for the City's share of Lansdowne is \$6.9 million and that is offset by \$4.5 million in costs savings (\$3.8 million in 2014\$) and \$2.7 million from commercial property tax uplift on the site, in addition to \$4.4 million in residential property tax on the site in 2020.

A similar analysis and due diligence will need to be completed for any proposed revitalization plans. The primary guiding principle for this financial analysis is that the overall proposal must be affordable for the City, as determined by the City CFO/Treasurer and independently validated and be in keeping with the terms of the LMLP Partnership Agreement, the Long-Range Financial Plan and consistent with the requirements of the *Municipal Act, 2001* and any other relevant legislation.

At the City's request, OSEG has provided conceptual models and rough order of magnitude estimates that will require significantly more detailed analysis and due diligence review to ensure overall affordability for the City. The preliminary analysis indicates that a rebuild option is potentially feasible from a financial and affordability perspective. A full analysis of the revenues (sources) and expenditures (uses) of funds will need to be completed to confirm this assumption. OSEG will need to provide detailed construction cost estimates and the City will conduct a due diligence review of those estimates to ensure they are complete and reasonable. A financing strategy will then be developed that leverages a variety of financial tools available to the City and the LMLP Partnership and at no additional cost to taxpayers. City funds will not be used to subsidize any of OSEG's operations, including the professional sports teams, retail, office or residential.

OSEG and the City of Ottawa have a Partnership Agreement in place that covers any future redevelopment and provides the legal structure for the closed financial system and distribution of net cashflows from operations to each of the partners. The financing strategy for the revitalization of Lansdowne would build on the mechanisms already in place as part of the LMLP Partnership Agreement; continue to leverage the financial tools that were successfully used in the first phase, and explore any additional financing options available to the City while maintaining overall revenue neutrality; (i.e. no additional cost to the City).

In the first phase of the Lansdowne Partnership Plan, both parties contributed capital to redevelop Lansdowne Park. The City contributed the capital required for the redevelopment of the stadium and the parking not required by the retail



development and OSEG contributed the capital to build the retail component with associated parking. The City of Ottawa received tax levies from the retail, office and related parking components and both parties share revenues from retail, office, stadium and arena, and parking.

The sources of funds that were so successfully used in the first phase are expected to form the basis of the financing strategy in the next phase, and will include at a minimum, the sale or lease of air rights and debt financing. The debt servicing costs will primarily be funded by a portion of the taxes raised from any increased assessment on the site. However, this source of revenue may not be sufficient and other financing options will need to be explored to help cover the cost of debt servicing for the term of the partnership, such as additional payments from the waterfall, bridge financing, use of bond premiums, and ticket surcharges dedicated to capital funding.

By selling off air rights, the City would be able to generate two distinct revenue streams that helps defray the costs of construction. Those revenue streams are the revenues from the air rights (sale) and the uplift in property taxes generated off the site. During the next phase of due diligence, the number of units will be examined from a financial model perspective and as well as from a planning/urban design perspective.

Staff is also mindful of the uncertainty surrounding the business and operating models the leagues governing the sports teams that use Lansdowne Park are experiencing due to the ongoing impact of the pandemic. The Canadian Football League has announced that it will begin operating this coming August, meaning that the REDBLACKS training camp will begin on July 10, 2021, with the first home game taking place on August 28, 2021. It is unknown at this time how many fans will be able to be in the stadium for that game. While there is every indication that other operations will return to normal in the near future, should there be any significant changes in any of the sports leagues that would have an impact on the Partnership Plan or the local teams, staff will bring that information to Council and seek further direction.

### ***Due Diligence Exercises and Cost-sharing***

If Council approves staff's recommendation, OSEG would provide the City with a replacement proposal, and then staff will need to undertake a number of due diligence and risk mitigation activities in response to OSEG's formal proposal, once it is received.

The financial analysis required will include the following key activities and deliverables:

- Conduct a due diligence review of estimated cost of construction for the North Side Stands, Arena/Even Centre and all associated costs.
- Conduct a due diligence review of revised proforma assessing the net impact and overall financial sustainability of the revised financial projections over the term of the agreement.
- Model the overall financial funding requirements, cashflows and net present value financial impact to the City.
- Complete a Value for Money/Revenue Neutrality analysis of the City's share of uses of funds and sources of funds.
- Conduct a sensitivity analysis to assess overall financial risks.
- Confirm financial assumptions, and any changes to the partnership agreement terms and conditions required to minimize the City's financial risk.

