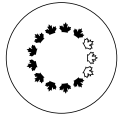


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NATIONAL CAPITAL COMMISSION
 COMMISSION DE LA CAPITALE NATIONALE

No.	2026-C17
To	Board of Directors
Date	2026-06-23

For DECISION

Subject/Title

Name recommendation for a new park on the Kruger Products site: “Confluence Park / Parc de la Confluence”

Summary

The purpose of this submission is to seek approval from the National Capital Commission (NCC) Board of Directors on the proposed name for a new public park located on the Kruger Products site, scheduled to open in fall 2026.

The park is part of planned exterior improvements to the Kruger Products site, as described in the letter of Intent between the NCC and Kruger Products Inc. (formerly Kruger Products L.P.). As part of a new 25-year lease starting in 2028, when full ownership of the lands will return to the NCC following the termination of the usufruct agreement with the Weston company, Kruger committed to developing a new public park on the west side of the property. The park will provide public shoreline access, enhance the visual and landscape character of the site, and complement other agreed upon improvements, including a historical photo exhibit along Rue Laurier in Ville de Gatineau.

As part of the park planning process, and following an internal review, the NCC has identified “Confluence Park / Parc de la Confluence” as the preferred name which takes into consideration the site’s context, future use, and overall public character. The name received endorsement from the Advisory Committee on Toponymy. Following Board of Director’s approval, the Committee’s feedback will inform next steps, including the development of park signage and the park’s formal opening ceremony.

Risk Summary


The recommended name is inclusive and aligned with the character and evolving identity of the site. As with any naming initiative, there may be a range of perspectives, including interest in stronger references to the site’s industrial heritage or Indigenous history. These viewpoints were considered as part of the naming process, and the proposed name seeks to balance historical awareness with inclusivity and future use.

Recommendation

That the NCC’s Board of directors approve “Confluence Park / Parc de la Confluence” as the name for the new park at the Kruger Products site and, upon approval, proceed with the production and installation of appropriate signage.

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Submitted by:

Signed by:

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Véronique de Passillé, Vice-President, Policy, Public
and Legal Affairs

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1. Strategic Priorities

- Plan for Canada's Capital 2017-2067
 - Goals for the Capital: Inclusive and Meaningful, Picturesque and Natural, Thriving and Connected;
 - Milestone Project no.10: Accessible and enhanced shorelines and green spaces
- National Capital Commission (NCC) Corporate Plan 2026-2027 to 2030-2031
 - Strategic Direction #1: Foster an inclusive and meaningful National Capital Region of national significance reflective of all Canadians, including Indigenous peoples.
 - Guiding Principle on Equity and Inclusion: Promote, celebrate, and integrate the principles of diversity, equity, inclusion (DEI) and accessibility across NCC business lines to build and sustain a workforce and a capital that represents Canadian society in all its diversity.

2. Authority

- *National Capital Act*, section 10(2) (c)(d)(i)
- Pursuant to the following:
 - NCC Toponymy Policy (April 2022), section 4: Process, c. Advisory Committee on Toponymy (ACT): The Committee may also review other matters involving toponymy-related issues that may be referred to the Committee by the Chief Executive Officer (CEO).
 - Terms of Reference of the Advisory Committee on Toponymy, 3. Duties and Responsibilities of the Committee, section 3.6: The Committee may also review other matters involving toponymy issues that are referred to the Committee by the CEO.

3. Context

Pursuant to the terms and conditions of the 2017 Letter of Intent, Kruger Products Inc., previously known as Kruger Products L.P. ("Kruger") submitted to the NCC a proposal to construct a new park on a part of the site at 20 Rue Laurier in Ville de Gatineau. The site is located on the north shore of the Ottawa River.

Currently, the lands in question are subject to usufruct (split ownership). In Quebec, property ownership is split into three parts: the title, the usus (the right of use) and the fructus (the right to generate and retain revenues). For this property, the NCC owns the title while the Weston company holds the usufruct and is currently leasing to Kruger. Due to the usufruct, this is not currently considered a federal property in a legal sense, and it is therefore not subject to the federal approvals process under Section 12 of the *National Capital Act*. As such, a Board of Directors endorsement for the new park was granted on April 10, 2025.

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In 2028, full land ownership will be transferred to the NCC and Kruger will continue to lease the land for its operations directly from the NCC. As part of the real estate agreement for Kruger to obtain a new 25-year lease starting in 2028, plans for exterior improvements were requested and negotiated by the NCC. This includes the development of a new public park on the west side of the property which provides shoreline access, improvements to the plant lands (and its visual presence) and a historical photo exhibit on Rue Laurier on the perimeter fence of the Kruger industrial site.

The photo exhibit and accompanying interpretive text was developed by Kruger and reviewed by the Department of Canadian Heritage. The exhibit focuses on the industrial heritage of the site. The NCC only reviewed the design of the panels for compliance with universal accessibility standards and to ensure they are a high-quality durable design.

