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AIDE-MÉMOIRE TO THE MINISTERS
OF THE TREASURY BOARD OF CANADA

AIDE-MÉMOIRE AUX MINISTRES DU
CONSEIL DU TRÉSOR DU CANADA

PURPOSE:

To report the results of a review of National Capital Commission land holdings.

OBJET:

Communiquer les résultats de l'examen des biens-fonds de la Commission de la Capitale nationale.

RECOMMENDATION:

It is recommended that Treasury Board:

RECOMMANDATION:

Il est recommandé que le Conseil du Trésor:

1. Approve the assignment of National Capital Commission land holdings to the following land management categories as set out in the appendices;

1. Approuve que les biens-fonds de la Commission de la capitale nationale soit répartis selon les catégories de gestion des terrains suivantes telles qu'elles sont exposées dans les appendices.

- (a) National Interest Land Mass (NILM) - Appendix B.
- (b) Potential NILM lands Appendix B(i).
- (c) Areas for future Diplomatic Missions and/or National Organizations Appendix C-1.
- (d) Potential Transportation Corridor Lands - Appendix C-2.
- (e) Sites for Future Government Buildings - Appendix C-3.

- a) Masse de terrains d'intérêt national (MTIN) - Appendice B
- b) Terrains éventuels de la MTIN - Appendice B (i)
- c) Emplacements des missions diplomatiques futures ou des organisations nationales - Appendice C-1
- d) Terrains réservés aux voies de transport éventuelles - Appendice C-2
- e) Emplacements des immeubles fédéraux futurs - Appendice C-3

with condition/amendment set out in decision letter

APPROVED

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DEPUTY SECRETARY
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- (f) Sites in Support of Local Government - Appendix C-4.
- (g) Current surplus for Disposal - Appendix C-5.

- f) Emplacements à l'appui du gouvernement régional - Appendice C-4
- g) Terrains excédentaires actuels désignés pour l'aliénation - Appendice C-4

2. Agree, subject to the availability of resources and the approval of the principles of the Federal Land Use Plan (FLUP), to terminate the moratorium on NCC land acquisitions required to complete the NILM as follows:

2. Convienne, sous réserve de la disponibilité des ressources et de l'approbation des principes du Plan d'utilisation des terrains fédéraux (PUTF), qu'on mette fin au moratoire touchant les acquisitions de terrains que doit effectuer la CCN pour mener à bien la constitution de la MTIN selon les modalités suivantes:

- (a) within the Gatineau Park and the "red line" boundaries in the core area of Ottawa and Hull agreed upon by NCC and TBS, with the required protection for the Confederation Boulevard defined by the ownership of property within 75 metres from the centre line of the Boulevard unless individual transactions must exceed that distance for real estate management reasons;
- (b) in all other areas, acquisitions will be subject to the requirement that the NILM boundaries be defined by the NCC in consultation with the TBS/BRPM or approved by the Treasury Board on a case by case basis.

- a) dans les limites du parc de la Gatineau et de la "ligne rouge" démarquant les parties centrales d'Ottawa et de Hull à l'égard de laquelle se sont entendus la CCN et le SCT, en respectant la marge de protection exigée concernant le Boulevard de la Confédération, c'est-à-dire s'assurer du droit de propriété sur les biens-fonds qui s'étendent à 75 mètres de chaque côté de la ligne médiane du boulevard, à moins que des transactions particulières ne doivent excéder cette distance pour des motifs de gestion immobilière;
- b) dans tous les autres secteurs, les acquisitions se feront sous réserve que les limites du MTIN soient fixées par la CCN en consultation avec le SCT ou approuvées par le Conseil du Trésor dans chaque cas.

3. Request the Minister of Public Works to finalize, for Treasury Board approval, the transfer of all of the remaining non-program related properties of national interest in the National Capital Region (NCR), to the NCC together with the associated financial resources.

4. Direct the TBS in consultation with the NCC and affected departments to develop for TB approval the rationale and a policy framework for a gradual assumption by the NCC of management and control of program related lands within the NILM on the understanding that the management and control of buildings and other structural improvements located on these lands would be retained by the relevant program departments.

5. Approve the incorporation in Greenbelt Lands of the lands subsequently acquired by the NCC, known as Mer Bleue (915 ha) and the South East City Land Reserve east of the 417 (1110 ha).

6. Direct the Treasury Board Advisory Committee on Federal Accommodation the National Capital Region (TBAC/FANCR) to keep the question of custody of Parliament Hill under periodic review and report to Treasury Board whenever it appears timely to consider changes in the current arrangements.