Additional due diligence work will include, but not be limited to:

- Legal Review of update project framework
- Realty Tax Review
- City Initiated Official Plan Amendment and Rezoning
- Re-evaluation and Quantification of New Life Cycle Obligations
- Environmental Site Assessment & Record of Site Condition
- Geotechnical work.

Staff and OSEG will also be looking at improving accessibility and transportation demand management with any revitalization.

In addition, there will be extensive public consultation as recommended in the draft Public Engagement Strategy section below and staff are recommending separate, but related, studies for the Urban Park/Public Realm as described in a separate section as well.

The City will require a dedicated Project Office to undertake this work, staffed largely through existing resources.

The City of Ottawa and OSEG have identified the immediate costs associated with further reviewing the Lansdowne Partnership Plan to allow for a revitalization. As described, OSEG will be responsible for creating a detailed proposal and preliminary plans; the City will thoroughly review and perform its due diligence accordingly. Cost sharing of the items listed below ensures joint responsibility for the completion of work and transparency throughout the process.

#### Cost Sharing (50/50 Ottawa-OSEG)

- Legal Amendments to Business and Financial Terms
- Update Business Model, Proforma and Revenue Neutrality Analysis
- Re-evaluate and Quantify New Life Cycle Obligations
- Environmental Site Assessment & Record of Site Condition
- Public Consultation

#### City Responsibility

- Legal Review of update project framework
- Financial review of the Business Plan (peer review) including the review of the cost estimates
- Realty Tax Review
- City Initiated Official Plan Amendment and Rezoning
- City Project Management Office

#### OSEG Responsibility

- Planning Rationale
- New Site Plan

- Updated Retail Strategy
- Transportation Impact Assessment
- Active Transportation Review/Enhancement study
- Urban Design Brief, Preliminary Architectural Concept, Wind and Shadow Impact
- Geotechnical/Engineering Works
- Servicing Options Report
- Cultural Heritage Impact Assessment

Staff are seeking delegated authority to negotiate, finalize and execute a Memorandum of Understanding with OSEG to confirm these cost-sharing arrangements, as was done for the original proposal.

City staff are estimating that the City's share of this work will cost \$675k, including a Project Manager for the Project Office but not including public consultation costs.

Staff believes all the work for this next phase can be completed and reported back to Committee and Council by the end of Q1 2022.

***Urban Park/Public Realm***

Because of the potential for synergies and cost savings for undertaking major capital construction works at the same time, this report recommends that City Council direct staff to pursue the following directions to enhance the long-term sustainability of Lansdowne Park through public realm amenity and programming improvements at the same time as staff and OSEG explore the revitalization potential of the Partnership areas of the site, as follows:

*Undertake Significant Capital Improvements in support of Site Animation*

That staff be directed to:

1. Prioritize the renewal of the Aberdeen Pavilion roof and structural elements to resolve water penetration issues that have limited programming opportunities.
2. Develop a plan and identify funding options to provide air conditioning and window R-value improvements to the Horticulture Building in a manner that respects the heritage characteristics of the facility.
3. Identify and pursue options, including partnerships, for retrofitting both buildings with equipment and amenities that make it easier, and less costly, to stage events or activities in these spaces. This includes upgrades and/or installations of mechanical components such as enhanced power supply, light and sound rigging, staging options, room masking systems, etc.

*Create a better and more welcoming Outdoor Public Realm*

That staff be directed to:

1. Work with community stakeholders and OSEG on the development of a comprehensive package of new amenities to enhance the Park's public spaces. The package to include improved and more versatile seating options, tables, shade structures and other amenities to make the existing spaces more attractive and more conducive to casual and informal community gatherings and activities in the park.
2. Develop options to provide more greenery in the park public spaces, including trees, shrubs, flower gardens and planters of various types and sizes.