4. Options Analysis / NCC Staff Analysis

Following a review of NCC assets and existing park names close to the Kruger Products Inc. site, the toponymy working group noted a landscape rich in references to industry, natural features, and Indigenous languages.

This contextual overview was paired with an exploration of potential names that reflect historical relevance, Indigenous contexts, geographic elements, distinctiveness, and long-term interpretive potential. As part of this process, the working group carefully evaluated several options, namely: Paper Mill Park / Parc de la Papeterie, Log Boom Park / Parc de l'Estacade, Swift River Park / Parc de la Rivière Vive and Confluence Park / Parc de la Confluence.

However, these options are specific to only a single theme or historical period, whereas "Confluence Park / Parc de la Confluence" offers a broader and more adaptable narrative framework. The concept of confluence resonates simultaneously with:

- the meeting of rivers near the Chaudière Falls;
- the layered history of industrial activity of the site;
- the long-standing role of the Kichi Zībī ("Great River" in the Algonquin language), also referred to as the Ottawa River, as a corridor for Indigenous travel, trade, and cultural exchange; and
- the convergence of industrial, economic, and social activity along the river's banks.

By encompassing natural, cultural, and historical dimensions, without privileging a single moment or perspective, "Confluence Park / Parc de la Confluence" was selected for its capacity to support inclusive storytelling and evolving interpretations that reflect the layered complexity of the site over time.

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5. Financial Details

Not applicable

6. Opportunities and Expected Results

The official inauguration of the park accompanied by its official name.

7. Alignment with Government and NCC Policies

NCC Toponymy Policy (April 2022)

8. Risks and Mitigation Measures

Risk	Likelihood	Impact	Mitigation Measure
Expectation for a more explicit reference to industrial heritage (e.g., Kruger, E.B. Eddy, or pulp and paper history)	Medium	Low-Medium	Industrial history has been intentionally embedded within the interpretive narrative rather than the park name itself, allowing for inclusive storytelling without privileging a single company or period. The adjacent historical exhibit will explicitly reference the site’s industrial past.
Perception that Indigenous history is not sufficiently foregrounded in the park name	Medium	Medium	Within the framework of the NCC Toponymy Policy, naming approaches are guided by three categories (Historical/Patrimonial, Honorific, and Indigenous naming) which are to be applied in a fair and balanced manner across NCC assets. In recent years, the NCC has advanced the naming of multiple assets using Indigenous names as part of its broader reconciliation efforts. The proposed name reflects this balanced approach.

9. Public Engagement and Communications

Presentation to the Advisory Committee on Toponymy

Following the presentation of the proposal on May 7, 2026, the Advisory Committee on Toponymy expressed its support for the proposed name “Confluence Park / Parc de la Confluence”.

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The Committee recommended incorporating the Algonquin translation of the term confluence, “Maw-daw-wung”, to enable trilingual signage that acknowledges the enduring and meaningful connection of Algonquin peoples to the territory.

In addition, the Committee emphasized the importance of strengthened engagement with Algonquin communities, particularly at the start of the development of interpretation panels. Enhancing interpretive content to better reflect Algonquin perspectives was identified as a constructive path forward. Following the completion of the site transfer process planned for 2028, the NCC will explore the development of new interpretation in collaboration with the Algonquin First Nations.

10. Next Steps

- Coordination and planning for signage implementation (including design, fabrication, and installation) will take place over the summer of 2026.
- Installation of signage is anticipated to begin in late summer 2026.
- The official inauguration of the park is scheduled for August 2026.

11. List of Appendices

- Appendix A: Historical context and naming rationale

12. Authors of the Submission

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Appendix A: Historical context and naming rationale

Proposed name: Confluence Park / Parc de la Confluence

The proposed name “Confluence Park / Parc de la Confluence” reflects the deep historical, cultural, and natural layering of this site on the Gatineau shore of the Kichi Zībī (“Great River” in the Algonquin language), also referred to as the Ottawa River, immediately adjacent to the Canadian Museum of History. The strength of the name lies in its inclusive and symbolic meaning rather than commemorating a single event or figure. “Confluence” evokes the meeting of rivers, peoples, economies, and ideas that have shaped the meaning of this place over thousands of years of human history.

This layered symbolism provides a flexible and enduring framework for interpretation, allowing diverse stories to coexist and be explored.

First Nations History: A Confluence of Peoples and Knowledge

Long before European arrival, the Kichi Zībī (Ottawa River) functioned as a vital Indigenous trade, travel, and diplomatic route, linking communities across vast territories. The river corridor was a place for the exchange of goods, technologies, stories, and knowledge, making it a true confluence of cultures and worldviews over thousands of years.

The Chaudière Falls, in particular, hold spiritual and cultural significance for the Anishinaabe, serving as a sacred place tied to ceremony and oral tradition. Naming the park “Confluence” acknowledges this deeper temporal layer and recognizes the river not simply as a resource, but as a living, relational presence connecting past, present, and future.