3. Demande que le ministre des Travaux publics finalise, aux fins d'approbation par le Conseil du Trésor, le transfert à la CCN de tous les autres biens-fonds d'intérêt national situés dans la région de la Capitale nationale (RCN) qui ne relèvent pas d'un programme ainsi que de toutes les ressources financières connexes.

4. Ordonne que le SCT, de concert avec la CCN et les ministères touchés, élabore aux fins d'approbation par le CT la justification et le cadre stratégique d'une prise en charge progressive par la CCN de la gestion et du contrôle des terrains liés à des programmes faisant partie de la MTIN, sous réserve que les ministères concernés chargés du programme conservent la gestion et le contrôle des immeubles et de toutes les autres infrastructures situées sur ces terrains.

5. Approuve qu'on adjoigne aux terrains de la Ceinture de verdure les terrains acquis subséquentement par la CCN connus sous la désignation de "Mer Bleue" (915 ha) et de la réserve de terrains du sud-est de la ville située à l'est de la route 417 (1110 ha).

6. Ordonne que le Comité consultatif du Conseil du Trésor sur les locaux fédéraux dans la région de la Capitale nationale (CCCT/LFRCN) examine périodiquement la question de la garde de la colline parlementaire et fasse rapport au Conseil du Trésor dès qu'il lui semblera opportun d'envisager la modification des arrangements actuels.

7. Request the Minister of Public Works, in seeking approval of the principles of the Federal Land Use Plan (FLUP), to incorporate a policy statement for public dissemination, which is consistent with the land use classifications and categories established here and broadly indicative of the acquisition and custody strategies which are contemplated.

SOURCE OF FUNDS:

None are required in relation to these proposals.

CONSIDERATIONS

1. The report of the Ministerial Task Force on Program Review concerning real property recommended amongst others an increase in the central management of real property. Cabinet decided (3-0283-85RD) to task Treasury Board with several new responsibilities within this corporate management philosophy. The intent was to enhance the following three basic objectives:

- (a) increase attention placed on the social and economic value of land and therefore on investment management approaches to property holdings;
- (b) create clearer accountabilities regarding the management of real property as a capital asset; and

7. Demande que le ministre des Travaux publics, au moment où celui-ci voudra faire approuver les principes du Plan d'utilisation des terrains fédéraux (PUTF), adjoigne à sa présentation aux fins de publication un énoncé de principe qui tienne compte des classifications et des catégories d'utilisation des terrains établies dans le présent mémoire et qui expose généralement les stratégies d'acquisition et de garde de terrains qui sont envisagées.

PROVENANCE DES FONDS:

Les présentes propositions ne requièrent aucune affectation de fonds.

QUESTIONS À ÉTUDIER

1. Dans le rapport du Groupe d'étude ministériel chargé de l'examen des programmes, il est recommandé, entre autres, d'accroître la gestion centralisée des biens immobiliers. Le Cabinet a décidé (3-0283-85RD) de confier au Conseil du Trésor un certain nombre de nouvelles responsabilités conformément à cette politique de gestion intégrée. Le but visé était de favoriser la réalisation des trois objectifs de base suivants:

- a) accroître l'intérêt porté à la valeur socio-économique des terrains et, par ricochet, aux méthodes de gestion des investissements touchant les biens immobiliers;
- b) mieux définir la répartition des responsabilités en ce qui concerne la gestion des biens immobiliers considérés comme des immobilisations;

(c) place special attention on real property capital as a long term investment of the Government.

2. Simultaneously with the decision to centralize certain real property responsibilities with the Treasury Board, Cabinet also agreed that several initiatives be undertaken with respect to the National Capital Commission (92-86 RD). These are detailed in the Background section of this Aide-Mémoire, (Appendix A). However, in brief, a joint review of National Capital Commission holdings was to be undertaken by the Minister of Public Works and the President of the Treasury Board.

3. The end result of several interrelated actions directed by these Cabinet decisions would be:

(a) transfers of ownership by Public Works Canada (PWC) to the National Capital Commission of all non-program related holdings of national interest in the National Capital Region including official residences;

(b) the disposal of surplus lands of the National Capital Commission; and

c) accorder une attention particulière aux biens-fonds immobilisés comme investissement à long terme de l'Etat.

