

NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2022-P256
To	Board of Directors
Date	2022-10-04

For DECISION

Subject/Title

Federal Land Use Approval for Site Redevelopment of 100 Sparks Street / 30 Metcalfe Street by Public Services and Procurement Canada ("PSPC" or the "Proponent").

Purpose of the Submission

- To obtain Federal Land Use Approval (FLUA) from the Board of Directors for the site redevelopment of 100 Sparks Street and 30 Metcalfe Street by PSPC.

Recommendation

- That the FLUA for site redevelopment of 100 Sparks Street and 30 Metcalfe Street be granted by the Board of Directors, pursuant to Section 12 of the *National Capital Act*, subject to the following conditions:
 - The primary land uses will remain unchanged. These are office space on the upper floors and retail on ground floor. Underground parking and other auxiliary uses will also be permitted.
 - This approval does not authorize any construction or demolition activities.
 - No site planning, urban design or architectural elements are approved at this time.
 - In consultation with the National Capital Commission (NCC), the Proponent must prepare and submit for NCC review and approval the site plan, schematic and developed design documents prior to construction.
 - The proposal must satisfactorily address the NCC Capital Interests 100 Sparks Street / 30 Metcalfe Street Site Redevelopment document (attached in Appendix D).
- That the preparation and signature of the FLUA letter be delegated to the Vice-President, Capital Planning Branch.

Submitted by:

Alain Miguelez, Vice-President, Capital Planning Branch
Name

Signature

1. Authority

National Capital Act, Section 12.

2. Project Description

Introduction

The National Capital Commission (NCC) approved the sale of 30 Metcalfe Street and 100 Sparks Street to Public Services and Procurement Canada (PSPC) on June 23, 2021. The two buildings formally owned by the NCC, were deemed surplus and disposed to PSPC for Parliamentary accommodation purposes within the context of the Long-Term Vision and Plan (LTVP) update.

PSPC acquired the properties to fulfill short- and long-term accommodation requirements including the creation of swing space for the rehabilitation of Block 1 of Parliament planned to begin in 2028.

Site Background

The building at 30 Metcalfe Street is a 7-storey tower constructed in 1964. Current occupancy includes ground-floor retail, commercial office space, and the NCC archaeology lab. The building at 100 Sparks Street is a 10-storey tower constructed in the same year, with additional ground-floor retail and above-grade office space. The subject site, which encompasses both buildings, is bounded by Sparks Street to the north, Metcalfe Street to the east and Queen Street to the south and is located centrally in the Capital's core area sector. Formerly owned by the NCC, these properties were transferred to PSPC on fee-simple in October 2021. The buildings are still occupied by the NCC and will be vacated by April 1, 2023.

The site does not form part of the National Interest Land Mass (NILM). The buildings were evaluated by the Federal Heritage Buildings Review Office (FHBRO) in 2014 and were not federally designated. The buildings are positioned in a strategic location in the Capital where 'Town meets Crown'. Its proximity to the Parliamentary Precinct has motivated PSPC's interest in acquiring the site to support both short- and long-term accommodation needs for Parliament. The buildings also contribute to the character and animation of Sparks Street. The site is adjacent to the downtown O-Train tunnel that is aligned under Queen Street. The nearest O-Train station, Parliament, is located one block west of the site at O'Connor Street.

Scope of Redevelopment

The redevelopment of the 100 Sparks Street / 30 Metcalfe Street site is required to enable the decommissioning and rehabilitation of Block 1 (bordered by Wellington, Elgin,

Sparks and Metcalfe streets) as envisioned by the LTVP update. The site selection was determined by its proximity to the Parliamentary Precinct.

The new development will accommodate the office functions currently located in Block 1 for a term of ten years beginning in 2028. Following the rehabilitation of Block 1, other Parliamentary functions will be assigned to this building as established by the LTVP update to consolidate the Precinct's accommodations in Crown Inventory.

The future redevelopment at the 100 Sparks and 30 Metcalfe streets site has the following planning and design objectives:

- Provide high quality modern office space in the downtown for Parliamentary accommodations both in the short and long term;
- Create a signature project of architectural interest and quality that exemplifies design excellence;
- Provide a pedestrian oriented development with active at-grade uses to support and strengthen animation along the surrounding streets, especially Sparks Street;
- Integrate the redevelopment with municipal plans and policies as appropriate.