Timber Trade and Industrial Heritage

Beginning in the early 1800s, the Kichi Zībī (Ottawa River) became the backbone for one of Canada’s most important 19th century industries: the timber trade. Following the launch of Philemon Wright’s first log raft, named “Columbo,” in 1806, the river evolved into the Ottawa Valley’s primary “timber highway,” moving squared timber and later pulpwood downstream toward domestic and international markets, and ushering the era of the Ottawa Valley lumber barons. Several of these industrialists, such as Booth, Bronson and Eddy, are the namesakes of prominent urban corridors in the Capital.

For more than a century, timber rafts and log booms were a defining feature of the river landscape, even being highly visible in the Capital directly below Parliament Hill. To circumvent obstacles such as the Chaudière Falls, large timber rafts were disassembled into smaller units ('cribs') to pass through timber slides, and reassembled downstream for subsequent stages of the journey. Some rafts functioned as floating communities, complete with cookhouses, sleeping quarters, and crews led by a captain. The Ottawa Valley's last large square-timber raft departed the region in 1908, marking the end of an era.

By the late 19th and early 20th centuries, the Ottawa River corridor underwent a significant industrial transition as the traditional squared-timber trade gave way to pulp and paper production. As international demand for newsprint, paper products, and packaging increased, the Ottawa Valley's vast forests, reliable water supply, and hydroelectric potential positioned the region as a major centre for pulp and paper manufacturing. Unlike squared timber, which primarily passed through the region, pulpwood was processed locally, anchoring industrial activity directly along the riverbanks.

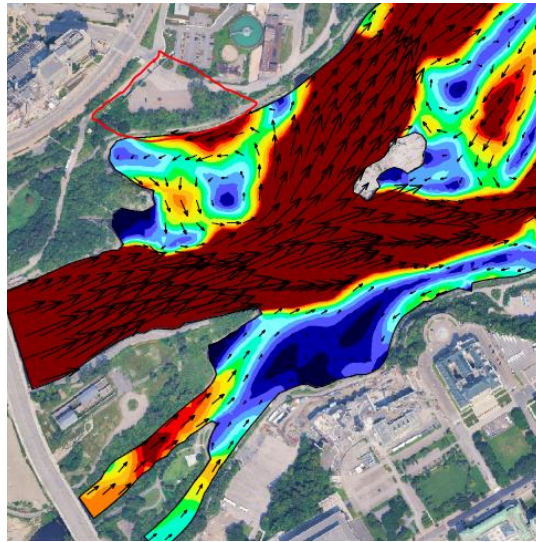
The park site occupies land once associated with the E.B. Eddy industrial complex, a cornerstone of Hull's economic and urban development. Strategically located on the riverbank, the Eddy mills relied on the river for power and the transportation of raw materials. Logs floated down the Ottawa and Gatineau rivers were collected in log booms and towed directly to the site where timber was processed into pulp and paper products that circulated across Canada and beyond. Men, women and children were employed in this manufacturing-based economy at the Eddy mills, toiling for long hours in a hazardous environment, for very little compensation. The most notable among them were the allumettières, the "match girls" who pioneered women's labour unions and are commemorated today by Ville de Gatineau's Boulevard des Allumettières.

The name "Confluence" effectively captures this historic mixing of labour, technology, water, and the growth of the urban working class that shaped the former Ville de Hull and continues to inform Ville de Gatineau's identity today.

Water and Geography: A Meeting Place Shaped by Rivers

At its most literal level, "Confluence" refers to the joining of waterways. The park is located just downstream of the Chaudière Falls, at a dynamic point along the Kichi Zībī (also known as the Ottawa River) where fast-moving currents converge with calmer shoreline eddies. This interaction creates visible swirling patterns on the river's surface, making the movement and energy of the water an ever-present feature of the landscape.

Making the Chaudière Falls is one of the most defining natural landmarks of the National Capital Region.



Map displaying the water currents of the Ottawa River

From the park, views extend toward areas where watercourses shaped by human intervention and natural processes come together. Waters flowing around Victoria Island and through the LeBreton aqueduct, constructed to manage the river's power and navigate the falls, merge once again into the broader body of the Ottawa River.

For millennia, the Ottawa River, has functioned as both a physical corridor and a gathering place, shaping travel routes, settlement patterns, and relationships between peoples. The powerful hydrology of the Chaudière area made it a natural focal point long before industrial development, and the sense of movement, energy, and encounter remains palpable today.

The surrounding landscape reflects a confluence of natural and human influences. Ancient rocky outcrops along the shoreline, shaped by geological processes over thousands of years, are interwoven with twentieth-century post-industrial modifications tied to hydroelectric development and riverfront industry.

The name "Confluence" captures this enduring relationship between land and water, emphasizing flow, connection, and transformation rather than fixed boundaries.