2. Lorsqu'il a décidé de centraliser certaines responsabilités touchant les biens-fonds en les confiant au Conseil du Trésor, le Cabinet a, par la même occasion, convenu qu'on amorce plusieurs démarches touchant la Commission de la Capitale nationale (92-86 RD). Des précisions à cet égard sont données sous la rubrique "Contexte" de l'Aide-mémoire, soit à l'appendice A. Brièvement, toutefois, il y est question d'un examen conjoint des avoirs de la Commission de la Capitale nationale que devaient mener le ministre des Travaux publics et le président du Conseil du Trésor.

3. En bout de ligne, les résultats d'un certain nombre de mesures connexes découlant desdites décisions du Cabinet seraient les suivants:

a) le transfert de la propriété, de Travaux publics Canada (TPC) à la Commission de la Capitale nationale, de tous les biens-fonds d'intérêt national situés au sein de la région de la Capitale nationale, y compris les résidences officielles, qui ne sont pas liés à des programmes;

b) l'aliénation des terrains excédentaires de la Commission de la Capitale nationale;

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(c) the submission for Treasury Board consideration, by the Minister of Public Works of a long range land use plan (FLUP) rationalizing the National Capital Commission's land holdings and reconciling these holdings with its renewed mandate.

4. The actions contained in the above mentioned Cabinet directions are well underway, (a) the Official Residencies are being transferred from PWC, and the transfer of all other non-program related property of national interest to the NCC will commence shortly, (b) properties not essential to the effective fulfillment of NCC's mandate have been identified and are in varying stages of disposal, and (c) the Minister of Public Works is finalizing the Federal Land Use Plan for submission to the Treasury Board.

5. During the process of rationalizing the National Capital Commission's land holdings, officials of both the Treasury Board Secretariat and the National Capital Commission have developed land management criteria both to categorize Commission holdings, and to define the nature of Treasury Board's future real property management interest. These criteria also provide for roles and responsibilities for officials of both organizations when dealing with issues pertaining to the NCC property holdings but which are also subject to

c) la présentation par le ministre des Travaux publics, aux fins d'étude par le Conseil du Trésor, d'un plan à long terme d'utilisation des terrains, le PUTF, afin de rationaliser la réserve de terrains de la Commission de la Capitale nationale et de la concilier avec le nouveau mandat de cette dernière.

4. Les mesures prévues par les directives du Cabinet susmentionnées sont en bonne voie de réalisation: a) les résidences officielles sous le contrôle de TPC sont en train d'être transférées à la CCN et tous les autres biens-fonds d'intérêt national non liés à un programme le seront sous peu; b) les biens-fonds qui ne sont pas indispensables à l'exécution du mandat de la CCN ont été relevés et sont à diverses étapes d'un processus d'aliénation; c) enfin, le ministre des Travaux publics finalise le Plan d'utilisation des terrains fédéraux qu'il présentera au Conseil du Trésor.

5. Au cours de la rationalisation de la réserve de terrains de la Commission de la Capitale nationale, les agents de celle-ci et du Secrétariat du Conseil du Trésor ont mis au point des critères de gestion des terrains qui permettent de classifier les avoirs de la Commission et de définir la nature de l'intérêt éventuel du Conseil du Trésor dans la gestion immobilière. Ces critères prévoient en outre les rôles et les responsabilités des agents des deux organisations lorsqu'ils traitent de questions touchant les biens immobiliers de la CCN, mais qui relèvent aussi des

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existing approval processes for corporate plans and budgets.

6. This proposal affects the National Capital Commission, the Accommodation Program of Public Works Canada, and certain other departments and agencies currently holding custody of lands within the National Interest Land Mass or with lands having the potential for future inclusion in the NILM. The land management criteria include provision for consultation with all affected agencies concerning any change of ownership or custody affecting those departments and agencies within the policy framework referred to in paragraph 4, page 3.

7. The proposal does not require amendments to existing legislation or regulations.

processus d'approbation en vigueur régissant les plans d'entreprise et les budgets.

6. La présente proposition a des répercussions sur la Commission de la Capitale nationale, sur le Programme du logement de Travaux publics Canada et sur certains autres ministères et organismes qui ont la garde de terrains faisant partie de la Réserve de terrains d'intérêt national ou de terrains qui pourraient y être inclus. Les critères relatifs à la gestion des terrains prévoient notamment la consultation de tous les ministères et organismes touchés par n'importe quel changement de propriété ou de garde conformément au cadre stratégique mentionné à l'alinéa 4 de la page.