In addition, PSPC intends to align the future redevelopment of the site with its modernization and sustainability mandate. The following sustainability objectives will be targeted:

- Exploit means of reducing greenhouse gas (GHG) emissions (ex: potentially connecting to the federal district heating and cooling system (Energy Services Acquisition Project 'ESAP');
- LEED Platinum certification;
- Net Zero Carbon development;
- Off-set the carbon footprint of the existing PSPC Science and Parliamentary Infrastructure Branch (SPIB) portfolio of heritage buildings through the implementation of state-of-the-art sustainable design;
- 100+ year life for structural systems;
- 50+ year life for mechanical and electrical systems.

In August 2021, PSPC conducted an Investment Analysis Report (IAR) to inform project scope. Redevelopment, recapitalization (rehabilitation), and life cycle renewal were all considered for the site. The study concluded that redevelopment was the recommended option as it is the lowest cost solution and the only option that supports the necessary space requirements to accommodate relocated functions from Block 1 during its rehabilitation. In the long term, this option also offers the best Parliamentary accommodations in terms of space allocation, functionality, and sustainability.

- The buildings' structural, mechanical and electrical systems have passed the expected life cycle and their rehabilitation/replacement will not be cost-efficient and will not address 21st Century accommodation requirements.
- The existing concrete structure of 100 Sparks Street requires seismic upgrades and has insufficient capacity for the number of additional floors required. The existing steel structure for 30 Metcalfe Street has no load bearing capacity to accommodate the additional floors required;
- The buildings' floor layout and capacity are insufficient to meet the accommodation requirements. Keeping the existing two buildings would require both vertical circulation cores (stairs and elevators) to be retained, reducing useable area per floor. The individual building floors cannot be connected due to misalignment in their relative heights and the location of the vertical circulation core for 30 Metcalfe Street. Floor-to-floor heights are too low to meet current standards for office space.
- The building envelopes would require significant upgrades/replacement to achieve desired performance standards.

Additionally, PSPC evaluated alternative locations for accommodation and concluded that there is no suitable vacant Crown office inventory that meets the Parliamentary accommodation needs and their requirement for proximity to Parliament Hill during the redevelopment of Block 1.

3. NCC Staff Analysis

The intended redevelopment of the site with increased density aligns with NCC plans and policies, and provides an opportunity to bring improvements to the public realm and the urban fabric of the downtown core:

- The Plan for Canada's Capital, 2017–2067 (2017) calls for the NCC to work with federal and municipal partners to transform existing employment areas into more lively workplaces that are better integrated into their surroundings, with a specific mention of Sparks Street;
- Increased employment density in a location that is currently well-served by transit responds to key sustainability objectives in the NCC's Canada's Capital Core Area Sector Plan (2005) and the NCC's Sustainable Development Strategy, 2018–2023 (2018);
- Any proposed redevelopment must respect the intent of Canada's Capital Views Protection Plan (2007) as it evolves given the site is located in an area subject to background height controls to protect views towards the primary National Symbols (Parliamentary Triad);
- Proposed redevelopment of the site for Parliamentary accommodations is aligned with the LTVP update.

PSPC's plan for redevelopment of the site with increased density was presented to the NCC's Advisory Committee on Planning, Design and Realty (ACPDR) on February 24, 2022 for information and preliminary comments. The committee encouraged PSPC to further explore alternative and available existing office space in the downtown core and investigate whether the existing buildings on site could be reused.

NCC staff has evaluated the information and analysis submitted by PSPC and support the recommendation for site redevelopment at this time. Additionally, NCC staff prepared a set of site-specific NCC Capital Interests (Appendix D) to guide the Proponent during the planning and design development phase.

The NCC Capital Interests document provides guidance on site planning, urban design, and architecture addressing the unique challenges and opportunities of the site in the context of the NCC planning framework. This includes but is not limited to the provisions of the Plan for Canada's Capital, 2017–2067 (2017), Canada's Capital Core Area Sector Plan (2005), Canada's Capital Views Protection (2007), the Capital Illumination Plan, 2017–2027 (2017), the Federal Sustainable Development Strategy, the transportation strategies and the ongoing plans and projects such as the Société de transport de l'Outaouais (STO) TramGO project. This document will be used to inform the federal review and approval process.

Site redevelopment approval by the Board of Directors will enable PSPC to start the design procurement process which will incorporate the NCC Capital Interests document. The project will be subject to further level 3 review and approval process at its schematic and developed design phases.

NCC staff continue to encourage PSPC to use this project as an opportunity to ensure the redevelopment is not only a physical demonstration of federal commitment to design excellence, sustainable practices, and energy efficient buildings, but to commit to an inclusive design process through direct engagement with municipal and local partners, as well as the local Algonquin communities. NCC staff have further underlined the importance of enriching the vitality of the ground floor level on Sparks, Metcalfe and Queen streets through street-level animation and active uses.