3. Explore opportunities to enhance areas of the park with public art and installations of interest that create focal points for public enjoyment.
4. Identify options for creating an iconic sign or park feature to solicit tourist interest, in comparison to the “Ottawa” sign in the Byward Market.
5. Identify options for better delineation from the roadway for the Casino Lac Leamy Plaza and other areas of public animation or pedestrian flow. Investigate options for protecting large outdoor gathering areas from intentional vehicle entry.
6. Explore the return and installation of the salvaged Coliseum Building year marker as a point of interest for visitors and as an opportunity to provide information on the park’s history. Pursue a concerted effort to display information on Lansdowne’s colorful history.

*Develop Policies and Programs that Support increased Public Use of the Park*

That staff be directed to:

1. Develop new park rental policies and approaches to make the hosting of public events at the park more affordable for interested parties.
2. Consider creating the opportunity to subdivide park spaces into smaller areas to reduce rental costs and allow for simultaneous compatible activities to take place creating a more vibrant space.
3. Create programs to encourage and support small scale live amateur performances in the park to animate public spaces.
4. Pursue extending the Lansdowne Market days or attracting other similar market-like operations based on the high popularity of this type of activity.
5. Explore expanding the allowable uses for the Great Lawn and consider certain sports and leisure activities that would be compatible with other site uses.
6. Explore additional opportunities to program Moving Surfaces including opportunities for expanded artist competition to create new display media.

If approved, staff will be undertaking this work in lock-step, as much as possible, with the due diligence that will be undertaken for the Partnership areas of the site, to ensure

that the site continues to be an integrated whole and that any opportunities that might be created through the work being contemplated are explored.

### **Draft Public Engagement Strategy**

Public input was critical to the original successful transformation of Lansdowne Park, and City Council so, as part of their direction to staff to work with OSEG to look at all options to make Lansdowne Park sustainable over the term of the LPP, staff were also directed to develop a public engagement strategy for those options, with the support and input of the two Councillor Sponsors Groups and the Stakeholder Sounding Board.

The draft Public Engagement Strategy (attached as Document 5) is the result of the collaborative work from staff and OSEG, with the input of both Council Sponsors Groups and the Stakeholder Sounding Board and the assistance of an external consultant.

Given that Lansdowne Park is designed to be a destination event park, one that has 365-day-a-year appeal to a wide cross-section of residents and visitors, creating a sustainable Lansdowne Park will therefore be an exercise that will require the input of a broad and diverse group of voices and perspectives from across the city and beyond. The recommended draft Public Engagement Strategy is robust and based on City-best practices for major, city-wide initiatives, such as the Official Plan. The Strategy identifies clear objectives and identifies reaching broad and diverse target audiences and identified stakeholders, locally, within the National Capital Region and tourists.

Using a mix of targeted meetings, consultation sessions, open houses, online engagement activities and leveraging local community influencers as project champions, the strategy sets out to seek a diversity of input from different populations of people who experience the site in different ways and learn what opportunities exist to increase attendance and foot traffic to the site, year-round.

As Lansdowne Park is a city-wide destination, there may be several competing interests. There could also be differing and competing priorities and viewpoints on the overall success and sustainability of Lansdowne Park due to the number and types of stakeholders. This strategy aims to encourage all voices, opinions and perspectives to be heard and so that the resulting proposals will make best efforts to balance competing interests in an equitable and transparent way.

The draft Public Engagement Strategy also outlines the most effective communications channels to reach target audiences, considering the unique and diverse makeup of our community. Critical to the effectiveness of the public engagement will be continuous updates on progress and a loop-back mechanism to provide milestones on input.

Given the importance of public input to any final proposal and the diversity of the target audiences, staff is recommending a budget of \$200k.

### **Next Steps**

Should Council agree to move forward with the recommended Framework, staff and OSEG will begin work immediately on those initiatives described in this report. The results of that work are expected to be brought to City Council in Q1 2022, and that report, if the work undertaken is successful, would recommend a proposal to revitalize Lansdowne Park that will make Lansdowne a 365-days a year attraction and ensure the sustainability of the Partnership over its term. Should Council approve that proposal, a recommended Project Agreement would be brought forward for consideration early in the next term of Council.

Should Council approve the Public Engagement Strategy, a fulsome Stakeholder plan will be developed with alignment to the project milestones.

### **RURAL IMPLICATIONS**

There are no specific rural implications associated with the approval of this report. The Lansdowne Market operates in the Urban Park under a Licence of Occupation and supports rural producers through this initiative.