7. La présente proposition ne requiert pas la modification de lois ou de règlements en vigueur.

BACKGROUND:

1. In its response to recommendations of the Ministerial Task Force on Program Review - Real Property Management, the Cabinet Committee on Priorities and Planning agreed during meetings of June 18 and July 6, 1985, with respect to the NCC (283-85RD dated November 12, 1985) (inter-alia):
 - "1. the Minister of Public Works arrange for the transfer to the NCC of ownership of all non-program related property of national interest in the National Capital Region, including all official residences by December 31, 1985.
 2. the Minister of Public Works and the President of the Treasury Board jointly review by January 31, 1986 the property holdings of the NCC to determine any holdings not essential to the effective fulfillment of the NCC's mandate with such surplus properties to be transferred to the Real Property Unit for disposal,..."
2. Shortly after the taking of the above decision, the Cabinet Committee on Government Operations considered a Memorandum from the Minister of Public Works addressing a renewed mandate for the NCC. It was agreed (92-86RD dated 28 February 1986) (inter-alia):
 - "3. approval in principle be accorded to the concept of a National Interest Land Mass, generally consisting of national shrines, the river and canal banks, the ceremonial route, the Gatineau Park and the Greenbelt in the National Capital Region and considered essential to the realization of the Vision of the Capital..." referred to in the memorandum.

The Committee further agreed that (i) the National Interest Land Mass (NILM) concept be taken into account in the joint land review previously directed by Priorities and Planning; (ii) the Minister of Public Works should finalize and submit to Treasury Board a Federal Land Use Plan (FLUP) to be prepared by the NCC in consultation with affected parties; (iii) the FLUP would be based on the NILM concept and reflect the results of the joint land review; and (iv) transfers of holdings of federal properties to the NCC, other than the transfers of non-program related land in the NCR, as prescribed in 283-85RD, be held in abeyance until the FLUP has been considered by the Treasury Board.

It was also agreed that favourable consideration would be given to: (1) ending the moratorium on the acquisition by the NCC of property within the NILM, once the Treasury Board has considered the FLUP; and (2) establishing a mechanism to permit the NCC to have access, for such purchases, to funds generated from sales of its property holdings, once specific land disposal targets are met.

3. The activities and reviews have now been completed or are underway:
 - (a) the Minister of Public Works has initiated the transfer to the NCC of ownership of Official Residences;
 - (b) the balance of non program related property will be identified shortly and a submission to the TB for their transfer will then be processed;
 - (c) the NCC land review has been carried out in the context of the renewed NCC mandate and the NILM concept approved by the government; and
 - (d) the Minister of Public Works is finalizing the Federal Land Use Plan for the NCC which is to be submitted for consideration, subsequent to consideration of this Aide-Mémoire.
4. During the conduct of activities at paragraph 3 above, the National Capital Commission, Public Works Canada, and the Treasury Board Secretariat have also developed and agreed to an appropriate management framework which recognizes the independent mandate of the National Capital Commission granted by parliament and reconciles that mandate with the revised roles of the Treasury Board Secretariat under the new property regime announced by the government in December 1985.
5. The major principles pertaining to the agreed property management framework which shall be implemented in the context of the corporate plan and budget approval process are as follows:
 - (a) all NCC land holdings have been classified into two groupings which are differentiated by the nature of managerial decisions each category would entail in the future and the degree of Treasury Board interest in those decisions. The two groupings are:

- . lands considered essential as part of the National Interest Land Mass (NILM); and
 - . other lands in which the NCC has a legitimate continuing interest to support its mandate but which are outside the NILM.
- (b) lands forming part of the NILM would be retained by the NCC on behalf of the government in perpetuity, for purposes which lie at the core of the NCC's mandate; and would be managed by the NCC with little or no further management interest of the Treasury Board;
- there is a sub-grouping under this category for lands held by NCC not currently fulfilling criteria for inclusion in the NILM, but potentially eligible for future inclusion. These will be subjected to the cyclical review process;
- (c) the second group of NCC holdings, comprising four specific categories (Appendix C), would be subject to varying levels of Treasury Board interest and would be subject to joint NCC/Treasury Board Secretariat management protocols outlined in Appendix C; and
- (d) the NCC will progressively identify land not now held by the NCC (either those held by other Crown agencies or by interests other than the Crown), but which would clearly fall within the NILM were they currently held by the NCC. Their acquisition in the future (recognizing a very long term perspective in many cases) would be subject to joint NCC/TBS review and TB approval dependent on availability and funding capability at the time.