4. Strategic Links

- NCC Corporate Plan (2022/2023–2026/2027):
 - Priority #2: Plan, rehabilitate and revitalize key assets and transportation networks in the National Capital Region.
- Capital Planning Framework:
 - Plan for Canada's Capital, 2017–2067 (2017)
 - Canada's Capital Core Area Sector Plan (2005)
 - (LTVP) Site Capacity and Long-Term Development Plan for the Parliamentary Precinct (2006)

- Canada's Capital Views Protection (2007)
- Capital Illumination Plan, 2017–2027 (2017)
- NCC Sustainable Development Strategy, 2018–2023 (2018)
- Municipal Planning & Urban Design framework:
 - City of Ottawa Official Plan (2003, as amended)
 - Sparks Street Public Realm Plan (2019)
 - Downtown Moves: Transforming Ottawa's Streets (2013)

5. Consultations and Communications

- Engagement with the City of Ottawa to confirm the municipal planning objectives and to confirm the City's participation in development review process under the federal Good Neighbour Policy.
- PSPC engagement with local Algonquin communities is in progress to formally gather input or concerns regarding the proposed redevelopment.
- PSPC, as a member of the Sparks Street Mall Authority, is committed to keeping the Mall Authority informed regarding progress of the proposed development.
- The Proponent is also engaged on a regular basis with other redevelopment project groups at PSPC, including those for Block 1 and 2, to ensure the new 100 Sparks Street development will be compatible with its surrounding context and contribute to an integrated downtown.

6. Next Steps

- Spring/Summer 2023 – ACPDR Presentation of Site Plan and Schematic Design for 100 Sparks Street / 30 Metcalfe Street Redevelopment