### **CONSULTATION**

Staff received specific direction on consultation for the Lansdowne Partnership Plan Update from [Council on December 9, 2020](#). Staff received direction to:

1. establish a staff working group to work with OSEG representatives (called Lansdowne Park Partnership Working Group);
2. establish two Council Sponsors Group (Planning and Economic);
3. establish a Stakeholder Sounding Board, and



4. develop a robust public engagement plan, with the assistance an external consultant.

To best inform the development of this Framework and public engagement on it, two Working Groups were formed. The first is City staff only, and the second includes City staff and OSEG representatives.

As Lansdowne Park is a city-wide facility, two Council Sponsors Groups were struck to support the Working Groups, to act as a sounding board and to review and facilitate the proposed Public Engagement Strategy. Confirmed by City Council on February 10, 2021, the two Sponsors Groups for the next phase of Lansdowne were to divide their work into two broad categories of review for the long-term sustainability options, namely (1) Planning, infrastructure and affordable housing (Planning Sponsors Group); and (2) Economic development, tourism, increased animation of the site, and the ability of the partnership to foster city-wide and ward-specific support for small businesses (Economic Development Sponsors Group).

City Council also established a Stakeholder Sounding Board that included, but was not limited to, representatives from the Old Ottawa South, Old Ottawa East and Glebe Community Associations, a representative of Holmwood Avenue Residents, the Glebe Business Improvement Area (BIA), the Lansdowne Market, Ottawa Tourism, Invest Ottawa, the Ottawa Council of BIAs, le Regroupement des gens d'affaires de la capitale nationale (RGA), the Ottawa music industry coalition, the Ottawa Festival Network, and the International Alliance of Theatrical Stage Employees (IATSE), representatives from the Vibe and South Holmwood condominium associations, Centretown Citizens of Ottawa Corporation, Ottawa Community Housing, uOttawa, Carleton University, Canada Live Music Association, Ottawa Blackjacks and Ottawa Bluesfest.

The Framework presented in this report, and the draft Public Engagement Strategy (attached as Document 5 to this report), are the result of the collaborative work from the two Working Groups and OSEG, with the input of both Council Sponsors Groups and the Stakeholder Sounding Board.

Two Stakeholder Sounding Board meetings were held on May 5, 2021 and June 16, 2021 respectively. At the first meeting, staff and OSEG presented an overview of the current site and its conditions, the existing infrastructure challenges and gaps in the public realm spaces. A facilitated discussion took place to brainstorm options and

opportunities to increase foot traffic and visitors to Lansdowne Park. The Sounding Board also provided input on infrastructure improvements and ideas to inform the draft Public Engagement Strategy.

At the June 16th meeting, staff updated the Stakeholder Sounding Board members on options to sustain Lansdowne Park for the duration of the partnership, the proposed report recommendations and opportunities to improve the site's public realm and animation amenities. The Sounding Board was also presented the draft Public Engagement Strategy and their input was incorporated into the draft included in this Report.

The "As We Heard It" from these Stakeholder meetings is listed as Document 3 of this report.

Using a mix of targeted meetings, consultation sessions, open houses, online engagement activities and leveraging local community influencers as project champions, the strategy sets out to seek a diversity of input from different populations of people who experience the site in different ways and learn what opportunities exist to increase attendance and foot traffic to the site, year-round.

The proposed Strategy has been reviewed by the Council Sponsors Groups and the Sounding Board before being included as part of this report.

If Council approves the recommendations in this report, staff will continue to work with these groups through the next phases.

## **COMMENTS BY THE WARD COUNCILLORS**

This is a city-wide report. The Ward Councillors were made aware in advance of the publication of the report and is part of both Council Sponsors Group.

## **LEGAL IMPLICATIONS**

There are no legal impediments to the approval of the recommendations contained in this Report.

Regarding the further consideration of proposed changes to Lansdowne Park, there are legal principles that should be observed and that should govern the ongoing steps being undertaken in the evolving Lansdowne partnership. The City entered into a long-term partnership with OSEG for the revitalization and redevelopment of Lansdowne. The

terms of that partnership were captured in a variety of legal agreements finalized and executed in October 2012. In the latter part of 2020, Council determined that the Partnership would be extended by 10 years in order to acknowledge and attempt to address the acute challenges posed by the COVID pandemic and to protect the City and the financial viability of the Partnership. The amendments to the relevant partnership agreements necessary to give effect to Council's decision, were finalized in early March 2021.