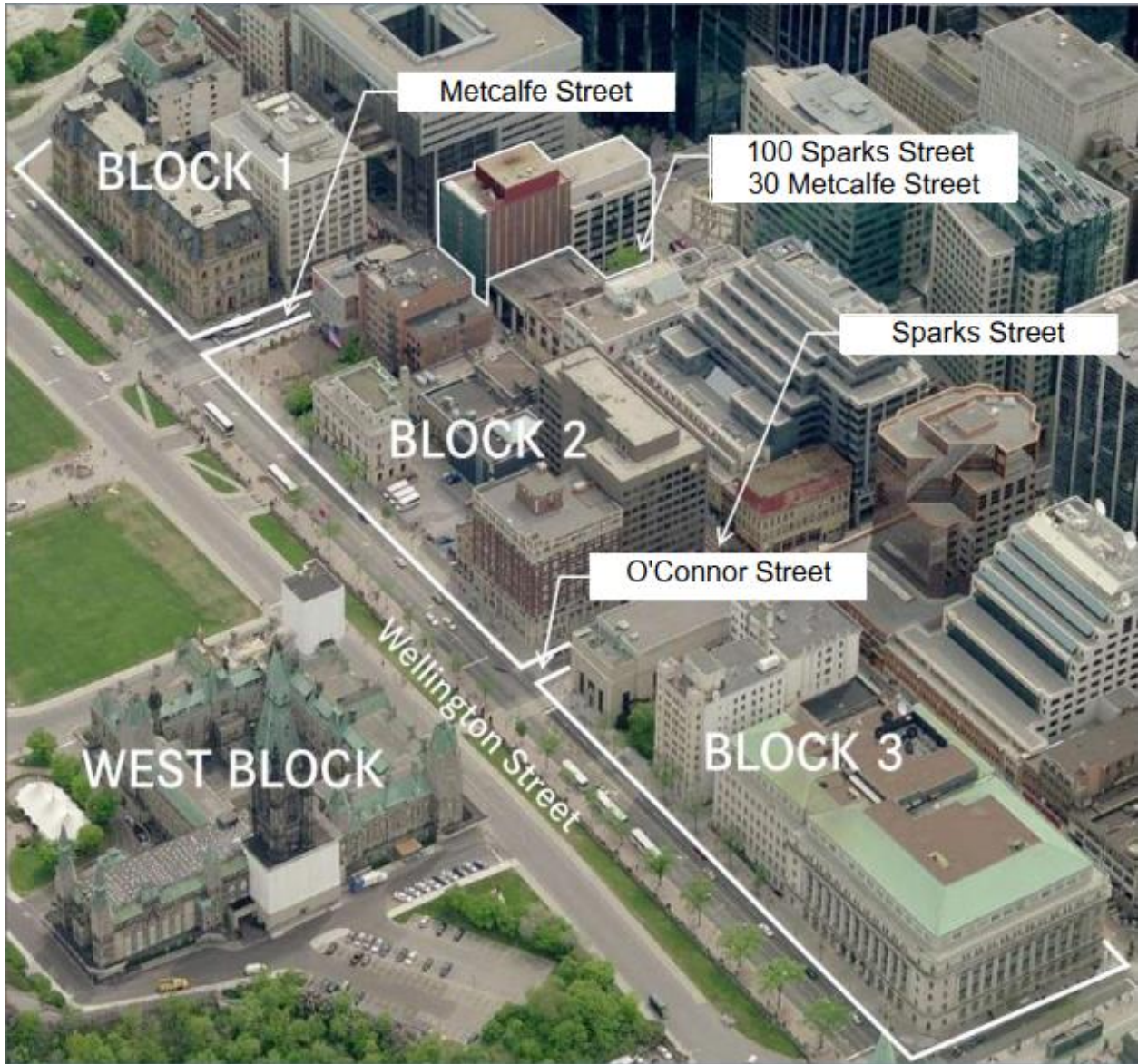
7. List of Appendices

- Appendix A – Location and Ownership Map
- Appendix B – Block 1 & 2
- Appendix C – Views Protection Limitations on Development
- Appendix D – Capital Interests Document

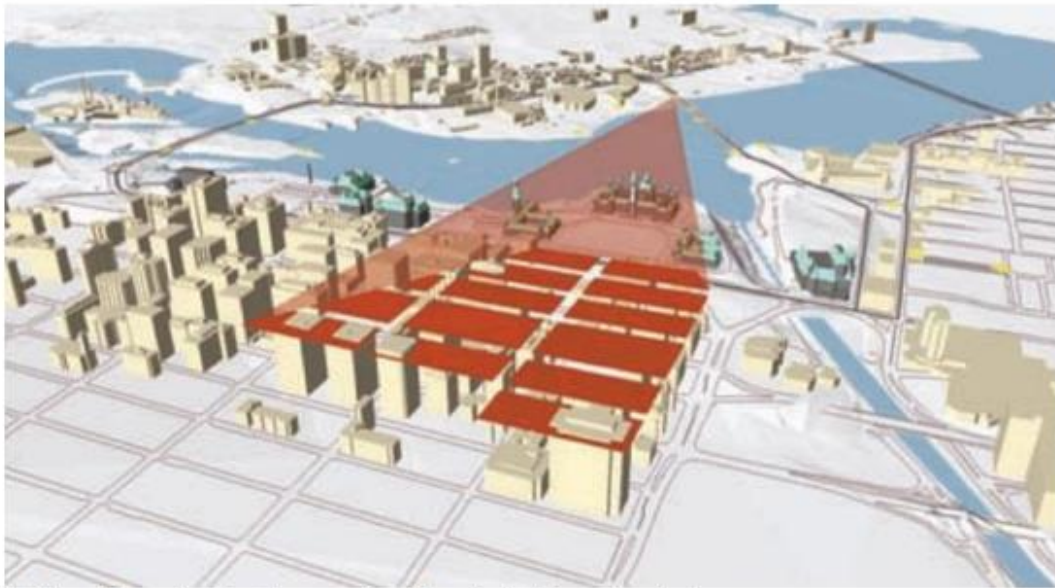
8. Authors of the Submission

Alain Miguelez, Vice-President, Capital Planning Branch (CP)
Isabel Barrios, Director, Federal Approvals and Heritage, and Archeology Programs (FAHA), CP
Jason Hutchison, Chief, Federal Design Approvals, FAHA, CP
Mazen Kandalft, Senior Architect, Federal Design Approvals, FAHA, CP

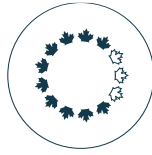
Appendix B – Block 1 & 2



Appendix D – View Protection Limitations on Development (Control Viewpoint 6)



National symbols view protection height control plane



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

Capital Interests

100 SPARKS/30 METCALFE SITE REDEVELOPMENT

SEPTEMBER 2022

Canada



Preamble

The National Capital Commission's (NCC) mandate under the *National Capital Act* is to prepare plans for and assist in the development, conservation and improvement of the National Capital Region in order that the nature and character of the seat of the Government of Canada may be in accordance with its national significance.

To achieve its mandate, the NCC develops long-range visionary plans and policies to guide the improvement and implementation of the Capital. Through the Federal Approvals process, the NCC engages with Proponents to ensure that their program objectives are met and that their projects contribute to the living legacy of the Nation's Capital.

The 100 Sparks/30 Metcalfe Site Redevelopment is subject to several NCC plans and policies (namely the *Plan for Canada's Capital (2017-2067)*, the *Core Area Sector Plan (2005)* the *Parliamentary and Judicial Precincts Area Site Capacity and Long Term Development Plan 2007* (known as LTVP, currently under review), *Sparks Street Public Realm Plan (2019)*, *Capital Illumination Plan (2017-2027)* and the *Capital Views Protection (2007)*).

The following **Capital Interests** were developed by the NCC to guide the Proponent in the planning and design development of the 100 Sparks/30 Metcalfe Site Redevelopment and will inform the NCC Federal Review and Approval process. These principles shall be read in conjunction with the NCC plans and policies.

NCC Capital Interests:

- **Planning integration:** The 100 Sparks Street/30 Metcalfe Site Redevelopment project must be coordinated with the LTVP Update (currently underway) and other initiatives affecting the immediate urban context including the Wellington Street urban design revision (removal of vehicular traffic, transit integration), the redevelopment of Block 2, and the Centre Block Rehabilitation Program.
- **Site significance:** Due to its proximity to The Parliamentary Precinct and other national symbols the site shall be planned to showcase a new federal presence in the heart of the downtown area while integrating seamlessly with the civic realm.
- **Massing:** The site is subject to heights and views protection policies that must not be compromised by the base building or ancillary infrastructure (mechanical equipment, antennae, guardrails, etc.). The massing must address scale compatibility with the adjacent buildings at grade and upper floors while avoiding dwarfing the character of the immediate urban setting.
- **Urban design:** The site shall enable the Government of Canada accommodations without compromising public uses, permeability, and animation at street-level. The development must include continuous retail space minimally interrupted to accommodate entrances and exits.
- **Architecture:** The building should be designed in vernacular architectural language that integrates with its urban context. The elements of each street elevation, including pattern of fenestration, alignment of cornices and façade ornamentation

should add to the streetscape in a style that is consistent with the majority of existing facades and may be designed in a non-Modernist style. The building envelope and streetscape must integrate noble materials and high-quality finishes.

- **Design Excellence:** The project shall integrate all design disciplines (planning, architecture, lighting, landscape, engineering, industrial design, public art) into one harmonious and innovative development. Floorplates should be conceived to take maximum advantage of natural light and passive solar design with window-to-wall ratios that meet sustainability targets and proportionally strengthen the character of the building setting from key viewpoints.
- **Security:** Physical security shall be inconspicuously integrated with the architecture, streetscape and landscape elements without compromising foot flows at grade level.
- **Exterior lighting:** A comprehensive illumination strategy should be developed to enhance the architectural design, be compatible with street level lighting, as well as building night effect and presence. Interior lighting design must be considered integrally as it will affect the overall strategy.
- **Views:** The visual integrity and symbolic pre-eminence of Parliament Hill must be preserved. Views to and from the national symbols shall be considered in the design, enhancing and taking advantage of the picturesque legacy of the Capital.
- **Mobility and Parking:** The development must be conceived to meet a minimum 85/15 modal split (85% non-auto), with underground parking access preferably provided through the adjacent property by using the knock-out panels provided in the “re” development, or off-site parking. The creation of an individual parking garage entrance should be avoided, and if provided, should not be adjacent to the pedestrian walkway linking Queen and Sparks Streets. A Transportation Demand Management Plan should be implemented concurrently to meet this target. The material handling facility must be conceived to minimize impacts on traffic flows in the context of a potential pedestrianization of Metcalfe Street with its access fully integrated with the building architecture. No material handling activities shall be exposed to view. Wide truck bays shall be avoided; preference shall be given to a narrow and deep loading bay and on-street parking for trucks, with manual loading from truck to building.
- **Sustainability:** The project must meet or exceed the Federal Sustainable Development Strategy targets. Proposed building engineering and architecture must provide a resilient structure that is compatible with federal policies related to climate change. Building façade design must meet established federal energy consumption goals while providing for a superior interior environmental quality through technological innovation and design.
- **Inclusivity:** The project must meet or exceed federal accessibility requirements, implement Gender Based Analysis+ strategies to provide an equitable experience for all users and integrate Indigenous perspectives in the design. Bilingualism shall be included in the design of site and building communication components.