The current recommendations to consider proposals and conduct preliminary negotiations represent the next steps being considered to restore the partnership to a long term financially stable condition. From a legal perspective, there should be continuing due diligence and analysis applied to these further negotiations in a manner similar to the process followed during the initial development and approval of the Partnership. The initial negotiations and partnership terms were concluded based on formal, documented meetings and through ongoing legal and financial due diligence and analysis. The robustness of that process, that ultimately demonstrated the benefit to the City and its residents of the proposed redevelopment of the Lansdowne site, was endorsed by the Courts in the course of the unsuccessful legal challenge to the Lansdowne Partnership Plan mounted by the Friends of Lansdowne Inc.

Should Council approve the recommendations in this report, the next stage of discussions with OSEG, which are aimed at reaching agreement on the general scope of changes that would form the basis of an amended partnership, should be conducted with an understanding that a thorough analysis of any proposed changes will be necessary to ensure that the terms are consistent with a prudent partnership and that they offer tangible benefits to the City, as well as enhancing the long-term viability of the Partnership. The adoption of a formal process, consistent with that used throughout the development of the initial Lansdowne Partnership Plan, will help to insulate any proposed changes to the Partnership from future challenge.

## **RISK MANAGEMENT IMPLICATIONS**

Risk implications have been identified and are being managed as outlined in this report.

## **ASSET MANAGEMENT IMPLICATIONS**

The recommendations documented in this report are consistent with the City's [Comprehensive Asset Management \(CAM\) Program](#) objectives. The implementation of

the Comprehensive Asset Management program enables the City to effectively manage existing and new infrastructure to maximize benefits, reduce risk, and provide safe and reliable levels of service to community users. This is done in a socially, culturally, environmentally, and economically conscious manner.

### **FINANCIAL IMPLICATIONS**

Total estimated costs are \$875,000, including the City's share of the revitalization proposal from OSEG and the Public Engagement Strategy. Pending Council approval of the recommendations, a capital account will be established with budget authority of \$875,000, funded from the City-wide reserves.

### **ACCESSIBILITY IMPACTS**

Accessibility implications in relation to the site have been identified and are an important consideration of the Framework. Staff and OSEG will be looking at improving accessibility and transportation demand management with any revitalization.

### **ENVIRONMENTAL IMPLICATIONS**

There are no environmental implications associated with this report.

### **TERM OF COUNCIL PRIORITIES**

The Lansdowne Partnership Plan and revitalization initiative relates to the following Strategic Priorities of Council:

#### *Economic Prosperity*

Objective: Promote Ottawa - Revitalized Lansdowne provides an Ottawa venue for hosting major sporting and cultural events.

#### *Transportation and Mobility*

Objective: Provide and promote infrastructure to support safe mobility choices - A key element of the Lansdowne revitalization was the development and implementation of a comprehensive and aggressive TDM program to encourage and promote use of sustainable transportation for day-to-day activities and for events.

#### *Sustainable Environmental Services*

Objective: Reduce long-term costs through planned investment and staging of diversion and conservation strategies - The Lansdowne revitalization significantly improved the manner in which stormwater flows into the City system, decreased storm run-off, improved the quality of storm flow to the Rideau Canal and provides for use of stormwater for site irrigation.

*Healthy and Caring Community*

Objective: revitalize recreation services - The revitalization has established Lansdowne as a significant urban place that is grounded in the site's history. It provides improved opportunities for sporting and cultural endeavours through a re-purposed stadium and a significant Urban Park to accommodate events and for day-to-day community use.

**SUPPORTING DOCUMENTATION**

Document 1 The 2019 “TD Place Functional Obsolescence Report” by ROSSETTI

Document 2 The 2018 “Feasibility of Possible Redevelopment” report by Leibe Engineering Associates

Document 3 The “As We Heard It” reports from the Stakeholder Sounding Board

Document 4 The “Lansdowne Park Guiding Principles” approved by City Council in 2010

Document 5 Public Engagement Strategy

**DISPOSITION**

Staff will implement any directions related to Council receiving this report.

Staff will report out on the Lansdowne Partnership on an annual basis in accordance with established reporting requirements.